

RESIDENTIAL INFILL PROJECT  
Stakeholder Advisory Committee

Summary Report

June 17, 2016

## Stakeholder Advisory Committee Members

Linda Bauer, Appointee – East Portland Action Plan  
Sarah Cantine, Architect – Scott Edwards Architects  
Alan DeLaTorre, Ph.D., Research Assoc. – PSU Institute on Aging  
Jim Gorter, Appointee – Southwest Neighbors, Inc.  
John Hasenberg, Architect – Oregon Remodelers Association  
Marshall Johnson, Residential Section Mgr. – Energy Trust of OR  
Emily Kemper, Senior Engineering Manager – CLEAResult  
Douglas MacLeod, Appointee – Home Builders Association (PDX)  
Mary Kyle McCurdy, Policy Director – 1000 Friends of Oregon  
Maggie McGann, Proj. Mgr. – Habitat for Humanity/Metro East  
Rod Merrick, Principal – Merrick Architecture Planning  
Rick Michaelson, Appointee – Neighbors West/Northwest  
Mike Mitchoff, Co-Owner – Portland Houseworks  
Michael Molinaro, Appointee – Southeast Uplift  
Danell Norby, Urban Planner – Anti-Displacement PDX  
Douglas Reed, Appointee – East Portland Neighborhood Office  
Vic Remmers, President and Owner – Everett Custom Homes  
Eli Spevak, Owner – Orange Splot, LLC  
Teresa St. Martin – Planning and Sustainability Commissioner  
Barbara Strunk, Appointee – United Neighborhoods for Reform  
David Sweet, Appointee – Central Northeast Neighbors  
Eric Thompson, Appointee – Home Builders Association (PDX)  
Garlynn Woodsong, Appointee – N.E. Coalition of Neighbors  
Tatiana Xenelis-Mendoza, Appointee – N. Portland Neigh. Assoc.

## Former Members:

Young Sun Song, Appointee – IRCO (Stepped down February 2016)  
Brandon Spencer-Hartle, Field Program Mgr. – Restore Oregon (Stepped down February 2016)

## Facilitator:

Anne Presentin, EnviroIssues

**Residential Infill Project Goal:** *Adapt Portland’s single-dwelling development rules to meet the needs of current and future generations.*

*By 2035, Portland is projected to grow by 123,000 new households. About 80 percent of expected new residential units will be built in mixed use and multi-dwelling residential areas in the Central City and in centers and corridors. The remaining 20 percent, or 25,000 units, is expected to be built in single-dwelling residential zones – both in large tract subdivisions and as infill in existing neighborhoods. In addition, increased cultural and racial diversity and aging of the population will affect housing needs.<sup>1</sup> By 2035, the average household size is expected to be just over two persons per household and the households with children is expected to decline to 25 percent of all households.<sup>2</sup> The City is reviewing residential development standards to determine how to best serve the needs of current and future residents by planning for where and how to accommodate the growth.*

*This report provides a summary of the work and resulting recommendations from a committee advising the City of Portland on adapting the single-dwelling development standards. It is intended to aid residents, the Portland Planning and Sustainability Commission and Portland City Council as they consider a staff proposal to amend the City’s development standards to meet the housing needs of Portlanders. Additional information about the project and the other ways the City gathered input from residents and interested parties can be found online: <http://www.portlandoregon.gov/bps/67728>.*

## Stakeholder Advisory Committee Purpose

The Residential Infill Project Stakeholder Advisory Committee (SAC) was established by Mayor Charlie Hales in September 2015 to advise staff from the Portland Bureau of Planning and Sustainability in understanding the benefits, burdens and tradeoffs associated with different approaches to regulating residential infill development in the city.

At the time Mayor Hales called for the SAC’s formation, there were active and ongoing discussions in the community related to the height and size of newly constructed homes, the importance of neighborhood character, preservation of existing homes, expanding the pallet of housing choices in single dwelling zones, and the rising cost of both existing and infill housing. The SAC was tasked with addressing three aspects of infill development:

- Scale of houses
- Alternative housing options
- Narrow lot development on historically platted lots

While not inclusive of all nuanced discussion points, these topics provided a framework for discussion. The primary purpose of the body was to share advice, insight and expertise with BPS staff and fellow SAC members as well as liaison with the broader community on the three topics.

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<sup>1</sup> City of Portland, Bureau of Planning and Sustainability, Growth Scenarios Report, July 2015, page 14; <http://www.portlandoregon.gov/bps/article/531170>, accessed June 12, 2016.

<sup>2</sup> Ibid.

Members were either appointed or selected after an application process to represent a broad diversity of interests engaged in and affected by infill development. The 26 selected members<sup>3</sup> represented builders and remodelers of single-dwelling homes, architects, affordable housing advocates, property owners, homeowners and neighborhood coalitions. Members were chosen from 100 applicants to ensure the committee provided a balance of age, gender and geographic distribution. As an advisory group with a diversity of interests, the group was not expected, nor asked, to come to consensus. The group’s diversity of opinions is described in greater detail later in this report.

SAC input and discussions were a primary method used by BPS to inform and engage the public on the residential infill topic when developing a draft proposal for public review. Other methods included a project webpage, regular emails to a mailing list, online survey that generated more than 7,000 responses,<sup>4</sup> written and verbal public comments, and an open house held in January 2016 that attracted more than 30 people. Further public engagement in 2016 through open houses, online questionnaire, presentations to interest groups and written and verbal comments will inform staff’s recommendation to City Council.

## Process

The committee adopted a charter to guide its work (See Appendix B). The charter defined the committee’s purpose and

Table 1: Meeting dates and discussion topics

SAC Meetings	Topics
Sept. 15, 2015 (1)	Project and member introductions
Oct. 6, 2015 (2)	Project parameters and schedule Public meeting law Draft charter Introduction: Scale of houses
Oct. 20, 2015 (2a)	Discussion: Scale of houses
Oct. 24, 2015	Neighborhood walks: Inner southeast, southwest
Nov. 3, 2015 (3)	Approval of charter “Big picture” look City equity framework Introduction: Alternative housing
Nov. 14, 2015	Neighborhood walks: Eastern, inner north
Nov. 17, 2015 (4a) <i>Optional meeting</i>	Introduction: Lot confirmations and land divisions
Dec. 1, 2015 (4b)	Finalized parameters Public involvement plan Discussion: Narrow lot development
Jan. 5, 2016 (5)	Economics of Portland’s residential infill housing market Project guiding principles
Jan. 21, 2016 (6) Day-long charrette	Public outreach survey Scale of houses Historic narrow lot development
Feb. 2, 2016 (7)	Project schedule and scope Discussion: Alternative housing
Mar. 1, 2016 (8)	Discussion: Guiding principles Scenario discussion: Scale of houses on standard lots
Mar. 15, 2016 (9)	Public involvement update Scenario discussion: Scale of narrow and attached houses
April 5, 2016 (10)	Scenario discussion: Alternative housing
April 19, 2016 (11)	Revised scenario discussion: Alternative housing and narrow lots
May 3, 2016 (12)	Lot remnants Revised scenario discussion: Scale of houses
June 7, 2016 (13)	Draft proposal for public review SAC report

<sup>3</sup> See cover for list of members, their affiliation and whether they were appointed or selected. More info on selection process can be found online: <http://www.portlandoregon.gov/bps/article/536146>

<sup>4</sup> Online Survey Summary Report, February 2016; <https://www.portlandoregon.gov/bps/article/565130>

charge, identified the roles and responsibilities of SAC members and staff, and established decision-making and meeting protocols.

The committee also confirmed its work schedule and project parameters for primary discussion. Some members of the committee expressed a desire to broaden the scope of discussions to include issues beyond single dwelling development standards and zoning. It was agreed by staff and members that additional recommendations could be made related to future City work on other related topics, but they would not be included as discussion items on the agenda. (See Appendix C for the accepted project parameters.)

Members met in public session from September 2015 until June 2016. Meetings included 14 regular meetings of 2-3 hours, one day-long charrette and four neighborhood walks held on two Saturdays. Attendance ranged from 18 to 24 members, with an average of 21 members. A schedule of meetings and topics is included in Table 1.

Ten minutes was reserved at each meeting for community members to address the SAC, which was occasionally extended at the direction of the SAC when multiple people requested to speak. About 30 members of the public who attended the meetings addressed the committee or submitted written comments. Topics of comments were mostly associated with a concern of scale of newly built infill houses. Additional comments related to density concerns, neighborhood character, preservation of existing houses, affordability, adaptability over time, housing equity and public process.

A SAC web page was established to provide notice to the community of SAC meetings and the topics discussed. All meeting materials and public comments received at the SAC meeting were posted to the website.<sup>5</sup> A SAC Facebook page, viewable to the public, was also available for the SAC to post articles and share observations outside of SAC meetings.

Mid-way through the meeting schedule, the Mayor presented an option of limiting discussions for the remainder of 2016 to include only scale of houses and to shift discussions on the other two topics of alternative housing and narrow lot development until 2017. The majority of the committee advised against this approach because the combination of the three allowed for a more complete discussion where all interests would stay engaged and due the interdependence of some of the issues.

## Discussion Results

The SAC members actively participated according to the adopted charter and provided input to BPS staff to inform development of a draft proposal. Members shared their perspectives and learned from one another during multiple small group discussions at SAC meetings. This substantially deepened the collective understanding of the differing values, interests and constraints associated with improving the City's infill development standards.

During the months the SAC met, the broader civic discussion related to the general topic of housing experienced a shift: The original issues related to infill development remained active topics while public awareness grew about low rental vacancy rates, growing homeless populations, a lack of affordable

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<sup>5</sup> Residential Infill Project website: <http://www.portlandoregon.gov/bps/67728>

housing across most income spectrums, and the concept of “missing middle” housing.<sup>6</sup> The increased awareness in the community occurred with news media coverage, ongoing public discourse about adoption of the City’s updated Comprehensive Plan, presentations and workshops hosted by public and private entities about housing issues (including the City Club of Portland and Metro), consideration of renter protection regulations by City Council and the Oregon Legislature, and similar conversations occurring in Seattle and other cities. This shift affected the conversations by SAC members and highlighted the increasing importance of the City’s efforts to engage residents on these related issues.

Several recurring themes emerged during the SAC meetings:

*Housing affordability:* Housing affordability was not identified as a topic for primary discussion at the beginning of the Residential Infill Project. However, it was highlighted as a key concern at nearly every meeting by those interested in alternative development options and some opposed to demolitions of smaller, relatively affordable homes. Members said they wanted the next generation of low to middle income earners to be able to live in Portland. Currently, young adults who grew up in Portland or who have just decided to settle here often cannot afford to live here. In addition, older Portlanders may not be able to age within their community as they transition to a smaller or age-friendly home due to the rising cost of housing and the lack of smaller dwelling units in their neighborhoods. Some members agreed that housing affordability was an important issue at the present time, but not one likely to be resolved in the immediate future with changes to the zoning code or new construction.

*Housing Supply:* The lack of sufficient housing supply in areas close to jobs and amenities is driving up the cost of housing, said many SAC members. As a result, some long-time Portlanders are experiencing displacement and many neighborhoods lack diverse and affordable housing to meet the needs of all Portlanders.

*Accommodating change:* Population increases and the region’s emergence from the recession have resulted in undeniable change for Portland. For some SAC members, this change is seen as exciting and for some, worrisome because of its consequences, including the loss of existing single dwelling houses and reduced affordability. Other SAC members observed that by increasing the amount of buildable lots and by allowing smaller housing options in more neighborhoods, housing costs will decrease due to allowing more homes per lot by increasing the overall supply. Most members agreed that change needs to be guided and supported so that Portland retains and enhances its livability with walkable neighborhoods, and access to needed services, transportation options and employment.

*Housing accessibility:* The Portland metropolitan area is aging.<sup>7</sup> Older Portlanders and Portlanders with disabilities have few options for aging in their homes and communities if they desire an appropriately-sized, accessible home due to the lack of options. Opportunities include retrofitting existing properties to age in place to having new options that enable community connectivity and support functional changes throughout life course.

*Demolitions:* Demolitions and deconstruction of existing houses to make way for one or more newer homes on the same lot prompted some members to become active in infill development conversations.

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<sup>6</sup> Missing Middle Housing: “Missing Middle” was coined by Daniel Parolek of Opticos Design, Inc. in 2010 to define a range of multi-unit or clustered housing types compatible in scale with single-family homes that help meet the growing demand for walkable urban living. <http://missingmiddlehousing.com/>

<sup>7</sup> [http://www.oregonlive.com/business/index.ssf/2015/06/the\\_graying\\_of\\_oregon\\_new\\_cens.html](http://www.oregonlive.com/business/index.ssf/2015/06/the_graying_of_oregon_new_cens.html)

While there is a recognition that some demolitions are the natural evolution of a city, there was a stated desire among some members to prevent removal of existing, viable – but often smaller – homes in the interest of affordability, accessibility, sustainability, historic preservation, diversity of housing age and architectural styles, as well as preservation of neighborhood characteristics.

*Density and location of infill development:* With the predicted population growth in single-dwelling zones, most SAC members said opportunities exist to allow an increase in density in some areas of the City beyond one dwelling per lot. Many members advocated for increased density throughout Portland. Others favored directing increased density to areas where it was specifically zoned (e.g. R2 or R2.5<sup>8</sup>) and to centers as identified in the existing and draft Comprehensive Plan. Still others said density should not be regulated, but instead the City should adopt a form-based code to regulate the scale of buildings and guide the intensity of development such that greater height and intensity would be allowed near centers and corridors.

#### Guiding Principles:

Project staff used the discussions from the SAC’s first several meetings as well as the draft Comprehensive Plan and existing City policies to draft guiding principles to aid with comparison and refinement of future scenarios. They included:

- Fit neighborhood context
- Provide diverse housing opportunities that are adaptable over time<sup>9</sup>
- Maintain privacy, sunlight, open space and natural features
- Be resource-efficient
- Support housing affordability
- Be economically feasible
- Provide clear rules for development

The SAC initially agreed to accept the list as “imperfect,” not prioritized by order of presentation, and to use them at the upcoming charrette. After additional discussions, the SAC was unable to agree on using the guiding principles as a comparison tool and most members recommended not taking more time away from discussing the three primary topics. BPS staff accepted this approach.

#### Public Outreach:

SAC members received updates and provided input on the public involvement plan for the project during their regular meetings. Some members met separately as a subcommittee with BPS staff to provide more detailed input and to ensure engagement of a diversity of Portland residents.

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<sup>8</sup> R2 refers to a low density multi-dwelling zone and R2.5 refers to a single dwelling zone that allows 2,500 square foot lots. Information can be found in Portland’s Zoning Code: Single dwelling, <http://www.portlandoregon.gov/bps/article/53295>; multi-dwelling, <http://www.portlandoregon.gov/bps/article/53296>

<sup>9</sup> Staff later separated this principle into two, which was not opposed by the SAC: 1) Provide diverse housing opportunities, and 2) Adaptable over time. There were suggestions by SAC members to separate other principles.

### Areas of general agreement:

The nature of small group discussions in the SAC meetings often meant that complex topics were discussed differently by individual groups, with each focusing on aspects that resonated with the makeup of the small groups. Discussions at 15 SAC meetings led to several points of general agreement on potential changes to development standards. Some members felt that further study and analysis on these points was necessary. The areas of general agreement include, but are not limited to:

- Density close to centers should increase.
- Accessory dwelling units (ADUs) should continue to be allowed.
- Alternative housing types (also known as middle housing) that allow for more than one dwelling unit on a lot should generally match the size and scale of a single dwelling structure.
- Attached street facing garages should not be allowed on detached narrow lot construction.
- Current rules for allowed eaves and bay windows should be changed to allow greater eave length and greater bay intrusions into the side setbacks for architectural variation.
- The current allowable building envelope for single-dwelling homes may be larger than is necessary in most instances.
- Use of floor area ratios (FAR) is favored as a planning tool when combined with other tools.
- Size bonuses could be allowed in certain situations to meet policy objectives (e.g., to add an ADU).
- The impact of height on neighbors could be reduced by measuring height from the lowest point of a lot instead of the highest point.
- The height of the main entrance should be limited.

**The SAC did not agree to one path forward. As agreed to in the adopted charter, the SAC took no formal ‘votes.’ The aim of these discussions was to flush out areas of concern and support for potential changes to development standards. In general, where differences of opinion existed, the members tended to align with one of two perspectives: A neighborhood context perspective and a housing diversity perspective.**

**In the interest of reflecting the outcome of the SAC discussions and to aid the reader, it is noted that a majority of the members aligned with the housing diversity perspective. Some members’ perspectives did not cleanly subscribe with either perspective because the members saw areas where they agreed with both. The main points corresponding to each perspective are presented below.**

## Housing diversity perspective

The majority of SAC members said that the current housing situation requires bold action by the City due to insufficient supply of housing and increasing costs, which lead to fewer opportunities and choices across income and mobility spectrums. This group viewed the housing situation through an equity lens and called for the creation of more flexible housing types throughout all areas of the city to support current and future residents. They did not want to limit more flexible housing types to only occur near centers and corridors. They also advocated that new infill housing be allowed to resemble historic building patterns with small multi-dwelling structures intermixed with single-dwelling structures (known as “missing middle housing”). These members recommended actions that would allow increased density in all single-dwelling zones so that more people would have the opportunity to live in areas with greater access to transit, parks, jobs, schools and other urban amenities.

The group, which included representatives from the building industry, realtors, neighborhoods, and advocates for alternative, rental and affordable housing, also recommended new limits with regard to scale of housing. The diversity of interests was able to agree based on a pragmatic willingness to adjust scale downward and liberalize housing options for narrow lot development and alternative housing. Without this trade off and balancing, a consensus among the group would not have been possible, they said.

### Key recommendations include:

- Increase the supply of housing by allowing more dwelling units per lot.
- Allow building on historically platted narrow lots of at least 25 feet wide throughout the City.
- Allow building on “lot remnants” at least 25 feet wide throughout the City.
- Allow multiple alternative housing types that are regulated by scale and not by the number of dwelling units on a lot. This would remove density as a controlling regulation, replacing it with rules that govern the form of the building(s) on a lot to ensure they are of a scale that is compatible with the surrounding neighborhood.
- Allow size, height or density bonuses to preserve historic/existing structures, incentivize attached housing, promote zero-step entries and provide affordable housing or based on proximity to centers and corridors.
- Do not require off-street parking in R2.5 zones, on narrow lots in any zone or when houses are located within a quarter-mile of centers or corridors.
- Simplify the approval process for planned developments when there is more than one house per lot, to preserve an existing house, to protect natural resources and to provide affordable housing.

Specific recommendations:

<i>Code element</i>	<i>Housing diversity perspective</i>
Height	<ul style="list-style-type: none"> <li>• Measure height from the low point of the lot.</li> <li>• Adjust scale downward in combination with more liberal housing options for narrow lot development and alternative housing. Specific technical height details need further study.</li> </ul>
Setbacks and projections	<ul style="list-style-type: none"> <li>• Front: Match front setback of adjacent homes, allow new home to be up to 5 feet closer to the street; with 10 foot minimum and 18-foot maximum setback; 18-foot minimum garage set back.</li> <li>• Sides: 5 feet for standard lots; 3.5 feet for detached homes on narrow lots.</li> <li>• Rear: 5 feet.</li> <li>• Allow 2 feet projection of eaves and 1.5-foot projection of bays into setback.</li> </ul>
Bulk	<ul style="list-style-type: none"> <li>• Use floor area ratios (FAR) to regulate bulk in addition to building coverage; exclude basements and unfinished attics in calculation. Use this tool in combination with more liberal housing options for narrow lot development and alternative housing. Specific technical details need further study.</li> <li>• Allow square foot bonus for accessory dwelling units, attached houses, remodels, accessibility, internal conversions and proximity to centers and corridors.</li> </ul>
Parking / Garages	<ul style="list-style-type: none"> <li>• Maintain existing rules for standard lots, where garage cannot be more than 50 percent of the width of the house.</li> <li>• Do not require off-street parking in areas quarter-mile from high frequency transit or for any narrow lots.</li> <li>• Allow garages with a combined driveway for two attached houses.</li> <li>• Do not allow street-facing garages on detached houses on narrow lots.</li> <li>• Allow off-street parking in the front setback.</li> </ul>
Main entrance	<ul style="list-style-type: none"> <li>• Limit the height of the main entrance; encourage accessible and age-friendly entryways.</li> </ul>
Alternative Housing	<p>Form: Allow small multi-plexes, internal conversions of existing houses, stacked flats, garden apartments, rowhouses, cottages and ADUs; units can be attached or detached.</p> <p>Number of units: Regulate by scale, not the maximum number of units on a lot.</p> <p>Location: Allow construction of alternative housing in all single dwelling zones throughout the city.</p>

	<p>Accessibility: Encourage accessible, age-friendly housing options that will accommodate families, people with disabilities, and older adults.</p>
<p>Narrow lot development on historically platted lots</p>	<ul style="list-style-type: none"> <li>• Regulation of size and building form of houses on lots 25-36 feet wide should be consistent on both historically platted narrow lots and newly divided narrow lots.</li> <li>• Location: Allow any historically platted narrow lot to be developed in the City.</li> <li>• Allow development on any portion of a lot (i.e., “lot remnant”) anywhere in the City, provided it is at least 25 feet wide.</li> <li>• Form: Regulate by scale, 25-foot lot width minimum; allow both attached and detached structures.</li> </ul>

## Neighborhood context perspective

Members supporting the neighborhood context perspective opposed one-size-fits-all zoning standards that they perceive as contradictory to goals in the proposed comprehensive plan, not respectful of the variety of neighborhood characteristics that exist in the city, and would lead to simplistic and polarizing situations. Not only is it important to support the diversity of neighborhood character, they said, but the condition of housing, scale, history, and economic factors can play a significant role in defining what is appropriate.

The neighborhood context advocates emphasized repeatedly that “truth in zoning” is essential for rebuilding public confidence in the planning and zoning process and providing clear guidance for owners, designers, builders, and for the plan review process. They said that considering the primary metric for the zoning code is the density of dwelling units, they are concerned that the alternative housing proposals are further undermining the intent and purpose of this tool.

These SAC members said current zoning density around centers is under-built and scattered middle housing defeats comprehensive plan goals to focus density around walking scale centers. They agreed this is a successful model advocated during the past 40 years and is yet to be realized, especially in the newer areas of the city. They said that a complex of cyclical market forces, not existing zoning regulations, are driving the current housing price escalation and, consequently, the proposals under consideration will not mitigate the cost of housing. Rather, they said, the widespread application of “middle housing” is likely to accelerate price increases in an already overheated market, destabilize neighborhoods, cause the loss of viable and more affordable housing and increase demolition and displacement.

-Key recommendations include:

- Test and model physical and economic impacts for proposed code changes prior to drafting and implementing zoning code changes.
- Create development standards that fit neighborhood context and aspirations.
- Ensure that scale of houses fits neighborhood context, protect solar access and privacy, and maintain individual green spaces.
- Use commonly understood terms and provide clear definitions of what is allowed in each zone, a concept known as “truth in zoning.” Avoid contradictory criteria such as the use of density when lot sizes are the governing criteria.
- Rezone areas in the City that are appropriate for higher density and alternative housing.
- Allow historically platted narrow lots to be recognized in zone R2.5.
- Save viable existing housing.
- Actively engage neighborhood and business associations to participate in decision-making during planning exercises and for major developments to improve understanding of context and needed design guidelines.
- Direct density to centers, as called for in the current and new Comprehensive Plan, to reinforce the establishment of centers, walking scale neighborhoods, use of transit and reduction of auto dependency.

Specific recommendations:

<i>Code element</i>	<i>Neighborhood context perspective</i>
Height	<ul style="list-style-type: none"> <li>• Measure height from the low point of the lot.</li> <li>• Maximum height:               <ul style="list-style-type: none"> <li>○ Vary with lot width: 22 feet up to 32 feet for lots greater than 90 feet wide. (Option: Average of adjacent houses.)</li> <li>○ Measure to the average height of highest roof; include dormer roofs greater than 50 percent of the length of the wall of the house below.</li> </ul> </li> </ul>
Setbacks and projections	<ul style="list-style-type: none"> <li>• Front: 20 feet, which may be reduced to average of adjacent homes.</li> <li>• Sides: Average of 7.5 feet with of minimum 5 feet. Increase for larger lots. Exception: Minimum 3 feet for bay or bump out and for one level ADU or garage with up to 10 feet high sidewall.</li> <li>• Corner lots: 10-foot side setbacks.</li> <li>• Rear: 20 feet; detached ADUs 5 feet, minimum 3 feet for single level ADU or garage.</li> <li>• Allow eaves to project within 2 feet of side setback to encourage shading and weather protection.</li> </ul>
Bulk and building coverage	<ul style="list-style-type: none"> <li>• Use floor area ratios (FAR) to regulate bulk in addition to building site coverage; exclude basements lower than 4 feet below grade in calculation.</li> <li>• Use 0.5:1 floor area ratio in R5 regardless of lot size.</li> <li>• Use 0.5:1 FAR in R2.5 with a significant bonus of higher FAR for attached housing.</li> <li>• Allow 10 percent bonus for accessory dwelling unit above the base FAR, for existing houses undergoing remodel to include an ADU.</li> <li>• Outdoor area: 15x15 square foot minimum in R5 zone.</li> </ul>
Parking / Garages	<ul style="list-style-type: none"> <li>• Garage wall setback: Align with or behind plane of main front wall.</li> <li>• Attached garage width: 12 feet wide when above basement level or within 30 feet of front property line.</li> <li>• Garage door width less than 50 feet from front lot line: 9 feet maximum.</li> <li>• Narrow lots: Disallow street facing garages within 50 feet of the front lot line; do not require off-street parking.</li> <li>• Attached houses: Allow street facing garages only if other options are unfeasible.</li> </ul>
Main entrance	<ul style="list-style-type: none"> <li>• Limit the height of the main entrance to 4 feet above grade.</li> </ul>

Alternative housing	<ul style="list-style-type: none"> <li>• Applicable for R2.5 and higher density zones: Total building envelope must match FAR for the zone; 0.5:1 for R5, 0.5:1 for R2.5, except as noted.</li> <li>• Zoning should regulate allowed density and lot size.</li> <li>• Form: Allow the following types in R2.5 and R2: Row houses, duplexes, internal conversions of existing homes, and ADUs, consistent with density standards.</li> <li>• Number of units under separate ownership: As allowed by the base zone, accessory dwellings may not be sold separately from the primary unit.</li> <li>• Location: Within 400-600 feet of center of centers, where services are available.</li> </ul>
Narrow lot development on historically platted lots	<ul style="list-style-type: none"> <li>• Location: Allow historically platted narrow lots to be developed only when zoned R2.5 and higher density.</li> <li>• Form: Regulate by scale, 25-foot lot width minimum; allow both attached and detached structures.</li> <li>• Do not allow development on a portion of a lot (i.e., “lot remnant”).</li> </ul>

## Appendix

- A. Additional reports submitted by SAC members
- B. Charter: <http://www.portlandoregon.gov/bps/article/564206>
- C. Parameters: <http://www.portlandoregon.gov/bps/article/565281>

June 10, 2016

Susan Anderson, Director  
Bureau of Planning and Sustainable Development  
1221 SW 4<sup>th</sup> Avenue  
Portland, OR 97204

**Re: Residential Infill Project – Stakeholder Advisory Committee**

Ms. Anderson,

As members of the Residential Infill Project’s Stakeholder Advisory Committee (RIP SAC), we have spent the past year digging into options for zoning reform in our residential neighborhoods. We commend staff for attempting to assemble recommendations on a compressed timeline. However, the staff proposal about to be presented for public review falls short of capturing recommendations from the strong majority of members of the RIP SAC, which are in close alignment with recent proposals from both Portland City Club and Oregon ON. Although the staff proposal will undoubtedly contain elements we support, it is too timid a response to our housing affordability crisis, equity imbalances created through current regulations, and the mismatch between home and household sizes. This letter summarizes a ‘grand bargain’ that addresses concerns of neighbors, affordable housing advocates, and builders alike.

**Home Size**

Based on current regulations, a house with 6,000 square feet of floor area can be constructed on a 5,000 square foot lot zoned R5. Although few homes are built to this size, even homes half as large loom over others nearby. One of the tasks for the RIP SAC was to find ways to reign in the size of new homes. Although we have differing opinions about appropriate maximum sizes for homes, we support the portion of the staff recommendation to regulate home size by setbacks, height limits, lot coverage, and floor area ratio, so long as this is accompanied by greater flexibility about what happens within the envelope of these structures.

**Narrow and Skinny lots**

One of the main drivers of expensive housing is minimum lot sizes. ‘Skinny’ lots, ‘Narrow’ lots, and lot remnants represent a quickly available, easily understood, and well established building path for creating smaller, more affordable homes. To this end, Portland should:

- (a) Implement staff’s recommendation to treat ‘new narrow’ and ‘skinny’ lots with the same set of rules, regardless of how they were created.
- (b) Re-allow development of “lot remnants” that are 25 feet wide or greater in the R5 and R7 zoned areas.
- (c) Remove the moratorium on 25-foot and 33.3-foot-wide historic lots in the R5 and R7 zoned areas.
- (d) In the R2.5 zone, allow 3-story homes on 25’ wide lots only in instances in which an ADU is included. For 2-story homes on 25’ wide lots, reduce side setbacks to 3.5’.

### **Alternative Development Options**

Nearly 2/3 of Portland households are now just 1 or 2 people, and as land values continue to climb, smaller homes are inevitably more affordable than larger ones. Also, the most environmentally friendly housing types are small and attached. Hence we recommend the following changes to support a broader pallet of housing choices in single dwelling zones, subject to (reduced) massing limits referenced above.

- (a) Allow both an internal and a detached ADU on a single residential lot. All other existing ADU regulations would still apply.
- (b) Allow up to 3 units within the envelope of a typical single family home. Allow four units if one or more are affordable.
- (c) Create incentives (e.g., fee waivers, density bonuses, tax abatement) to encourage development of small, accessible/age-friendly housing so that the rapidly growing population of older Portlanders can transition to age-appropriate housing within their communities.
- (d) Provide density bonuses for smaller attached townhomes in the R2.5 zone.
- (e) Adopt cottage cluster zoning to provide a density bonus in exchange for smaller homes in subdivisions or planned developments. Provide appropriate design guidelines for such developments, and require that the total 'floor area ratio' for the development be no greater than would otherwise be allowed (see sample codes from the Cottage Company, <http://www.cottagecompany.com>). This would provide a financially feasible way for developers to build right-sized homes for smaller households.

### **Geographic area:**

All of the zoning code reforms outlined in this letter should apply city-wide in order to create an equitable distribution of the benefits and burdens of these policies to all residents. Currently, low and middle-income families bear a disproportionate share of the burden of zoning policies that must be seen as exclusionary. Their housing options are limited to areas on the periphery of the City where they bear greater transportation costs and less access to transit and other services.

Portland's close-in neighborhoods were largely built out under a set of rules that allowed for an eclectic mix of housing types and home sizes – and this is one reason they have grown into the city's most walkable and desirable neighborhoods. If farther out neighborhoods continue getting built out under today's one-house-per-lot norm, they won't end up having the sprinkling of smaller and affordable homes required to have affordable and diverse options over time – and may never achieve the population density needed to become walkable neighborhoods. Furthermore, by making alternative development options and skinny/narrow lots available farther out, there's still a chance to create more affordable homes with little or no public subsidies.

Looking ahead, we expect that the multi-dwelling zoning update will provide an opportunity to implement the comprehensive plan policy calling for 'middle' housing. These types, including courtyard apartments and row houses, represent denser housing choices appropriate to portions of the city within easy walking distance of centers, corridors and excellent transit service.

### **Demolitions**

Although the RIP SAC was not explicitly tasked with regulatory changes to decrease the frequency of demolitions, we support several changes that would do exactly that.

- (a) Allow internal conversions of existing homes into 2 or more units, so long as their exterior is minimally altered and they retain their single dwelling appearance. This would allow existing

housing stock to be adapted to changing market demand and reduce market pressure to demolish existing homes.

- (b) Allow second homes on lots so long as the total square footage of both homes is no more than the size of a home that would typically be allowed on the same property. This would improve the financial viability of preserving small existing homes, which are those most likely to be torn down.
- (c) Make it easier for builders to flex site plans around (and hence preserve) existing homes, trees and natural features. This could be accomplished by substituting design review or preferably, community design standards for the time-consuming, expensive, and unpredictable Planned Development process.

**Affordable housing:**

Several of the recommendations above would help the private market build more affordable homes by allowing more than one home to share land costs. However, it is critical that developments with an affordable housing component qualify for more substantial density bonuses (and/or allowances for larger homes to serve big families), since developers of this type of housing will need to compete successfully for property with market rate builders. Whether for rowhomes in the R2.5 zone or cottage clusters in lower density zones, regulated affordable housing developments should receive an extra density bonus.

**Parking**

Off-street parking minimums force homebuyers or renters to pay for parking, whether they need it or not. In narrow lot development, parking minimums are especially problematic because garages dominate unit entries and associated curb cuts remove significant amounts of on-street parking. For these reasons, we recommend the removal of parking minimums, especially for narrow lot development.

Sincerely,

DocuSigned by:  
*Eric Thompson*  
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DocuSigned by:  
*Danell Norby*  
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DocuSigned by:  
*David Sweet*  
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DocuSigned by:  
*Douglas Macleod*   
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DocuSigned by:  
*Eli Spivak*  
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DocuSigned by:  
*Ale Ditt*  
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DocuSigned by:  
*Emily Kemper*  
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DocuSigned by:  
*Garlyn Woodson*  
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DocuSigned by:  
*Maggie McGarrn*  
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DocuSigned by:  
*Marshall Johnson*  
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DocuSigned by:  
*Mary Kyle McCurdy*  
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DocuSigned by:  
*Michael Mitchoff*  
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DocuSigned by:  
*Tatiana Xenelis-Mendoza*   
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DocuSigned by:  
*Jeresa St. Martin*  
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DocuSigned by:  
*Victor E. Remmers*  
99274B865968449...

June 14, 2016

Re: SAC report

In general, I agree with the summary of the we've done so far. I was, however, disappointed that when it comes to the discussion of scale of single family infill houses, more weight wasn't given to the restriction of garages being built at the street level and the impact this has on neighborhood connectivity and massing. To me it is crystal clear why neighborhoods are objecting to much of the new detached single family housing being built.



Notice the cars still parked in the forbidden front yard setback despite the convenient garage and the elimination of street parking and street trees.



Which house meets code? Not the one on the right, it's a snout house. If code can be written to prohibit garage snout houses and their impact on neighborhood context, why can't the garage raising the main floor of the house one story above the street be prohibited?

John Hasenberg  
Oregon Remodelers Association

# **Residential Infill Project Stakeholder Advisory Committee Charter**

**Purpose:** The Residential Infill Project Stakeholder Advisory Committee (SAC) has been formed to help staff understand the benefits, burdens, and tradeoffs associated with different regulatory approaches through the lenses of key stakeholders who may be affected directly or indirectly by project outcomes. The purpose of this charter is to define the roles and responsibilities of the SAC, City staff, facilitator and consultants and describe how the SAC meetings will be conducted.

## **I. Background**

### **A. Project Summary**

This project addresses the City's *Title 33 Planning and Zoning Code* regulations for residential development in the single-dwelling zones. The project will be focused on three primary topics: scale of houses, narrow lot development, and alternative housing options.

By 2035, there will be approximately 260,000 more people in Portland living within 123,000 new households. Portland's Comprehensive Plan Update focuses much of the anticipated new household growth in mixed-use centers and corridors; however, an estimated 20 percent of the new housing built will be single-dwelling attached or detached units. Even today, single-dwelling residential areas of the city are experiencing new investment and increased building pressure. This has led to a number of house demolitions with one or more units replacing the original house, or new homes being built on vacant or underdeveloped lots between existing homes.

This new development is often larger in scale than neighboring houses, or built on smaller lots. Narrow lots (typically less than 36 feet wide) present design challenges in fitting with a pattern of existing development already situated on wider lots. Also, as the cost of housing continues to rise and people are drawn to areas with higher levels of convenient amenities (shops, parks, jobs, schools), demand is rising for alternative housing options that accommodate additional housing units within a typical single-dwelling building form.

The Residential Infill Project will make recommendations on the scale and form of infill housing, evaluate the standards for determining when and what primary structures are allowed on substandard lots and develop new standards for single-dwelling development on these lots, and explore new alternatives to help implement the Access to Housing concepts that emerged with the Portland Plan's *Economic Prosperity and Affordability* strategy. Examples of such alternatives include internal house conversions, secondary accessory dwelling units, cottage cluster development, and stacked flats.

The City has convened a SAC for the Residential Infill Project. The advisory committee will be just one part of a broader, inclusive public engagement effort — including regular project updates, online surveys, public events and hearings — to gain input and help formulate policy recommendations. The outcome of the project will be a revised set of zoning code regulations for single-dwelling development that take into consideration City policies, current trends of construction, building industry constraints/opportunities and potential impacts of the development on surrounding neighbors.

## **II. Charge**

The zoning code amendments that result from the Residential Infill Project will be approved through a legislative process. The Bureau of Planning and Sustainability, considering input from the SAC and the general public, will develop proposals for the Planning and Sustainability Commission's (PSC) consideration. The PSC will hold a public hearing, deliberate and make recommendations to the City Council. City Council will hold a public hearing on the PSC's recommendations and vote to approve, amend, or send the recommendations back to the PSC for reconsideration.

The SAC is advisory to City staff. From September 2015 through winter 2017, the SAC will meet to discuss issues identified in the work plan and project parameters documents. Each member is asked to:

- Discuss and critique proposals through the lens of each member's professional and/or personal experience and expertise. When needed, articulate for City staff and other SAC members the basis of the member's perspectives.
- Use the member's affiliations and networks to disseminate information about the project's status and upcoming public events. Each SAC member nominated by an organization will determine the most appropriate methods and venues for communicating with the member's organization. When meeting time permits, each member will be encouraged to share the issues/comments that the member has received from his or her respective organizations and networks.
- Work towards fair, practical and durable options that reflect the diverse interests of the SAC and the Portland community as a whole.
- Respectfully listen to others' perspectives to broaden each member's understanding of the various implications of potential approaches. This does not suggest that SAC members must work toward consensus. It is more valuable to City staff for SAC members to better understand the positive and negative implications of proposed alternatives from a variety of perspectives, than to spend a lengthy amount of time discussing issues toward building consensus.

## **III. Membership and Support**

### **A. SAC Members**

The SAC has broad representation that reflects the diverse interests that may be impacted by decisions made as a result of this project. SAC members were selected to ensure the committee includes individuals representing the local residential development community, neighborhood interests, housing design experts, and others concerned about equitable access to housing. The City asked organizations with broad member bases interested in residential infill development and well-established networks to nominate a SAC member. These organizations include neighborhood district coalitions, Home Builders Association of Metropolitan Portland, United Neighborhoods for Reform, East Portland Action Plan, and the Diversity and Civic Leadership partners. In addition, 10 at-large applicants were selected to ensure a wide variety of perspectives and citywide representation. Members were sought with interests, skills, knowledge and expertise in the areas of housing affordability, architecture, urban design, historic preservation, real estate and financing, alternative forms of housing, social and housing services, and sustainable development.

Following the application process, Mayor Charlie Hales made the following appointments:

	<b>Appointee</b>	<b>Affiliation</b>
1	Linda Bauer	East Portland Action Plan (EPAP)
2	Sarah Cantine	Scott Edwards Architecture
3	Alan DeLaTorre	Portland Commission on Disability
4	Jim Gorter	Southwest Neighbors, Inc. (SWNI)
5	John Hasenberg	Oregon Remodelers Association
6	Marshall Johnson	Energy Trust of Oregon
7	Emily Kemper	Residential and Manufactured Structures Board
8	Douglas MacLeod	Home Builders Association (HBA) of Metropolitan Portland
9	Mary Kyle McCurdy	1000 Friends of Oregon
10	Maggie McGann	Habitat for Humanity Portland/Metro East
11	Rod Merrick	Merrick Architecture Planning
12	Rick Michaelson	Neighbors West/Northwest (NWNW)
13	Mike Mitchoff	Portland Houseworks
14	Michael Molinaro	Southeast Uplift (SEUL)
15	Danell Norby	Anti-Displacement PDX
16	Douglas Reed	East Portland Neighborhood Office (EPNO)
17	Vic Remmers	Everett Custom Homes
18	Brandon Spencer-Hartle	Restore Oregon
19	Eli Spevak	Orange Splot LLC
20	Barbara Strunk	United Neighborhoods for Reform (UNR)
21	Teresa St. Martin	Planning and Sustainability Commission (PSC)
22	Young Sun	Immigrant and Refugee Community Organization (IRCO)
23	David Sweet	Central Northeast Neighbors (CNN)
24	Eric Thompson	Home Builders Association (HBA) of Metropolitan Portland
25	Garlynn Woodsong	Northeast Coalition of Neighborhoods (NECN)
26	Tatiana Xenelis-Mendoza	North Portland Neighborhood Services (NPNS)

### **B. SAC Alternates**

A SAC member may not have an alternate. A member may have an individual attend a meeting in his or her capacity for the purpose of reporting meeting highlights back to the SAC member. This individual will sit with the general public and may provide comments only during the opportunities provided to other non-SAC members during the meeting.

### **C. SAC Withdrawals and Replacements**

Members who wish to withdraw from the SAC, shall be replaced as follows:

- Members nominated by an organization: A SAC member nominated by an organization must coordinate with his or her respective organization to identify a qualified replacement. A replacement nominee must submit a Statement of Interest to the City staff before attending their first SAC meeting.
- Members not nominated by an organization: The Bureau of Planning and Sustainability will determine whether or not to replace an SAC member who was not nominated by an organization. The Bureau may consider recommendations from the SAC. The decision to replace a withdrawing member will depend on factors such as how far along the group is in process, and whether the loss of the interests represented by the withdrawing member creates a critical gap on the committee in terms of expertise and/or interest.

#### **D. SAC Member Commitments**

The SAC is expected to meet as a committee at least 11-13 times over the 18-month project duration.

Each SAC member commits to the following ground rules:

- 1) Prepare for and dedicate time for SAC meetings and Residential Infill Project events. This commitment includes reading email correspondence, reviewing meeting summaries and handouts, attending relevant public events, and communicating with his or her respective affiliations and networks.
- 2) Participate fully, honestly and fairly, and provide comments that are constructive and specific.
- 3) Speak respectfully, briefly and limit repetitive comments.
- 4) Respect fellow SAC members by refraining from speaking again on a subject until other members desiring to speak have had the opportunity to do so.
- 5) Speak from interests, not positions.
- 6) Respect differences of opinion and allow other SAC members and attendees to openly speak without fear of reprisal.
- 7) Avoid side conversations during SAC meetings.
- 8) Refrain from using cellular phones and disabling ringers during SAC meetings.
- 9) Generate and assess proposed alternatives on their merits with an open mind, and listen to different viewpoints with a goal of understanding the underlying interests of other SAC members.
- 10) Seek clarity on areas of agreement and disagreement, and the real and perceived impacts of alternative approaches on different stakeholders.
- 11) Bring a spirit of negotiation and creativity to solutions.
- 12) Be willing to put issues outside purpose/agenda into a "parking lot".
- 13) Report on notable communications or conversations with his or her respective networks or affiliations, or with other SAC members.

#### **E. Project Staff**

The City's project staff will provide logistical and technical support throughout the SAC's process. The City's primary goal is to provide a process that is honest and transparent.

Project staff commits to:

- 1) Be accessible, inclusive, timely, and fair. This includes providing information in advance as much as practical.
- 2) Ensure a collaborative planning process.
- 3) Provide an ongoing record of public comment, questions and responses, as well as a mechanism to make this information available to the public and SAC members.
- 4) Collaborate with the facilitator to provide interactive meeting formats to ensure a balanced and fair discussion of issues, and ensure that all perspectives are heard.
- 5) Provide the SAC with timely, relevant, and objective information that is necessary to effectively inform and guide the SAC. Presentations will provide facts surrounding specific issues in a readily understandable format.
- 6) Provide the policy context and consider interconnections surrounding the issues of residential infill.
- 7) Be responsive to SAC requests for information that is relevant to the project scope.
- 8) Work with the facilitator and SAC members to ensure an accurate summary of key points of agreement, disagreement and associated trade-offs are reflected in the meeting notes.

#### **F. The Facilitator**

An independent facilitator helps prepare meeting agendas, design appropriate meeting processes and facilitate meetings, ensure that the SAC process is fair, well run, and productive. This includes keeping the meeting to the identified start and end times and ensuring that all members have meaningful opportunities to provide input. The facilitator will serve as a resource to City staff when minor conflicts arise and process improvement are warranted. As a neutral collaborative process provider, the facilitator will not be an advocate for any substantive issue. The facilitator does not have authority to make decisions on any substantive issues discussed by the SAC.

It will be the facilitator's responsibility to encourage objectors on any particular component or issue to raise their concerns in a constructive way. The facilitator will determine when to thank the participants for their responses and move on, and when it's productive to continue the discussion. It is not the facilitator's job to insist that the SAC reach consensus. If the SAC members are able to reach consensus on components or issues by means of compromise, that is encouraged.

#### **G. Consultants**

The Bureau of Planning and Sustainability will engage urban design and economic development consultants to assist City staff when developing key analyses and work products throughout the process. Consultants will attend SAC meetings and related events as needed to accomplish work tasks and provide and communicate key information.

### **IV. Meeting Guidelines**

#### **A. Attendance**

Consistent attendance is essential. It is expected that each SAC member will attend all meetings. If a SAC member cannot attend a meeting, he or she should inform City staff in advance of the meeting. If a SAC member is unable to attend a meeting, he or she should contact City staff to receive meeting handouts and provide contributions/responses to work done during the missed meeting (as indicated below, meeting summaries will be provided electronically to all SAC members). A member who does not attend a meeting may not seek to revisit issues from the missed meeting that were listed on the agenda and on which discussion was completed at the missed meeting. If a SAC member misses two consecutive meetings, the Bureau of Planning and Sustainability may opt to replace the member.

#### **B. Open Meetings and Public Comment**

Meetings of the SAC are open to the public and subject to Oregon's Public Meetings Law. Members of the public are welcome to attend and listen. Only City staff, invited speakers, and members of the SAC may sit at the table. Notice of SAC meetings will be posted on the project website in advance of meetings. SAC meeting agendas will include opportunities for verbal public comment at the end of each meeting. Typically, comments will be limited to a maximum of three minutes per person. However, the facilitator may shorten the time allotted to each commenter if needed to keep the SAC's work on schedule. Written comments received during a SAC meeting will be included in the meeting summary. While the SAC will consider and may discuss written comments in its deliberation, SAC members nor staff will not respond in writing to individuals submitting comments.

#### **C. Meeting Agendas and Meeting Materials**

Project staff and the facilitator will develop agendas for SAC meetings. Meeting agendas and meeting materials will be sent electronically to SAC members one week in advance of the meetings and will be posted on the project website. Hard copy packets will be provided at the meeting.

**D. Meeting Summaries**

City staff will prepare draft and final SAC meeting summaries. Draft meeting summaries will be provided electronically for correction and comment. Any differences of opinion or conflicts about the content of the meeting summary will be addressed at the following meeting. Final meeting summaries will be posted on the project website.

**E. Feedback Mechanism**

As proposals come before the SAC for discussion, the facilitator may seek the collective opinion of SAC members by asking for a show of hands (1, 2 or 3 fingers) or green/yellow/red cards to signify “I like this approach;” “I can live with this approach but I have some reservations;” or “I have significant problems with this approach.” Other methods for collective input may also be used. The facilitator may then ask SAC members to identify concerns and inform City staff and SAC members the basis for his or her concerns. This process is intended to identify tradeoffs and potential red flags.

**V. Additional Understandings**

**A. Communications Outside of SAC Meetings**

SAC members may respond to media inquiries, but may not speak on behalf of the group, project staff, or other individual SAC members. As a courtesy, SAC members will notify City staff and the facilitator of press or public inquiries directed to them that may impact SAC discussions.

**B. Communication with City Decision-Makers**

The SAC is advisory to City staff and will not make a recommendation to the Portland Planning and Sustainability Commission or Portland City Council. City staff will include highlights of SAC discussions and deliberations in their reports to decision-makers. SAC members may testify at Portland Planning and Sustainability Commission and/or Portland City Council hearings as individuals on the Residential Infill Project and may communicate relevant SAC discussions in his or her testimony.

**C. Public Records and Confidentiality**

Oregon’s Public Records Law applies to the SAC. This means that agendas, minutes or transcripts, discussion drafts, meeting summaries, formal documents and exhibits, correspondence, written notes, pictures, and diagrams that are presented to and discussed by the SAC are public records. Public records also include emails or written communications between SAC members or between SAC members and BPS staff and the Facilitator that pertain to the SAC’s work—regardless of whether these communications are written on public or personal computers. The City is required to allow members of the public to review and obtain copies of public records on request.

BPS staff will establish a method for collecting and keeping all public records pertaining to the SAC and its work. Documents, correspondence, and email of SAC members that are purely private in nature and unrelated to the SAC or its work are not public records subject to the Public Records law.

**D. Conflicts of interest**

SAC members must comply with applicable laws and rules regarding ethics and conflicts of interest. City staff will provide training on these topics and will ask members to complete and submit a conflict of interest form.

# Residential Infill Project Project Parameters

Updated: December 2, 2015

	<b>Inside the Project Scope</b>	<b>Outside the Project Scope</b>
1	Single-dwelling residential development (mostly houses) in single-dwelling zones	Multi-dwelling residential development ( <i>Multi-Dwelling Project</i> ) Commercial development standards ( <i>Mixed Use Project</i> ) Single-dwelling development in Multi-dwelling or Commercial zones
2	Zoning Code	Building Code Tree Code ( <i>Tree Oversight Committee</i> ) Stormwater Management Manual Street Improvements ( <i>PBOT Task Force</i> ) System Development Charges (SDCs) Development Fees
3	Rules for new construction, remodels, additions, etc.	Demolition rules/cost/tax Deconstruction requirement ( <i>Deconstruction Advisory Group</i> ) Construction rules re: hours, noise, hazardous materials, etc.
4	Development standards for scale of structures, like: <ul style="list-style-type: none"> <li>• Setbacks</li> <li>• Height (and how it's measured)</li> <li>• Building coverage (bulk)</li> <li>• Outdoor area requirement (green space, open space)</li> </ul>	Land Use Review procedures, notice and criteria
5	Additional Development Standards for specific proposals, like: <ul style="list-style-type: none"> <li>• New houses on "skinny" lot confirmation lots (33.110.213)</li> <li>• New houses on "new narrow lots" (eg. location of main entrance and garage limitation)</li> <li>• Duplexes and attached houses on corners</li> <li>• Accessory Dwelling Unit (ADU) standards</li> <li>• Parking, driveway and garage standards</li> </ul>	Community Design Standards ( <i>future project</i> ) Expanding the design review overlay Architectural style Creation of Historic or Conservation Districts

	Inside the Project Scope	Outside the Project Scope
6	<p>Housing Types Allowed</p> <ul style="list-style-type: none"> <li>• Duplex on corners or interior lots</li> <li>• Detached and internal ADUs</li> <li>• Stacked Flats or conversion of existing living area to more units</li> <li>• Multiple detached units on a lot</li> <li>• Attached vs. detached units</li> </ul>	<ul style="list-style-type: none"> <li>• Tiny houses on wheels</li> <li>• Micro-apartments</li> <li>• Manufactured homes</li> <li>• Houseboats</li> </ul>
7	<p>Lot “splitting” rules (land divisions and lot confirmations)</p> <ul style="list-style-type: none"> <li>• Minimum lot size for existing lots</li> <li>• Vacant lot provision (a.k.a. “5-year moratorium”)</li> <li>• Lot remnants and adjusted lots</li> <li>• Approvability of “new narrow lots”</li> <li>• Process and public notice for lot confirmations</li> </ul>	<p>Land Division Rules</p> <ul style="list-style-type: none"> <li>• Density (R5 means 1 house per 5000 sf)</li> <li>• Revisiting the decision to decouple density from lot size (R5 means 1 house per 5000 sf, but the minimum lot size is 3000 sf)</li> <li>• Rounding rules</li> </ul>
8	<p>Consideration of regulation based on established pattern areas and proximity to centers and corridors</p>	<p>Standards written at block or neighborhood level.</p> <p>Changing overall structure or approach of Zoning Code.</p> <p>Changing the Zoning Map (although this project could recommend a <u>rezoning</u> strategy, it wouldn’t carry it out).</p>

- Effective by July 2017.
- Resources: 1 City Planner II, 1 Associate Planner, 1 part-time intern + consultants

**Potential Evaluation Criteria (a starting point for SAC’s January meeting):**

- Cost of new houses
- Cost of building new houses
- Solar access
- Accessibility
- Consistency
- Predictability

# Residential Infill Project

## Stakeholder Advisory Committee Roles & Responsibilities

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### Introduction

The City will convene a Stakeholder Advisory Committee (SAC) early on in the Residential Infill Project. The advisory committee will be just one part of an inclusive public engagement effort — including regular project updates, online surveys, public events and hearings — to seek input and help formulate policy recommendations. The Bureau of Planning and Sustainability (BPS) is seeking dedicated and knowledgeable representatives to reflect and contribute a variety of viewpoints to serve on the committee.

### Role of the Stakeholder Advisory Committee

The SAC will comprise approximately 25 members representing those involved in the construction of single-dwelling homes (builders, architects, property owners) as well as others interested in how residential infill affects or contributes to the surrounding area (residents, homeowners, neighbors). The SAC will advise BPS staff as they identify issues, develop concepts to address them, refine concepts into recommendations and craft code language. Members will be expected to make an 18-month commitment to the process.

Committee members must be good communicators (both listening and contributing). They will be expected to share their advice, insight and expertise with the SAC as well as their broader communities and the general public. Ideally, members can think beyond their professions and individual neighborhoods to discuss citywide impacts of various ideas. Although the SAC is an advisory group and is not expected to come to a consensus on all matters, members will be expected to be fair-minded and listen respectfully as others express their opinions and perspectives.

Staff will also consult technical advisors from other City bureaus involved with construction and permitting, particularly the Bureau of Development Services. These discussions will be shared with the SAC.

The SAC will advise and make recommendations to project staff, who are committed to ensuring SAC discussions and proposals are accurately recorded and made available to the community on the project website. Staff will ultimately formulate policy proposals using SAC input, feedback from the broader community, as well as direction from the Comprehensive Plan and other adopted City policies and plans. The Planning and Sustainability Commission, through a public hearings process, will review the proposals and make a formal recommendation to City Council, which will make the final decisions on recommendations and code language. Final reports will include information about the SAC meetings and discussions as well as the reasoning behind alternatives that are discussed at the meetings.

### SAC Member Responsibilities

Ideally, committee members should both share their expertise and serve as conduits of information to and from their organizations and networks. Members should be connected to and well respected by the communities they represent. In addition to acting as conduits to larger communities of stakeholders, SAC members will need to participate in the following activities during this 18-month project:

- **SAC meetings.** After a kick-off meeting in mid-September, the SAC will meet roughly twice a month through December 2015, then monthly through April 2016, with several project status meetings in late summer/early fall of that year. (See SAC Tentative Meeting Schedule below for more details.) Beyond attending these meetings, members may be asked to review materials prior to meetings.

Meetings will be held on Tuesday evenings from 6 to 8 p.m. at the Bureau of Planning and Sustainability office at 1900 SW 4<sup>th</sup> Avenue. A light meal will be provided. The City is committed to providing equal access to information and meetings, through special accommodation, translation or interpretation services.

- **SAC workshop.** SAC members are expected to participate in a full-day workshop in December 2015.
- **Public events.** Project staff will be running a parallel public involvement process to gather broad community feedback with public events and discussions scheduled at key milestones over the course of the project. SAC members will be expected to attend these events to help share conversations the SAC has had and to listen to input from event attendees.
- **Planning and Sustainability Commission (PSC)/City Council.** SAC members will be encouraged to attend the City Council briefing this winter and the PSC and City Council hearings scheduled for fall 2016.

### SAC Schedule (Tentative)

Activity	Timeframe
Establish Stakeholder Advisory Committee (SAC)	July – August 2015
SAC Meetings (2 hours, twice a month)	September – December 2015
1. Kick Off	
2. Intro and Issues: Scale of Houses	
3. Intro and Issues: Narrow and Substandard lots	
4. Intro and Issues: Alternative Housing Options	
5. Wrap up conversations (if needed)	
6. SAC Workshop (full day): Develop a wide range of options	December 2015
City Council Work Session	December 2015
SAC Meetings (2 hours, once a month)	January – March 2016
7. Develop evaluation criteria	
8. Evaluate the options	
9. Wrap up evaluations (if needed)	
Public Event (share results, solicit input)	April 2016
SAC Meetings (2 hours)	
10. Debrief open house	April 2016
11. Review Discussion Draft	July 2016
Public Review of Discussion Draft	July – September 2016
Public Event (share code proposals, get feedback)	September 2016
SAC Meeting (2 hours)	
12. Debrief public event (open house)	September 2016
Publish Proposed Draft to the Planning and Sustainability Commission	October 2016
Planning and Sustainability Commission Public Hearing	November 2016
City Council Review	December 2016

## **SAC Selection Process**

### **Committee Composition**

Members of the SAC will include individuals with specific interests or expertise, representatives of organizations that may be affected by the project outcome, and at-large members. To establish this committee in a timely manner, project staff will ask organizations with broad member bases interested in residential infill development and well-established networks to nominate a SAC member. These organizations include, but are not limited to, Neighborhood District Coalitions, Oregon Home Builders Association, United Neighborhoods for Reform, East Portland Action Plan, and the Diversity and Civic Leadership partners.

In addition to these nominations, 10 at-large positions will be available to ensure a wider variety of perspectives and citywide representation. The SAC discussions will benefit from members with interests, skills, knowledge and expertise in the areas of affordable housing, architecture, urban design, historic preservation, real estate and financing, alternative forms of housing, social and housing services, and sustainable development.

Interested parties are encouraged to contact one of their representative organizations or apply for one of the at-large positions. Mayor Charlie Hales will review applicants for final selection of SAC members.

### **Recruitment (July 1 – August 7, 2015)**

The SAC recruitment will be advertised through the media, BPS e-news, the City's webpage and social media sites like NextDoor, Facebook and Twitter. Anyone interested in being considered for a position on the SAC (including organization nominees) must submit a Statement of Interest to the project staff by Friday, August 7 at 5:00 pm.

The Statement of Interest Form is available on the project website: [www.portlandoregon.gov/bps/infill](http://www.portlandoregon.gov/bps/infill)

Send completed forms by:

**Email:** [Morgan.Tracy@portlandoregon.gov](mailto:Morgan.Tracy@portlandoregon.gov)  
**U.S. Mail:** Bureau of Planning and Sustainability  
c/o Residential Infill SAC  
1900 SW 4<sup>th</sup> Avenue, Suite 7100  
Portland, OR 97201

### **Statement of Interest Review and Committee Selection (August 10 – 14, 2015)**

Project staff will review all applications and select candidates who represent a variety of roles or interests, while being mindful to maintain a balance of viewpoints.

### **Appointments (August 28, 2015)**

Mayor Hales will review candidates for final selection of committee members. The Mayor will give priority to individuals who bring particular expertise and insight to infill issues, have been nominated by organizations that represent important and relevant communities or perspectives, and/or have a proven track record of working effectively and constructively in this kind of group process. Staff will then send out letters to selected members (and those not selected) by August 28, 2015.

### **First SAC Meeting (September 15, 2015)**

The SAC meetings will be held on Tuesdays from 6 – 8 p.m. at the Planning and Sustainability office at 1900 SW 4<sup>th</sup> Avenue. The first meeting is scheduled for Tuesday, September 15, 2015. Light dinner will be provided. The City of Portland will also provide translation, reasonably modify policies/procedures and provide auxiliary aids/services/alternative formats to persons with disabilities.

Transportation options: MAX, the Portland Streetcar and many buses serve this building. Call Tri-Met at 503-238-7433 or visit their website at [www.trimet.org](http://www.trimet.org) for routes and times. Bike parking is provided by the building entrance. On-street parking is metered until 7 p.m.

### **Questions?**

- Morgan Tracy, Project Manager, City Planner II, 503-823-6879, [morgan.tracy@portlandoregon.gov](mailto:morgan.tracy@portlandoregon.gov)
- Sandra Wood, Supervising Planner, BPS, 503-823-7949, [sandra.wood@portlandoregon.gov](mailto:sandra.wood@portlandoregon.gov)

Or visit the project website for more information and updates: [www.portlandoregon.gov.bps/infill](http://www.portlandoregon.gov.bps/infill)

# Member Biographies

## Residential Infill Project Stakeholder Advisory Committee (SAC) Member Biographies



**Linda Bauer, Appointee - East Portland Action Plan (EPAP)**

Linda is a resident of East Portland with 30 years of single family residential development experience in both inner and outer Southeast Portland through her roles as Chair of Southeast Uplift's and the East Portland Action Plan (EPAP)'s Land Use and Transportation Committees. The EPAP committee Linda manages is responsible for all types of assistance to East Portland Neighborhood Office Neighborhood Associations with regard to land use and transportation issues, information, support and advice. Linda also serves on the City's Land Use Adjustment Committee.

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**Sarah Cantine, Architect - Scott Edwards Architects**

Originally from Edmonton, Alberta and a resident of Portland since 1995, Sarah has lived in the Boise neighborhood for 12 years, working on her 1886 farmhouse that is a great example of adaptive reuse. As the land is now worth far more than the structure, she fears that she will be the home's last owner, causing her to regularly reflect on development and preservation, and creating a good balance between. Sarah, a local architect, is also on the Board of the Boise Neighborhood Association and participates on its Land Use and Transportation Committee.



**Alan DeLaTorre, Ph.D., Research Associate – PSU Institute on Aging**

A townhouse homeowner and resident in North Portland, Alan is a self-described “urban gerontologist” and passionate about translating his research into effective policy and practice. He seeks to continually contribute to sustainable development policies and practices that lead to livable and age-friendly environments. Alan is the co-coordinator for the Age-Friendly Portland and Multnomah County initiatives. He also serves as the president of the Oregon Gerontological Association, Commissioner on the Portland Commission on Disability and as an appointee for American Association of Retired Persons (AARP) Oregon.



**Jim Gorter, Appointee – Southwest Neighbors, Inc. (SWNI)**

Raised in Southeast Portland’s Westmoreland/Sellwood neighborhood, Jim is a third generation Portlander and lifelong resident. Currently a retired educator, he served most of his career as the director of outdoor/environmental education for the Northwest Regional Education Service District. He is on the Board of Trustees for the Oregon State Parks Foundation, as well as other advisory committees for the City of Portland and the City Club of Portland. Jim is a 30-year resident of South Burlingame and also a property owner in Southeast Portland.



**John Hasenberg, Architect**

A Chicago native, John earned a Bachelor and Master of Architecture and Housing from the University of Illinois before moving to Portland in 1976. He was partner at Gilbert/Hasenberg Architects prior to starting his current firm, where he has designed a wide spectrum of new and remodeled homes and additions throughout Portland. John's projects – including three national award-winning remodels – have been featured in several home design magazines. He has also been on the Board for the Portland Chapter of the Oregon Remodelers Association and currently serves on its Code Committee.



**Marshall Johnson, Residential Sector Manager - Energy Trust of Oregon**

Marshall is a general contractor and program manager who passionately believes that new development in Portland should be more affordable and better fit the context of its respective neighborhoods. He maintains a keen interest in the connection in energy efficiency and renewable energy business development and program management opportunities. Marshall is certified as a Sustainable Building Advisor and a Building Performance Institute Professional. He has been a resident of Portland for the past 12 years, including eight years living in Southeast Portland.



**Emily Kemper, Senior Engineering Manager - CLEAResult**

Emily is an Oregon-registered architect and building science expert who manages CLEAResult's Residential Engineering and Technical Team that supports energy efficiency programs and projects across the United States. She has served as an appointee on the Oregon Governor's Board for Residential and Manufactured Structures since 2011, and is an adjunct instructor teaching an 'Assessing Sustainable Buildings' course at the University of Oregon's Portland campus. She is particularly fond of working to improve the efficiency of her 110-year old Victorian bungalow in inner Southwest Portland.



**Douglas MacLeod, Appointee - Home Builders Association (HBA) of Metropolitan Portland**  
Douglas resides in Southeast Portland. With over 10 years of experience in land acquisition and development, including new construction brokering within the city of Portland, he is concerned about rising housing costs and its resulting impacts on low- and middle-income residents. Douglas has a broad spectrum of experience working with non-profit organizations on politically-charged issues and is active with helping craft effective strategies for organization and communication for the Home Builders Association of Metropolitan Portland.



**Mary Kyle McCurdy, Policy Director - 1000 Friends of Oregon**

Mary Kyle grew up in the Chicago area, graduated from Stanford University, and earned her law degree from the University of California, Davis. She has lived mostly in Portland since 1981. Currently, Mary Kyle serves as Policy Director and Staff Attorney with 1000 Friends of Oregon, where she focuses on urban issues of affordable housing, walkable communities and active transportation. At the state and regional level, Mary Kyle has been working on equitable land use and transportation solutions to minimizing climate change.

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**Maggie McGann, Project Manager - Habitat for Humanity/Metro East**

Maggie is an accomplished and knowledgeable project manager for residential new home construction, with experience on over 100 units and extensive familiarity with green building techniques and certification standards. In her role with Habitat for Humanity, she managed a 45-unit residential development at SE 171st and Division to completion, and also is currently managing two projects (33 total units) in Southwest Portland and East Gresham. Maggie is a native Portlander and lives in the Sunnyside neighborhood home she grew up in.

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**Rod Merrick, Principal - Merrick Architecture Planning**

A 38-year resident of Portland (with three sons, two of whom live in the city), Rod is a lifetime urban explorer of architecture and infrastructure in cities and towns. His experience includes over 35 years as a practicing and registered architect on a wide range of project types. In addition, Rod is the longest serving chair (25 years) of the City of Portland's Pedestrian Advisory Committee, a founding board member of Architects Without Borders - Oregon and is committed to responsible infill, preservation of architectural and cultural resources as Co-Chairman of the Eastmoreland Neighborhood Association's Land Use Committee.

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**Rick Michaelson, Appointee - Neighbors West/Northwest (NWNW)**

Rick moved to Portland in 1975 upon earning degrees in architectural history and architecture, and has since been active in advocating for effective planning, development and historic preservation. He advised on Portland's 1980 Comprehensive Plan, worked for Commissioner Strachan and was Acting Director of the Office of Housing Policy, before founding his development and property management company specializing in residential infill and adaptive reuse of historic buildings. Rick served for 16 years (four as Chair) on the Portland Planning Commission, and on the Historic Landmarks and Design Commissions.

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**Mike Mitchoff, Co-Owner – Portland Houseworks**

A native of Southeast Portland, Mike lives with his family in the same Westmoreland home he grew up in (four generations of his family live within one mile). In the last 15 years, he was a real estate investor and builder, remodeler and developer on over 100 local projects – ranging from apartments, condos, and cottage cluster developments to land acquisitions and investment rental houses. Mike is a member of the Home Builders Association of Metropolitan Portland as well as a local infill builders group. He aims to balance progressive and affordable residential infill while respecting individual rights of property owners.

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**Michael Molinaro, Appointee – Southeast Uplift (SEUL)**

Michael moved to Portland 2012, purchasing a new infill home designed by fellow SAC member Rod Merrick in Sunnyside. He sought an urban setting for his ‘retirement’ with good access to transportation, walkable amenities and cultural events. Michael is a licensed architect and owned a firm specializing in historic preservation. He co-chairs the Sunnyside Neighborhood Association’s Land Use and Transportation Committee, and is a member of the Southeast Uplift Neighborhood Coalition, the Development Review Advisory Committee’s Demolition Appeals Process Subcommittee and the Vista Bridge Restoration Advisory Committee.

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**Danell Norby, Community Development Coordinator - City of Vancouver, Washington**

A Portland resident, Danell advocates for increasing affordable housing options in the region through equity-oriented policymaking and planning. A graduate of the Masters of Urban and Regional Planning program at Portland State University, she participated in local housing initiatives and studies with Living Cully, Habitat for Humanity and the Portland Bureau of Planning and Sustainability. Danell represents the Anti-Displacement PDX coalition and also promotes fair and affordable housing through her role on the board for Housing Land Advocates.

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**Douglas Reed, Appointee - East Portland Neighborhood Office (EPNO)**

A native of East Portland, Douglas serves as Vice Chair of the Mill Park Neighborhood Association and oversees land use issues brought before the board. Douglas has witnessed East Portland redevelop from an unincorporated suburb into a diverse community with over one quarter of Portland's population. Currently, he is a realtor with ERA Freeman & Associates, with over a decade of experience working with home sellers and local builders on residential infill projects.

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**Vic Remmers, President and Owner – Everett Custom Homes**

Vic is a local resource on all things urban homebuilding. He is an Oregon native and graduate of Oregon State University. Vic is mindful of the history of growth and concerns for change in Portland. As building sustainable urban homes is a passion of his, Vic keeps current on new trends in construction science and energy efficiency. He ensures that all of his homes are certified Gold or Platinum through Earth Advantage, rated through the Energy Trust of Oregon and works exclusively with The Rebuilding Center's DeConstruction Services. Vic is also a longtime member of the Home Builders Association of Metropolitan Portland.

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**Young Sun Song, Appointee – Immigrant and Refugee Community Organization (IRCO)**

Young Sun joined IRCO in 2015 and led its Diversity and Civic Leadership program, guiding capacity building workshops for immigrants and refugees. Bilingual in Korean and English, Young Sun recent moved to North Portland from Chicago, where she worked on civic empowerment and immigrant rights campaigns for over 10 years. Young Sun earned a Master of Social Work at the University of Illinois-Chicago while working with grassroots organizations to preserve affordable housing for low-income seniors and develop comprehensive immigration reform. **Stepped down, February 2016.**

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**Brandon Spencer-Hartle, Field Program Manager – Restore Oregon**

Brandon manages education and advocacy efforts at Restore Oregon, a statewide historic preservation nonprofit. With degrees in community development and historic preservation, Brandon has led efforts for the past five years to ‘save Oregon’s most endangered places’, advance the organization’s legislative and legal initiatives and collaborate with property owners and communities in stewarding historic resources across Oregon. Brandon is a housing renter, does not own a car and spends much of his free time enjoying Portland’s great neighborhoods and main streets. **Stepped down, February 2016.**

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**Eli Spevak, Owner – Orange Splot, LLC**

A Cully resident, Eli has been crafting affordable, community-oriented housing since arriving in Portland in 1994. He managed the finance and construction of over 250 affordable housing units through community-based non-profit organizations. Eli also served on the board for Proud Ground and volunteered with Dignity Village before launching his current development and general contracting firm to pioneer new models of housing. He also helped change Portland’s regulations and fee structure for accessory dwelling units, and is a dedicated advocate for discreet, affordable and environmentally friendly housing.

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**Teresa St. Martin, Member – Planning and Sustainability Commission (PSC), City of Portland**  
Teresa has been a certified EcoBroker (among the first in the Portland area) since 2006. She is a principal broker with Windermere Stellar Group, serving the Portland Metro area with her emphasis on sustainable housing. Teresa serves on the Portland Metropolitan Association of Realtors Board of Directors, assisting the local realtor community improve its standards of practice. She was appointed as a Commissioner to the City of Portland Planning and Sustainability Commission in 2014.

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**Barbara Strunk, Appointee – United Neighborhoods for Reform (UNR)**  
Barbara is a native Portlander, growing up in Woodstock, earning her Bachelor and Master of Nursing from Oregon Health Sciences University (in addition to her Bachelor of Political Science and History from Occidental College). She has resided in her 1926 Beaumont Wilshire home since 1976. In 2014, Barbara became actively involved in advocacy to limit residential demolitions that are often replaced with large and expensive houses. She currently serves on the Steering Committee for United Neighborhoods for Reform, a citywide, grassroots organization “working for development that benefits all Portlanders.”

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**David Sweet, Appointee – Central Northeast Neighbors (CNN)**

David is a full-time volunteer, focused on projects that make his neighborhood, city and region more equitable, sustainable and resilient. He is a resident of a cohousing community in Cully. Professionally, David spent 25 years with the City of Portland's Bureau of Buildings (now Development Services) working on neighborhood and housing issues, including the revitalization of inner North and Northeast Portland in the 1980s/1990s. This ultimately led to the displacement of low-income families and people of color. He is working to avoid such displacement and retain the economic and ethnic diversity of the Central Northeast.

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**Eric Thompson, Appointee – Home Builders Association (HBA) of Metropolitan Portland**

A fourth generation Oregonian, Eric has lived in Portland since 1989. As owner of a small firm, Oregon Homeworks, he is an infill builder focusing on new single family homes in Portland's inner neighborhoods and using local subcontractors and suppliers. Eric's firm created over 60 new homes for a variety of buyers, including empty-nesters who are downsizing from the suburbs, families who are laying roots for their children, and new residents moving to Portland to be closer to friends and family and enjoy Portland unique vibrant neighborhoods.

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**Garlynn Woodsong, Appointee - Northeast Coalition of Neighbors (NECN)**

A fifth generation Oregonian, Garlynn has 15 years of experience in urban and regional planning; real estate market analysis, investment, development, and finance; and community activism related to livable communities. Having worked in various capacities in the Portland and San Francisco regions, he now owns a local real estate investment and development firm, Woodsong Property Renovation Partners, LLC. Also, he chairs the Land Use and Transportation Committee for the Concordia Neighborhood Association and Northeast Coalition of Neighborhoods.

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**Tatiana Xenelis-Mendoza, Appointee - North Portland Neighborhood Services (NPNS)**

After earning a Master of Business Administration and Social Work, Tatiana joined the Massachusetts Housing Partnership before relocating to Portland. She worked with the Housing Authority of Portland and in her current role with Oregon First, Tatiana focuses on affordable home purchase options and increasing its housing stock in urban centers. She then earned her real estate license and serves as an exclusive listing agents selling the Authority's rental portfolio. She is a member of the Portsmouth Neighborhood Association and resides in North Portland.



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## Residential Infill Project – Stakeholder Advisory Committee (SAC)

### Meeting #1 Summary **APPROVED BY SAC**

**Date:** Tuesday, September 15, 2015

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

**Location:** 1900 SW 4<sup>th</sup> Avenue, Portland, 2<sup>nd</sup> Floor – Room 2500A

**SAC Members in Attendance:** Linda Bauer, Sarah Cantine, Alan DeLaTorre, Jim Gorter, Marshall Johnson, Emily Kemper, Mary Kyle McCurdy, Maggie McGann, Rod Merrick, Mike Mitchoff, Michael Molinaro, Douglas Reed, Vic Remmers, Brandon Spencer-Hartle, Eli Spevak, Barbara Strunk, Teresa St. Martin, David Sweet, Eric Thompson, Garlynn Woodsong, Tatiana Xenelis-Mendoza

**SAC Members NOT in Attendance:** John Hasenberg, Douglas MacLeod, Rick Michaelson, Danell Norby, Young Sun Song

**Staff/Consultants in Attendance:** Mayor Charlie Hales, Joe Zender (BPS), Sandra Wood (BPS), Morgan Tracy (BPS), Julia Gisler (BPS), Todd Borkowitz (BPS), Kristin Cooper (BDS), Camille Trummer (Office of Mayor Charlie Hales), Anne Presentin (EnviroIssues)

**Others in Attendance:** Rob Humphrey, Catherine Garvin, Brian Symes, Kerry Steinmetz, Tim Davis, Richard Larson, Ellen Bun, Terry Sidhu, Allan Owens, Margaret Vining, Jen Lorentzen, Bob Marshall, Paul Steele, Margaret Davis

**Media in Attendance:** KGW

**Meeting Goals:** Introduce project, project team and SAC members; discuss logistic; identify goals, expectations and visions; thank SAC members.

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



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## **Opening Remarks**

BPS Chief Planner Joe Zender shared that 20,000 additional households are projected in Portland over the next twenty years. While 80 percent of this increase will likely occur in multi-dwelling zones, the remaining will be in single-family zones – where minimal vacant land exists. The SAC, in its role in the Residential Infill Project, will be a valuable resource in helping shape the form and minimizing impacts of this projected growth.

## **Welcome by Mayor Hales**

Portland Mayor Charlie Hales, who oversees BPS, indicated that the Residential Infill Project is a priority. Given continuing trends in urban preferences, the question is not whether the growth will occur, but how. The importance of promptly and proactively addressing this growth, coupled with the significant attention residential infill issues are being given in Portland, was the primary motivation for his decision to commence a highly skilled and diverse advisory committee to guide the Residential Infill Project and its impacts in years to come.

The Mayor also highlighted a recent statement by local economist Joe Cortright, who indicated that “the U.S. has a city shortage,” which explains why many U.S. cities are experiencing such extensive and rapid growth, and why urban infill issues are garnering significant attention. The cities active pursuing innovative growth management solutions provide a valuable resource as Portland assesses its own preferred approaches.

Mayor Hales indicated that Camille Trummer will represent his office at future SAC events.

## **Introduction of Project Team**

Supervising BPS Planner Sandra Wood introduced herself and the other BPS planning staff who are shepherding the Residential Infill Project, including Morgan Tracy (Project Manager), Julia Gisler (Public Involvement), Mark Raggett (Urban Design Liaison), Tyler Bump (Economic Feasibility Liaison) and Todd Borkowitz. In addition, Kristin Cooper represents the City of Portland’s Bureau of Development Services (BDS) and Heather St. Claire represents the City Attorney’s Office. Morgan and Todd are dedicated full-time to the Residential Infill Project.

Three consultant teams will be engaged at strategic times throughout the Residential Infill Project process. They include Eviroissues (led by Facilitator Anne Pressentin, Dyett & Bhatia (Urban Design) and a yet-to-be-selected economic feasibility consultant. Deca Architecture, Inc. will be a project subconsultant.

## Project Overview

BPS Planner Morgan Tracy provided a project overview presentation. Key highlights include the project's three primary (but interrelated) topics of discussion (scale of houses, narrow lot development and alternative housing options) and four phases (research/analysis, alternatives development, evaluation and draft code creation) and associated ongoing City efforts (such as the Comprehensive Plan Update and Mixed Use Zones Project).

Link to Morgan's presentation: <https://www.portlandoregon.gov/bps/article/545267>

Resources will be posted to the project website on an ongoing basis. Anne ([apressentin@enviroissues.com](mailto:apressentin@enviroissues.com) / 503.-248-9500), will answer questions about the Residential Infill Project process. Morgan ([morgan.tracy@portlandoregon.gov](mailto:morgan.tracy@portlandoregon.gov) / 503-823-6879) or Julia ([julia.gisler@portlandoregon.gov](mailto:julia.gisler@portlandoregon.gov) / 503-823-7624) can answer all additional questions about the project.

## SAC Exercise

Facilitator Anne Pressentin asked SAC members to think about 2035 – when the Residential Infill Project is long complete. She asked SAC members, “What do you see? Hear? What are people saying to you as a participant in this process?” For two minutes, she also asked SAC members to share with the SAC his or her name and organization represented, and one reason that spoke to the passion of why he or she sought to be part of the SAC.

## SAC Verbal Responses (in order of responding)

**Mike (Mitchoff):** Is a lifelong resident of Portland; has a wife and two kids; lives in West Moreland in the house he grew up in; hopes that home ownership will be available to all; is a local builder who has remodeled houses for a long time.

**Maggie :** Is a lifelong resident of Portland; lives in the Sunnyside neighborhood where she grew up; believes in the need to pay attention to who the city is being developed for.

**Teresa:** Is a member of the City of Portland's Planning and Sustainability Commission and a real estate agent; has 15 years of experience in Seattle and Portland; has worked across the world and hopes this experience can add value to the SAC.

**Michael (Molinaro):** Is an architect; lives in Southeast; lived in suburban Chicago until moving to Portland three years ago; was involved in the Vista Bridge restoration; lives in an infill home in Sunnyside designed by Rod Merrick (where neighbors originally opposed his home but now generally support it); 'compatibility'; believes that current infill is the continuation of a long history of infill development in Portland.

**Sarah:** Is an architect and a graduate of the University of Oregon; born in Canada; believes that Portland should maintain its original character.

**Emily:** Is an architect and building scientist; works in downtown Portland; believes in energy efficiency; lives in inner Southwest in a 1906 Victorian home.

**Mary:** Represents 100 Friends of Oregon; at different times, has lived in three of Portland's five quadrants since 1981 (lives in Southeast now); has a passion for inclusivity.

**Marshall:** Represents the Energy Trust of Oregon; has lived in Southeast the past eight years and has been in Portland for 12 years; began work as a remodeling contractor in 2008; maintains a passion for community and homes and lives the city's mix of development and development ideas; concerned about the accommodation of pets in urban areas.

**Barbara:** Represents United Neighborhoods for Reform; is a native Portlander who grew up in Woodstock and has been living in Beaumont since 1976; believes home ownership should be viable and affordable for all and that new developments should fit in to existing neighborhoods.

**Eric:** Is a fourth-generation Oregonian and a local builder (at a two-person company) of single-family homes and townhomes for 10 years; acknowledges that there is a lot of demand to come to Portland and wonders how best Portland can accommodate newcomers in balance with maintaining diversity and livability.

**Brandon:** Represents Restore Oregon, where he manages its advocacy; aims to make historic preservation a viable option for more homeowners; has a passion for highlighting and changing Oregon law that unlike other states in the US only allows historic designation of a property if the owner of the property consents; has been a renter for 10 years.

**Eli:** Has been a developer (Orange Splot) for seven or eight years; grew up in a rowhouse in Washington D.C.; seeks to change the rules of the game to allow innovative residential development; fears that Portland is becoming too unaffordable; has optimism that smaller homes can maintain Portland's residential character.

**Rod:** Grew up in a rowhouse in Washington D.C.; he lived in Portland for 35 years and raised two children in the city; has been an architect on a variety of projects for the past 40 years but has focused on Eastside attached infill homes for the past 10 years; is on the City of Portland's Pedestrian Advisory Committee and Cochairman of the East Moreland Neighborhood Association; is a "lifelong urban hiker and student of urban evolution"; is a proponent of affordable housing; is interested in addressing 'truth of zoning' issues, clarity from current confusion, increased neighborhood planning (something he believes that the City of Portland has moved away from), where development must receive neighborhood buy-in; believes that Portland's zoning code needs to be reformed.

**Doug (Reed):** Represents the East Portland Neighborhood Office; lives in Portland just a few blocks away from his childhood home; has been a realtor for the past 12 years and has worked with builders; has a passion for becoming a voice for East Portland (which he believes is often forgotten about).

**David:** Has lived in Portland for 48 years; has worked for the City of Portland's Bureau of Buildings; lives in the Cully neighborhood (in one of Orange Splot's developments); believes that as a result of the revitalization of Northeast, his children cannot afford to live there.

**Jim:** Represents the Southwest Neighborhood Coalition; is a Portland native who grew up in West Moreland; has a goal of being able to close his eyes and opening them anywhere in Portland while recognizing where he is based on a neighborhood's unique character; seeks increased respect for Portlanders who have invested in houses and communities.

**Tatiana:** Represents the North Portland Neighborhood Association; is a real estate agent who focuses on the Peninsula neighborhood; moved to Portland in 2004 and has since developed a lot of connections; is concerned about how Portland is growing; owns a home in New Columbia and an ADU second home; believes in maintaining open spaces for gardening; worked for Proud Ground for 10 years and hopes to replicate some if the organizations work.

**Garlynn:** Lives in Concordia; spent 12 years in California before moving to Portland in 2012; represents the Northeast Coalition of Neighborhoods; is a planner who heads a small startup company focusing on new real estate solutions.

**Linda:** Represents the East Portland Action Plan

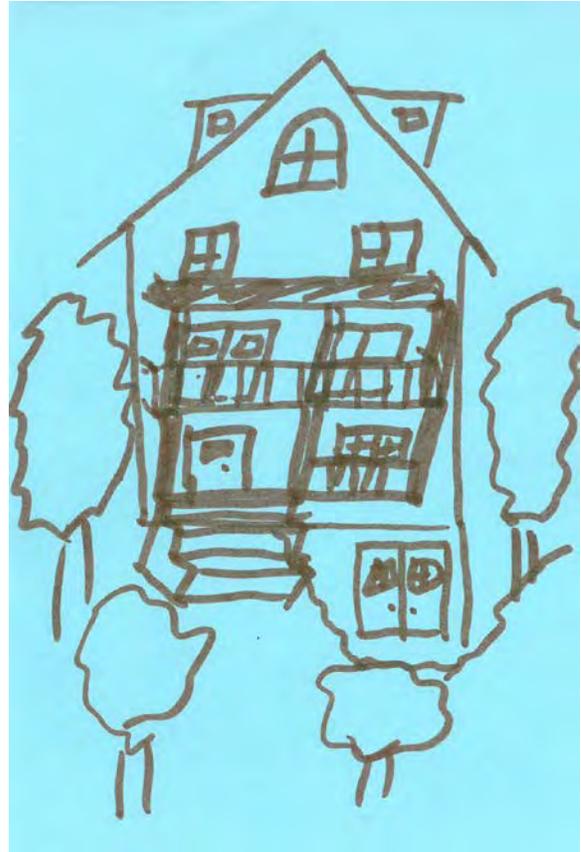
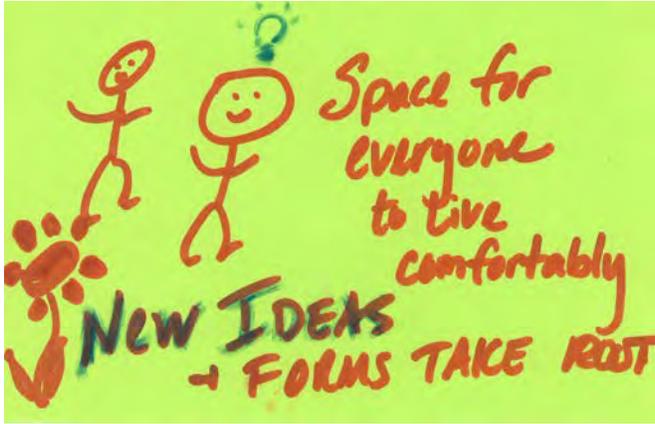
**Alan:** Is a self-described 'urban gerontologist'; believes we make 'Peter Pan housing' that assumes people are never going to grow old; indicated that by 2035, one-half of residential units will be occupied by people 65 and older; owns a townhome in Northeast and has a baby.

**Vic:** Was born in Southwest and lived in Oregon most of his life; is a real estate developer with Everett Custom Homes; cares about Portland and is excited to see its renewed vibrancy; likes the changes on SE Division Street; in 2035, hopes for more vibrancy, diversity and density.

### **Transcribed SAC Written Responses (in random order)**

Agenda: "SAC members will introduce themselves, the groups they are representing and/or perspective they bring, and explain the reason they are passionate about joining the SAC. SAC members will also articulate their goals, expectations, and vision for this project."

"A city that is vibrant, diverse with more density."



A few of the SAC written responses included pictures as well.

“PDX traditional residential neighborhoods are intact + retain their recognizable character + respect current (unreadable).”

“Intergenerational activity; We FINALLY have housing that meets needs across the life course; Social connectivity.”

“Approved: neighborhood plans reflecting community goals; truth in zoning; a reformed zoning code supporting distinctive walking scale complete neighborhood.”

“Open spaces/gardens; affordable single family options; (unreadable) scale; access to amenities >1 mile; connection; transp.; businesses.”

“Comfortable; well planned.”

“**VISION 2025:** Distinct, complete neighborhoods; retention of quality housing as the baseline for character.”

“Preservation of neighborhood character that works for residents of all family sizes across income levels.”

“Residents of all incomes can live in places with outstanding access to transit and services.”

“More affordable + cozy homes, attached and clustered, in vibrant, ped-friendly neighborhoods.”

“Compatibility.”

“That housing ownership is available to everyone that wants to own a home and raise their family here.”

“Balance of needs and values of all residents. New and old exist together.”

“Portland viewed as a leader for urban city planning. Population centered around transportation, schools, parks and neighborhood centers. Density also centered around such areas. A wide variety of housing options & styles maintain Portland’s diversity that the city prides itself in.”

“LIVABLE neighborhoods + diverse income & social equity. Low energy intensity. Variety of vintages. Space for animals.”

“Space for everyone to live comfortably. New IDEAS & FORMS TAKE ROOT.”

“Sustainable. Density. Livability. Affordability. Inclusivity. Diversity.”

“Organic & diverse. Unrecognizable as a sweeping policy change.”

“Walking in any neighborhood in Portland, I see + hear people of all ages, backgrounds, colors + income talking with one another because they live near one another & know each other. Buses + bicycles go by.”

### **Summary of SAC Verbal and Written Responses**

Facilitator Anne Pressentin indicated that ‘legacy’ was a common theme and that a love and passion for Portland really came through as a common theme. BPS Planner Morgan Tracy indicated that while responses represented the SAC’s wide range of interests and backgrounds, many common themes emerged. These themes, he believes, will guide future implementation.

## **SAC Logistics**

BPS Planner Morgan Tracy asked the SAC to complete the Doodle poll he recently sent out to identify a regular monthly meeting time; SAC members can also call or email him directly. He also asked for a short bio and photo from each SAC member (BPS will edit/format to create a common voice and ensure brevity).

BPS Planner Julia Gisler indicated that she will be organizing neighborhood walks in Inner West and East neighborhoods (two walking tours on two different days) to see development first-hand and discuss as groups the infill development occurring. She asked SAC members to share positive and negative examples of new single-dwelling homes, developments on narrow or skinny lots and alternative housing approaches, and that SAC members specifically identify what they see as the good and bad elements in their examples. The tours will be a great opportunity for architects, builders and developers to show off their projects and share how they were influenced or impacted by various zoning regulations. Morgan indicated that the tours will provide a factual foundation to help with future SAC discussion.

Julia will send an email to SAC members instructing what to specifically submit; from there, BPS will create an inventory database that will inform the location of the walks. The walking tours are tentatively scheduled for Saturday, October 24<sup>th</sup> (West and Inner East) and Saturday, November 7<sup>th</sup> (Northeast and Outer East). Julia indicated that BPS hopes that each SAC member will be able to attend for at least one of the two days (although attending both is preferred).

**Q:** Should examples be infill or 'refill'?

**R:** Both.

**Q:** Should SAC members send photographs of their examples?

**R:** Yes, but BPS staff will also do so.

In addition to the walking tours, Julia indicated that BPS staff will also be doing research on permitting in Portland to explain why developments are the way that they are, and will present all applicable findings to the SAC.

Facilitator Anne Pressentin indicated that she will be touching base via telephone with each SAC member for 15-30 minutes before the next meeting. Her intent is for her to learn more about each SAC member and identify how he or she can best outreach to their representative organizations and the general public.

Mayor Hales reiterated that the SAC's work is extremely important. He encourages SAC members to identify any resources for BPS staff to locate or create to aid the SAC in making its recommendations.

**Q:** It seems apparent that the SAC will be tasked with generating ideas for creating a form-based code. As such, can SAC members look at existing codes and contrast it with best practice form-based building codes from elsewhere?

**A:** The City of Portland's Regulatory ReThink project (created a few years back) did just that. It concluded that form-based codes have advantages, but that Portland's 'hybrid' code functions like one without the needed clarity (the urban design consultant team hired for the Residential Infill Project, it was noted, are the same ones utilized for the Regulatory ReThink project). Denver was cited as a good example of a code that has this clarity.

**C:** Metro will be hosting a pertinent discussion on the San Francisco Bay Area's Housing Crisis on September 18<sup>th</sup> as part of its Regional Snapshot Housing discussion series (<http://www.oregonmetro.gov/event/averting-housing-crisis-portland-next-bay-area/2015-09-18>).

**Q:** What are the SAC's parameters? Exactly what is the extent of what they can do?

**A:** While there is housing developed in all base zones except I and OS, the Residential Infill Project will focus only on the City of Portland's single-dwelling zones.

**Q:** Can SAC work influence new housing types?

**A:** Yes. If important housing attributes can be defined, then what happens inside (# of units) may be less important.

**C:** Form-based code is important. Ideas should also be tested in 3-D. Photos will elicit responses and help to visualize 'truth of zoning' issues. A disconnect exists between Portland's Comprehensive Plan and its zoning code.

**Q:** Will area parking for future SAC meetings be a problem once Portland State University's fall term begins?

**A:** BPS offers complimentary TriMet transit tickets to SAC members but cannot validate parking. BPS will follow up with SAC members on parking ideas.

**Q:** There is a lot of code. What is the extent of code that the SAC can influence?

**A:** BPS staff will identify 'the box' of issues and will share these with Anne and the SAC.

**C:** SAC ideas could be freely maintained in an editable Google spreadsheet.

**A:** This could be a good idea; however BPS staff will need to follow up with logistics.

**Q:** Who are the consultants on the Residential Infill Project?

**A:** Enviroissues is tasked with facilitating. Dyett & Bhatia and Deca Architecture, Inc. (subconsultant) are tasked with urban design. A yet-to-be-selected consultant will perform economic feasibility and assess market conditions for SAC concepts.

**Q:** How much can be asked by the SAC of BPS staff?

**A:** BPS staff will see how the process is working and will adjust accordingly. Morgan and Todd will be dedicated full-time to the Residential Infill Project; Julia will be part-time on it. Outside research performed by SAC members is welcome.

**Q:** Can the SAC add to or revise the project's three primary topics of discussion (scale of houses, narrow lot development and alternative housing options)?

**A:** No. BPS is specifically tasked to deliver responses to only the three topics. The SAC can still broadly identify other general ideas for code revisions, but none will replace the core focus. Where there are other projects that may be working on those ideas, staff will identify those.

**Q:** In addition to SAC member profiles, have there been BPS requests for neighborhood profiles?

**A:** No. BPS staff is not requesting this. However, the SAC may benefit through a better understanding of their neighborhoods as we try and identify attributes that make infill development "complementary".

**Q:** Is someone working on similar work for other base zones?

**A:** BPS has a request for Metro funding on multi-dwelling zones. It should be known in about one month. BPS is currently wrapping up similar work on the Mixed-Use Zones project.

**C:** Neighborhood character means different things to different people.

## **Wrap Up**

### **SAC will:**

- Respond to Doodle poll (or notify Morgan via phone or email) regarding preferred future SAC meeting time by Monday, September 20 (Morgan will notify SAC members of the preferred ongoing meeting date and confirm the date and time of the next meeting)
- Provide a digital bio and photograph to Morgan as soon as possible
- Send ideas for walking tours to Julia as soon as possible
- Share best practices by other cities with Morgan as soon as possible

***BPS staff will:***

- Provide parking information to SAC members
- Share information on the City of Portland's Regulatory ReThink project to SAC members
- Confirm how the SAC should address issues that do not fall within the parameters of the Residential Infill Project process

**End of Minutes**



Bureau of Planning and Sustainability  
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## Residential Infill Project – Stakeholder Advisory Committee (SAC)

### Meeting #2 Summary **APPROVED BY SAC**

**Date:** Tuesday, October 6, 2015

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

**Location:** 1900 SW 4<sup>th</sup> Avenue, Portland, 2<sup>nd</sup> Floor – Room 2500A

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

**SAC Members NOT in Attendance:** Sarah Cantine, Mary Kyle McCurdy

**Staff/Consultants in Attendance:** Kathryn Beaumont (City Attorney), Joe Zender (BPS), Sandra Wood (BPS), Morgan Tracy (BPS), Julia Gisler (BPS), Todd Borkowitz (BPS), Kristin Cooper (BDS), Camille Trummer (Office of Mayor Charlie Hales), Anne Pressentin (EnvirolIssues)

**Others in Attendance:** Robin Harman, Karen Andrews, Hillary Dames, Patty Nelson, Val Wegner, Robert Wegner, Elisabeth Heinberg, Allan Owens, Nan Gorder, Neil Shargel, Terry Parker, Midge Pierce, Janet Baker, Merrilee Spence, Terry Griffiths, Murphy Terrell, Margaret Davis, Ken Ray, Lara Zingmark

**Meeting Objectives:** Introduce and discuss administrative items, discuss ‘scale of houses’ and develop a list of questions regarding residential scale and building form.

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



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## **WELCOME AND MEETING INTRODUCTION**

Facilitator Anne Pressentin identified the meetings objectives (see above), including review and discussion of the 9/15 Meeting #1 summary, member biographies, member interview results, project parameters, work plan, public meeting law, disclosures and charter. She then asked members, staff and consultants to share with the group one thing from the past weekend that brought each member joy (responses are not listed in this summary).

## **ADMINISTRATIVE ITEMS**

### **9/15 Meeting #1 Summary:**

In the 9/15 Meeting #1, Mayor Hales gave a project introduction and described the project scope. BPS staff emailed a summary of the meeting to SAC members. Anne asked if SAC members had questions or suggested edits.

**C:** The summary was complete and well done.

**C:** Form-based code was discussed more than the summary suggests, although this may have been conversation that largely happened after the meeting adjourned.

**C:** In the first paragraph, the number of projected households was incorrect. It should read "123,000."

**R:** BPS staff will revise the 9/15 Meeting #1 summary. They will also continue with this process for communicating future meeting summaries.

### **SAC Biographies:**

Thank you to SAC members for submitting member biographies. BPS staff emailed a draft version to SAC members and is making revisions per requested edits. Biographies have been posted on the project website: <https://www.portlandoregon.gov/bps/article/544829>

### **Interview Results:**

Thank you to SAC members for taking the time to be interviewed by Anne Pressentin. Each interview took about 30 minutes. The interview process is now complete. Some key themes that emerged include:

- Concern about project scope, schedule and size
- Concern of the City's commitment to effectively address project goals
- 'Affordability' is a common sentiment
- Neighborhood interests go beyond ones just identified by neighborhood associations
- Desire to be involved with creating meaningful change on residential infill issues

## Project Parameters

Planning Manager Sandra Wood presented a draft of the project parameters that included eight topics and specific items to be included or not included within the project scope. She highlighted available BPS staff resources and potential evaluation criteria (a starting point for the SAC's January 2017 meeting). The work is being performed in BPS's Code Development group, but is being coordinated with other BPS staff. The code is projected to be effective by July 2017, and will need to go before the Planning and Sustainability Commission in early 2017.

Some highlighted items include:

- Multi-dwelling zones (Item 1) will not be addressed.
- Detached accessory dwelling units (ADUs – Item 5) will not be addressed as a draft plan regarding them is currently being considered by City Council.
- Tiny houses on wheels (Item 6) will not be addressed as they are more affected by building code (not zoning code) rules.
- Land division rules (Item 7) will not be addressed given the significant extent and complexities associated with them (the City's previous project to address them took seven years to complete). The project will be examining lot sizes for lot confirmations as well as providing greater clarity when narrow lots in land divisions are allowed.
- Pattern areas (Item 8) are defined in the draft Comprehensive Plan; the SAC may seek to develop unique zoning code applications that address each area's unique attributes.

Link to draft project parameters (as presented at the 10/6 Meeting #2):

[www.portlandoregon.gov/bps/article/548060](http://www.portlandoregon.gov/bps/article/548060)

**Q:** Does the Residential Infill Project address development in new land divisions?

**R:** Yes, for narrow lots and the subsequent development on land division lots, but not the land division process itself.

**Q:** Should micro apartments (Item 6) be moved inside the project scope?

**R:** BPS staff will look into.

**Note:** The project is looking at conversion of larger homes into multiple smaller units (internal conversions), and multiple smaller units on a single lot (cottage clusters). However, other group living uses (such as dormitories, communes; fraternities and sororities; monasteries and convents; nursing and convalescent homes; some group homes and post incarceration facilities) are currently allowed through a conditional use process. This project will not be addressing review processes for these uses.

**Q:** Where and when is the place to discuss R-5 lot size?

**R:** The City addressed this issue in 2002.

**C:** The lot size requirements has since been changed.

**R:** New houses on new narrow lots will be part of future SAC discussion.

**C:** Lot size cannot be taken off the table.

**R:** We will be looking at lot width in the context of narrow lot land divisions, and lot size and width in the context of lot segregations.

Facilitator Anne Pressentin indicated that many potential SAC concerns will be addressed in the SAC charter discussion.

**C:** The SAC (not City staff) should be responsible for identifying what will be and will not be included in the SAC's project scope.

**R:** Staff will look into

**NOTE:** Staff confirmed that the Mayor's office is responsible for what is and what is not part of the project scope. Staff discussed the project parameters with the Mayor to confirm his understanding of issues under consideration for this project.

**C:** Single- and multi-dwelling zoning codes (Item 1) have common issues and should be addressed at the same time so they can mutually inform one another.

**R:** This project will be ahead of the multi-dwelling zones project timeline and can help inform the related topics as they apply to single dwelling development in those zones. However, this project will not be expanding its scope to include development outside of single dwelling zones.

**Q:** What is the definition of multi-dwelling (Item 1)?

**R:** Multi-dwelling development is where more than one dwelling is built on a single lot (such as an apartment building). Single-dwelling development (one dwelling on one lot) can also be built on lots in multi-dwelling zones.

**C:** Clarification: In multi-dwelling zones, more than one house is allowed to be built on one lot, allowing for more variety of housing types.

**Q:** How is 'consistency' defined (Potential Evaluation Criteria)?

**R:** The code should treat like situations similarly throughout the city.

**C:** Protection of neighborhood character should be an evaluation criteria.

**R:** The SAC can inform the evaluation criteria; what was identified by BPS staff is just a place to start.

**C:** The SAC should be free to move land division rules (Item 4) inside the project scope if it chooses to do so (a motion was made and seconded to do so).

Facilitator Anne Pressentin indicated that SAC members must abide by the charter and suggested that the SAC move onto the work plan.

**C:** Many items that are proposed as outside of the project scope are ones that some SAC members actually joined the SAC to help specifically address.

**C:** Preserving neighborhood character and addressing architectural style (Item 5) is synonymous.

**C:** Land division rules (Item 7) should be inside of the project scope as the allowed size and density of in the R5 zone is a primary concern of many residents.

**C:** Micro apartments (Item 6) should be moved inside the project scope.

**C:** More SAC meetings (than what BPS staff proposes) is needed to ensure the SAC has sufficient time to make the right recommendations.

**C:** The most recent Comprehensive Plan goals are not being used to guide the Residential Infill Project. Portland's zoning code has a 'one size fits all approach' when a customized code that addresses unique neighborhood (or group of neighborhoods) attributes is needed. Technology allows for code to be applied for individual properties. This should be done to more effectively advance the most recent Comprehensive Plan goals.

**R:** BPS staff acknowledges the need to align this project with the proposed Comprehensive Plan goals; this will be addressed in the January 2016 SAC meeting.

**C:** Architectural style (Item 5) should be moved inside the project scope.

## **Work Plan**

Project Manager Morgan Tracy reviewed the SAC's draft work plan. It has four phases (1. Research/ Analysis/Issue Identification; 2. Option Development; 3. Option Evaluation; and 4. Draft Code). The SAC is scheduled for completion upon completion and presentation of a discussion draft in November 2016. Afterward, the project moves into the legislative process,

which will be informed by public hearings at the Planning and Sustainability Commission and City Council.

Link to draft work plan (as presented at the 10/6 Meeting #2):

[www.portlandoregon.gov/bps/article/548061](http://www.portlandoregon.gov/bps/article/548061)

**Q:** What will BPS staff be working on between SAC meetings?

**R:** BPS staff will be developing curriculum, neighborhood walks and materials for public meetings.

**C:** Meeting once per month is too infrequent. The SAC should, at minimum, be able to communicate online between meetings.

**R:** This is a good suggestion; BPS staff is looking at ways to effectively address. There are legal limitations to collaborating online and without public oversight. As a result, this communication will need to be developed and managed by BPS staff.

**Q:** The previous work plan draft identified two SAC meetings per month thru 2015. Why has this been changed?

**R:** BPS staff realized that the previous work plan draft had too aggressive of a schedule with limited staff resources available to successfully complete tasks.

**C:** This creates some concern for the SAC getting needed tasks completed.

**R:** BPS staff agrees, but is also trying to proceed in as deliberate and thoughtful manner as possible.

**Q:** Is it possible to do a 'save the date' for optional SAC meetings?

**R:** Yes, that is a possibility.

**Q:** If BPS resources are limited, can the SAC hold SAC-led meetings?

**R:** As 2015 meetings serve as a primer for the SAC on all-day workshop/charrette in January 2016 (date to be determined), BPS staff will need to lead 2015 meetings.

**C:** There is a lot of work for the SAC to complete. "Getting something on the books" is important.

**R:** The first project phase is necessary as it will ground the SAC in City code and practices regarding single-dwelling residential infill. The SAC will develop and evaluate specific

proposals in the January workshop/charrette, where the focus will evolve into creating 'concrete' ideas. This event will be where the "pieces start coming together."

## **Public Meeting Law**

City Attorney Kathryn Beaumont thanked the SAC for their participation, then discussed its responsibilities to maintain transparency and ethics. Public meeting laws require that BPS staff create and maintain SAC meeting agendas and minutes/summaries for the public record. SAC meetings are considered public meetings subject to these laws.

Outside communication between SAC members and interests they represent is allowed, provided that Residential Infill Project-related discussions are reported back in SAC meetings. SAC members communicating with one another (in any form) outside of BPS staff-led project meetings creates potential for violating public meeting laws. Quorums (typically any majority of SAC members communicating in any type of forum - including online) outside of a public meeting are prohibited without proper notice to the public. BPS-staff coordinated SAC subcommittees may be an acceptable solution for small-group SAC member discussions. Still, it is expected that the majority of the SAC's work will be done in the SAC meetings identified in the work plan.

**Q:** Are meetings between one or two SAC members acceptable?

**R:** Yes.

In addition, the State of Oregon and the City of Portland have laws regarding the acceptance of gifts by SAC members. The State of Oregon limits gifts to \$50 (value) per calendar year. However, the City of Portland has a 'no gifts' policy. City Attorney Kathryn Beaumont advises to just say no.

In addition, it is advised that SAC members refrain from discussion and/or promotion/demotion of any candidate or ballot measure in all SAC meetings. Political expression through the wearing buttons or clothing is allowed.

SAC members were advised that if they had specific questions about ethics/conflict of interest rules, they can discuss with project staff who would then research and share answers with the larger group.

## **Disclosures**

City Attorney Kathryn Beaumont discussed the need for SAC member disclosure of conflicts of interests (actual and potential). A conflict of interest is any action leading to a financial benefit or detriment resulting from one's role as an SAC member. While the risk of *actual* conflicts of interest for SAC members on the Residential Infill Project is deemed low, *potential* conflicts of

interest may exist. Potential conflicts of interest are acceptable, so long as they are disclosed in advance. Each SAC member is asked to complete and submit a City of Portland Conflict of Interest Form to Morgan Tracy by November 3rd only if any disclosures need to be made.

The City requests submittal of Conflict of Interest Forms for both the protection of individual SAC members and the overall SAC. Submitted forms will not be publicly posted but, as they are public records and subject to law, must be made accessible upon public request.

**Q:** As many SAC members are developers and have a variety of conflicts of interest through their personal investments, how should these be disclosed while also protecting private information?

**R:** The conflicts of interest pertain to only current business practices, relationships and holdings. The remedy to conflicts of interest is to disclose them all; “fill out the form in a common sense way and leave it at that.”

Facilitator Anne Pressentin reiterated that it is important for SAC members to fully understand that the best remedy to conflicts of interest is to disclose.

**Q:** Is the form asking only about properties currently owned?

**R:** Yes.

**Q:** Who is the Conflict of Interest Form information shared with?

**R:** It remains on file with BPS but will be made available, in accordance with law, if specifically requested by a member of the public.

**C:** SAC discussion will be very specific regarding individual lots.

**R:** Nothing will prevent SAC members from sharing their views.

Facilitator Anne Pressentin indicated that BPS has no ability to not comply with public record requests. SAC members should be fully aware of this and inform Morgan Tracy if unable to submit a Conflict of Interest Form.

**C:** SAC members are participating in the Residential Infill Project because they do have a vested interest.

**R:** BPS staff agrees. It would make little sense to have a conversation on this topic with people who do not have a vested interest.

## Charter

Facilitator Anne Pressentin asked SAC members if the meeting summary of the charter accurately reflects what was discussed in the 10/15 Meeting #1. She indicated that the Residential Infill Project scope is implicit in the charter, and also that while reaching SAC consensus on issues may be at times challenging, it is important that key discussions remain active.

While the agenda limited time for discussion on charter questions and concerns, Anne asked SAC members to please read over and identify any items that are unclear or potentially problematic to Morgan Tracy.

Link to draft charter (as presented at the 10/6 Meeting #2):

[www.portlandoregon.gov/bps/article/548059](http://www.portlandoregon.gov/bps/article/548059)

**C:** Please revise the first sentence in paragraph four, I.A., removing “to improve controls” and many people believe that the existing controls for form and scale of infill housing are sufficient.

**R:** The charter will be revised to reflect this.

**C:** There is a spelling error in the first paragraph of the charter.

**R:** The first paragraph of the charter has been revised, replacing “has” (for the incorrect “had”).

**C:** Please recognize that addressing administrative items in SAC meetings takes away from valuable discussion in Residential Infill Project issues.

**C:** Many SAC members agree that meeting materials should be read by all SAC members in advance of meetings.

**C:** Regarding III.D.3, “Speaking... non-repetitively” is problematic as it adds undue constraints to discussion.

**R:** Is there a way to make better? (SAC members gave no response).

**NOTE:** The charter is not intended to prevent members from reiterating a similar and relevant point in another discussion, but rather to acknowledge when a point has been made in a discussion and not re-cycle it into the same conversation. Staff has proposed changing the sentence to read: 3) Speaking respectfully, briefly and ~~non-repetitively~~ not repeating points already made during a particular discussion.

**C:** The project summary and scope should better related to one another. SAC discussions will likely get into detail on key issues.

## **PRESENTATION OF SCALE HOUSES**

Given time constraints, Project Manager Morgan Tracy suggested that the SAC consider a 'buffer' meeting to provide SAC members sufficient time to participate in the small group exercise on scale (originally proposed for the 10/6 Meeting #2), perhaps on Tuesday, 10/20 or Tuesday, 10/27.

**Q:** How many SAC members need to attend?

**R:** As many as possible.

**C:** Tuesday 10/20 works best.

**Q** How can the SAC be confident that creating 'buffer' meetings resulting from getting behind on SAC meeting agenda will not become a regular occurrence?

**R:** City Staff apologizes; the agenda for the 10/6 Meeting #2 was tight to begin with and should have been revised in advance in response.

**C:** Meeting more often is preferred over longer meetings.

**C:** City Staff should show more respect for SAC member's time.

**C:** More meetings makes it challenging for those needing to attend to family needs.

Facilitator Anne Presentin indicated that BPS staff will send out a Doodle poll with options.

**C:** Extending the SAC's November meeting should be considered an option.

Link to Morgan's presentation (as presented at the 10/6 Meeting #2):

[www.portlandoregon.gov/bps/article/548058](http://www.portlandoregon.gov/bps/article/548058)

**Q:** Must the required outdoor area be contiguous?

**R:** Yes, and must be able to contain a 12-foot by 12-foot square within it.

**C:** The required outdoor area could be at the front of the property.

**R:** Yes, but not within the front setback.

Facilitator Anne Pressentin asked the SAC if a summary handout of the scale of houses presentation would be helpful.

**R:** Yes, but there is no simple way of communicating this complex information.

**C:** There are some good codes elsewhere that communicate scale of house issues well. These will be covered at a subsequent SAC meeting.

**C:** Regarding building coverage requirements based on lot size percentage is not being communicated correctly. It is not dependent on zone, but instead on lot size.

**R:** Correct.

**Q:** Was the example used in the presentation specifically for the R5 zone?

**R:** Yes.

**C:** It would be helpful for SAC members to have a copy of the presentation in advance so that they could follow along.

**C:** A discussion of building relationships in the rear of lots is missing. Illustrating some of the subtle variations of how Portland's zoning code is applied would also be helpful to SAC members.

**Q:** How long have current R5 zoning setback regulations been in existence?

**C:** Portland's zoning code was rewritten in the late 1980s.

**Q:** Can historical data on Portland's zoning code be made available to the SAC?

**R:** City staff will look into.

**C:** Having a better understanding of what zoning code regulations are objective and which ones are discretionary would be helpful for the SAC.

**C:** Data on what zoning adjustments are being approved by pattern area would be helpful for the SAC.

#### **PUBLIC COMMENTS:**

**(Additional written public comments are appended to this meeting summary)**

**Robin Harman:** Robin is a South Burlingame resident. She is involved in a door-to-door campaign to gauge resident opinion on new residential development. Robin identified three

primary areas of focus: increasing building setbacks, decreasing building heights and restoring R5 zoning regulations. She stated that existing setbacks are inappropriate and that many of her neighbors do not want to create “the feel of Northeast or Southeast” and believe that nobody at the City of Portland is championing these concerns. Robin shared that Portland’s current zoning code was revised in the early 2000s so that building heights are measured differently to allow for taller height allowances. To advance these concerns, her group will be present at all future SAC meetings.

**Murphy Terrell:** Murphy is a resident of Multnomah Village and shares the same concerns (“ditto”) that Robin Harman shared.

**Hillary Dames:** Hilary is a South Burlingame resident. She agrees with everything that Robin Harman shared. Hilary believes that infill is an option for increasing sustainability, but needs to be done in a manner that is sustainable. Larger buildings are much more expansive to heat and cool; demolition of homes is not a sustainable practice.

**Allan Owens:** Allan states that while he does not “have a horse in the race,” he does have a “greyhound in race.” He believes there is a “nasty problem with housing” in Portland and hopes that the City of Portland can find a way to shelter all of its residents in a manner that is reasonable, safe and attractive.

**Terry Parker:** Terry is a 60-year resident of Rose City Park. He objects to houses that take the form of a “skinny box” or “2-1/2-story box,” and that as “one size does not fit all,” compatibility of new development must be more sufficiently considered.

## **WRAP UP**

### ***SAC will:***

- Inform City staff of good examples of other city codes to explore.
- Inform City staff of edits to member biographies.
- Complete the City’s Conflict of Interest Form.
- Inform City staff of edits to the charter.
- Respond to Doodle poll (BPS staff will send email) in ‘buffer’ meetings.

## **END OF SUMMARY MINUTES**

(Additional written public comments - received by BPS staff via email - follow).

**ADDITIONAL WRITTEN PUBLIC COMMENTS (RECEIVED BY BPS STAFF VIA EMAIL):**

**Nancy Hedrick (Arbor Lodge resident), received via email on October 4, 2015, 2:09pm**

*I hope this is an appropriate way to forward comments for the residential in-fill topic of your October 6th meeting (when I'll be out of town), about housing scale. I am concerned about the rapid proliferation of mini-mansions in regular city plats, for 2 reasons: (a) the cost and (b) the sun exposure issue.*

*Firstly, the current large scale houses are much above the neighborhood costs of recent years in many city areas, including my N. Ptld Arbor Lodge area. For example, there are two of the new mini-mansions within a two-block area that are being sold or were sold recently for around \$700 thousand, while three houses in the same two-block area of existing housing (being also smaller & shorter) have been marketed at \$280-\$295 thousand. Within the not rapidly changing Portland median income (income which is stagnant in my own professional class of social workers), this newer big house trend means more families seeking homes are priced out. As the Tribune has pointed out, a relatively small number of developers dominate the market in constructing these large homes.*

*Secondly, regarding sun exposure, these new houses, with their exploitation of current regulations by developers, can build homes so near to each of the property lines and with such tall roofs and ceilings reaching the height limit (and often with the roof coverage extending more of the full area of the house than other older homes with small dormer-style top floors).*

*This impacts neighbors in two ways. The option of growing fruits and vegetables I reduced, an issue of further importance as we try to reduce our carbon footprint. Also, the northern latitudes (& particularly NW Oregon) are notorious for bringing gray, dark days leading to seasonal affective disorder for some. My neighborhood is full of homes with roof skylights. Houses surrounded by mini-mansions may resultantly only have decent sun exposures through the roof or from street-facing windows.*

*In conclusion, I would argue that Portland consider pushing back how close to the property line houses can be built, and also some form of design disincentive or review for full-area roofs reaching the maximum height level. (This roof policy might in part be based on the neighborhood character considerations.) Additionally, it is fatal for the vibrant, economically diverse nature of our city to continue to demolish sound homes. Portland needs to strengthen either the incentives or disincentives to prevent this trend from happening at such a rapid pace. Thank you for the thoughtful work of yourselves and the committee on this key issue.*

**Neil Shargel, received via email on October 6, 2015, 10:40pm**

*I didn't get a chance to air my grievances, so to speak, so I thought an email might allow me a voice.*

*The last person to speak, I believe Terry was his name, from Rose City, said a lot of what I feel as well, especially my first point below, but here are some notes I took while listening to your meeting occur.*

*1) Regarding standards...having a set of generic standards don't necessarily fit every situation. For example, if a new house is built with a 30 ft height limit, and the houses on either side of the new structure are 15 ft, the neighborhood character has now changed. And my guess is that a developer will build to the maximum allowable limit, regardless of the neighboring houses - they won't be living there and their goal is to maximize profit for their investors. It would be nice to see something a little more flexible than a one-size-fits-all standard. Think outside the box - how about some committee, or an office that reviews the proposed structure. Have someone go out and look at the site. Maybe include the neighbors in the discussion. The folks who live next to the new structures are the ones that are impacted by the abominations (visit ne 16th and Failing or look at this:*

<http://www.kqw.com/story/news/investigations/2015/09/24/home-demolitions-rising-along-tension-portland-neighborhoods/72749470/>

*2) Neighborhood character... What happens to the value of the properties next to a newly built monstrously large house? I suspect when those neighboring property owners try to sell, they'll have a hard time. Who wants to live next to a house that blocks their sunlight!? What'll happen is that those owners will sell to a developer who will build more monstrosities. And like dominoes, there goes the neighborhood. So not only has the look of neighborhood changed, but because the value of these newly built homes are more, eventually, only rich people will live in Portland.*

*3) The slide show was nice...I particularly liked the slide that showed four houses, small graduating to Max. Unfortunately, in this city, there is no graduation - it is [maxed] out house smack dab next to small. How will you feel when your turn comes and your neighbor sells and you're now living next to some monstrous house that blocks your sunlight? Remember, we're talking about where people live, not "product".*



*Feel free to visit my neighborhood and look at the behemoth built next to my house at 3930 NE 20th [A]ve.*

**Marianne Terrell-Lavine, received via email on October 13, 2015, 1:56pm**

*Thanks again for the informative meeting October 6, 2015. I volunteered not to speak at the end of the meeting, but I'd still like to summarize my points/issues, for the committee to consider, and if possible be put into the record.*

*Point 1: The house south and uphill from me might someday be sold for tear-down and a larger house built in [its] place, blocking my solar panels and my sun changing my 'partly sunny house' to a 'cave.' What can be done to save my lovely one story ranch from such a dismal fate? BES told me I could talk with the current home owner and ask him not to do it, [o]therwise, too bad for me. Last night one of the staff mentioned an 'easement.' What might that involve? I want to make changes as needed BEFORE destruction is considered and it's too late to save my home. Other homeowners must be considered when giving permits.*

*Point 2: I live near Spring Garden Creek (at SW 37th Ave). Recently (2013 to present) upstream from my home the property owner of a large piece of dividable land sold for 9 build-able lots. In construction the old creek bed was torn out and the creek flooded three homes in spring of 2014. When we complained BES said there was nothing they could do as the Army Corps and the State had signed off on the destruction. When I describe the issue to Morgan last night he suggested creek restoration like Johnson Creek. I submit: Why allow the destruction for a functioning creek/swamp then suggest restoration? Not destroying the creek would be a more elegant, cost effective, water mitigation effective solution. It's too late for my immediate area, but perhaps a change of regulations could save another small, but necessary creek from destruction and downstream homes from flooding. I suggest: Disallow from destruction five to 15 feet on each side of the creek run. The new construction would still be required to mitigate, but in the immediate are (not mitigation work elsewhere), the mature creek area would remain less-disturbed and still doing it's natural and needed job~ slowing water flow, reducing erosion, containing water, allowing water fowl (ducks, red-wings, etc.) and other water dependent animals (bats, amphibians/salamanders, song birds, etc) to rest or breed. And affording a bit a nature to remain without further habitat loss. In this our case the lots are large enough to sacrifice a few feet to save the creek and it's ways, keep sound deadening trees, and natural neighbor separator & view enhancing trees, and keep much needed and much appreciated habitat.*

*Point 3: Who or what body determines 'Neighborhood's Character', as described to maintain in future development? In Multnomah Village a builder wants to build a four story apartment building with 70 or so units and few parking spaces. Why? Because he can. He said the facade would keep with the Multnomah character. That part of Capitol Highway is one and two story, single store fronts. Nothing in the Village's character says 'four story monolith cube on the corner'. The Village is small, quaint, [and] individual. Even the recently built [Umpqua] Bank is three stories and set back. It is still small, quaint, [and] individual. Not a four story block house. The builder says he wants to build here because of the quaint Village character. This would ruin the Village's character and forever point to the City's arrogance as the City That Doesn't Care. I don't want to live in a place that looks like Seattle. But even Seattle learned the lesson and*

*changed their building codes.*

*I liked Morgan's graphics & explanations of house height, street view, etc. I would suggest a flaw when showing a new large house with a large tree next to middle sized house with middle sized tree and a small house with a small tree. Please remember new houses are commonly planted with saplings (which often are not cared for and die) and it's 20 years before the tree is the size in the graphic. And that tall houses south of smaller houses make small houses unhappy houses and difficult to sell~ except for tear-down. Then soon enough Portland will be a city of big box houses with nods to Craftsman Style and dead sapling trees and the MAX lines.*

*Last, I'd like to know when and where the October 24th Neighborhood Walk of the west side will be and if I may tag along to listen.*

**END OF ADDITIONAL WRITTEN PUBLIC COMMENTS**

## Residential Infill Project – Stakeholder Advisory Committee (SAC)

### **Meeting #2a Summary Minutes APPROVED BY SAC**

**Date:** Tuesday, October 20, 2015

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

**Location:** 1900 SW 4<sup>th</sup> Avenue, Portland, 7<sup>th</sup> Floor – Room 7A

**SAC Members in Attendance:** Linda Bauer, Sarah Cantine, Alan DeLaTorre, Jim Gorter, John Hasenberg, Marshall Johnson, Mary Kyle McCurdy, Douglas MacLeod, Maggie McGann, Rod Merrick, Rick Michaelson, Mike Mitchoff, Michael Molinaro, Danell Norby, Douglas Reed, Brandon Spencer-Hartle, Teresa St. Martin, David Sweet, Eric Thompson, Garlynn Woodsong, Tatiana Xenelis-Mendoza

**SAC Members NOT in Attendance:** Emily Kemper, Vic Remmers, Eli Spevak, Barbara Strunk, Young Sun Song

**Staff/Consultants in Attendance:** Joe Zender (BPS), Sandra Wood (BPS), Morgan Tracy (BPS), Julia Gisler (BPS), Todd Borkowitz (BPS), Tyler Bump (BPS), Pei Wang (BPS), Anne Presentin (Envirolssues), David Hyman (Deca Architecture)

**Others in Attendance:** Jeff Cole, Margaret Davis, Robin Harman

**Meeting Objectives:** Complete the agenda from Meeting #2 (October 6, 2015); increase SAC member understanding of the positive aspects and concerns related to the scale of infill housing construction, and identify ideas to address them; communicate logistics for upcoming SAC neighborhood walks

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



## WELCOME AND MEETING INTRODUCTION

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

Tables were grouped to accommodate groups of five to six people; each had images of residential infill housing from Portland, sample lot maps with three common layouts and legos. A BPS staff (Julia Gisler, Todd Borkowitz, Tyler Bump and Morgan Tracy) was at each table to act as facilitator; Sandra Wood (BPS), Anne Pressentin (EnviroIssues), and David Hyman (Deca Architecture) observed and provided facilitation support.

## OVERVIEW OF SCALE OF HOUSES EXERCISE

Project Manager Morgan Tracy reviewed key points from his Scale of Houses presentation from Meeting #2, specifically the final slide discussing the tradeoffs from pursuing different actions. For the exercise, SAC members were asked to reconvene in small groups with other SAC members who they had not interacted much with, then review and discuss various examples of residential scale and building form and share ideas to help City staff effectively articulate key issues.

## SCALE OF HOUSES EXERCISE - STAFF-OBSERVED ITEMS OF SAC DISCUSSION

### Table 1:

Mary Kyle McCurdy (reporter), Maggie McGann, Mike Mitchoff, Dannell Norby, Julia Gisler (BPS staff/facilitator)

#### ***Positive Aspects***

- The houses will be more energy efficient and can be easier to maintain.
- New house may be healthier, safer, and/or more attractive (or some combination).
- Can result in more “eyes on the street” and a safer neighborhood
- New construction can be a sign of a healthy economy.
- House could be part of a revitalizing neighborhood?
- If house is replaced more than 1 to 1, it could be increasing density and reducing urban sprawl.
- New house is a potential new home for a client (if realtor).
- New house means the upheaval of construction is over for the neighborhood.
- New people will move into the neighborhood and often new residents are active in their new community.

#### ***Areas of Concern***

- Often the new construction is less affordable than what it replaced- pricing out many from the neighborhood who could of afforded the original house.
- Households with children can be priced out of market.

- Takes away green space
- Loss of light
- The scale and character may not fit into the surrounding neighborhood.
- May have replace sound housing- and/or housing with historic character and roots in the neighborhood
- When demolition materials go into the landfill that is very wasteful.
- Lack of diversity of housing- doesn't match the myriad of household types in Portland.
- Increased pressure on on-street parking- particularly if new house creates new curb cut.
- Increased impervious surfaces
- Reduce tree canopy.
- Reduce privacy of neighborhood properties and people walking down the street if the house is big and close to the street setbacks; it looms over the sidewalk.
- CHANGE IS HARD - after the initial shock of losing a neighborhood house or trees, people adapt.

***Issue to address: Building setbacks***

- Building setbacks from the street are important. Maybe there should be a setback approach that requires taller buildings to be farther back from the street than smaller ones.

***Issue to address: Elements that can deal with scale of building relative to a neighborhood***

- Garage placement
- Impervious surfaces
- Architectural elements to break up the façade
- Height of main entrance/front porch
- Amount of windows on street facing facades
- Setbacks (ALL)
- Landscaping/Trees

**Table 2:**

Douglas Macleod, Jim Gorter, Brandon Spencer-Hartle, John Hasenberg, Marshall Johnson (reporter), Todd Borkowitz (BPS staff/facilitator)

***Positive Aspects***

- Portland's old neighborhood scale can inspire and inform future infill development.
- Fewer infill restrictions can enable greater flexibility to meet diverse housing demands.
- Similar roof forms along a block can create a positive rhythm and continuity.
- Large housing forms (existing and new infill) can accommodate a multitude of units and a spectrum of housing options.
- New infill is an effective approach for meeting Portland's planning goals (such as density).
- New infill has potential to increase property values.

- Larger houses allow for lower marginal ‘per square foot’ costs, creating a positive relationship between house scale and value.

***Areas of Concern***

- Oversized houses with large footprints are not in sync with neighborhoods.
- Large houses skew economies and drive up costs - impacting housing affordability.
- Large houses can block solar access and views of nearby neighbors.
- Not measuring heights from street grades create overly-tall houses.
- New houses often fail to include dwelling space in attics or basements.
- New infill housing is often of poor quality.
- New infill housing often creates disruptive anomalies in the architectural style of a block.
- Residential zoning does not stay true to a prescribed size.
- New infill housing setbacks are often disruptive anomalies in a block’s rhythm.
- Garages in new infill housing often fail to maintain neighborhood aesthetic and cause a house’s main floor to be higher than needed – particularly in neighborhoods that lack garages.
- Residents must understand that living in a single detached house is often not an affordable housing option.
- Portland’s development code is neither clear nor objective; it is overly complicated.
- Letting neighborhoods dictate zoning will diminish interest in infill development.

***Issue to address: Tuck under garages***

- Tuck under garages should not be allowed for narrow lots (such as ones under 60 feet).
- Car orientation interrupts neighborhood rhythm.
- Required on-site parking results in curb cuts and aprons that typically take up more than one space.

***Issue to address: Code flexibility***

- Code flexibility makes development more lucrative, creating more overall housing.
- Do not make changes to building scale.
- Allow for more dwelling units within one lot.
- People should be able to sell property for as much as possible.

***Issue to address: Correcting small nuances in development code***

- Detailed nuances can have great impacts on perceived housing scale.
- Allowing a larger setback encroachment for eaves (such as 40%) can help minimize perceived scale.

***Issue to address: Current economic conditions***

- ‘Knee-jerk’ reactions to current (and presumably changing) economic conditions should not demand code changes that could pose significant hurdles to future infill development.

- Current low interest rates are driving home demolitions.

***Issue to address: Property line confirmations***

- Development standards should trump underlying property lines.

***Issue to address: Setback and height proportionality***

- Allowable setbacks and heights should be in proportion (such as 130% maximum variation) with existing houses so as to be more responsive in creating a relationship with surrounding character.

**Table 3:**

Linda Bauer, Sarah Cantine (reporter), Alan DeLaTorre, Michael Molinaro, Douglas Reed, Garlynn Woodsong, Tyler Bump (BPS staff/facilitator)

***Positive Aspects***

- Brand new
- Less repair/restore
- Less maintenance
- Boosts property value
- New taxes
- Size and amenities desired
- Better utilization of available land
- Energy efficiency
- Health and safety

***Areas of Concern***

- Loss of open land
- Small setbacks
- Solar access
- Small areas of vegetation in side yard
- Boosts property value
- Overwhelming infrastructure system (emergency, community, public works)
- CHANGE
- Design repetition
- Not local context sensitive
- Tired of Craftsman
- Quality of materials – [indecipherable] and vinyl
- Removal of trees
- Privacy
- Lack of human scale
- Box design to max zoning
- Too small

- Too skinny

***Issue to address: Outdoor space for people***

- Variety of setback requirements (rear, side, front) for variation
- Lot size too small
- Building mass sensitive to lot size
- Courtyard type easement for shared outdoor space
- Shared community space as an asset
  - Cluster housing
- Increased height for bigger setback
  - Mitigates solar access impact
- Pattern area approach

***Issue to address: Consistency/variety***

- Variety in scale and respect context
- Break down massing.
- Variety of roof forms to respond to neighborhood context
- Make massing respond to the direct neighborhood scale,
- Incentivize preservation of existing stock where current space is on half of a 5,000 s.f. lot with historic lot lines.

**Table 4:**

Rod Merrick (reporter), Rick Michaelson, Teresa St. Martin, David Sweet, Eric Thompson, Tatianna Xenelis-Mendoza, Morgan Tracy (BPS staff/facilitator)

***Positive Aspects***

- Well-designed infill can:
  - Respect privacy
  - Maintain sunlight
  - Include porches
  - Keep in relative scale with homes around
  - Minimize presence of garage (tuck under or in backyard)
  - Can replace a not so nice house
  - Higher architectural quality
  - Maintain front and side yard setbacks
- Infill in general:
  - Add housing choice
  - Better utilization of residential land
  - Larger house can accommodate larger family/more people
  - Less toxic material (e.g. asbestos/lead)
  - Built to higher standard for wind shear and earthquake resistance
  - Materials/Longer life cycle

### ***Areas of Concern***

- Shading/loss of solar access
- Removing sound housing
- Loss of moderate cost homes
- Gentrification
- Scale: i.e. relationship of lot size/width to building square footage, height, setbacks
- Garage impacts: Tuck under -> wider and taller house, detached in rear -> greater separation between homes but more impervious area
- Distance between living spaces, i.e. impacts on privacy
- Inconsistent setback pattern (front and side)
- Home not reflective of others in the neighborhood (architectural style)
- Rules could be more flexible for larger lots, more prescriptive for smaller lots

### ***Issue to address: Housing Choice***

- There is a need to provide a range of housing, including small and larger homes.
- Observing a lot of repetitive styles being built in various parts of the city that don't relate to the neighborhood
- Not a lot of new houses being built in the 1,600 to 2,000 s.f. range. (~2,400 s.f. avg. in 2013)
- There is a demand for smaller homes; household size is declining.
- Building a smaller house is less expensive than a larger house (materials) but land prices still force these small homes to be sold for higher prices, difficult to compete against larger homes (price/s.f.).
- What if the allowed square footage was allocated differently? - i.e. a cluster of small (1,000 – 1,500 s.f.) homes around a common area
- Condo financing vs cost of land division – Condos didn't become popular until very near the end of the last housing bubble. Sense was condo financing was getting easier to obtain lately. *[Staff note: we will want our econ consultant to explore this further]*
- Predictability in the single dwelling zone? Cottage clusters are multi-dwelling development.
- May be appropriate to centers – but the zoning should reflect that

### ***Issue to address: Scale***

- What if the existing structure established the allowed entitlements? - i.e. an 1,800 s.f. house could only be replaced by an 1,800 s.f. house, or a one story house could only be replaced by a one story house.
- The market demand will continue to drive these homes to the same/higher cost.
- Could lead to disinvestment
- What if it presented from the street as the same size (but allowed for expansion behind)?
- Issue is very contextual to the neighborhood.
- Some neighborhoods have a high degree of uniformity, while others have a higher degree of variability.

- Differentiate the setback standards based on lot width (i.e. 50, 40, 30, 25...).
- Setbacks of 3' is not adequate (6' between buildings leaves no useable space).
- Allow for zero lot line houses to provide for more useable side yards [*Staff note: this is already allowed by the code*].
- Differentiate the development standards based on lot dimensions (size/width/depth).
- Height reduced on narrower lot [*Staff note: the code currently limits height on lots less than 36 feet to 1.5 times the width of the structure. E.g. a 15' wide house can only be 22.5 tall*]
- The pattern areas (West, Inner, East) are not fine grained enough to respond to the differences in geography/topography within each.

**Issue to address: Garages**

- Garages have a tremendous impact on scale.
- Tuck under garages, allow more back yard area, but elevate house. Should encourage main entry to be close to grade (e.g. 4') or align with entry levels on adjacent lots.
- Detached garages – more traditional for inner Portland – driveway creates greater separation between houses (9'-10' side yard versus 5').
- How about increasing setbacks to allow for driveway, but flexibility to better center a house between two existing homes (i.e. combined 15' setback -> 10'+5' or 8'+7')?
- Differentiate the setback standards based on lot width (i.e. 50, 40, 30, 25...).

**Issue to address: Parking**

- Do not require off street parking [*Staff note: code does not require off street parking for pre-platted lots less than 36 feet wide, and parking is also not required for sites within 500 feet of frequent transit lines or 1500 feet of max platform*].
- Buyers generally demand it (but it may not always need to be a garage, it could be an off street pad).

**SCALE OF HOUSES EXERCISE – SAC QUESTIONS AND COMMENTS**

C: How are old and new houses different? Often times they look similar in form and scale.

C: Who cares what happens inside the walls of a house.

**NEIGHBORHOOD WALKS**

BPS staff and project consultants will be leading the first two of four SAC neighborhood walks on Saturday, October 24<sup>th</sup>. The morning walk – Inner (Southeast) – will start at 10:00am at Richmond Elementary School (2276 SE 41<sup>st</sup>). The afternoon walk – Western (Southwest) - will start at 1:30pm at the corner of SW 7<sup>th</sup>/Carson. Each walk will last about one hour and include time for discussion. No rain is forecasted. Julia asked all SAC members to RSVP so that BPS Staff could plan accordingly.

## **PUBLIC COMMENTS**

**Jeff Cole:** Jeff chairs the Land Use and Transportation Committee for the Sunnyside Neighborhood Association. Neighborhoods change (and fast); homes with single owners were later divided into multiple units, then later converted again to single family occupancy. There is a need for adaptability. Zoning should be flexible and eco-friendly in the long-term.

**Margaret Davis:** Why does the City not measure building height from the sidewalk to the top of a roof? New buildings should only be allowed to be built relative to the average of footprints, heights and setbacks of surrounding homes. They should be built to allow people to age in place in a community; front porches are one architectural tool to build community.

## **SAC QUESTIONS AND COMMENTS**

**Q:** What is the result of the SAC's concerns regarding City Staff's decision to determine that land division rules (#7 in the Draft Project Parameters) are out of the scope of the Residential Infill Project?

**R:** BPS staff will host a special information session on November 17<sup>th</sup> to review land divisions and lot confirmations and to have a conversation with concerned SAC members.

**Q:** When will the SAC have an opportunity to discuss specific solutions to code problems?

**R:** The January 2016 charrette (tentatively Friday 1/22 or Saturday 1/23) will be this opportunity.

**C:** Final solutions will need several iterations for the SAC to effectively discuss, not just one day.

**C:** There will hopefully be a greater range of options for the charrette date.

## **MATERIALS PROVIDED TO SAC MEMBERS BY NEIGHBORHOOD RESIDENTS**

(See end of document).

## **END OF SUMMARY MINUTES**

## Help save South Burlingame !

Please help us to protect the livability of the neighborhood we call home.

**We are a group of home owners alarmed by well backed developers taking full advantage of current building code which allows out of scale infill homes that tower over their neighbors. Our neighborhood is being changed without our input, and our quality of life here is threatened by lot splitting and aggressive incompatible infill construction.**

Our neighborhood is characterized by modest, aesthetically pleasing homes, most low in profile and scale. **Open space between housing is the norm and sizeable setbacks allows sunlight to fall on front and backyards.** Our unique neighborhood contains natural and man-made beauty, with forested areas for wildlife and watershed protection.

We have over 700 households who have chosen to live in this R5 neighborhood as it was originally intended (1 home/5000 sq ft) We have gone door to door asking neighbors their feelings about this infill, and the overwhelming majority are greatly concerned of losing the special character of our neighborhood. It feels as though we have been taken over by builders who routinely outbid single buyers, and who have at times misrepresented the intended use for the property. So sad to then see these homes demolished, trees cut down, the lot split and sold off to the highest bidder.

We strongly oppose this kind of infill, and urge Mayor Hales and his Infill Advisory committee to change city code to more closely reflect the current neighborhood. We need protection from builders who are being **given a green light to increase density without respecting the thousands of current homeowners in our neighborhoods.**

Developers do not own this city, residents do !

**We ask that city planners and the SAC make the following changes for our neighborhood:**

- 1. Restore the original intent of R5 zoning to not allow lot divisions below 5,000 square feet.**
- 2. Dramatically lower rooflines & increase setbacks so infill is more in line with existing homes.**
- 3. Require homes to match the character and scale of our neighborhood, as per the City of Portland's Infill Design Toolkit recommendations.**
- 4. Strengthen tree protection to better preserve the existing large canopy trees that keep our neighborhood cool; Disallow old trees being cut down and replaced with saplings as "mitigation"**

Concerned Residents of S. Burlingame

Robin Harman Bob Myall  
8229 SW 11th Avenue robinettehar@comcast.net

*Provided by Robin Harman*



S.W 11<sup>th</sup> Ave / HOME

*Provided by Robin Harman*

# 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 4<sup>th</sup> Avenue, Portland, 2<sup>nd</sup> 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)**

<b>Post-Meeting Clarifications</b>
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## 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?

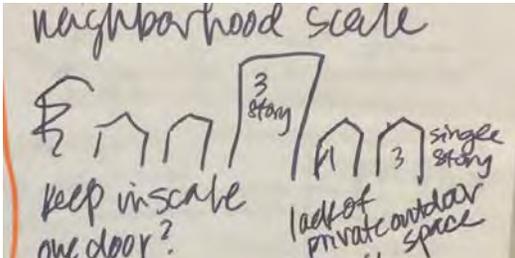
### ***Vertical Stacking (Stacked Flats) - Opportunities***

- 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**

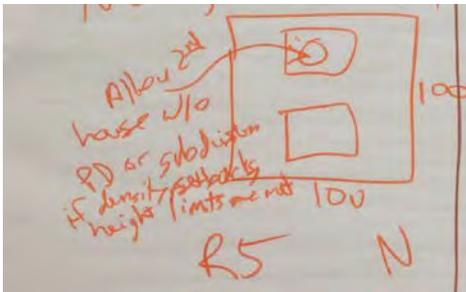
- Density added is key to get this happen (to what amount?)
- More opp. for fee-simple ownership
- Another option for housing (urban flare)
- Different price points/needed
- Design standards? Looks like a single house?
- Height 1.5 x or sliding scale based on unit size
- Most efficient types of single 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 2<sup>nd</sup> 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**

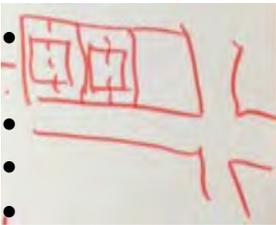
- Lengthy PUD process (need to simplify)
- Make the process simpler
- Increased density drives land values, demolition, displacement
- Proposal: Neutral re: subdivisions, PD
- Ownership structure
- Does each require separate ownership or could it operate more as ADU?

### **Other Alternative Housing Options**

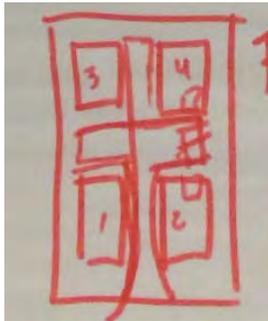
- Require ADU w/ houses larger than X sq. ft.



- 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](mailto:morgan.tracy@portlandoregon.gov)) within two weeks of the November 3<sup>rd</sup> SAC Meeting #3 (by November 17<sup>th</sup>, 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](http://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/](http://www.accessorydwellings.org/adu_tour/)) on Saturday, November 7, 2015.

## PUBLIC COMMENTS

**Ruth Adkins:** Ruth is with the Oregon Opportunity Network ([www.oregonon.org](http://www.oregonon.org)) and Anti-displacement PDX ([www.antidisplacementpdx.org](http://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](http://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 24<sup>th</sup> neighborhood walks. The next two walks (Outer East – morning, North/Northeast – afternoon) will take place on Saturday, November 14<sup>th</sup>. Time, routes and meeting locations are yet to be determined. All four neighborhood walks will be debriefed at the December 1<sup>st</sup> 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

# Residential Infill Project – Stakeholder Advisory Committee (SAC)

## Meeting #4a Summary Minutes **APPROVED BY SAC**

**Date:** Tuesday, November 17, 2015

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

**Location:** 1900 SW 4<sup>th</sup> Avenue, Portland, 7th Floor – Room 7A

**SAC Members in Attendance:** Sarah Cantine, Jim Gorter, John Hasenberg, Marshall Johnson, Emily Kemper, Douglas MacLeod, Mary Kyle McCurdy, Maggie McGann, Rick Michaelson, Mike Mitchoff, Michael Molinaro, Brandon Spencer-Hartle, Eli Spevak, Barbara Strunk, David Sweet, Garlynn Woodson, Tatiana Xenelis-Mendoza

**SAC Members NOT in Attendance:** Linda Bauer, Alan DeLaTorre, Rod Merrick, Danell Norby, Douglas Reed, Vic Remmers, Teresa St. Martin, Eric Thompson, Young Sun Song

**NOTE:** This meeting was optional, SAC attendance was not required.

**Staff/Consultants in Attendance:** Sandra Wood (BPS), Morgan Tracy (BPS), Julia Gisler (BPS), Todd Borkowitz (BPS), Pei Wang (BPS), Kristin Cooper (BDS)

**Others in Attendance:** Joel Raften, Robert Lennox, Kurt Nordback, Joe Taylor, Terry Griffiths, Steve Russell, Joey McNamera, Robin Harman, Brian Symes, Allan Owens

### Meeting Objectives:

- Learn about the City’s land division process and lot confirmations in preparation for the December 1, 2015 SAC meeting to discuss narrow lot development
- Provide adequate time for the SAC to ask questions and hear answers about these two processes
- NOTE: As this was an optional informational meeting for the SAC members, potential solutions and/or pros and cons of alternatives were not discussed.

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

<b>Post-Meeting Clarifications</b>
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## WELCOME AND MEETING INTRODUCTION

Project Manager Morgan Tracy (BPS) thanked SAC members for their attendance, identified the meeting objectives (see above), highlighted the presentation format (a “nuts and bolts” description of narrow and skinny lots) and communicated basic meeting logistics. He also reminded the SAC to look for an upcoming email containing a Doodle poll for the January 2016 charrette and to email him ([morgan.tracy@portlandoregon.gov](mailto:morgan.tracy@portlandoregon.gov)) with completed worksheets for alternative housing options.

## LAND DIVISION OVERVIEW

Planning Manager Sandra Wood (BPS) gave a presentation on land divisions. She reminded SAC members that the meeting’s objectives came out of the SAC discussion on the project parameters. Sandra’s presentation focused on new partitions; Morgan’s focuses on existing platting.

Link to Sandra Wood’s and Morgan Tracy’s land divisions/lot confirmations presentation:  
<https://www.portlandoregon.gov/bps/article/554303>

### Key Points

- The process is for developers, although property owners are also developers.
- It includes two stages: preliminary platting and final platting.
- Standards and criteria apply for all land divisions are approved on the developer meeting conditions; the developer must describe how criteria are met. Standards are measurable (i.e. a 5-foot setback); criteria are discretionary (per state law, a planner cannot make any discretionary decision without an opportunity for public input).
- The higher the review level (the higher the case type number, Type I, Type II etc.), the more involved of a process is required.
- The R5 zone was discussed in detail as it includes most of the city’s land and is where the majority of development occurs.
- In 2002, ‘rounding rules’ to determine maximum density was tweaked, replacing discretionary rounding up at .5 (through an adjustment) to more certain standards that better related to the size of the land division site.
- Planned development (PD) processes involve a City planner visit to the site, opportunities for neighbors to provide feedback and a City planner decision that also identifies the appeal process for proposed PDs.

### Land Division Data: 2010-2013 Lot Totals (meeting handout)

Zone	Standard	Flag Lot	Narrow Lot	Corner Att	Total
RF	11	0	0	0	11
R20	5	0	0	0	5
R10	42	2	0	0	44
R7	18	13	0	4	35
R5	91	17	13	28	149
R2.5	48	4	74	16	142
Multi	222	0	0	0	222
Total	437	36	87	48	608

**Q:** Would turning big infill sites into townhouses utilize this process?

**R:** Yes.

**Post-Meeting Clarification:** In multi-dwelling zones, projects can also use a condo process instead of dividing the site into lots through a land division process.

**Q:** What does the state or Oregon require?

**R:** The state defines 'lot' and requires the two-step process for land divisions.

**Q:** Do discretionary land division decisions require a site visit be performed by a City planner?

**R:** A site visit is not required as it is not codified in City code. Still, this practice is generally performed by City planners to inform their discretionary land division decisions.

**Q:** Were there planned developments under the old land division code?

**R:** Before 2002, planned developments were generally referred to as "cluster" subdivisions.

**Q:** If a proposed land division is on a corner and a transition site, can the site receive both Alternative Development additional lot allowances.

**R:** This has never happened.

**Q:** Can homes be on lots that are 90 percent of 5,000 sq. ft. density?

**R:** They can, assuming that they meet the applicable development standards (minimum setbacks, outdoor space, etc...), lot standards (minimum size, width and depth) and density (one dwelling unit per X amount of sq. ft.) requirements.

**Q:** Could the particular shape of a large lot (i.e. a long and narrow lot) impact the ability for it to be divided into two lots even though there is enough total sq. ft. to do so?

**R:** Yes.

**Q:** How were certain particular overlays (which can restrict the area that can be developed) determined?

**R:** It depends on the particular overlay, for example environmental overlays were established in the 1990's by the City of Portland to protect areas of significant habitat, terrain, and water bodies.

**Q:** How do some new homes (such as one near NE 35<sup>th</sup>/Prescott) get away without building a garage?

**R:** While uncertain of this particular development, dwelling units within 500 feet of frequent bus service (or 1,500 feet from MAX stations) are not required to provide on-site parking.

**Post-Meeting Clarification:** Per 33.266.110.D: "within 1,500 feet of a transit station or less than 500 feet from a transit street with 20-minute peak service" are not required for sites with 30 or less dwelling units.

**Post-Meeting Clarification:** NE Prescott at 35<sup>th</sup> is considered a transit corridor.

**Q:** When was narrow lot criteria created?

**R:** With the land division code rewrite in 2002.

**Q:** Are narrow lots different from skinny lots?

**R:** Yes, this will be explained later in the meeting.

**Q:** How many narrow lots are being created in Portland?

**R:** Please see the meeting handout 'Land Division Data: 2010-2013 Lot Totals'.

**Post-Meeting Clarification:** The applicable table from the handout is posted earlier in these minutes.

**C:** Please confirm that narrow lots do not allow for an increase in density.

**R:** Confirmed.

**Post-Meeting Clarification:** Narrow lots per se do not allow for an increase in density, but may allow it – like any other residential lot – if meeting other standards such as being a corner lot or transitional site.

**Q:** Could cottage clusters be developed on flag lots?

**R:** Yes, we will discuss in more detail later in the meeting.

**C:** How many total land divisions were created between 2010 and 2013?

**R:** Per the 'Land Division Data: 2010-2013 Lot Totals', there were 608 lots were created from land division processes.

**Q:** Is this trend increasing?

**R:** Land divisions have been increasing as the economy continues to improve.

**C:** It's not clear to developers why minimum lot width standards exist if that's not always the case.

**R:** Lot widths in R2.5 and R5 are 36 feet minimum, but can be reduced if additional criteria are met – to ensure compatibility with lot patterns in the area and adequately accommodate a house.

**C:** Planned developments are very subjective.

**R:** Correct, that's why they go through a more rigorous process.

**Q:** Exactly who at the City of Portland makes these decisions?

**R:** When an applicant submits a planned development proposal, the case is assigned a planner with the Bureau of Development Services who addresses the criteria.

**Q:** How many planned developments are created in Portland annually?

**R:** Most planned development applications are to build street-facing garages for new developments on narrow lots.

**Post-Meeting Clarification:** Planned developments are the only way to receive approval of attached garages on these lots.

**Post-Meeting Clarification:** Per City of Portland permit records, there were nine planned developments approved between 2010 and 2013 (two in 2010, one in 2011, three in 2012 and three in 2013).

**C:** There is a perception that the planned development process is broken; there is too much hassle and cost involved.

**R:** There is definitely more discretion in this process

**C:** There is a concern that planned development does not have criteria to meet neighborhood character.

**Q:** How are different applications reviewed?

**R:** The case type number relates to the level of scrutiny. A Type III review is more complex, has more neighbors notified and is decided upon by the Hearings Officer. A Type I review is less complex, requires less neighbor notification and does not go in front of the Hearings Officer.

**Post-Meeting Clarification:** A more detailed summary of the case review types can be found here: <http://www.portlandoregon.gov/bds/article/71804>

**Q:** Must planned developments meet a zone's density requirements?

**R:** Yes.

**Q:** Must a corner lot being divided through alternative development allowances be an existing corner?

**R:** No. It could also be done on newly platted developments.

**Q:** Did Cully Grove go through a planned development process?

**C:** One would never go through a subdivision process for something like this. Developments like this are "changing the rules of the game" and typically done through a public process.

**Post-Meeting Clarification:** Per <http://cullygrove.org/faq/>, "This 80,000 square foot site is zoned R5, allowing one house per 5,000sf of site area. Instead of dividing the property into multiple lots through a subdivision process, we did a Planned Development, which provides more flexibility in the site layout. This allowed us to site homes and parking on the periphery and locate indoor and outdoor common spaces towards the center of the property."

**Q:** Could an intersection that includes an alley count as corner in order to attain the alternative development density allowance?

**R:** No.

**Q:** How long does a planned development process take?

**C:** On their own, six to eight months; faster than a subdivision process.

**R:** There is a general assumption that developers may be wary of the uncertainty caused by discretionary decision making.

**C:** This is not an irrational concern.

**Q:** Would you please clarify the differences between a lot partition and subdivision?

**R:** A partition is a division of a unit of land into two or three lots; a subdivision is for divisions resulting in four or more lots (defined by the State of Oregon).

**Q:** Where are clusters discussed in Portland’s zoning code?

**R:** They’re not. Cluster subdivisions were part of the old land division rules (pre-2002) planned developments (PDs) are the equivalent in the current zoning code.

**Post-Meeting Clarification:** Chapter 33.638 – Planned Developments:  
<http://www.portlandonline.com/auditor/index.cfm?c=28197&a=53444>

**Q:** Is Cully Grove a “cottage cluster”?

**C:** It is cottage cluster developed as a planned development.

**Q:** Could it have been a townhouse cluster?

**C:** Yes.

## **LOT CONFIRMATION OVERVIEW**

Project Manager Morgan Tracy (BPS) gave a presentation to highlight lot confirmations – a process that separates ownership of previously platted lots or lots of record that were combined under one tax account (tax lot). Historically, the City of Portland has recognized and allowed lawfully created lots to be developed. In 1985, the State of Oregon added the following language in ORS 92.017, recognizing the status of legal lots:

*“A lot or parcel lawfully created shall remain a discrete lot or parcel, unless the lot or parcel lines are vacated or the lot or parcel is further divided, as provided by law.”*

Link to Sandra Wood’s and Morgan Tracy’s land divisions/lot confirmations presentation (also indicated in the land divisions overview): <https://www.portlandoregon.gov/bps/article/554303>

## Key Points

- A lot is a legally defined piece of land other than a tract that is the result of a land division.
- There are several terms used to describe the configuration or orientation of lots (i.e. through, corner, flag, etc...); these have no bearing on lot confirmations.
- An *adjusted lot* is a lot that was altered through a property line adjustment prior to July 26, 1979. A *lot remnant* is a portion of a lot with 50 percent or less of the original lot area; a remnant still references its original lot it was once part of.
- A *tax lot* does not necessarily equate to a *buildable* lot.

**Q:** Is defining a tax lot a county-regulated process?

**R:** Yes.

- A *lot of record* is not a lot, but a plot of land created through a deed or other instrument dividing the land, recorded before July 26, 1979 - the date when the City instituted a required land division process.

**Q:** Is a lot of record still buildable?

**R:** If it meets other standards, than yes.

- A *new narrow* lot is a lot that was created by a land division submitted after June 30, 2002 and does not meet the minimum lot width standards.
- A *skinny* lot is not a true zoning term, but referred to as such to distinguish from new narrow lots in land divisions; it results from a lot confirmation, and is also less than the minimum lot size/width and is not a new narrow lot.
- The lot confirmation process requires no public notice, is typically shorter and has no additional standards or criteria. Minor additional fees are added if a property line adjustment is also requested.
- The City of Portland maintains zoning authority to determine when primary structures may be built on a confirmed lot.

**Q:** Is it correct to say that the City must allow confirmations but do not necessarily need to approve all proposed developments on a confirmed lot?

R: Yes.

- Not all lot confirmations result in substandard lots.
- Substandard lots are not a new issue in Portland’s zoning code.
- In 2002, size requirements were made and to address concerns about development in the R5 and R2.5 zones. In 2003, City Council established a minimum lot size for pre-platted lots consistent with its land division standards. **Allowing a house on a smaller vacant lot (5-years) was a compromise reached at that time (see table below).**
- At the time, the City believed that developers would never wait five years to build homes on skinny lots (less than 3,000 sq. ft. and/or less than 36 feet wide); however, this was not always the case. Data shows that there were 7 such lots between 2009-2013

**Current Portland Code (meeting slide)**

Current Code	RF	R20	R10	R7	R5	R2.5
Size	52,000	12,000	6,000	4,200		1,600
Width	36	36	36	36		-
Depth	-	-	-	-		-

R5 Zone		Min. Size / Min. Width
Lots, including adjusted lots	Not vacant or in e-zone	3,000 s.f. / 36 ft. wide
	Vacant and not in e-zone	2,400 s.f. / 25 ft. wide
	Corner lot PLA	1,600 s.f. / 36 ft. wide
Lot Remnants		3,000 s.f. / 36 ft. wide
Lots of Record		3,000 s.f. / 36 ft. wide

- Before 2010, two resulting lots created through a lot confirmation on a corner lot had to remain the same size, which led to erratic lot boundaries. A 2010 code change helped create more logical property boundaries, allowing more flexibility in retaining existing houses.
- The 2010 code changes also required additional development standards for skinny lots, and an allowance for zero additional required parking. Modifications to these requirements are only allowed through design review.
- There is a great opportunity for the project to improve consistency for new narrow lots (land divisions) and skinny lots (lot confirmations) in the Portland zoning code.

**Lot Confirmation Data: 2009-2013 (meeting handout)**

Zone	Lot Conf.	Conf. w/PLA	Total	Conforming	Below min	5-yr no build	Corner PLA
R5	425	343	768	531	222	7	8
R2.5	110	89	199	117	33	0	49
Other	177	138	315	291	4	0	20
<b>Total</b>	<b>712</b>	<b>570</b>	<b>1282</b>	<b>939</b>	<b>259</b>	<b>7</b>	<b>77</b>

Zone	Historic Platted Lot Dimensions			
	25x100	40x100	50x100	other
R5	109	52	102	162
R2.5	10	24	15	61
Other	22	6	22	127

**Q:** Are there minimum standards for construction on lots of record versus for homes on lots?

**R:** The same standards apply for both situations.

**Q:** For how long must a lot be vacant for before it can be built on?

**R:** Five years – also referred to as the ‘five year moratorium’.

**C:** The ‘five year moratorium’ was in response to so many houses being demolished.

**Q:** Will you please explain the term ‘moratorium’?

**R:** This is not language used in the Portland code, but rather a term commonly used in the building community. The ‘vacant lot provision’ is also not in Portland’s code but is similarly used in industry circles. The code states “the lot has not had a dwelling unit on it in the last 5 years”.

**Q:** What does ‘historic’ refer to in the lot confirmation data?

**R:** Pre-1979.

**Q:** Where in Portland’s code is this indicated?

**R:** 33.110.213 - Additional Development Standards for Lots and Lots of Record Created Before July 26, 1979.

**Post-Meeting Clarification:** 33.110.213 - Additional Development Standards for Lots and Lots of Record Created Before July 26, 1979:

<http://www.portlandonline.com/auditor/index.cfm?c=28197&a=53295>

**R:** Currently, there are two times as many lot confirmations than land divisions. In pre-recession times, the number of each was about equal.

**Q:** Why were there no automobile requirements for lot confirmations? Why do standards differ for new narrow lots (land divisions)?

**R:** They were created at different times.

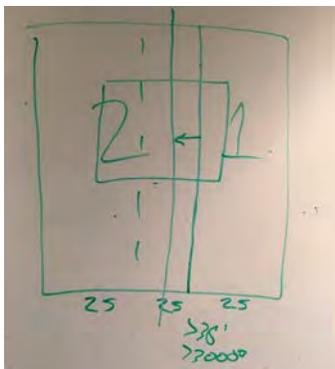
**C:** Light blue lines on Portlandmaps.com show historic lot lines; they are publicly available online.

**Post-Meeting Clarification:** Link: <http://portlandmaps.com>

**Q:** Why we are seeing demolitions, if the 'vacant lot' situation only applied to seven lot confirmation cases?

**R:** There is another scenario (involving a property line adjustment) where multiple lots can be confirmed, and the lines adjusted so that the resulting lots are 36' wide and larger than 3,000 square feet, and the 5 year vacancy provision does not apply

### **BPS Staff Illustration (from meeting and related to presentation)**



### **PUBLIC COMMENTS**

**Robin Harman:** Robin, a South Burlingame resident, thanked BPS staff for their detailed presentation. South Burlingame is largely affected by land divisions. As much of the presentation was looking at lots from above, there was little discussion about building heights. South Burlingame residents are experiencing big changes when lots are divided. As we're all

humans, we need to live in a human-scaled world – which includes building new houses that promote livability and sustainability.

**C:** The SAC is looking at pattern areas and how future development may be influenced to build differently in different areas of the city.

**C:** Another opportunity is to work with what is next to existing development to allow for taller and denser residential development on lots that are adjacent to commercial areas.

Builders are taking huge advantage of neighborhoods like South Burlingame. Their developments are not sustainable and not affordable.

**Q:** Do you see a neighborhood’s proximity to the downtown core as determining how lot confirmation allowances are determined?

**R:** There is more need for restrictions to scale.

INTRODUCTION

**SUSTAINABILITY** ✧

Good design can help ensure that meeting the needs of the current generation does not compromise the ability of future generations to meet their needs. This is the “sustainability” concept. It is important that neighborhoods change in a way that promotes the long-term economic, environmental and social sustainability of the City. Homes help contribute to sustainability when they are at a size that is compatible with the surrounding neighborhood. Smaller, well-designed homes are often more sustainable because they tend to:

- require fewer natural resources in construction ✧
- consume less electricity and natural gas ✧
- require less grading ✧
- provide more affordable housing opportunities ✧

For more information, see the City’s Sustainable Santa Barbara Builder’s Packet, available at 630 Garden Street.

**DESIGN REVIEW**

The City Charter gives direction to consider “...the preservation and protection as nearly as practicable of the natural charm and beauty of the area in which the City is located and the historical style, qualities and characteristics of the buildings, structures and architectural features associated with and established by its long, illustrious and distinguished past.” The Single Family Design Board (SFDB) Guidelines ensure high design standards are maintained in development and construction.

Within the landmark districts, design review is handled primarily by the Historic Landmarks Commission (HLC),

which reviews designs for consistency with the architectural styles allowed within the districts. See the Lower Riviera Special Design District or El Pueblo Viejo District Design Guidelines for more information.

City Staff reviews designs for adherence to the City’s Municipal Code and relevant guidelines. Staff forwards designs to the SFDB or HLC for further review if required by the Municipal Code.

**PURPOSE**

The Guidelines are primarily a guide for the homeowner, architect, designer, developer and builder who are designing new single family homes or changing existing houses. These Guidelines are intended to help design homes that are compatible with the surrounding neighborhood, preserve visual resources and promote sustainability. The Guidelines help homeowners design projects that are compatible in both size and design. While Floor to Lot Area Ratio (FAR) regulations inform homeowners of the maximum allowed home size, homes designed smaller than the maximum FAR can still be incompatible, depending on design. Therefore, design is just as important as size.

These Guidelines also provide a framework for the design review process and a foundation for public, City staff, SFDB, HLC, Planning Commission and City Council project evaluation. Whenever SFDB is referenced, the information generally applies to other hearing body reviews. These Guidelines are not meant to discourage unique and inventive design solutions. Rather, these guidelines serve as a tool to help decision makers determine if appropriate findings and approvals can be made for projects.



## INTRODUCTION

### INTRODUCTION

According to the City of Santa Barbara General Plan, "Santa Barbara has, as its primary goal, the provision of a particularly desirable living environment." Single family homes have long contributed to the character of many neighborhoods in the City. Home designs which achieve the following contribute to a desirable living environment:

- \* compatible with the surrounding neighborhood
- \* preserve the City's visual resources
- \* promote long-term sustainability

### NEIGHBORHOOD COMPATIBILITY

In recent decades, changes in the various neighborhoods throughout the City have raised quality-of-life concerns. Homes are built or remodeled in order to suit the changing needs and lifestyles of new and existing residents. As a result, neighborhood character gradually changes over time. When a change is made in an established neighborhood, it is essential to properly balance that change with a respect for the design features and characteristics of surrounding properties. Homes are more likely to be compatible when their volume and bulk are at an appropriate scale with their neighbors. This is the concept of neighborhood compatibility. New and remodeled houses can maintain a desirable living environment when they:

- \* have an appropriate volume, bulk, massing and scale

- \* have a size that is not significantly larger than the immediate neighborhood
- \* use materials and designs that are compatible with their surroundings
- \* are sited such that they do not block light and views for other existing homes
- \* minimize privacy impacts to surrounding properties



### HILLSIDE NEIGHBORHOODS

The City's hillsides are a unique resource and pose additional design considerations. The General Plan Conservation Element states:

"Hillside developments provide vistas for residents who inhabit those structures. Yet, residential developments render hillsides less natural as topography and vegetation are modified."

Appropriately designed residential development in hillside areas can avoid threats to visual resources recognized by the Conservation Element, including:

- \* excessive grading
- \* views blocked by new structures or overly tall planted trees and hedges
- \* ridgeline development
- \* the loss of important trees

Applicants for hillside development projects need to follow the Compatibility, Two-Story Design Guidelines (if applicable) and Good Neighbor Guidelines, as well as the Hillside Design Guidelines.



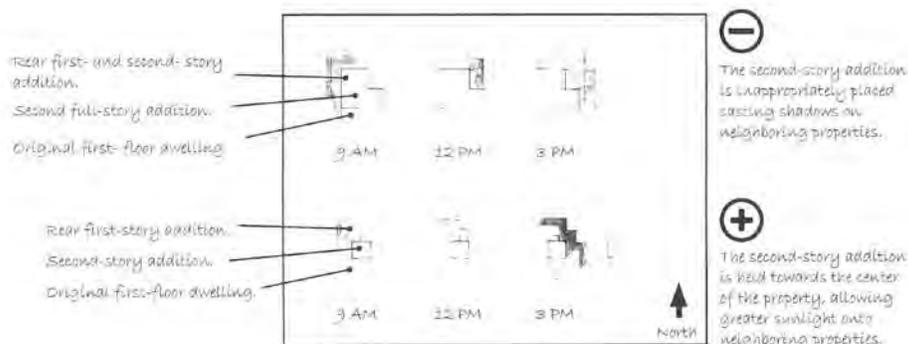
## SITE PLANNING AND STRUCTURE PLACEMENT

### 3. SOLAR DESIGN

Design to maximize options for passive and active solar heating and cooling.

Solar access refers to the potential to receive adequate sunlight in order for certain areas of the property to enjoy the benefit of sunlight. Access to sunlight is important for energy efficiency and landscaping, as well as for homes that use solar energy for space heating and cooling, water heating, electricity, and/or day lighting.

Generally, solar access can be compromised by structures or vegetation that cast excessive shadows for an extensive period. Solar access is protected in Santa Barbara by a Solar Ordinance (see details in Supplemental section). Where possible, orient building volumes and second stories away from the north, west, and east property lines when feasible to allow for the solar access of neighboring properties.



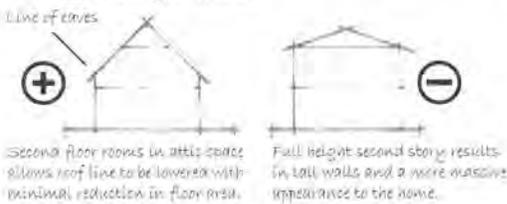
\*Note: Shadow Height is not to scale.



**9. HEIGHT**

Design structure heights to be compatible with the neighborhood.

- 9.1 Building height should be in proportion to the style and size of the house and the lot area.
- 9.2 Avoid excessive building height. Although the Municipal Code allows up to 30' in height in single family residential zones, the total "building box" allowed by the Ordinance should not be used to ensure compatible home designs. Homes taller than 25' tall are usually incompatible in most single family neighborhoods.
- 9.3 Avoid tall plate heights (over ten feet) that unnecessarily add to the volume of a structure. Eight foot plate heights, the most common for single family homes, are encouraged. This concept is especially important for projects where basement stories are proposed.
- 9.4 Where appropriate to the architectural style, consider architectural features that indicate where a first story ends and a second story begins when the structure is viewed from the street. Examples of appropriate floor delineations for some architectural styles include banding or rooflines.



9.5 The height of a basement or cellar above grade is important in determining if all or part of the floor area of the basement or cellar will be counted towards floor area in relationship to maximum required square footage. The net floor area calculation for a basement or cellar is reduced by 50% if the vertical distance from grade to ceiling is four feet (4') or less for at least one-half of the circumference of the exterior walls of the basement or cellar. If the vertical distance from grade to the ceiling is four feet (4') or less for the entire circumference of the exterior walls of a basement or cellar, the area of the basement or cellar is excluded from the net floor area calculation. Note that basement square footage is still subject to other inclusive Zoning calculations even if excluded for maximum square footage calculations.

One way to make a two-story home more compatible with its single-story neighbors is to lower the eave line of the second-story roof. Lowering the eave line (i.e. bringing some portions of the roof down to the gutter or eave line of the first-story roof) also ties the two stories of a house together. Setting second stories back into the area of roof lines is often a solution to avoid impacting sunlight access, and it generally will lower the apparent height of the home. Lowering the eave line of the second-story roof can also reduce the apparent building volume, which may result in the scale of the building being more compatible with its neighborhood.

9.6 Where appropriate, bring some portions of the roof down to the gutter or eave line of the first-story roof to reduce the apparent volume of the building.

**Rob Lennox:** Rob is the Land Use Chair of the South Burlingame Neighborhood Association. He wishes that BPS would more regularly update its online maps and illustrate more problematic situations where poor development impacts existing residential areas.

**SAC QUESTIONS AND COMMENTS**

**C:** Please provide to the SAC the 'cheat sheet' information used by BPS staff during the neighborhood walks. Also, BPS should provide a map showing the location of transit corridors.

**R:** BPS staff will send out the requested 'cheat sheet' information to SAC members. The transit corridors map is generally at SAC meetings, but BPS staff did not have it available at the 11/17/15 SAC meeting.

**SAC ANNOUNCEMENTS**

**C:** There is an opportunity for the SAC to weigh in on accessory dwelling units (ADUs).

**C:** Commissioner Fritz proposed an amendment to exclude all ADUs from new code flexibility to allow accessory structures within setbacks; the proposed legislation allows ADUs under 15 feet tall within the setback.

**R:** Clarification: This legislation applies only to new structures and would not apply to existing garages.

**Post-Meeting Clarification:** Link to story: <http://bikeportland.org/2015/11/20/168735-168735>

**Post-Meeting Clarification:** Status: A motion to amend 33.110.250 C. 2.b to add “and accessory dwelling units” was moved by Commissioner Fritz and seconded by Commissioner Fish. A City Council vote on amendments will be taken December 2, 2015 at Portland City Hall.

**C:** Portland Timbers playoff tickets wanted!!!

**Post-Meeting Clarification:** The Timbers beat Dallas 3-1.

**END OF SUMMARY MINUTES**

# Residential Infill Project – Stakeholder Advisory Committee (SAC)

## Meeting #4b Summary Minutes **APPROVED BY SAC**

**Date:** Tuesday, December 1, 2015

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

**Location:** 1900 SW 4<sup>th</sup> Avenue, Portland, 7th Floor – Room 7A

**SAC Members in Attendance:** Linda Bauer, Sarah Cantine, Alan DeLaTorre, Jim Gorter, John Hasenberg, Marshall Johnson, Emily Kemper, Douglas MacLeod, Mary Kyle McCurdy, Maggie McGann, Rod Merrick, Rick Michaelson, Mike Mitchoff, Michael Molinaro, Danell Norby, Douglas Reed, Brandon Spencer-Hartle, Eli Spevak, Barbara Strunk, Young Sun Song David Sweet, Eric Thompson, Garlynn Woodson, Tatiana Xenelis-Mendoza

**SAC Members NOT in Attendance:** Vic Remmers, Teresa St. Martin

**Staff/Consultants in Attendance:** Sandra Wood (BPS), Morgan Tracy (BPS), Julia Gisler (BPS), Todd Borkowitz (BPS), Mark Raggett (BPS), Tyler Bump (BPS), Nicholas Kobel (BPS), Mikkel Ibsen (BPS), Jason Richling (BDS), Anne Presentin (EnvirolIssues), Shem Harding (Deca Architecture)

**Others in Attendance:** Allan Owens, Shannon Hiller Webb, Roger Zumwalt, Robert Lennox, Terry Griffiths, Michelle Anderson, Paul Graves, Janet Baker, Kurt Nordback, Hillary Dames, Lara Zingmark, Linda Meier

### Meeting Objectives:

- Finalize the discussion for the SAC project parameters
- Review the takeaways from the neighborhood walks.
- Create shared understanding of constraints and opportunities for narrow lot infill development

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

<b>Post-Meeting Clarifications or Links</b>
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## **WELCOME, MEETING INTRODUCTION AND GENERAL UPDATES**

Facilitator Anne Presentin (EnvirolIssues) thanked SAC members for their attendance, identified the meeting objectives (see above) and highlighted the meeting agenda. SAC members should return the affordable alternative housing options worksheet by Friday, December 4<sup>th</sup>, as well as respond to the Doodle poll regarding their preferred date for the January charrette by Thursday, December 3<sup>rd</sup>.

The charrette is scheduled for Thursday, January 21, 2016 based on SAC feedback.

Anne Presentin also indicated that public comment will occur near the beginning of SAC meetings (after announcements) starting at SAC Meeting #5 on January 5, 2016.

### **Approval of Summary Minutes from SAC Meetings #3 and #4a:**

Summary minutes from SAC Meetings #3 and #4a were provided. Anne indicated that the draft summary minutes will feature minor revisions, including the highlight of post-meeting clarifications in text boxes from questions during Chief Planner Joe Zehnder's (BPS) presentation in SAC Meeting #3 (November 3, 2015). This clarification method will be used in all future SAC meeting summary minutes. Planning Manager Sandra Wood (BPS) reiterated that this is the way that City staff will respond to future SAC questions that are not able to be answered at the meeting. SAC members did not suggest additional revisions.

#### **Summary Minutes from SAC Meetings #3, November 3, 2015 and**

<https://www.portlandoregon.gov/bps/article/557850>

#### **Summary Minutes from SAC Meetings #4a, November 17, 2015:**

<https://www.portlandoregon.gov/bps/article/557851>

<https://www.portlandoregon.gov/bps/article/559471>

### **Facebook Page:**

Associate Planner Todd Borkowitz (BPS) highlighted instructions for access to the 'SAC – Residential Infill Project' Facebook group webpage. The page was developed in response to the SAC's desire for a non-mandatory, online forum to discuss issues related to residential infill. While fully viewable to the general public to maintain process transparency, posts can only be made by SAC members, project team consultants and City staff in order to manage the forum's intended effectiveness. As all posts on this forum are considered public record, contributing content should not be significantly revised or removed.

The instructions include City of Portland parameters and recommendations for use of this page, as well as the limited role that City staff will have in approving and managing requests to join the group, adding applicable content and clarifications and documenting group discussion. SAC

members are responsible for recapping key discussions from the 'SAC – Residential Infill Project' Facebook group in SAC meetings (BPS staff will allocate time in future meeting agenda).

## **PROJECT PARAMETERS**

Planning Manager Sandra Wood (BPS) thanked SAC members who attended the November 17<sup>th</sup> meeting, then gave an update on the SAC's project parameters. Item #7 – regarding lot 'splitting' rules around land divisions and lot confirmations (inside project scope) and land division rules regarding land division rules for density, density decoupling and rounding rules (outside of project scope) - was an item of some contention in October 2015 SAC meetings. The intent of the November 17<sup>th</sup> meeting was specifically to provide clarification and justification of the City's past and current decision making on this issue. The proposed scope that is open for SAC discussion is believed by City staff to be consistent with the key concerns that the SAC has been sharing.

**Q:** Why was affordability not mentioned in this presentation?

**R:** This discussion was specific in regards to concerns raised about Item #7. Affordability will be discussed in the January SAC meeting when evaluation criteria will be discussed and developed.

**C:** Increasing density was also not discussed.

**Q:** Why is re-coupling density to lot size out of the project scope?

**R:** City staff believes that current rationale for density and lot flexibility (to help preserve existing homes, conserve natural resources and provide alternatives to sometimes undesirable flag lots) are sound and should not be revised.

Also, amending land division regulations would require project involvement from other bureaus that currently do not have budget allocated to do so. This project was never intended to focus on the land division process and SAC members were not chosen based on their specialty in this area.

**Q:** If the SAC disagrees with some project parameters, can a minority report be presented?

**R:** Would this be for the Planning & Sustainability Commission or City Council?

**C:** To whomever; it would just state that some SAC members disagree with some of the project parameters.

**R:** A minority report should not be a problem if the SAC agrees to provide one.

**C:** Any minority report should be proposed to the entire SAC versus just a few SAC members.

**C:** Agreed. This could start a slippery slope towards diminishing the SAC's effectiveness.

**R:** There will continue to be many opportunities throughout the project process for the SAC to provide feedback.

**C:** As the product of this project process will be code language, SAC recommendations should be oriented towards this.

**C:** There should be opportunity to create a parking lot for related concerns, but not an addendum to project parameters.

**C:** Proposing multiple ADUs equates to decoupling density from lot size.

**R:** Multiple ADUs do not equate to decoupling density as no lots are being divided.

**Q:** Are introducing stacked flats that increase density part of the SAC's scope?

**R:** The current code has a general 'one house per lot' rule with nine exceptions (discussed in SAC Meeting #3).

**C:** Please confirm whether the SAC's scope will include considering a change to existing densities in single-dwelling areas.

**R:** The SAC's scope will include determining what, if any, exceptions to the general 'one house per lot' rule should be, as well as where they might apply.

## **NEIGHBORHOOD WALKS DEBRIEF**

Public Involvement Lead Julia Gisler (BPS) thanked SAC members and residents who attended the SAC neighborhood walks, then asked for a raise of hands for how many walks SAC members participated in.

### **Key Takeaways – City Staff-Observed:**

- Greater appreciation of conflicts than expected.
- Greater appreciation of collective SAC knowledge and expertise, complemented by some SAC members who even lived on the routes.
- Architects on the SAC highlighted many design issues and considerations on topics like the integration of garages, as well as building heights and setbacks.

- Builders on the SAC highlighted the costs of building infill housing and challenges in Portland’s development and permitting process.
- Special interest representatives on the SAC highlighted key issues of concern for specific populations, including access for seniors and people with disabilities, historic preservation advocates and homebuyers commonly interested in the costs of homes per square foot.
- Noted the difficulty of concretely defining what neighborhood character is in each area.
- Standards should effectively respond to the needs of future generations of residents.

**Key Takeaways and Other Thoughts – SAC Members:**

- Many homes on the north and south routes were not meeting rules; perhaps if they were, the homes would have been less objectionable.
- Some of the corner duplexes did not achieve the design intent that were prescribed in the exceptions that allowed their development.
- It was helpful to have developers provide a lens on what the market would and would not support.
- There is support for additional walks later in the process now that SAC members are better informed on so many nuances to code complexities.
- Having the neighbors come and offer their comments was good.
- The ‘cheat sheet’ and other handouts were helpful, but information on the size and monetary value of old and new houses would have also been informational.

**R:** The cheat sheets were emailed to SAC members and will be posted online.

- How can contemporary designs be successfully a part of the neighborhood fabric discussion?
- There is a relationship between density and automobile use.
- Attempts to create increased density on large lots in East Portland through townhouses were unsuccessful due to their lack of connection to basic services.
- In East Portland, a resident could not get anywhere in only twenty minutes. The City needs to better plan for commercial districts that provide basic services.
- How can infill continue to preventing gentrification and displacement? How does development proceed and who benefits from it? Recognize that the standards only address part of the issue, other City programs and processes should be considered as well (e.g. affordable homeownership programs).
- East and north walks brought to attention the accommodation of automobiles and pedestrians, highlighting what worked and what did not. When cars are ‘subservient’, good environments are generally created. It is striking that in East Portland, sidewalks are required for new developments while the City fails to install them on existing streets, limiting sidewalk connectivity.

- There was a lot of diversity in each neighborhood. How can the character of some areas be replicated and better developed in other areas? How can this be done flexibly through code?

Julia Gisler (BPS) added that these observations will be added to walk notes, which will then be posted online. SAC members should provide any additional comments to her ([Julia.gisler@portlandoregon.gov](mailto:Julia.gisler@portlandoregon.gov)) by December 4<sup>th</sup>.

## **PUBLIC OUTREACH OVERVIEW**

Public Involvement Lead Julia Gisler (BPS) highlighted the draft Decision Process and Engagement Schedule for the Residential Infill Project. The document adds public participation to the SAC work plan. All Residential Infill Project events will continue to be open to and open to public comment by the general public.

Currently, the general public can sign up for email updates through the project website, which is in the process of being updated. Project staff is responding to phone calls from the general public (calls/emails should go to Julia Gisler at 503-823-7624/ [Julia.gisler@portlandoregon.gov](mailto:Julia.gisler@portlandoregon.gov)).

The project team is finalizing an online survey for the general public, to be open between December 9<sup>th</sup> and January 12<sup>th</sup>. Its intent is to gauge the pulse on what the general public thinks about residential infill, and responses can inform decisions made by SAC members, City staff and elected officials. The survey asks for items of concern and a rating of potential benefits, and also includes some open-ended questions.

**Link to Online Survey:** <http://www.surveygizmo.com/s3/2479550/Portland-Infill-Survey>

**Q:** Who is putting the survey together?

**R:** Project staff and EnviroIssues (project consultant), with an intent to get general feedback. As an opt-in survey, it is not statistically valid but will be conducted similarly to how the City typically performs surveys.

Later in the work plan, a second proposed outreach effort will be done in the form of an online open house, once concept alternatives are developed. A third effort will solicit public comment on code language.

All public outreach will be part of a Public Involvement Plan that will be on the project website once it is completed. The plan also seeks to identify stakeholders and effectively target communities who are not always reached through traditional public outreach.

**C:** There is a strong desire from the persons with disabilities community to be actively involved in the Residential Infill Project process.

**R:** City staff hopes that SAC members will reach out to their respective networks. BPS staff is creating an outreach template that will be made available for SAC members by mid-December 2015. SAC members should inform Julia Gisler (503-823-7624/[Julia.gisler@portlandoregon.gov](mailto:Julia.gisler@portlandoregon.gov)) of other communities who should be contacted by the City.

## **NARROW LOTS/LOT CONFIRMATIONS**

Project Manager Morgan Tracy (BPS) gave a presentation on narrow lot development that reviewed key points from the November 17<sup>th</sup> SAC informational session on narrow lots.

**Narrow Lot Development presentation:**

<https://www.portlandoregon.gov/bps/article/558043>

**Key Discussion and Takeaways:**

- Lot confirmations of State of Oregon-recognized lot lines confirm the legal status of these previously created lots. Land divisions create new lots from larger parcels of land. While both processes may result in narrow lots identical in appearance, each type goes through its own type of process and has different mandated development standards.

**Q:** Could BPS staff speak more on these comparisons?

**R:** Yes, these comparisons will be discussed in this presentation.

- Development standards for skinny (pre-existing plats) lots were first developed in 1983 and revised in 1991. Narrow lots (created through modern subdivisions) were first addressed by the City of Portland in 2003 code revisions.
- Key narrow lot ‘design and form’ elements for the SAC to contemplate in developing new code recommendations include:
  - Attached units (unified or distinct roofline)
  - Detached units
  - Heights: 1, 2 and 3 story
  - Setbacks
  - Materials: finishes, trims and eaves
  - Main entrances: orientations and heights
  - Windows
- Key narrow lot ‘garages and parking’ elements for the SAC to contemplate in developing new code recommendations include:
  - No parking
  - Parking pads (no garage)
  - Tuck under garages

- Attached garages: street facing and rear facing (alley access)
- Detached garages (shared driveways)

Morgan then shared over thirty slides featuring local narrow examples. These examples were made available to the SAC – one packet per table – and could be written on by SAC members.

**C:** The first slide example (skinny houses that were on the Southeast walking tour) includes good examples.



**Q:** Do these examples include basement ADUs?

Permit records do not show an Accessory Dwelling Unit for either structure

**Q:** How can the buildings in these examples be so close to the street?

**R:** They went through a discretionary land review process. They have a unique lot depth of about 50 feet.

**Q:** Did they meet code-mandated height requirements?

**R:** Yes - measured from the finished grade (different from the sidewalk grade) to the midpoint of the highest gable.

**Q:** Do these meet code-mandated height/width ratio requirements?

**R:** BPS staff is uncertain, but acknowledge that the project was permitted.

**R:** The SAC can help inform these development standards.

**C/Q:** The third slide example (skinny house that was on the Southeast walking tour) appears to have an entrance that is over four feet above grade. What will the City do when a field review determines that a permitted development does not meet code prior to issues of an occupancy permit?

**C:** Once a house is built, it is difficult to ‘unbuild’. It is difficult for City inspectors to determine height conformance during site visits.



**R:** The City must both determine established finished grade and approve heights in permit submittal documents. Then, the construction must be monitored and enforced for conformance.

**Q:** How wide is the home?

**R:** 15 feet.

**Q:** How wide is the lot?

**R:** 25 feet. Eaves can project one foot into the setback.

On the sixth slide example (skinny lots), the developments went through design review to reduce setbacks.



**Q:** What lots go through Design Review?

**R:** Design Review is a discretionary land use review. Oregon law requires that property owners have the choice of one of two development processes: subjective or objective. For the latter, City staff makes discretionary decisions for meeting intents like ‘compatibility’ or ‘architectural style’; neighbors have an opportunity to ~~repeal~~ appeal these decisions.

To minimize confusion, ‘land use review’ should be used in this meeting in place of ‘design review’ and all other specific, discretionary land use review processes.

**Q:** Hypothetically, is it within the SAC’s purview to determine that all developments should go through a discretionary land use review process?

**R:** Obviously, there are not the resources to demand that all new developments go through a discretionary land use review process.

**C:** Yes, but could the SAC establish new criteria for some developments?

**Q:** Is demanding that all new developments go through a discretionary land use review process prevented through existing code, or is this just an assumption by City staff?

**R:** State law requires local administration of a two-track planning process to ensure that housing remain affordable. If there was only one track,

some affordable housing developers, such as community development corporations (CDCs) could not afford to build permit-ready houses.

**Q:** How did pre-approved permit plans come about?

**R:** This will be explained later in the presentation.

**Q:** Who holds property owners accountable for ensuring built work conforms to code?

**R:** City planners ensure that permit documents meet code; City inspectors observe whether built work conforms to approved construction documents.

**C:** Building out of conformance is a calculated risk that developers could take.

**R:** If some construction is deemed to not conform, the City could demand modification and/or removal of it.

**Q:** Is it up to City building inspectors to determine whether construction meets code?

**R:** Yes.

In response to an earlier question, the 12th slide example (Living Smart competition), the City of Portland sponsored a competition in 2004 that sought entries of replicable well-designed architectural plan solutions for skinny houses. Designs from two winning recipients were pre-approved by the City and made available to future developers. Standards of these plans were later incorporated into Portland's zoning code. If a builder sought to make significant changes to the pre-approved plans, he or she would need to go through the City's standard permitting process. A copy of *Living Smart: Big Ideas for Small Lots* was shared with the SAC and is available via link below.

**Link to *Living Smart: Big Ideas for Small Lots*:**

[https://www.portlandonline.com/bds/Living\\_Smart\\_Design\\_Excellence\\_Monograph.pdf](https://www.portlandonline.com/bds/Living_Smart_Design_Excellence_Monograph.pdf)

Living Smart benefits included a permit fee (Approximately \$7,000) that was about 50% of that of the fee for developments permitted through the City's standard process. Pre-approved plans from the Living Smart competition were only used 12 times. While the program was later discontinued, the code that was codified from them is still applicable for new development.



**Link to information on the City's now-suspended Living Smart House Program:**

<https://www.portlandoregon.gov/bds/index.cfm?&c=51302>

**C:** The earlier question was more in regards to the Masterplan House Program.

**R:** This program was available for developers seeking pre-approved plans.

**C:** It assumes that developers will see it as a cost savings.

**Q:** Is the City's Masterplan House Program still operating?

**R:** City staff is uncertain but will get back to the SAC with more information.

**Post-Meeting Clarification:** Master House Plans is a City program where an applicant can submit a single-dwelling residential plan for review and be designated as a Master House Plan. Once accepted as a Master House Plan, the same applicant can apply for permits to build the same plan on different sites. The approved plans are kept in-house by the City and pre-approved for Building Code requirements. No changes are allowed to the plans and they are not re-reviewed for compliance with Building Code when they are proposed for individual sites. The Building Code review fee is half the regular review fee. These plans are reviewed and pre-approved for compliance with some zoning standards (e.g. windows on street-facing façade or width of garage wall), but not site-specific zoning standards (e.g. building coverage, setbacks or height). The fee for the zoning review is the same as for other permits and the overall review time may not be dramatically different since infrastructure bureaus still complete their standard review. This program is still available, but is not used often because of the lack of flexibility.

Fast Track was a City program that was in effect for a previous iteration of the New Single Family Residential permit intake and review process. Repeat applicants could be eligible if the permit submittals were relatively simple house plans and the applicant had a history of submitting complete permit requests that did not demand significant corrections. Fast Track applicants would receive check sheets or have plans approved for issuance within 10 days of their submittal. This program is not part of the current NSFR permit intake and review process.

**Q:** Are homes shown in the 35th slide example (attached units on corner in multi-dwelling zone) subject to City code requirements for outdoor space?

**R:** City staff is uncertain but will get back to the SAC to confirm.

**Post-Meeting Clarification:** This development in R1a (Irvington Historic District) appears to meet required outdoor area requirement specified in 33.120.240.B.1 and 2 that specify that areas must be

48 square feet (min dimensions of 6'x6'), and may be on private balconies.



**Q:** Are outdoor requirements for multi-dwelling zones different than those in single-dwelling zones?

**R:** Yes.

## SAC EXERCISE

Facilitator Anne Pressentin (Envirolssues) provided instructions for the SAC exercise, which would be performed at four BPS project staff-facilitated tables (by Todd Borkowitz, Tyler Bump, Sandra Wood and Julia Gisler). Anne indicated that members of the general public in attendance would have the opportunity to share oral testimony at 8:15pm and requested that SAC members report out their table's findings to the larger group afterwards. Written comments and table notes are included below.

### Written Comments on Narrow/Skinny House Examples:

***Skinny Lots with Shared Driveway:*** "Great"; "Garage In Back"; "Detail"



***Detached House – Old Standards:*** "Flat"; "High Off of Grade"; "Matchbox"; "Small Windows"



**Skinny Lot:** “OK!!!”; “Good Overhand”; “No Garage”; “Cute”



**Skinny Lots:** “22.5 height [indecipherable]”; “On SE Walk”; “Went thru DZ”; “(50’ deep lots)”; “OK In Context”; “Too Tall As Rule”; “These Seem Too Tall”



**Skinny Lot:** “On Walk”



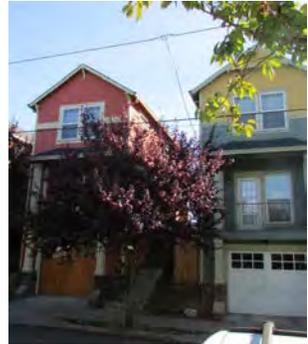
**Skinny Lot** “OK”; “Not Too Tall”; “Mass On Back Not Street (Lower)”; “Door Emphasized”



***Skinny Lots:*** “2002-2005”; “Predates 4’ From Grade”



***Skinny Lots:*** “SE Walk”; “DZ”; “Like Unique Feature on Left”



***Skinny Lot:*** “Super Cute”



***Living Smart Competition:*** “Great Looking”; “No Garage OK”



***Narrow Lots:*** “Not Built”



**Narrow Lots: “We Like These”**

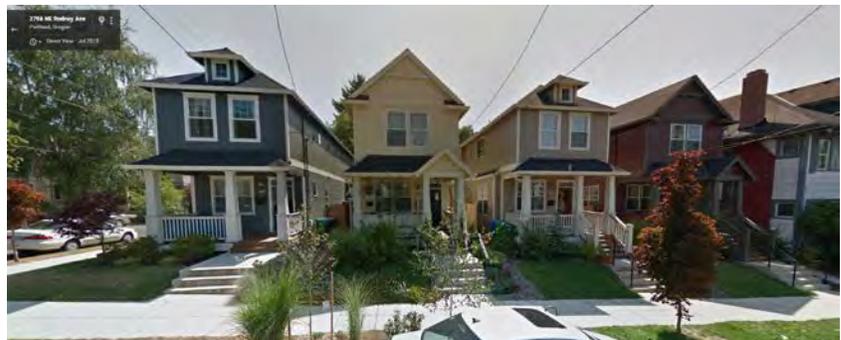


**Narrow Lots: “These Are Fine”**



**Narrow Lot: “This Is A Crazy-Looking House”**

**Not Narrow nor Skinny Lots (Multi-dwelling Zone): “We Like These”**



**Narrow Lot Planned Development:** “Lower Garage vs. On Street Height”; “Well Designed”; “We Like These”



**Narrow Lots with a PD:** “Beech”



#### Written Facilitator Chartpack Notes From Tables:

#### 1. When lots call for narrow construction, what forms and designs are appropriate?

Table #1: BPS staff – Todd Borkowitz

- Street facing garages = bad
- Entry = street level - measured from front ‘street/[sidewalk] grade’
- Should look like houses – not towers; issue of height itself or setbacks
- Attached row houses
- Good front articulation
- Wider houses = better
- Proportional (not tall [and] skinny)
- Attached housing [within] a single roofline
- Proportional garages
- [Houses less than a] certain width should trigger a certain process
- Side yard [setback] either 5’ or 0’
- No garages = less height
- [Accessory dwelling units] under 2 story skinny made house taller; room in 15’ house for an [accessory dwelling unit]
- R2.5 – opportunity to do good houses, not seeing good sf houses, in [R]2.5 – too narrow
- Should be as easy to build attached row houses (or 2-plex)
- [Single-family] detached should not be allowed in R2.5 zone [without a land use] review – not 100%, but re-examine to go to either R2 or R5 (no R2.5)

- (Future tour to discuss R2 = needed); Where are R2 zones?; In NW 17<sup>th</sup>/Irving – [where one SAC member] used to live - only brick row houses in the city
- End of [single-family] zones
- What can we learn from R2?
- 15' [building] width – need [attached] housing – more focus on streets/not back yards
- No [street] facing garages
- Some skinny houses fit that were more intentional
- [Height], [setback and] garages [and] porch [height]
- [By SAC member]: *“We reacted positively to some of the houses on narrow lots & negatively to a lot of them*
  - *Most of the negative reactions were to houses that we felt were disproportionate to the surroundings*
  - *Widths of less than X' should trigger a certain process*
  - *Need to revisit grade provisions, garage allowances, and heights to width ratio*
  - *Wish to provide incentives to encourage attached dwellings/rowhouses”*

*Table #2: BPS Staff - Tyler Bump*

- Why difference between skinny [and] narrow?
- Why house different – should be consistent
- Laurelhurst example... narrow lot may be awkward – different standards for different neighborhoods
- QUESTION: Why 25' plat - if not for skinny lots [and] houses?
  - Not common [at] single 25' lot but there is precedent
  - Bought as multiples
- Reasons to constrain development
- Why is it [okay] to have underlying plat override zoning [?]
- New lot confirmation [means] less City oversight
- Insurer and surveyor responsible for accountability of building on site
- Attached housing [okay] for separate buildings? Give more green space?
  - Maintenance [and] practicality [versus] reducing mass
    - 20' [versus] 15'
    - Better floor plan [versus] 'people' want single family
- Height – Detached houses on skinny [lots] easier as 2-story [with] no garage
- Question: Stairs relative to street or grade?
- 1.2 [versus] 1.5 – Have 1 design code – 1.2 preferred
  - Helps [with] affordability
  - Helps [with] scale
- City wide should be applied equally – no different from design standards
- Maybe different in different zones (standards for skinny/narrow)
- Skinny [and] narrow: Easier to agree upon if 2 [story]/ no front garage
  - How to regulate? → 'architectural' detail
- Front garages [okay] if:
  - Lowered below grade

- Front door within 4'
- Standards for skinny [and] narrow should be the same or possibly only different to zone [and] not [by] age established?
  - 1.2 applied to both
- Who do we need this size of development? Over affordability?

Table #3: BPS staff – Sandra Wood

- Detached is better. People want to be detached [and] own their own dirt.
- 25% agrees [with] detached.
- 20% would like attached if they could afford it.
- Density bonus for attached?
- [National] Association of Realtors/[Portland State University] study show that trend is changing [and] access is essential.
- R2.5 should look different than R5.
- Skinny lots on R5 is haphazard [and] doesn't make sense. Maybe have higher standards/bar. More compatible.
- Shouldn't all new narrow lots meet high bar? 2 sets of standards is too confusing.
- Zoning controls
- Compromise: Ease up on R2.5 [and ratchet] down on skinnies [in residential zones].
- Calculate density for lot confirmations.
- Underlying lots create special set of standards based on haphazard platting.
- Height is the biggest issue [and] could be resolved by [instead building a] tuck-under garage, [accessory dwelling unit,] or family room, [and] coupled with [a] height restriction.
- Proportionality – [The] smaller the lot, [the] lower the height
- How much does excavating cost?

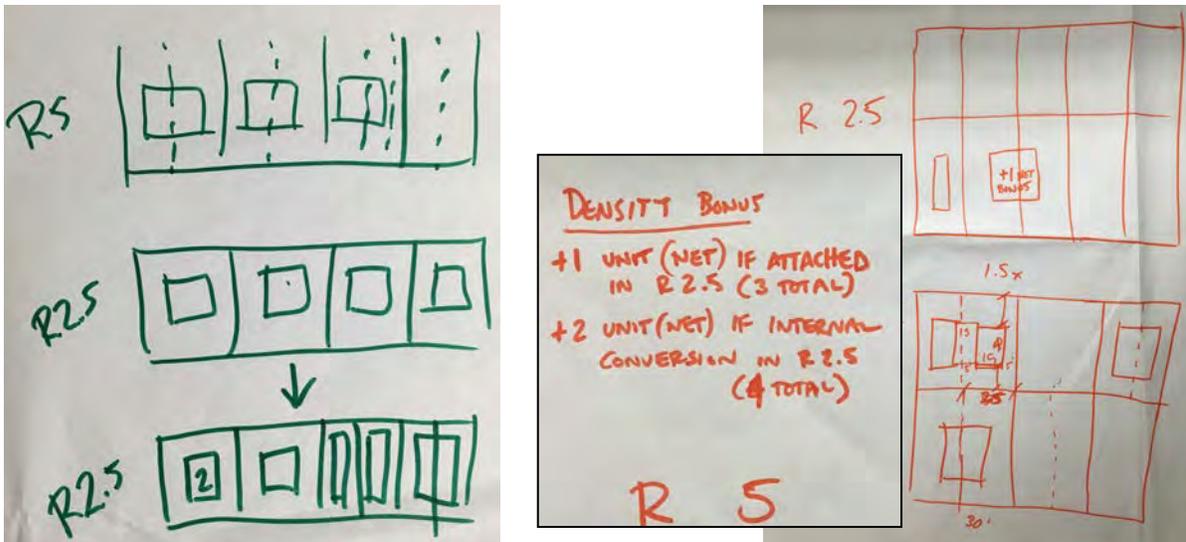


Table #4: BPS Staff – Julia Gisler

- Skinny lots incentivize attached; (and R2.5) – size limit [should be dependent on a development’s] close prox[imity] to amenities
  - [At a] certain size they [should] go [through a] twofold process
- Skinny [houses create] poor utilization of lot
- Car – Don’t require parking on narrow [lots within] 500’ from transit but [still do so on] other areas [that] are farther away.
- [Narrow lot development is] important but [have a] secondary status
- Measure [building height from the] grade on street, not [from the finished grade] on [a] lot.

**2. Portland has this legacy of historically platted skinny lots. How should we address these lots in the future, given:**

**A. Neighborhood patterns and location**

*Table #1:*

- Pattern areas not sufficient – some houses should not be preserved if in bad [condition]/unhealthy; How to help homeowners improve [existing] houses?

*Table #2:* [no written responses]

*Table #3:*

- Do away [with] skinny lots in areas that aren’t zoned for it. Perhaps we allow some flexibility as [a] compromise.

*Table #4:*

- Lot line adjustment [with] historic platting: pros/cons; can’t move and still meet criteria
- Random [versus] mapped
- Orphans in historic platted lots
  - Turn off historic
  - Turn off in certain areas
  - Character of neighborhood historic pattern
  - Distance from certain corridor

**B. Housing affordability**

*Table #1:*

- Other ways to create [affordable] housing than skinny lots; not just about size of house

*Table #2:* [no written responses]

*Table #3:*

- There are groups.

- What creates a more affordable unit?
- Attached?
  - Energy savings
  - More open space
- Detached?
  - Higher profit margin
  - \$5,000 [or] more for [building an] extra wall

*Table #4:*

- People will buy what they can afford
- Skinny home[s] [are good options for] 1<sup>st</sup> time home buyers

**C. Property owner's investment/expectation**

*Table #1:*

- Metro survey: people want a [single-family] home and amenities
- Streamlining = better
- Incentives to preserve [existing] houses or convert to [multi-family] units

*Tables #2, 3, and 4:* [no written responses]

**D. Existing City policies and new Comp Plan related to housing choice and growth strategy**

*Table #1:*

- Combine – 1 set of rules for skinny [and] narrow
- Allow 2 units on same lots [without] splitting
- Zone R2.5 if that is what City is aiming for
- Rezone 2.5 in areas of heavy historic lot patterns
- Remove 5 [year requirement] or both houses have 5 [years]
- Void 5 [year] moratorium if building attached (incentives)
- \$25k demo[lition] tax will make little impact

*Tables #2, 3, and 4:* [no written responses]

**3. Knowing the R2.5 zone is intended for 1 unit per 2,500 s.f., how do you see these zoned areas transitioning and evolving given the goal discussed by Desiree last meeting? Adapt the City's single swelling development standards to meet the needs of current and future generations. What ultimately could and should they look like?**

*Table #1:*

- R2.5 – opportunity to do good houses, not seeing good [single-family] houses, in [R]2.5 – too narrow

Tables #2 and 3: [no written responses]

Table #4:

- R2.5 → Max[imize] to multi-dwelling designation (same density); max[imize] flexibility

## **PUBLIC COMMENTS**

**Hillary Dames:** Hillary, a South Burlingame resident who greeted the SAC and shared her thoughts on residential infill in the neighborhood during the SAC neighborhood walks, highlighted some neighborhood concerns on posters and written testimony statements from neighbors (including South Burlingame resident Robin Harman). Hillary demonstrated how some new infill development does fit with the neighborhood's fabric by suggestion that her own child can clearly identify what new homes are out-of-place. In addition SAC meeting summaries and neighborhood walk notes indicate that many South Burlington neighbors immediately adjacent to new infill were not the ones sharing concerns. However, Hillary notes that her home is across the street from and is directly affected by a nearby infill development and that the SAC's assessment of neighborhood concerns in South Burlingame is inaccurate.

**Lara Zingmark:** Lara, a South Burlingame resident. She is also directly impacted by new infill and how it looks when viewed from her home. Current (older) homes in the neighborhood and on steep slopes have basements, allowing them to be short enough to not impact the views of neighbors. Protecting trees is critical in the neighborhood as they help maintain neighborhood aesthetic, aid the environment and help protect neighbors from freeway noise. Much of the new R5 infill in the area is creating a density that is detrimental to children, the elderly and persons with disabilities. Required sidewalks for new developments create a visual anomaly with existing development

**Q:** How specifically does new residential infill impact children, the elderly and persons with disabilities?

**C (resident):** There is increased traffic from the additional density. In areas with incomplete sidewalk networks, pedestrians are in the street.

**Shannon Hiller-Webb:** Shannon has resided in South Burlingame for 31 years. New single-family development has increased gentrification. Development should aim to preserve neighborhood livability and character. This could be done through the applications of measures that result in lower roof lines, greater setbacks and the maintenance of views. Shannon thanks the SAC for its valued work on residential infill issues and hopes that the group will prioritize neighborhood livability through promotion of New Urbanism principles. New infill does not meet these principles. The SAC is tasked with a great responsibility to develop ideas to the highest order to affect real and positive change.

**Roger Zumwalt:** Roger, a South Burlingame resident, observes the complexity of Portland’s development code. What does R5 mean? Homeowners in the neighborhood purchased properties with the understanding that the R5 zone includes certain attributes. As City goals and goals identified in the Southwest Community Plan highlight the importance of protecting residential qualities, these qualities should be respected. ‘Established character’ should mean something and influence new and future residential infill through limiting setbacks, tall heights and developments with no trees. The SAC should look to address these issues.

**Robert Lennox:** Robert is Land Use Chair of the South Burlingame Neighborhood Association. The bullying by new developers is creating an undesired animosity between old and new neighborhood residents. New homes should have basements and create livable properties that complement the neighborhood. Developers of many of the neighborhood’s new infill developments add manufactured grades on sites so that taller homes can be built. There is an onus on the City to ensure that new developments are designed and constructed in a fair manner. The City’s current allowance of the undesired new residential infill is creating and strengthening adversarial relationships between the City of Portland and South Burlingame residents.

**Q:** The SAC has repeatedly heard from South Burlingame residents about their concerns. Is this neighborhood being disproportionately affected by Portland’s development code? Is there any data that illustrates this?

**C (resident):** One reason why there is such strong concern from South Burlingame neighbors is because they became very actively mobilized through Macadam Ridge (a nearby subdivision proposal).

**C (~~resident~~ Margaret Davis):** Residents from the Beaumont-Wilshire neighborhood concur with concerns being shared by South Burlingame residents and hopes that these concerns represent those of Portland residents in all neighborhoods.

**Post-Meeting Clarification:** Per comments from Margaret Davis at the 1/5/16 SAC Meeting #5 and in a follow up phone conversation with BPS staff on 1/8/16, these minutes should reflect that she was the individual from the Beaumont-Wilshire neighborhood who concurred with concerns being shared by South Burlingame residents. Margaret recalled that a resident from the Richmond Neighborhood Association also concurred, and indicated that 43 other Portland neighborhood associations have also “signed on” with similar concerns.

**Post-Meeting Clarification:** As a general standard, BPS project staff only indicate the names of individuals providing comments at SAC meeting summaries only when it is part of his or her allotted reserved time, unless requested otherwise.

**Terry Griffiths:** Terry lives in Portland’s Woodstock neighborhood in Southeast Portland. South Burlingame residents raised many of her same concerns. There has been a significant loss of ‘sky space’ from new residential infill. Buildings on 25-foot by 100-foot lots next to one-story existing, older ranch houses often present big, blank walls towards neighbors. Thanks to South Burlingame residents. Portland needs to stop ‘monster’ houses from being built.

**C (resident):** A lot of vitriol is being created on residential infill issues.

Facilitator Anne Pressentin (EnvirolIssues) thanked the general public for their comments and shared that there will be a broader public involvement process for the Residential Infill Project in 2016.

**Q:** Can someone from South Burlingame give examples of good residential infill development that they would like to see in their neighborhood? Photos to give SAC members a better frame of reference would be helpful.

**C (resident):** Yes, South Burlingame residents will provide.

**Post-Meeting Clarification:** The address of one example of good residential infill development that South Burlingame residents would like to see more of in their neighborhood was provided by South Burlingame resident Robin Harman at the SAC Meeting #2 on October 6, 2015.



## **SAC EXERCISE**

Facilitator Anne Pressentin (EnvirolIssues) asked the designated SAC member table representative to each report their findings and discussions to the larger group (see notes above).

## **WRITTEN PUBLIC COMMENTS**

(See next pages)

November 23, 2015

Dear SAC members and Mayor Charlie Hales,

My husband and I are longtime residents of Portland in the S. Burlingame neighborhood. We moved to the city partially due to its unique neighborhoods, each with a different character. We chose to live in S. Burlingame due to the "Human Scale" of homes and "open feel" and green space so different than much of the inner eastside.

Our neighborhood has 90 % single story or single with a dormer homes, large setbacks, adequate but not huge front yards, and lots of solar access. That is what creates much of the quality of life here. We are a closely knit neighborhood, and the majority of people we have spoken to are outraged and threatened by the very large Infill homes that do not fit the character here. These houses are casting their neighbor's homes into shadow, and stealing our privacy.

One size does not fit all neighborhoods. Please review some of the attached principles of another city's Design Guidelines for Single Family Homes. The language captures what we want to preserve in S. Burlingame. Stop builders from putting what is essentially 3 story out of scale homes in our neighborhood of single story homes. We will not tolerate this abomination – neighbors are rising up and are very angry about the wonton greed as evidenced by these homes.

We strongly encourage decreasing the heights in our neighborhood to a maximum of 25 feet, and greatly increasing the setbacks to be in line with the surrounding homes.

There are cities that actually strongly discourage builders from creating this "Canyon effect" of 2 story homes on the 10 ft setback.

Please do not allow the destruction of S. Burlingame. We are in the process of cataloging and measuring some of the features that define us, and will be submitting it to the SAC and others so that you can protect the many features that define the place we call home.

Thank you,

Robin Harman and Bob Myall

public comment  
12/1

## Design Guidelines - Single Family Residences

### Neighborhood Compatibility

#### Design structure to fit with the existing neighborhood.

- 33.1 Be compatible with neighboring houses in terms of proportion, size, bulk, height and setbacks.
- 33.3 Avoid crowding or overwhelming residences.
- 33.5 Minimize creation of a vertical canyon effect between houses. When a two-story house is proposed adjacent to one-story houses, the space between them is important. The space between houses should increase as wall height increases.

### Height

#### Design structure height to be compatible with the neighborhood.

- 9.1 Building height should be in proportion to the style and size of house and the lot area.
- 9.2 Avoid excessive building height. Although the Municipal code allows up to 30' in height, the total "building box" allowed by the Ordinance should not be used to ensure compatible home designs.

Homes taller than 25' are usually incompatible in most family neighborhoods.

Setting second stories back into the area of the roof lines is often a solution to avoid impacting sunlight access, and generally will lower the apparent height of the home.

### Scale Vs Proportion

A common problem with larger homes is that the architectural elements of a structure should be in proportion to the overall structure size. As a structure gets bigger, its elements such as doors, ceilings, windows and archways tend to get bigger as well. **As a result, human scale can be lost, leading to neighborhood incompatibility.**

Taken from the City of Santa Barbara Single Family Residence Design Guidelines

Public Comment 12/1

Barbara Shirtcliff  
1279 SW Taylors Ferry Rd  
Portland, OR

November 29, 2015

Dear Residential Infill Project Committee,

I would like to take this opportunity to try to influence your deliberations on the possibility of legislating increased setbacks, height limitations, or other adjustments to the building code in order to try to maintain the livability and attractiveness of my neighborhood (I'm in Markham).

I have a tiny house built in 1928. Until recently, it had a great deal of privacy to go along with its pleasant yards, many flowering trees, and graceful willow trees. It was exactly the house I wanted to spend the rest of my life in.

However, last year, my new neighbors moved into the fill-in next door. See attached photos for an idea of what that is like.



They can see me in the kitchen, dining room, living room, and second bedroom from anywhere along the back of their house. The house towers over my yard, and has a large back porch whose floor is actually above the height of the fences between our homes, so that the husband may lean over from it and see into every nook and cranny of my backyard (and periodically does so, for some reason).



My privacy has been completely abolished. My expectation is to have some privacy once more only when the trees that I have planted along that fence (after removing the ornamental trees and flowering shrubs) grow to at least twenty feet - perhaps by the time I retire in roughly twenty years. At that time, they'll only be able to see the inside of most of my home from their top floor.

This didn't have to end up like this, but the rapaciousness of the builder had no effective legal constraints, so the builder put the biggest house that could possibly fit on that lot into there. The back deck is so high above the ground in order to make room for the indoor garage beneath the house - a weird extravagance on so small a lot. The house itself has 3500 square feet of living space, on a 40-foot wide lot. So the builder made close to half a million dollars on that sale, but the neighborhood suffered.

If there had been appropriate laws around set-backs and height here, a smaller home would have been built, and it could have fit into and even adorned the neighborhood. The people who live there could, instead, have a comfortable backyard or a back patio with privacy for themselves as well as for me and the other neighbors around. They didn't win by getting this giant house in that tiny lot - they lost. The only winners here were the builders.



Here is a shot from the other side of my house, so you can see that the fill-in is so tall that it can be seen looming over my home all the way from the other side. Why don't we just throw in some skyscrapers, eh? I think a smaller home of similar value could have been built on that lot, but not without creativity and care. Even better - if we want the housing in this area to be denser, let's build some different things, including multi-family homes. What's going on now is bad for everybody involved but the builders.



Provided by Barbara Shirtcliff to BPS staff on 12/1/15 (Page 4 of 4):

Thank you for taking the time to read this. I doubt anything can be done to avoid having this happen basically everywhere around Portland, but I remain faintly hopeful.

Sincerely,

Barbara Shirtcliff

PS: The following photo is from the heart of my little home, the dining room. Charming, eh? It could have been, had something in character with the lot and the neighborhood been built, instead.



Provided by Linda Meier to BPS staff on 12/1/15

Linda Meier  
7817 SW Ruby Terrace  
Portland, OR 97219

12/1/15

To: City of Portland — 1700 SW 4<sup>th</sup>  
Re: Infill homes that are out of scale to surrounding homes

I can't stay till 8:30 due to family needs. I will ask that another person who can stay will read this letter to you.

Please follow City of Portland guidelines. Do NOT allow out of scale homes to be built in our neighborhoods.

So many of the infill homes that are currently being built, do not have yards. The usual attempt by the builder is to make the largest home possible for that plot of land. This leaves no livable yard for people, or for trees or plants to grow. I've never seen an infill home that is "too small".

Big houses don't equate to increasing density. They are more expensive, they drive up the home costs, and this prevents a modest income family from purchasing them. Big homes use up more ground space, often a mature tree and its canopy will be sacrificed for them. There is more water runoff from the large roofs, the ground can't absorb that water, so it goes into the sewer. We have less green space, less green canopy with each out of scale infill home that is built. The too-large infill home towers over the neighbor's home and this creates enmity, not congeniality between neighbors. None of us want our windows and the light that should be coming in them obscured by a house that is too big and too close. We need that light, we need that sunshine in our homes. No one should steal it from us by building a big house that towers over our smaller home.

The hugeness of the current infill homes feels wrong to a person's sensibility. You think to yourself as you look at them, "that home is too big for these other homes that surround it".

City of Portland, insist that you follow your own guidelines. Don't allow out of scale homes to be built in our neighborhoods,

  
Linda Meier

Hillary & George Dames  
8235 SW 11<sup>th</sup> Ave  
Portland, OR 97219

December 1, 2015

To the Residential Infill Project Committee:

This letter is to inform you of our deep opposition to the ghastly infill that is occurring in South Burlingame and in Portland, in general. While we are generally not opposed to increasing urban density—indeed one of the reasons Portland continues to be such a wonderfully livable city is our lack of urban sprawl—we are strongly opposed to the nature of present infill for several reasons.

First, the scale and character of these homes is egregiously incompatible with surrounding homes. While the R-5 zoning puts a 30 foot maximum height requirement on this type of building, due to the way that height is measured (to the midline of the gable) many of these homes tower well above 30 feet, and in fact appear 40 feet or taller from the sidewalk. This is not at all in keeping with the character or aesthetics of the South Burlingame neighborhood. According to the *Infill Design Toolkit: Medium-Density Residential Development A Guide to Integrating Infill Development into Portland's Neighborhoods Neighborhood Design Policies* by the City of Portland Bureau of Planning, adopted in December 2008, one of the goals of infill building is to “ensure that development and redevelopment occurring outside of mixed-use areas respects the scale and desired neighborhood character identified in individual neighborhood plans.” (Land Use and Urban Form Policy, Community-wide Objective 6.) We agree with the City of Portland and are of the collective opinion infill building can and should be done in a mindful way so that the resulting new homes are in fitting with the scale and design of surrounding homes, so as to add to the neighborhood’s character, aesthetics and livability rather than tower above all surrounding homes. Neighbors have joked that these new homes should be advertised to peeping-toms as one can see into so many surrounding homes and yards. These hulking houses really would be ideal for creepy people who like to look into bathrooms, bedrooms and formerly-private gardens of surrounding neighbors.

Second, we are opposed to the present nature of the infill due to the house footprint sizes in comparison to the lot sizes. One aspect of Portland, and certainly South Burlingame, that makes it so sustainable is the ability of homeowners to have gardens and outside living spaces. Again, according to the *Infill Design Toolkit*, another one of the goals of infill building is to “ensure compatibility of new development with Southwest Portland’s positive qualities.” (Land Use and Urban Form Policy, Community-wide Objective 1.) We strongly believe adequate solar access, gardening and outside living spaces are some of “Southwest Portland’s positive qualities” that most certainly should be perpetuated in new development.

Third, we do not feel it is equitable or fair for present homeowners who have bought into the neighborhood to have their property value diminished by loss of privacy and solar access, as the builders make huge profits. Present tax-paying, voting residents should have the right to stop infill that detracts from neighborhood quality and livability.

We ask that city planners and the SAC make the following changes for our neighborhood:

1. Restore the original intent of R5 zoning to not allow lot divisions below 5,000 square feet.
2. Dramatically lower rooflines & increase setbacks so infill is more in line with existing homes.
3. Require homes to match the existing character and scale of our neighborhood, as per the City of Portland's Infill Design Toolkit recommendations.
4. Strengthen tree protection to better preserve the existing large canopy trees. "Mitigation" does not ensure newly planted trees ever make it to a mature age.

We are not opposed to new homes being built, and we are not opposed to urban density. We are opposed to new homes that greatly alter the character, aesthetics and scale of the neighborhood and that break, bend, or push to the very limit the zoning regulations.

Sincerely,

Hillary & George Dames

**Provided by Shannon Hiller-Webb via email to BPS staff on 12/2/15:**

*“Hi, my name is Shannon. I am a 4th generation Portland native and have had my home in South Burlingame for 31 years. I have watched as my city has grown and changed around me and until these last 2 years have been encouraged by our sustainable and smart approach.*

*I spent some time in San Francisco during the 1st dot com boom and watched as artists and creatives, the heart and soul of a city, were forced out and replaced with upscale gentrification. Many migrated to Portland and bolstered the already vibrant and unique community while San Francisco’s quirky neighborhoods became homogenous developments void of retaining what made them special. It wasn’t long before I yearned to return to the authenticity of Portland. I came back to the neighborhood I know and love and am asking that you preserve the livability and personality of South Burlingame. Many neighborhoods around the city, including South Burlingame, have their own character that should be defined and retained. Ours is one of lower rooflines and greater setbacks and many of our homes are Mid Century Modern with Eames era styling providing mountain, evergreen and wildlife views. Neighborhoods were built with intention and compatibility and the egregious infill we are seeing are stripping neighbors of livability and their greatest single investment.*

*I support SMART growth or New Urbanism which seeks to complement growth management with thoughtful consideration given to sustainability, preservation, sense of place, resource stewardship and land preservation while preventing urban sprawl. I support permitting development that fits the existing character of the neighborhood and yet most of what I see is McMansions grossly out of character and impacting neighbors significantly without increasing density or improving livability with desperately needed infrastructure like bike lanes, bus routes, sidewalks, appropriate student:teacher ratio and addressing failed intersections. There is much to be said for asking developers to take a Triple Bottom Line approach where they account not just for their profit but also account for people (the neighborhood) and planet (our habitats that create livability). As home owners and tax payers, we have rights that need to be protected and I hope the committee weighs these rights as they move forward in drafting new Land Use laws. You are tasked with a great responsibility of caretaking what has made us great and forging new paths to preserve our innovative city for generations to come. I thank you for your service and challenge you to rise to the highest order to affect real change.”*

**END OF SUMMARY MINUTES**

# Residential Infill Project – Stakeholder Advisory Committee (SAC)

## Meeting #5 Summary Minutes **APPROVED BY SAC**

**Date:** Tuesday, January 5, 2016

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

**Location:** 1900 SW 4<sup>th</sup> Avenue, Portland, 2nd Floor – Room 2500

**SAC Members in Attendance:** Linda Bauer, Sarah Cantine, Jim Gorter, John Hasenberg, Marshall Johnson, Emily Kemper, Douglas MacLeod, Mary Kyle McCurdy, Maggie McGann, Rod Merrick, Rick Michaelson, Mike Mitchoff, Michael Molinaro, Douglas Reed, Vic Remmers, Brandon Spencer-Hartle, Teresa St. Martin, Barbara Strunk, David Sweet, Eric Thompson, Garlynn Woodsong, Tatiana Xenelis-Mendoza

**SAC Members NOT in Attendance:** Alan DeLaTorre, Danell Norby, Eli Spevak, Young Sun Song

**Staff/Consultants in Attendance:** Joe Zehnder (BPS), Sandra Wood (BPS), Morgan Tracy (BPS), Julia Gisler (BPS), Todd Borkowitz (BPS), Mark Raggett (BPS), Tyler Bump (BPS), Pei Wang (BPS), Anne Presentin (EnviroIssues), Peter Winch (Dyett and Bhatia), David Hyman (Deca Architecture), Shem Harding (Deca Architecture)

**Others in Attendance:** Allan Owens, Terry Parker, Warren Brown, Robin Harman, Kimarie Wolf, Michael Andrews, Karen Andrews, Manfred Grabski, Jack Bookwalter, Margaret Davis, Al Ellis, Kurt Nordback, Rick Canham, Miriam Erb, Renate Powell, Kimberly Wilcox, Sharron Fuchs, Steve Elder

### Meeting Objectives:

- Prepare for the charrette by:
  - Increasing understanding of the economic picture that affects infill development and property owner choices
  - Identifying and refining the guiding principles for the Residential Infill Project
  - Increasing understanding of how other cities address infill development

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

<b>Post-Meeting Clarifications or Links</b>
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## WELCOME, MEETING INTRODUCTION AND GENERAL UPDATES

Facilitator Anne Pressentin (EnvirolIssues) thanked SAC members for their attendance, identified the meeting objectives (see above) and highlighted the meeting agenda. Public comment will now be at the beginning of SAC meetings (following announcements). Public Involvement Lead Julia Gisler (BPS) will accept all public comment forms.

### Announcements:

- **Residential Infill Survey:** To date, the City has received approximately 5,000 responses – primarily from residents of inner Eastside neighborhoods. SAC members should continue getting word out about the survey, specifically to communities of color, Spanish language speakers, low-income individuals, renters and residents east of I-205.
- **Website Update:** Julia will continue to make updates to the Residential Infill Project website: <https://www.portlandoregon.gov/bps/67728>
- **SAC Charrette:** The all-day SAC Charrette is scheduled for Thursday, January 21, 2016 in Room C of the Portland Building (1120 SW 5th Ave, Portland, OR 97204), times to be determined. Project Manager Morgan Tracy (BPS) will email an agenda to SAC members on Tuesday, January 12, 2016. To date, 22 SAC members have RSVP's 'yes' to attending; four members have not yet responded. SAC members who have not yet responded or need to change their response should contact Morgan Tracy (BPS) at 503-823-6879 / [Morgan.Tracy@portlandoregon.gov](mailto:Morgan.Tracy@portlandoregon.gov).
- **SAC Facebook Page:** The SAC Facebook Group Page continues as a forum for SAC discussion: <https://www.facebook.com/groups/SAC.PortlandResidentialInfillProject/>. Questions regarding the page should be directed to Associate Planner Todd Borkowitz (BPS) at 503-823-5042 / [Todd.Borkowitz@portlandoregon.gov](mailto:Todd.Borkowitz@portlandoregon.gov).

**Post-Meeting Clarification:** The SAC Charrette will begin promptly at **8:30am**. Breakfast snacks will be available for SAC members starting at **8:00am**.

**Post-Meeting Clarification:** The SAC Charrette agenda will be emailed on January 14, 2016.

### Approval of Summary Minutes from SAC Meeting #4b (December 1, 2015):

**C:** On Page 9, last sentence under the photo, please change 'repeal' to 'appeal'.

**C:** On Page 1, please change 'affordable' housing options to 'alternative'.

**C:** Images of housing examples lacked context (i.e. homes on each side).

**R:** Locating housing examples with greater context was difficult. In addition, the focus of many of the photos was on the form of individual building themselves, not their greater

context. Morgan Tracy (BPS) will find other, more contextual examples to share with SAC members.

Anne Pressentin (EnviroIssues) indicated that suggested edits will be made. Amended minutes will be promptly posted on the Residential Infill Project webpage.

## **PUBLIC COMMENTS**

Facilitator Anne Pressentin (EnviroIssues) indicated that eight people were signed up to share comments. As only ten minutes was allocated for public comment, the SAC may consider extending the time allotted.

**C:** The time should be extended out of fairness

**C:** Is it possible to not repeat multiple comments with identical themes?

**R:** Currently, BPS Project Staff only requests names of commenters, making this determination not possible.

**Post-Meeting Clarification:** While public comment forms ask for a commenter's name and include ample space for commentary, few responders add comments to his or her form.

**Terry Parker:** Terry lives in the Rose City Park neighborhood, which he indicated that neighborhood founders envisioned as a 'village in a park'. In this neighborhood, there is an infill project on NE 60<sup>th</sup> Avenue where two new homes replaced two former cottage-style homes. The new constructions, or 'cookie cutter twins', have tuck-under garages with architecture, massing and heights that stand out from existing development. Residential infill developers need to be required to limit new homes to nearby existing block faces.

**Robin Harman (PowerPoint Presentation with Kimarie Wolf):** Both Robin and Kimarie are South Burlingame neighborhood residents. The presentation highlighted three topics: 1) the SAC's agreed-upon mission; 2) features of the South Burlingame neighborhood; and 3) a look at new residential infill in South Burlingame and how it does not align with the mission of the SAC.

### **Key Takeways:**

- Some SAC member comments in past meeting minutes are concerning. They lose sight of project objectives. The general public should have a greater stake in the Residential Infill Project process.

- South Burlingame residents have been conducting their own neighborhood survey of residential infill. Results will be brought to the SAC at a later time. Many neighborhood residents are outraged.

**Robin Harman's Presentation:** (included at the end of these summary minutes)

**Warren Brown:** Warren represents "concerned citizens of NE 33<sup>rd</sup>" who have similar concerns of some South Burlingame residents. The neighborhood is unique in that there is an increasing amount of out-of-town homeowners. Four neighbors recently sought to buy one neighborhood property that since sold for much more than any of the neighbors could afford. The existing 1,300 square foot home on a 4,000 square foot lot was replaced with a much larger 3,400 square foot home. Such examples of neighbors being outbid do not increase housing affordability.

**Margaret Davis:** Margaret is grateful for participants – SAC members and staff – of the Residential Infill Project. She gave BPS staff a letter of support from United Neighborhoods for Reform signed by 43 Portland neighborhood associations. She also supports concerns shared by some South Burlingame residents. There were also many concerns about the residential infill survey, particularly one statement that indicates that new homes bring vibrancy to neighborhoods. The City of Portland must take on more "fiscal prudence". Margaret noted earlier in the meeting that a public comment was missing from the Meeting #4b Summary Minutes.

**Margaret Davis's Letter:** (included at the end of these summary minutes)

**Post Meeting Clarification:** Margaret's comment referred to survey question 3, "What potential benefits of residential infill development are of most interest to you?" One of the seven potential benefits was "New homes bring new families and vibrancy to neighborhoods."

**Post-Meeting Clarification:** Per meeting comments from Margaret Davis and her follow up phone conversation with BPS staff on 1/8/16, the amended #4b meeting minutes reflect that she was the individual from the Beaumont-Wilshire neighborhood who concurred with concerns being shared by South Burlingame residents. Margaret recalled that a resident from the Richmond Neighborhood Association also concurred, and indicated that 43 other Portland neighborhood associations have also "signed on" with similar concerns. During this phone conversation, Margaret also indicated concern that a project consultant from the San Francisco Bay Area was guiding the conversation towards too broad of a scope, and that the goal of the SAC should not be to respond to the City's residential density projections as these forecasts can change.

**Jack Bookwalter:** Jack is distressed about the amount of tear-downs occurring in Portland. As a former planner in California, he experienced first-hand many similar issues. New homes do not

respect setbacks of existing homes, add little to improving housing affordability and do not accommodate neighborhood needs. Mandating 20-foot height limits and setback averaging worked well there and generated little controversy.

**Al Ellis:** Al is with United Neighborhoods for Reform and the Beaumont-Wilshire Neighborhood Association. This neighborhood recently had a home demolished on NE 35<sup>th</sup> Place and replaced with two, much larger, \$1 million homes. United Neighborhoods for Reform drafted a resolution similar to the SAC's draft guiding principles that is supported by half of all Portland neighborhoods. The SAC has a potential to meaningfully address concerns about residential infill such as compatibility and demolition of viable homes. SAC members should pursue prudence in doing so.

**Allan Owens:** Allan agrees that it is easy to get “drowned in a sea of words”. The SAC should emphasize alternative housing options and materials.

Anne Presentin (Envirolssues) thanked everyone who provided comments and noted that public comments help strengthen the Residential Infill Project's process.

## **ECONOMICS OF PORTLAND'S RESIDENTIAL INFILL HOUSING MARKET**

Senior Economic Planner Tyler Bump (BPS) presented a synopsis of Portland's economic conditions related to residential infill housing. While many tools are available to promote affordable housing (generally referring to government-subsidized housing for households with low incomes), fewer City-led options exist for maintaining and improving housing affordability.

Tyler asked the SAC how many members have bought or sold a home in the last few years. Several SAC members raised their hands.

Growth projections provide a baseline – the City has confidence that forecasts are realistic. Migration to Oregon is creating housing demand that has been continuing to increase since 2008, after many years of underbuilding during the recession (while some neighborhoods did overbuild, the center of Portland generally did not).

**Link to Tyler Bump's Economics of Portland's Residential Infill Housing Market Presentation:**  
<https://www.portlandoregon.gov/bps/article/559227>

**Q:** Is this population trend analysis (2000-2035) only for the City of Portland?

**R:** Yes.

C: It would be helpful to have a regional perspective of economics related to residential infill housing.

R: Washington County has experienced significant population growth. Joe Cortright, in a recent article, indicated that the problem with the Portland region is that there is not sufficient amount of 'great' places (neighborhoods with good schools, walkability, etc...) to meet demand.

**Link to Metro's latest capacity analysis, the 2014 Urban Growth Report:**

<http://www.oregonmetro.gov/public-projects/growth-management-decision/2014-urban-growth-report>

**Joe Cortright's reference to limited housing supply in an Oregonian article 'Is Portland the next San Francisco? 4 takeaways from Metro's discussion' (September 21, 2015):**

[http://www.oregonlive.com/front-porch/index.ssf/2015/09/is\\_portland\\_the\\_next\\_san\\_franc.html](http://www.oregonlive.com/front-porch/index.ssf/2015/09/is_portland_the_next_san_franc.html)

Q: On the Neighborhood Area Affordability slide (see below), how were neighborhood groupings (cyan, purple and orange) determined?



R: These were defined in the Portland Plan.

**Post-Meeting Clarification (Neighborhood Geographies):** The Analysis Areas are defined as the following in the State of Housing in Portland report (page 7 and 8): *"The decision about how to define the neighborhood geographies was driven by two factors: first, the ability to maximize the quality of the data while minimizing margins of error and, second, alignment*

*with the Portland Bureau of Planning and Sustainability. To that end, the 24 neighborhood areas in this report align closely with those in the Portland Plan, with some adjustments along census tract boundaries.”*

**Post-Meeting Clarification (Affordability Groupings):** According to the State of Housing in Portland report (page 43), *“On average, a Portland household could afford to purchase a home without becoming cost burdened and spending more than 30% of their monthly income on housing, not including taxes, insurance, or utilities...”* Based on this, orange represents households (homeowners and renters) at or below \$55,571, or the median income; purple represents households (homeowners and renters) more than \$55,571 but less than \$79,622, or the median income for homeowners; cyan represents households (homeowners and renters) more than \$79,622, or the median income for homeowners.

**Link to the State of Housing in Portland (October 2015) report:**

<http://www.portlandoregon.gov/phb/article/546056>

**Q:** The slide showing costs of new single-family for small and large homes was confusing. Would you please confirm the average prices per square foot for each size home?

**R:** The information on the slide is an error. BPS staff will correct the presentation posted online.

**Post-Meeting Clarification:** Tyler Bump’s ‘Economics of Portland’s Residential Infill Housing Market’ presentation has been updated and posted on the BPS project website.

**Q:** Will you please define ‘small’ and ‘large’ lots on the ‘New Construction Sale Price Levels by Neighborhood’ slide??

**R:** Yes. Small lots are 3,000 square feet or less. Large lots are over 3,000 square feet.

**Q:** Are skinny lots primarily in the R5 zone?

**R:** Correct.

**Q:** Is developer overhead included in soft costs?

**R:** Yes. This will be indicated in a later slide.

**Q:** How do the numbers in the ‘Pro Forma Example’ slide compare to local economic conditions from four or five years ago?

**R:** It’s obviously different as the timing in an economic cycle continually “makes or breaks” a project. This will influence a developer’s business model and portfolio.

**C:** Land costs, system development charges and building material costs have all increased over the past four or five years.

**Q:** How does development demanding the demolition of an existing home pencil out if it triples the cost of development? Developers are not selling homes bought for \$300,000 for \$900,000.

**R:** This analysis was not conducted to evaluate the development economics of demolitions.

**C:** Teardowns are what people are most concerned about.

**Q:** Are you comparing the costs of new houses versus preserving existing houses, or new construction resulting from demolitions versus new construction on vacant lots?

**R:** Not all new construction results from teardowns.

Tyler Bump (BPS) indicated that schools are the biggest influence to housing costs. Who is buying newly constructed, single-family houses? Some households, particularly ones with children, do not want the often-burdensome costs and time commitments associated with maintaining old homes. 'Dual income/no kids' households have higher incomes and are also driving demand. So too are retirees.

Chief Planner Joe Zehnder (BPS) added that Baby Boomers are increasingly downsizing, creating a new shift in housing trends in the coming years that will impact housing affordability and availability.

**Q:** At the macro level, what kind of revenue gain does the City receive from current housing trends? Is this being looked at?

**R:** This is hard to track. The City only gathers data on new construction.

**Q:** As supply is related to demand, where are we seeing the gains that support demand?

**R:** Density gains are not significantly increasing in Portland's single-dwelling neighborhoods.

**C:** Market listing times on RMLS [Regional Multiple Listing Service] are the lowest that they've been in 15 years.

**R (Joe Zehnder):** The projected household population growth rate in the next 25 years is different for higher income and lower income households. 80 percent will be in multi-dwelling areas; the rest in single dwelling areas.

**C:** This [Tyler Bump’s ‘Economics of Portland’s Residential Infill Housing Market’] presentation should go online.

**Q:** Can the SAC obtain a PDF of it?

**R:** Yes.

**Post-Meeting Clarification:** Tyler Bump’s updated ‘Economics of Portland’s Residential Infill Housing Market’ presentation has been posted online.

**Post-Meeting Clarification:** The majority of new ADU construction is for rental properties. There have been some ADU condo type developments that are ownership models, but most are rentals.

**Q:** Are SDCs [system development charges] standard regardless of where a new home construction is located? How will new home construction be impacted by SDCs?

**C:** [indecipherable]

**Q:** How strong is the push for new home construction?

**C:** If residents want to downsize, they have limited options given the overabundance of large homes in single-dwelling areas.

**C:** There is a recent study done by Metro and Portland State University that surveys the housing preferences of new homeowners. It concluded that people prefer living in single-dwelling homes. There is a disparity as most of the population growth is not occurring in single-dwelling areas.

**R (Joe Zehnder):** These results are not tied to where a house is located, and assumes that all people could afford to purchase a home in any neighborhood. The neighborhoods that people want to live in are supply-constrained, driving housing demand and costs in those areas.

**C:** The price premium is nine percent higher in a Portland neighborhood, as opposed to suburbs, reversed from previous times.

**Post-Meeting Clarification:** Houses in the City of Portland “are now worth on average about 6 percent more than they were at the peak of the housing bubble. Meanwhile, the average suburban home is still about 7 percent below its peak price. The verdict of this shift in housing markets is unequivocal: housing in the city is now more valuable, and has appreciated faster than suburban housing. In less than a decade, the city has reversed geographic polarity of the regional housing market: the average city house sold at a nine percent discount to the average

*suburban house in 2005; today the average city house commands a seven percent premium.” - Joe Cortright, ‘Our Shortage of Cities: Portland Housing Market Edition’.*

**Link to Joe Cortright’s reference to price premiums in ‘Our Shortage of Cities: Portland Housing Market Edition’ posted on the City Observatory blog (November 11, 2014):**

<http://cityobservatory.org/shortage-of-cities/>

**C:** There should be a break down by individual income and household income.

**C:** A household size projection that quantifies trends in square foot units would be helpful too.

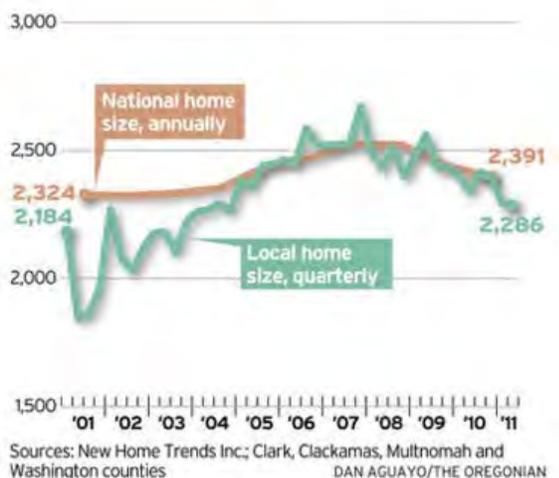
**R:** The City looked at different household sizes and found that the projection will change from the current average of 2.3 people/household to 2.1 people/household in the future – meaning that Portland’s average family size is shrinking. City staff also evaluated multiple housing types for single-dwelling residential neighborhoods as part of the supply and demand analysis for the Portland Growth Scenarios Report [Table 13, Page 48].

**Q:** Can this be broken down by square foot?

**Link to the Portland Growth Scenarios Report:**

<https://www.portlandoregon.gov/bps/article/531170>

**Post Meeting Clarification:** *“The average size of new homes has been rising locally and nationally for decades, but the recession and housing crisis that came with it brought that to a skidding halt...In the Portland area, the [house size] average peaked in the winter of 2007 at 2,672 square feet. It had fallen to about 2,286 square feet by the second quarter of [2011]” – The Oregonian, ‘New homes shrank in recession, but square footage could rebound’*



*Based on new single family house permit records, BPS staff found that the average new house size in Portland in 2013 was 2,443 s.f.*

**C:** It was just reported that Oregon is the number one state that people are moving too; not per capita, but overall. With so many people migrating here, how is Portland doing in its planning for this significant population increase?

**Post-Meeting Clarification:** *“During the past year, United Van Lines of St. Louis tracked customers’ migration patterns state-to-state. The study found that **Oregon is the top moving destination of 2014, with 66 percent of moves to and from the state being inbound — nearly 5 percent increase of inbound moves compared to 2013.**” – Pamplin Media Group, ‘Oregon No. 1 destination for people on the move’.*

**Link to ‘Our Shortage of Cities: Portland Housing Market Edition’ posted in the Portland Tribune (January 2, 2016):** <http://portlandtribune.com/pt/9-news/245770-113589-oregon-no-1-destination-for-people-on-the-move>

**R:** We do better at some times than at other times.

**Q:** Is Portland effectively meeting this housing demand in single-dwelling areas?

**C:** The SAC is not tasked with accommodating this housing demand.

**C:** Through the Residential Infill Project, City staff is tasked with effectively accommodating demands from projected growth, and the SAC is tasked with informing staff decision making.

**Q:** Is informing staff decision making for effectively accommodating demands from projected growth the role of the SAC?

**C:** The SAC’s role is to help best set a design framework for the Portland, not to achieve projected numbers.

**C:** So the SAC should just ignore these projections?

**C:** The SAC must find a way to best balance livability with projected population growth. The goal is to improve the quality of life for Portlanders, not just increase housing quantity.

**Post-Meeting Clarification:** BPS staff is confirming its response to this key question and will provide SAC members with clarification as soon as possible.

**Q:** Is the average cost of a skinny house per square foot more than a non-skinny house? How much per square foot is an average ADU [accessory dwelling unit]?

**C:** There is a standard about the size of an ADU.

C: Some of the higher costs are fixed, regardless of house size. The bathroom, the kitchen, utilities.

**Post-Meeting Clarification:** Per Title 33, Planning and Zoning, Accessory Dwelling Units, Chapter 33.205.040.C.4: *“Maximum size. The size of the accessory dwelling unit may be no more than 75 percent of the living area of the primary dwelling unit or 800 square feet of living area, whichever is less. The measurements are based on what the square footage of the primary dwelling unit and accessory dwelling unit will be after the accessory dwelling unit is created.”*

From the most recent AccesoryDwellings.org ADU tour on November 7th, of the 11 ADU’s the average cost was \$232/s.f and the range was between \$190 and \$300 per square foot.

Facilitator Anne Pressentin (Envirolssues) asked that SAC members write down specific questions and provide to City staff, specifically ones requesting additional data that will aid the SAC in its decision making.

## RESIDENTIAL INFILL PROJECT GUIDING PRINCIPLES

### ***Policy Framework:***

Associate Planner Todd Borkowitz (BPS) highlighted that draft guiding principles were developed based on SAC feedback, as well as from state, regional and local policies that guide City of Portland projects like the Residential Infill Project. They include:

**State of Oregon’s Statewide Planning goals:** Since 1973, Oregon has maintained a strong statewide program for land use planning. The foundation of that program is a set of 19 Statewide Planning Goals. Local comprehensive plans must be consistent with the Statewide Planning Goals.

***Goal 2: Land Use Planning*** - Mandates that plans and actions related to land use shall be consistent with the adopted comprehensive plans of cities, counties and region.

***Goal 10: Housing*** - Plans “shall encourage the availability of adequate numbers of needed planning units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”

**Metro: Regional Framework Plan:** “Metro manages the boundary that separates urban land from rural land in the Portland region and works with communities to plan for future population growth and meet needs for housing, employment, transportation and recreation.”

- On Nov. 12, the Metro Council decided not to expand the Portland region's urban growth boundary this year. Instead of expanding onto more farm and forest lands, the Council will work with local partners to create more housing and job choices inside the existing growth boundary, including areas added in the past.
- The council will next consider an urban growth boundary expansion in 2018.
- The Urban Growth Management Functional Plan implements regional goals by requiring and recommending policy changes to city comprehensive plans and implementing ordinances.
- The Regional Framework Plan includes 16 categories of land use policies, including:

***Policy 1.1: Compact Urban Form***

- “1.1.2: Adopt and Implement a strategy of investments and incentives to use land within the UGB more efficiently and to create a compact urban form.”
- “1.1.3: Facilitate infill and re-development”... “to use land and urban services efficiently, to support public transit, to promote successful, walkable communities and to create equitable and vibrant communities.”
- “1.1.4: Incent and encourage elimination of unnecessary barriers” ...
- “1.1.5: Promote the distinctiveness of the region’s cities and the stability of its neighborhoods.”

***Policy 1.2: Centers, Corridors, Station Communities and Main Streets***

- “1.2.1: Recognize that the success of the 2040 Growth Concept depends upon the success of the region’s Centers, Corridors, Station Communities and Main Streets as the principal centers of urban life in the region.”

***Policy 1.3: Housing Choices and Opportunities***

- “1.3.1: Provide housing choices in the region, including single family, multi-family, ownership and rental housing, and housing offered by the private, public and nonprofit sectors, paying special attention to those households with fewest housing choices.”
- “1.3.2: As part of the effort to provide housing choices, encourage local governments to ensure that their land use regulations: Allow a diverse range of housing types; Make housing choices available to households of all income levels” ...
- “1.3.5: Encourage local governments to consider the following tools and strategies to achieve the affordable housing production goals:
  - a. Density bonuses for affordable housing;
  - b. A no-net-loss affordable housing policy to be applied to quasi-judicial amendments to the comprehensive plan;
  - c. A voluntary inclusionary zoning policy;
  - d. A transferable development credits program for affordable housing;
  - e. Policies to accommodate the housing needs of the elderly and disabled;
  - f. Removal of regulatory constraints on the provision of affordable housing;
 and

- g. Policies to ensure that parking requirements do not discourage the provision of affordable housing.”
- “1.3.12: Help ensure opportunities for low-income housing types throughout the region so that families of modest means are not obliged to live concentrated in a few neighborhoods, because concentrating poverty is not desirable for the residents or the region.”

***Policy 1.8: Developed Urban Land***

- “1.8.1: Identify and actively address opportunities for and obstacles to the continued development and redevelopment of existing urban land”...
- “1.8.3: Assess redevelopment and infill potential in the region”...

***Policy 1.10: Urban Design***

- “1.10.1: Support the identity and functioning of communities in the region through”...
  - “b. Developing public policies that encourage diversity and excellence in the design and development of settlement patterns, landscapes and structures.”
  - “c. Ensuring that incentives and regulations guiding the development and redevelopment of the urban area promote a settlement pattern that:
    - vi) Is responsive to needs for privacy, community, sense of place and personal safety in an urban setting.
    - vii) Facilitates the development and preservation of affordable mixed-income neighborhoods.

***Policy 1.16: Residential Neighborhoods***

- “1.16.3 Not require local governments to increase the density of existing single-family neighborhoods identified solely as Inner or Outer Neighborhoods.”

**City of Portland Comprehensive Plan:** Originally adopted in 1980, the plan is long-range plan that sets the framework for the physical development of the city. As mandated by the State of Oregon and from a need to update a 2008 economic conditions assessment, the Comprehensive Plan update will help to implement the Portland Plan (2012), the City’s strategic plan for a prosperous, educated, healthy, equitable and resilient city.

- The Draft Comprehensive Plan – slated to be adopted by City Council in the coming months - has five Guiding Principles: Economic Prosperity, Human Health, Environmental Health, Equity and Resilience. It includes 10 categories of goals and an extensive list of policies.
- One noted change in the two plans is a focus from citywide approach to an approach focused on accommodating future growth in centers and corridors that are well-served by transit and other public infrastructure.
- Portland’s comprehensive planning update is supported by nearly 50 neighborhood and area plans that convey the community’s aspirations. These plans are used to

guide documents like the Infill Design Toolkit and inform city-wide planning projects like the Climate Action Plan, the Mixed-Use Zones Project and the Residential Infill Project.

***Introduction of the Residential Infill Project's Guiding Principles***

Urban Design Consultant Peter Winch (Dyett and Bhatia) introduced seven Draft Guiding Principles as a starting point for the SAC. Once finalized, the draft Guiding Principles will serve as a ‘measuring stick’ for evaluating the types and locations of different building forms.

The seven draft Guiding Principles include:

1. Fit Neighborhood Context
2. Provide Diverse Housing Opportunities that are Adaptable over Time
3. Maintain Privacy, Sunlight, Open Space and Natural Features
4. Be Resource-Efficient
5. Support Housing Affordability
6. Be Economically Feasible
7. Provide Clear Rules for Development

**Link to Peter Winch’s Guiding Principles presentation:**

<https://www.portlandoregon.gov/bps/article/559226>

**Q:** What is the SAC supposed to do with this information?

**R:** This will be answered in the presentation. Peter Winch (Dyett and Bhatia) read each draft Guiding Principle so SAC members could hear the words and contemplate their meaning. The included matrix illustrates that some principles may conflict with one another. SAC members should consider ways that zoning can effectively address each Guiding Principle when they break into small groups to discuss more.

**Q:** How did the project team develop the draft Guiding Principles and associated text?

**R:** They were developed from SAC meeting discussions, as well the policy framework for City projects (illustrated above).

**Q:** What is the appropriate type of feedback for SAC members to provide?

**R:** Develop and/or hone the Draft Guiding Principles within the context of single-dwelling infill.

**C:** Please keep the matrix slide up during the SAC’s small group discussion.

**R:** BPS staff tasked Dyett and Bhatia with being responsive to SAC member feedback on the extensive list of framework policies.

**Q:** Draft Guiding Principle #4 mentions ‘excess capacity’. In East Portland, there is no excess capacity. It should be revised to state that this is only in areas where there is excess capacity.

**Post-Meeting Clarification:** The third bullet under draft Guiding Principle #4 – Be Resource Efficient reads, “Would it better utilize surplus capacity in existing public infrastructure?”

**C:** The City should indicate where in Portland additional investments should be made.

**C:** The draft Guiding Principles contain too many assumptions. “Loaded words” should be removed.

**Q:** Could members of the public observe the SAC’s small group discussion of the draft Guiding Principles?

**R:** Yes, that’s okay, so long as the balance of space and volume are preserved.

Facilitator Anne Pressentin (EnviroIssues) asked SAC members to spend the next twenty minutes (until 8:00pm) in their assigned groups (3-4 people) answering the following three questions. SAC members should identify if any key principles are missing or should be omitted.

1. Do the draft Principles generally match your sense of the issues and priorities?
2. Think about the project goal, to “adapt the single-dwelling development standards to meet the needs of current and future generations.” Would the draft Principles be a good basis for evaluating the success of development standards in reaching that goal?
3. Are there any additional principles or changes that should be made?

***SAC Member Feedback on the Draft Guiding Principles to the Entire Group:***

**C:** These principles are wonderful for the City’s housing policy, but not specifically for the Residential Infill Project. Some do not apply to all areas of the city. Others must take neighborhood context into consideration.

**C:** There is some SAC disagreement on this conclusion. While a lot of rewording is needed, these strategies should be maintained.

**R:** Rewording is too much to get into at the moment. SAC members should focus on responses to the three questions.

**C:** The list of draft Guiding Principles includes too much text for the SAC to effectively respond to. The presentation format makes them much more digestible for SAC members.

**R:** Specific strategies will be worked out by the SAC later in the project.

**C:** Members of the SAC were recruited through different channels, complicating the charge of the SAC.

**R:** This is a good moment to remind everyone of the SAC Charter. Facilitator Anne Pressentin (Envirolssues) read the charter aloud.

**C:** The seven topics are overwhelming. SAC members will gravitate to the areas of their specific expertise.

**C:** Draft Guiding Principle #7 directly relates to how the final product of the Residential Infill Project ends up looking and how SAC decisions will effectively move the project process forward for meaningful change that guides City staff and architects.

**C:** And property owners too.

**C:** Much of the terminology and many specific words in the draft Guiding Principles are problematic. Words like 'desired' are too subjective. Instead, real goals should be explicitly defined.

**C:** Nothing in the draft Guiding Principles specifically addresses house demolitions – just the homes that replace them.

<p><b>Post-Meeting Clarification:</b> The second bullet under draft Guiding Principle #6 – Be Economically Feasible reads, “Would it catalyze desired development while minimizing undesired development and demolition of existing sound housing?”</p>
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**C:** Draft Guiding Principle #6 is good but should have a clear statement about increasing density.

**C:** Increasing density is not part of the SAC's charge.

**C:** Increasing density is part of the SAC's charge.

**C:** Increasing density is outside of the scope of the Residential Infill Project. Portland already has two times as much land it needs for housing.

**C:** This statement does not imply that density does not need to be increased.

**C:** Increasing density is not part of the SAC's charge.

**C:** The SAC's charge is to assist City staff in creating outcomes. The Residential Infill Project is dealing with accommodating more people (the projected 20 percent) in single-dwelling areas.

**R:** The 80/20 percent split [80 percent projected population will reside in multi-dwelling zones, 20 percent will reside in single-dwelling zones] is a City projection, not a goal. Of this 20 percent, one-half will reside in new urban areas and one-half will be accommodated in infill development.

**R:** In the narrow lot discussion, City staff will again review the specific numbers. SAC discussion should focus not on where development will occur, but what development will look like.

Anne Pressentin (EnvirolIssues) asked SAC members if any guiding principles should be removed or added.

**C:** Many will not be able to be executed within Portland's zoning code. Draft Guiding Principle #6 (Be Economically Feasible), for example, should not consider a return on investment.

**Q:** Being economically feasible should not be a consideration?

**C:** Developers will accommodate themselves to the regulations that are put in place.

**Q:** What about affordability?

**C:** The SAC must consider economic impacts, but not whether development is economically feasible.

**C:** In the past, the City failed to consider economic feasibility, which later resulted in bad code.

**C:** Maybe Principle #6 could just be reworded.

**C:** Principle #6 should be omitted.

**C:** Principle #6 is important.

**C:** We must determine whether Principle #6 is inside or outside of the SAC's scope. Regarding Principle #7, the SAC is definitely charged with providing clear rules for development. There is a distinction between principles and criteria.

Anne Pressentin (EnvirolIssues) asked City staff how these principles will be used.

**R:** City staff will help define what is inside and outside of the SAC's scope. The preservation of trees, for example, could be part of the SAC's work even if revising the City's tree code is not. The SAC needs to test the Guiding Principles on what it values. As the SAC begins to get more into specifics, it will need guiding principles to inform its decision making. The SAC will need a

tool to effectively weigh the pros and cons of different options. As some alternatives may be in conflict, the SAC will need to be able to prioritize which is better based on a set of guiding principles based on prioritized SAC values.

**R:** Tradeoffs will need to be part of SAC discussion.

**C:** The SAC will need to see the specific alternatives first.

Anne Pressentin (EnviroIssues) indicated that we could go into the charrette with the proposed draft Guiding Principles and then revise and hone them once different alternatives are shown.

**Q:** Would City staff please discuss desired charrette outcomes?

**R:** SAC should review the draft Guiding Principles, then discuss scale (after a brief introductory presentation, SAC members will work at facilitated tables) then develop a preferred package of tools based on a variety of options provided by the project team. The morning will focus more on the 'what'; the afternoon will focus more on the 'where'.

**Q/C:** Will the SAC be performing work within small groups? Working in large groups is more valuable as it encompasses a wider diversity of perspectives.

**C:** Agreed. Large groups are much more beneficial than small groups.

**R:** The charrette will be programmed similarly to SAC meetings, where small group discussion creates ideas for broader discussion.

**R:** The charrette will result in a product.

Anne Pressentin (EnviroIssues) indicated that the SAC needed to agree on a path forward as the meeting was reaching its end.

**C:** The seven draft Guiding Principles should not be numbered as doing so implies a ranking. Whether they are numbered or bulleted, 'housing affordability' should still be at the top of the list.

**C:** Not every SAC member agrees that 'housing affordability' should be on top of the list.

**R:** It would presumably be valuable for SAC members to have the draft Guiding Principles available for reference during the charrette.

**C:** Good idea.

**Q:** What can realistically be done through zoning to make housing in Portland's single-dwelling zones more affordable?

**C:** Single-family housing and affordability are not synonymous.

**Q/C:** What is affordability? Affordable to families? Citywide? The SAC will need a more specific definition on what defines affordability in regards to housing.

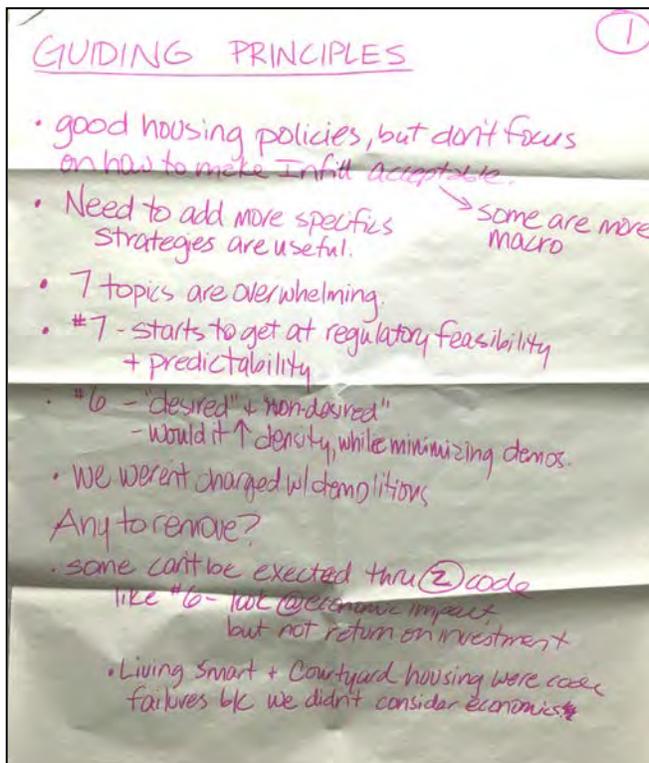
**C:** Some SAC members have little desire to revisit this discussion at the charrette. The SAC should agree to acknowledge the draft Guiding Principles as imperfect and in need of revision, but move ahead with them 'as is' in the interim as a foundation for charrette discussion.

**C:** We should use the charrette to test the draft Guiding Principles.

**C:** The presentation on regulatory approaches used elsewhere would still be extremely valuable to hear at the start of the charrette.

**Q:** Instead, could there just be an additional '5b' SAC meeting prior to the charrette?

**Q:** Or could the SAC meet in February?



Anne Pressentin (Envirolssues) suggested, unless any SAC disagreement exists, of acknowledging the draft Guiding Principles as imperfect and in need of revision, but moving ahead with them 'as is' in the interim as a foundation for charrette discussion. No SAC member dissent was witnessed by City staff. This scheduled 'Regulatory Approaches Used in Portland and Elsewhere' presentation, due to time constraints, will be given at the beginning of the charrette. Anne thanked SAC members for their continued involvement and asked them to get home safe!

Notes taken by BPS staff during SAC feedback on the draft Guiding Principles

## WRITTEN PUBLIC COMMENTS

**Provided by Manfred Grabski via email to Mayor Hales, BPS staff and others on 12/30/15:**

*“Dear Mayor Hales, I’m writing to make you aware about changes in the South Burlingame neighborhood which affect not only me but also our community.*

*When I moved to South Burlingame, the neighborhood was characterized by single story homes of modest size--between one thousand and two thousand square feet. The homes are surrounded by plenty of green/garden space, in front and behind the residence. (I was born in Berlin, E. Germany, and the street views remind me of Garden Cities in Europe.) Most homes were erected in the early forties and fifties and are a strong representation of the architecture and social fabric of the time. The homes were designed in consideration of the properties, topography and views. Most corner lots were developed to have two street fronts and also to be an entry to the block. A city grid with side-walks encouraging walks to the near grocery store and chat with neighbors is a seminal component.*

*Recovering from the last recession, the neighborhood is changing in an undesirable direction. Developers are rushing in and buying up any property for sale or encouraging transfer by aggressive advertising. Homes are demolished and replaced by two homes with twice the square footage in a fake reproduction of homes not consistent with the neighborhood. These reproductions are without character, are out of scale, and have no connection to the surroundings. So called traditional homes, they tower over the “native” homes at two and a half stories with steep roof pitches, depriving neighboring homes of sun exposure, views and privacy, basically what was so appealing in the first place.*

*Understanding that Portland needs growth boundaries to preserve agriculture and to be more efficient in transportation, this development is a contradiction. The City is working closely with developers, but lacks of the third component: the people who are living in these neighborhoods and face the threat of being forced out by increases in property taxes and changes in the character of the place they called home.*

*My plea is not to stop making cities more functional with increases in density. My plea is to be sensitive to characteristics which make neighborhoods unique and worthy of preservation, like scale, design elements, correspondence between home and street and so on.*

*The current development is totally profit-driven without any regard to the surroundings. The new construction is not meant to provide more housing for Portland’s citizens who need more affordable housing and better living conditions. These homes are meant for people who can afford inflated property values-----\$500,000 to \$1,000,000---and unsustainable property taxes--people coming perhaps from out of state, and driven by the same development in their own states.*

*Please stop this reckless development by profit-driven developers with no vision of a livable city, who are asked to contribute nothing to the communities they plunder. Include the citizens of the neighborhoods and get architects and city planners involved to make our City even a better place to live in.*

*With best wishes for you and our City for the coming year, Manfred Grabski, Architect”*



THE NEW HOME IS NOT DESIGNED FOR THE CORNER OR PROPERTY AT ALL. IT DOES NOT EVEN TAKE ADVANTAGE OF THE MOUNTAIN VIEW. THE DESIGN IS A FAKE ALLURE OF HISTORY AND IN SHARP CONTRAST TO THE HONEST ARCHITECTURE OF THE 40s AND 50s OF THE LAST CENTURY!



REPLACING AN AFFORDABLE MID CENTURY SINGLE STORY HOME WITH STRONG BONES. THE SO CALLED TRANSITIONAL INFILL DESIGN HAS NO RELATION TO THE NEIGHBORHOOD, IS OUT OF SCALE, AND THE STEEP PRICE TAGS OF \$649,900 AND \$624,900 ARE NOT MEANT FOR MIDDLE CLASS FAMILIES IN PORTLAND.



THE TWO NEW HOMES ARE OVERCROWDING THE PROPERTY AND TOWER OVER THE NEIGHBORING SINGLE STORY RESIDENCES.

**SW EVANS STREET/SW 8th AVENUE, SOUTH BURLINGAME, PORTLAND, OR 97219**



OPPOSITE CORNER



VIEW FROM THE NEWLY ERECTED HOMES



TYPICAL RESIDENCE ON SW 8th AVENUE WITH AMPLE SET BACK MGA 12/2015



**SOUTH BURLINGAME, PORTLAND, OR 97219**



A CITY GRID WITH SIDEWALKS AND MODEST HOMES, EMBEDDED IN AMPLE GREEN, ALLOWS ONE TO WALK AND MEET NEIGHBORS. MOST HOMES WERE BUILT IN THE 40s AND 50s OF THE LAST CENTURY. THEY ARE AN HONEST EXPRESSION OF TIME AND SOCIAL FABRIC. MIDDLE CLASS FAMILIES COULD AFFORD THESE HOMES AND RAISE CHILDREN.



MGA 12/2015



OVERTOWERING THE SIDEWALK AND ADJACENT PROPERTY, DISREGARDING SUN EXPOSURE. THIS INFILL IS GROSSLY OUT OF SCALE TO THE 3,750 SF LOT SIZE.



SO CALLED TRADITIONAL DESIGN REMINDS OF "SEARS KIT HOUSES" FROM THE BEGINNING OF THE LAST CENTURY, DESIGNED FOR THE HOMESTED IN THE PRAIRIE. FRONT PORCHES ARE NOT TYPICAL FOR SOUTH BURLINGAME.



**SW 11th AVENUE, SW BURLINGAME, PORTLAND, OR 97219**



VIEW FROM NEW CONSTRUCTION SHOWS HOW EXISTING HOMES ARE IN CHARACTER WITH THE SOUTH BURLINGAME NEIGHBORHOOD.



MORE THAN 90% OF EXISTING HOMES ARE SINGLE STORY BUILDINGS WITH REASONABLE SET BACKS... THIS ALLOWS AN ABUNDANCE OF NATURAL LIGHT THROUGHOUT THE NEIGHBORHOOD. MGA 12/2015



AGGRESSIVE BUYING OFFERS THROUGH SIGNS AND MAILING



NEW THREE STORY INFILL DOMINATES THE STREET SCAPE. SOLID WOODEN FENCES ARE NOT TYPICAL FOR THIS NEIGHBORHOOD AND CREATE FORTRESS LIKE APPEARANCE.



DISREGARDING NEIGHBORS PRIVACY AND SUN EXPOSURE

**THE WHITE ELEPHANT ON SW CARSON STREET**

**SOUTH BURLINGAME, PORTLAND, OR 97219**



VIEW FROM THE NEWLY ERECTED RESIDENCE THE STREET IS CHARACTERISED BY SINGLE STORY RESIDENCES WITH FRONT YARDS.



VIEW FROM THE INTERSECTION SW 11th STREET AND SW CARSON STREET

MGA 12/2015

Provided by Terry Parker on 1/5/16:

TERRY PARKER  
P.O. BOX 13503  
PORTLAND, OREGON 97213-0503

**Subject: Comments to the Residential Infill Stakeholder Advisory Committee,  
January 5, 2016**

This is the tale of two new houses and one vintage home now gone.

On NE 60th street in my neighborhood - Rose City Park - currently lined with English Cottage style homes, one of the homes on a corner lot was demolished using an excavator. The hole in the ground where the basement once was remained there for several months.

Today, two monster houses, two and one-half stories tall and originally listed at \$595,000.00 each - have replaced the former English Cottage style home that was sold for around \$325,000.00 before being demolished. Although the roof lines of the new houses differ, they are like cookie cutter twins facing different directions, but also with reverse floor plans. Both have tuck under garages that a low slung car will likely high center when crossing the sidewalk, and both have an inside staircase on one side that when the door is open at the top of the stairs, it partially blocks one of the second floor front windows.

When the Rose City Park Neighborhood was originally platted in the early 1900s, it was envisioned by developers as a village in a park geared to the working class.\* Most setbacks are 15 feet from the street. These two new houses stick out like half gallon milk cartons being displayed with a collection of charming smaller decanters. The tacked on front porch of the house that faces 60th Street protrudes into and interrupts the average setback of the English Cottage style homes that otherwise line the street. The house behind facing the cross street interrupts the ribbons of green that backyards provide. The architectural style, height and mass of the two new houses do not fit in. They are completely out of scale with the surrounding neighborhood and the village in a park setting.

When infill occurs, developers need to be required to limit the size of any new structure to the average, height, footprint and setback on any given block face, and preferably not just be another big box milk carton.

\*The Growth of a City, Power and Politics in Portland, 1915 to 1950 by E. Kimbark MacCoill 1979

Provided/Presented by Robin Harman and Kimarie Wolf on 1/5/16:



## Residential Infill Project purpose:

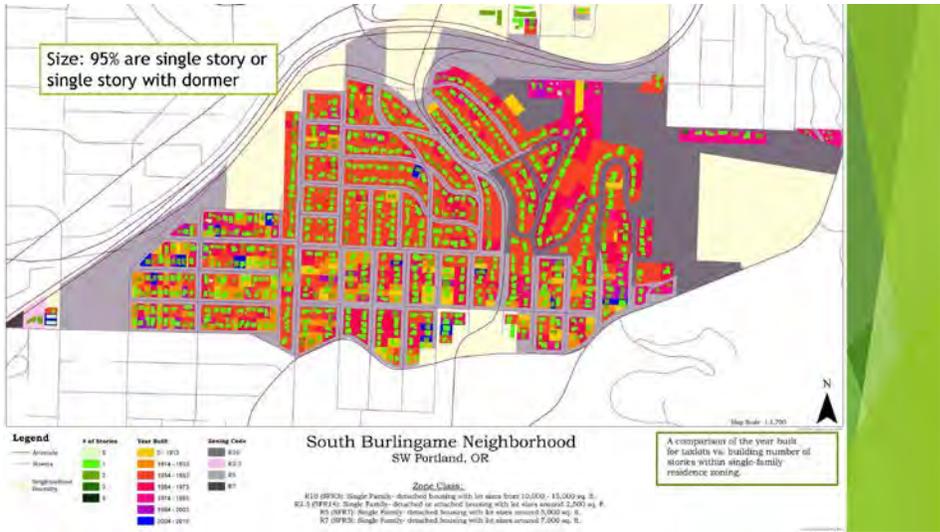
“The intent of the project is to help protect the unique character of Portland’s treasured neighborhoods.”

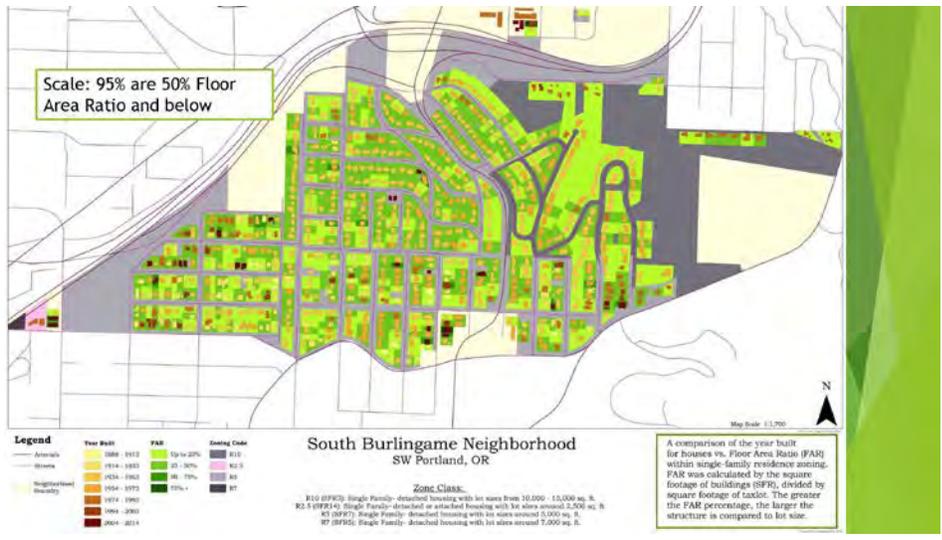
### Code Writing = Values into Action

Encourage designs that complement the general scale, character and natural landscape features of neighborhoods.

## Defining features of South Burlingame

- 90% of homes are 1 to 1 ½ story
- Large setbacks with green front yards
- Dormers add living space with minimal mass
- Homes are built with respect to natural terrain
- Ample solar access to homes and gardens
- Varied architectural styles with privacy preserved
- Mature landscaping and native trees supporting wildlife





► Large setbacks with green front yards

► Aesthetically pleasing homes, most low in profile and scale



► Single stories  
 ► Varied styles

- ▶ Open space between homes allows sunlight to fall on front and backyards



### Does the new infill match the South Burlingame neighborhood?

- ▶ Scale
- ▶ Size
- ▶ Setbacks



- ▶ Infill design has no relation to the style of the neighborhood
- ▶ Is out of scale
- ▶ Is not affordable





- ▶ Across the street from infill
- ▶ Large setbacks
- ▶ Scale and size typical of neighborhood



- ▶ Oversize front porch not typical
- ▶ Blocking solar access
- ▶ Towering over the adjacent property and sidewalk
- ▶ Grossly out of scale to the 3,750 sq ft lot size



- ▶ Across the street from infill
- ▶ Typical homes and green space
- ▶ Fir trees provide habitat & shade



- ▶ 3 story infill dominates the streetscape
- ▶ Solid fence creates fortress-like appearance
- ▶ Disregards neighbors privacy
- ▶ Blocking all sun exposure



- ▶ How well does the recent infill match the character of the neighborhood?
- ▶ Are we really trying to preserve treasured neighborhoods?



### The recent infill does not fit the neighborhood:

- ▶ Out of scale
- ▶ 2-3 solid stories of plywood
- ▶ Tiny setbacks
- ▶ Towering over the neighbors and sidewalk
- ▶ No front yards
- ▶ No respect for views or solar access

South Burlingame Neighborhood  
deserves attention to the following:

- ▶ Scale
  - ▶ 50% or less lot coverage
- ▶ Size
  - ▶ 1 - 1 ½ stories
- ▶ Setbacks
  - ▶ To be in accordance with other homes on the block

Provided by Margaret Davis on 1/5/16:

UNITED NEIGHBORHOODS FOR REFORM DEMOLITION/DEVELOPMENT RESOLUTION

Whereas sustainability, livability, and environmental and public safety are of concern to Portland residents;

Whereas the preservation of each neighborhood's historical heritage and character are of prime concern to Portland residents; and

Whereas the preservation of existing affordable housing is a citywide concern; now, therefore, be it

Resolved, that the United Neighborhoods for Reform requests:

1) Implementation of changes to the city's demolition regulations and protocols:

- a) Elimination of the (K)(1) exemption and restoration of the automatic 35-day demolition delay for single-family structures.
- b) Definition of "demolition" as removal of 50% or more of the structure.
- c) Requirement that applicants for demolition permits comply with all state and federal environmental and safety regulations including those for lead and asbestos.
- d) Retention of existing code providing for a 35-day delay on demolitions with an option for a 120-day delay available to a recognized neighborhood association or coalition, with the understanding that a good-faith effort be made to find alternatives to demolition.
- e) Notice of proposed demolition will be mailed to residents and property owners within a specified distance upon acceptance of the demolition application. If permit is approved, a 72-hour notice of date of demolition will be provided to the same parties.
- f) Establishment of a rigorous definition of "deconstruction," and recommendation of appropriate incentives, including an increased tip fee for construction debris.

- 2) Establishment of a task force composed of 50% neighborhood organizations and 50% city staff and concerned citizens to determine the distance required for notifications above, as well as:
  - a) Revision of code to limit the mass, footprint, setbacks, and height of construction to that of the average of existing homes within a specified distance.
  - b) Revision of current zoning and lot-splitting policies to protect existing housing and lot size.
  - c) Recommendations for tree and solar access protections.
  
- 3) Adoption by City Council of:
  - a) Measures to protect Portland residents from lead, asbestos, and other contaminants resulting from demolition/development by requiring surveys for these materials and an approved plan for lawful removal and disposal before issuance of demolition permit.
  - b) An update of the Historic Resources Inventory, with a waiting period mandated for removal of a property from the inventory.
  - c) A user-friendly online system available to the public for tracking demolition activity.

**Provided by Jack Bookwalter on 1/5/16:**

My name is Jack Bookwalter. I live in the Beaumont-Wilshire neighborhood. I have become increasingly distressed about the amount of tear-downs in my neighborhood and of the inappropriate houses going up in their place. Before I retired and moved to Portland I was a planner for the County of Sonoma and City of Santa Rosa CA. Those jurisdictions looked into much the same compatibility issues that you are looking into here.

One of the worst characteristics of replacement houses here is they do not respect existing neighborhood set-backs. Pushing houses out to the front of the street does nothing to benefit affordability or provide housing to the masses of newcomers we are told to prepare for. It only makes it incompatible with existing houses on the block. Where I worked before there was a standard setback of 20' for new construction OR the average of all existing house setbacks on the block. It worked. It was never controversial. It was merely the right thing to do.

And to the issue of undersized underlying lots, the Board of Supervisors ruled that if a house had ever been built over the property line of any of these historic lots, then those properties were automatically MERGED and could not be un-merged if the house were torn down.



**Provided by Allan Owens via public comment form on 1/5/16:**

*“Hope for code ideas specific to alternative housing. Plastic, aluminum or another material. Tiny Houses, ADUs.”*

**END OF SUMMARY MINUTES**

# Residential Infill Project – Stakeholder Advisory Committee (SAC)

## Meeting #6 (Charrette, Part 1) Summary Minutes **APPROVED BY SAC**

**Date:** Thursday, January 21, 2016

**Time:** 9:00 p.m. to 4:30 p.m. (Public Open House 5:00 p.m. to 6:30 p.m.)

**Location:** 1120 SW 5<sup>th</sup> Avenue, Portland, 2nd Floor – Room C

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

**SAC Members NOT in Attendance:** Young Sun Song, Eric Thompson,

**Staff/Consultants in Attendance:** Joe Zehnder (BPS), Sandra Wood (BPS), Morgan Tracy (BPS), Julia Gisler (BPS), Todd Borkowitz (BPS), Kristin Cooper (BDS), Mark Raggett (BPS), Tyler Bump (BPS), Eden Dabbs (BPS), Marty Stockton (BPS), Lora Lillard (BPS), Mark Asnis (BPS), Pei Wang (BPS), Kurt Krueger (Transportation), Anne Pressentin (Envirolssues), Mandy Putney (Envirolssues), Michael Dyett (Dyett and Bhatia), Peter Winch (Dyett and Bhatia), David Hyman (Deca Architecture), Shem Harding (Deca Architecture)

**Others in Attendance:** Thomas Karwaki, Linda Nettekoven, Doug Klotz, Taffy Everts, Terry Griffiths, Mark Bello, Steve Van Eck, Robin Harman, Jeff Cole, Jack Bookwalter, Ben Bortolazzo, Martha Johnston, Sam Hartman, Ellie Enon, Shannon Hiller-Web, Nancy Matela, Vicky De Gaa, Mark McClure, David Schoellhamer, John Sandie, Colin Cortes, Kurt Nordback, Alan Kessler, Tony Jordan, Terry Parker, Cliff Goldman, Beth Gilden, Gene Dieringer, Margaret Davis, Midge Pierce

### Meeting Objectives:

- Increase understanding of how other cities address infill development
- Increase understanding of public perception and values related to infill issues
- Discuss and refine concepts for addressing scale of houses and assemble a range of potential options for later public review
- Continue previous SAC discussion about where and when development on skinny lots should be allowed



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

<b>Post-Meeting Clarifications or Links</b>
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## **WELCOME AND MEETING INTRODUCTION**

Project Manager Morgan Tracy (BPS) thanked SAC members for their attendance and identified the meeting objectives (see above). Public comments can be made on public comment forms. Public Involvement Lead Julia Gisler (BPS) will accept all public comment forms, or they can be dropped off at the collection box at the welcome table. Public questions and concerns can be shared at the Public Open House immediately following the charrette. The general public is also invited to attend and observe all or parts of the charrette, but are asked to respect the charrette process by not actively engaging SAC members while they're working at their tables.

Michael Dyett (Dyett and Bhatia) described the charrette purpose, highlighted the day's agenda, and discussed key issues and the draft principles for residential infill. The three topics (scale of houses, narrow and skinny lots and alternative housing options) address challenges to building (new construction and additions) on older lots and "being a good neighbor" when doing so. The SAC's work in this meeting should continually reflect a spectrum of the draft principles; some will be obvious while others may be more difficult to address.

Michael reiterated the SAC ground rules, and indicated that "Don't be afraid to sketch" was added for the day's charrette.

## **PUBLIC OPINION SURVEY**

Mandy Putney (Envirolssues) provided results of the public outreach survey on residential infill in Portland, administered online between December 9, 2015 and January 12, 2016. The survey aimed to:

- Achieve a broad brush of community perspectives on new development in single family residential neighborhoods.
- Understand real and perceived concerns/benefits regarding residential infill issues, gain an understanding of how these concerns may be prioritized.
- Identify key community values to assist in establishing relevant evaluation criteria for later phases of the project.

During the five week period, 7,257 respondents completed at least one question; 6,746 completed all questions. The project team's outreach was performed through a press release and communication to neighborhood associations through [www.nextdoor.com](http://www.nextdoor.com) and other electronic means. The demographics who participated in the survey were largely from white property owners in inner east and southwest neighborhoods; not representative of Portland as a whole. The survey was an opt-in and not "statistically-valid" and is being used to obtain a general sense of some concerns and identify demographics who are underrepresented and

need further outreach on topics of residential infill, as well as geographic areas of Portland to focus additional outreach activities on the topic.

Some common issues observed through survey results include:

- Scale of houses (size, height, setbacks, lot coverage)
- Affordability
- Parking, garages and driveways
- Alternative housing options (e.g. ADUs and rowhouses)
- Demolition and deconstruction
- Traffic, transit and infrastructure

The project team is actively compiling survey responses and comments. A summary report along with appendices including the full spectrum of comments will be posted the week of February 16<sup>th</sup> on the project website.

**Link to the full SAC Charrette presentation (including introductions on scale of houses and narrow lot development):** <https://www.portlandoregon.gov/bps/article/561227>

**Q:** What do the scores associated with each response represent?

**R:** Scores were weighted. The bigger the separation between numbers suggests a higher degree of importance between the two. Some responders did not rank all of the options which also affects the weighting.

**Q:** Why do some scores have five digits while others have six?

**R:** The numbers were an algorithm output from SurveyGizmo, the program that was used to administer the survey.

**Q:** Do the numbers relate to how many survey responses were received?

**R:** See “Total Respondents” at the bottom of each table to see how many responses were received for each question.

**Q:** Will the results be broken down so the SAC can see what type of responder generally preferred one type of development over another?

**R:** Yes. This will be broken down more in an upcoming summary report on the survey.

**Q:** Will the results be broken down so the SAC can see what geography generally preferred one type of development over another?

**R:** Yes. These SAC questions are helpful as the project team determines how best to break down and communicate the data.

**Q:** As this cannot all be done immediately, who should SAC members contact regarding additional ideas and questions?

**R:** Public Involvement Lead Julia Gisler (BPS) at 503-823-7624 / [JuliaGisler@portlandoregon.gov](mailto:JuliaGisler@portlandoregon.gov)

**C:** This is a flawed survey. It is biased based on geography. It is not fair that select Portland neighborhoods will seemingly represent the voice of all Portland neighborhoods. This is hugely problematic.

**R:** There is a difference in doing a general survey versus statistically-valid polling. The project team continues to strive to provide maximum transparency as to who the respondents were and were not. One purpose of the survey is to inform where and how to best focus future public involvement activities. While this survey is not statistically-valid, the project team believes that its results still provide significant value.

**C:** The survey is neither fair nor professional.

**C:** In the summary report, please compare the percentages of survey respondents with the percentages of all of Portland.

**Q:** Can SAC members help inform the project team on where and how to best focus future public involvement activities?

**R:** Yes – probably not in a full SAC meeting but possibly as a subcommittee. By a show of hands, are any SAC members interested? (Several SAC members raised their hands).

**C:** Please amplify the response rates of those demographics who did not significantly respond. Please be careful and transparent when identifying the top issues identified through the survey results. They do not necessarily reflect the views of all of Portland.

**R:** Yes, agreed.

**Post Meeting Clarification:** The survey report will include comparisons of rankings based on different demographics and some comparative geographies to gain a better understanding of these differences.

**Q:** Has the project team identified strategies to specifically engage those who did not participate?

**R:** Yes. The project's public involvement plan has a goal of reaching the maximum amount of Portland residents.

**Post-Meeting Clarification:** The project's public involvement plan objectives include being accessible to diverse, under-represented communities will be finalized and made publicly available online in mid-late February 2016.

**C:** Please make all attempts possible to outreach to all Portland residents.

**C:** As there is little difference between some stated preferences and greater differences between others, please better illustrate the order of magnitude difference in how survey responses are tallied.

**R:** Yes! The project team will do so.

## SESSION 1: SCALE OF STANDARD HOUSES

Project Manager Morgan Tracy (BPS) gave a brief overview of standards versus reviews, current development standards and models of alternative regulatory approaches. His presentation was a recap of his presentation in SAC Meeting #2 on October 6, 2015.

**Link to Morgan’s ‘Scale of Houses – A Primer’ presentation at SAC Meeting #2 on October 6, 2015:** <https://www.portlandoregon.gov/bps/article/548058>

### Key Points

- Oregon’s two-track system of ‘clear and objective’ standards and ‘discretionary’ land use reviews is required by state law (ORS 197.307).
- A variety of building forms can fit within Portland’s single-dwelling base zone standards.
- Standard houses refer to houses on lots equal or greater than 36 feet in width.

**Q:** Are presentation examples based on a standard 50-foot by 100-foot 5,000 square foot lot in the R-5 zone?

**R:** Yes.

Project consultant David Hyman (DECA Architecture) presented issues of height, setbacks, bulk, parking/garages and architectural features on standard houses.

### Key Points

- 30 feet allows for the ability to ‘comfortably’ build three stories.
- Every foot of height difference can have real implications to buildings.
- While some cities require larger rear setbacks, the 12-foot by 12-foot, 250 square foot outdoor requirement generally results in homes not maximizing the 5-foot rear setback.
- Volume to area ratios (VARs), as highlighted on slide A3-5b, addresses the challenges of calculating grand rooms (or rooms with cathedral ceilings) and attics. Implementing VAR limits is more complex for architects, home builders, plan reviewers and inspectors, but does offer more accuracy when measuring building bulk.
- Many cities in the United States are using floor area ratios (FARs) to limit bulk for new residential construction. Portland does not utilize FAR to measure bulk in single-dwelling zones, but does limit bulk through a combination of limits on height, setbacks, building coverage and outdoor areas.

**Q:** Do prescribed height limits shown only relate to heights measured above grade?

**R:** Yes. This opens the door for other solutions (like basements) to get a home builder to achieve desired a square footage.

**Q:** On slide A1-4, floors are shown to be between nine and eleven feet. Why is there a difference with the seven feet that the building code requires?

**R:** The seven feet in the building code is an absolute minimum. This 7-foot dimension is more applicable to attics as main floors are rarely that low.

**Q:** Are the height measurement options shown the full extent of those that can be used?

**R:** No. SAC members should discuss and present other ideas identified in the upcoming small-group exercises.

**C:** Composite side setbacks are often utilized by other jurisdictions. They allow for flexibility as the five feet is often wasted space.

**C:** The side setback is more of a concern in narrow houses.

**Q:** Does FAR count square footage that is below grade?

**R:** Typically FAR requirements do not.

**Q:** What are current trends in residential codes measuring bulk by FAR?

**R:** 0.4:1 or 0.6:1 is typical in many places, with bonus for accessory dwelling units (ADUs), generally varying depending on the size of existing houses nearby.

**Post-Meeting Clarification:** ADU bonuses may include not counting ADU square footages in FAR calculations, counting only a percentage of total ADU square footages, or another measure that allow ADUs to be quantified less than the associated primary unit.

**R:** Portland has the largest FARs in the United States.

**Post-Meeting Clarification:** The above statement on how Portland compares with FARs in other U.S. cities was made by Michael Dyett and are not confirmed by City staff.

**Link to David's SAC Charrette presentation 'Scale of Standard Houses' (combined with other presentations):** <https://www.portlandoregon.gov/bps/article/561227>

SAC members are tasked with breaking into groups of 4-6 people to discuss issues of scale for standard houses. Each table, five in total, had a large 'placemat' showing different approaches for height, setbacks, bulk, architectural features and garages/parking, as well as a pie chart with the seven draft guiding principles. Each SAC member also had a personal 11"x17" copy of the placemat and supplemental drawings with three-dimensional building diagrams.

Each table had a facilitator and designer to engage the group and document discussions. The same handouts and group arrangements were used when discussing the remaining two subtopics: scale of narrow houses and scale of attached houses. At the end of the session on each of the topics, group and individual contributions (text and graphics) were collected in table envelopes. Report outs, after the first two subtopics and after the last subtopic, were made by table-designated SAC member reporters to the larger SAC and recorded in real-time on an overhead screen by Michael Dyett (Dyett and Bhatia).

*Charrette Placemat*

Groups included the following:

**Table 1:** John Hasenberg, Rick Michaelson, Marshall Johnson, Vic Remmers, Teresa St. Martin, Julia Gisler (BPS, Facilitator), Mark Raggett (BPS, Designer)

**Table 2:** Eli Spevak, Mike Mitchoff, Sarah Cantine, Barbara Strunk, Brandon Spencer-Hartle, **Mike Molinaro**, Morgan Tracy (BPS, Facilitator), Marc Asnis (BPS, Designer)

**Table 3:** Jim Gorter, Garlynn Woodsong, David Sweet, Rod Merrick, Emily Kemper, Tyler Bump (BPS, Facilitator), Shem Harding (DECA, Designer)

**Table 4:** Douglas MacLeod, Douglas Reed, Linda Bauer, Maggie McGann, Anne Presentin (EnviroIssues, Facilitator) David Hyman (DECA, Designer)

**Table 5:** Tatiana Xenelis-Mendoza, Alan DeLaTorre, Mary Kyle McCurdy, Mike Mitch-off, Danell Norby, Todd Borkowitz (BPS, Facilitator), Lora Lillard (BPS, Designer)

Groups were asked to respond to the following:

- What changes to zoning standards should the City consider?
- What “bundles” best advance the guiding principles?
- How could they be improved?

**Q:** Will SAC members be discussing issues of parking beyond what is on the list when they break into small group discussion?

**R:** The placemat diagrams are not meant to be an exhaustive list, but a starting point for discussion. SAC members are encouraged to add or elaborate on ideas.

**Q:** Does current code require one parking space per unit or dwelling?

**R:** Parking is not required for an ADU.

**R:** Parking is also not required for new development in single-dwelling zones within 500 feet of a high-frequency transit route.

**Table Report outs for scale of standard houses are included with Session 2: Scale of Narrow Houses**

## **SESSION 2: SCALE OF NARROW HOUSES**

Project consultant David Hyman (Deca Architecture) presented issues of height, setbacks, bulk, parking/garages and architectural features on narrow houses.

**Link to David's SAC Charrette presentation 'Scale of Narrow Houses' (combined with other presentations):** <https://www.portlandoregon.gov/bps/article/561227>

**Table Report Out Summary Methodology:** *The table by table report outs include notes taken by Michael Dyett (Dyett and Bhatia) during the charrette, with spelling and grammar corrected, and are boxed. Following Michael's boxed notes, BPS staff has clarified the statements and included supplemental information (shown in green font) based on notes at each table and items of discussion captured by table facilitators and designers.*

**Table 1 (John Hasenberg, Rick Michaelson, Marshall Johnson, Vic Remmers, Teresa St. Martin, Julia Gisler (BPS, Facilitator), Mark Raggett (BPS, Designer))**

- Narrow lot recommendations: consensus
- Some good requirements in place already to address historic challenges
- 4 ft above and bay window allowances
- Greater regulations that have to be met
- Average cumulative setback is good idea – could provide adaptability
- Allow options for parking, such increase 500 ft to transit to larger number
- Discourage curb cuts
- Credit for on-street
- Influenced by idea that houses may not be too big – could be other ways to support affordability
- Some concern about tuck under garages – some say terrible for façade; others say like that quality of life can be improved with that design solution – marketing accepting this
- Issues with parking pads and allowing within 10 ft. setback\
- Acknowledge density and transit access as improving

- Mixed reviews on average height; may like to measure to the peak; may help on design solutions
- Do not encourage flat roofs – don't define
- Measure height from sidewalk
- Exceptions for remodels

- **There was agreement towards allowing development flexibility on narrow lots.**
- **There are good requirements in place to address historic challenges.**
- Limit new homes to a maximum of 4-feet above grade; bay window should be allowed in setbacks.
- Allow eaves to project into setbacks at least 2 ft.
- Discourage home demolitions by incentivizing remodels.
- Consider an average cumulative setback (**allowing for side setbacks as close as 3-foot to adjacent property lines**) this could provide adaptability into the neighborhood.
- Improve options for parking, such as updating the current abatement for required off-street parking beyond the 500-foot distance from a high-frequency transit stop.
- Discourage curb cuts for new driveways; incentivize/credit buildings that utilize surplus on-street parking.
- Group thought there may be more effective ways to advance housing affordability than limiting the scale of new houses. Group thought that houses were generally not too big.
- Consensus was not achieved on tuck-under garages. Some indicated that they create a terrible street-facing façade; while others thought they increased livability by providing a consistent parking space for the residents.
- Some felt strongly that parking should be allowed within required front setback.
- Assume transit access will increase in single-dwelling zones if density increases.
- Consensus was not achieved on whether or not the averaging building heights is an effective solution. 2 Story houses are probably okay in 70 – 90 percent of the neighborhoods. Consider other ways of measuring height, such as measuring to roof peaks, while not encouraging the design for more flat roofs.
- Measure building heights from sidewalks.

**Table 2 (Eli Spevak, Mike Mitchoff, Sarah Cantine, Barbara Strunk, Brandon Spencer-Hartle, Mike Molinaro, Morgan Tracy (BPS, Facilitator), Marc Asnis (BPS, Designer))**

- Setbacks on R5 – concern about composite setbacks and averaging which may favor first in to permit counter
- Context sensitivity with alternate path based on neighborhood character – approval path

- Allowing non-conforming existing buildings. How to measure within a radius – want to have a balanced system
- Buildings need to have flexibility for changes to encourage continued use
- Two votes: 5 ft and 8 ft for side setbacks
- Flexibility of height relative to setbacks
- Narrow lot conversation: bonus for attached model vs. detached model.
- Could we see a cottage type option, with two residences back to back, or two smaller scale houses....
- Maybe depressed height for single family
- Narrow houses that are tall may not fit neighborhood
- Parking: maybe not allow or prohibit in certain situations with proliferation of curb cuts
- No street parking can result with narrow lots
- Bulk is more important in narrow lots...
- FAR may be an appropriate measure particularly in narrow lot development

- **Consensus was not achieved on employing** composite setbacks as they benefit developers who build early over ones who build later.
- Implement a two-track approval process that requires developers to either meet objective design standards or subjective standards that better employ site-specific attributes towards maintaining neighborhood character.
- **Develop a zoning 'sub-overlay' (i.e. R5a, R5b, etc.) that allows greater code flexibility (such as reduced front setbacks) relative to a property's proximity to Downtown or other centers.**
- Allow code more flexibility for additions on existing buildings to discourage their demolition and allow their continued use.
- Consensus was not achieved on preferred side setbacks; some preferred 5-foot setbacks, others 8-foot; **explore viability of relating setbacks on new residential construction with other homes on a block face.**
- Require that the maximum height of a new building be relative to its setbacks.
- For narrow lots, provide incentives for buildings that are designed to encourage positive interaction between neighbors; increase the incentive for attached houses on narrow lots.
- Explore viability of cottage-style, 'smaller-unit' approaches on narrow lots, such as two small-scale residences attached or arranged back to back, and narrow-unit townhomes on standard lots.
- Decrease height for homes in single-dwelling zones.

- Limit development of narrow houses whose height may not fit the context of its neighborhood.
- Prohibit on-street parking for new residential construction on narrow lots and other situations; **do not require parking on standard lots in single-dwelling zones but explore the viability of conditional use if off-street parking is provided elsewhere.**
- Regulate bulk more aggressively on narrow lots than on standard lots; explore utilizing floor-area ratios (FAR) to more effectively measure bulk on narrow lots.
- **Do not allow a building frontage on a new house to be closer to the front property line than building frontages on either side.**
- **Implement a fee for all curb cuts resulting from access to non-required, off-street parking, or create a development bonus for new residential construction that do not add more than the required curb cuts.**
- **Explore eliminating the 5-year vacant lot moratorium requirement.**
- **Explore the viability of floor-area ratio (FAR) with height limits on narrow lots to more effectively measure and regulate bulk.**
- **Explore the viability of density bonuses for additions resulting in an accessory dwelling unit (ADU).**
- **Explore the viability of a density overlay in some areas.**

**Table 3** (Jim Gorter, Garlynn Woodson, David Sweet, Rod Merrick, Emily Kemper, Tyler Bump (BPS, Facilitator), Shem Harding (Deca, Designer))

- |   |
|---|
| <ul style="list-style-type: none"> <li>• For standard lot: discussed bulk, like FAR better than lot coverage</li> <li>• Like FAR to encourage building basements, in combination with FAR</li> <li>• FAR could accommodate alt. housing types, such as courtyard housing, flexibility for odd-shaped lots</li> <li>• Grandfather an existing FAR, may no more than x% increase, but may not work in recently annexed areas</li> <li>• Might work in fully built out neighborhoods</li> <li>• FAR bonuses for TOD</li> <li>• Setbacks: no clear agreement, like averaging from either side or on the block, but may not work in recently annexed areas</li> <li>• Narrow and skinny: allow for 2 ft easements in setbacks</li> <li>• Have no garage in front with skinny houses, encourage a shared driveways</li> <li>• Encourage attached homes, maybe with FAR bonus, no coverage and reduced setbacks</li> <li>• Limit one driveway per 50 ft of frontage regardless on number of lots</li> <li>• Allow 18 inch projection into setbacks, with overhand or 2 ft with no overhang; eliminate current rule</li> <li>• Eliminate parking for skinny houses; one question: where do EV cars plug in....</li> </ul> |
|---|

- Front entry: how to avoid problem with tuck under – flight of stairs up to entry – maybe 4 ft max above grade; maybe break up staircase into a yard stair and then an entry stair
- One number may not fit the whole city; deal with neighborhood context
- May not throw out site coverage with FAR – more study
- Project: roof overhang, align with Building Code; but on projections for bay window, allow 18 inches to 2 ft. Need to maintain 3 ft clearance for health and safety
- See drawings from this table.

- Utilize or explore the viability of floor-area ratio (FAR) to more effectively measure bulk on standard lots and encourage the building of basements (**by not calculating basements in FAR**), as well as on irregularly-shaped lots to better promote more efficient alternative housing like courtyard dwellings; **explore the viability of ‘sliding-scale’ FAR based on zone intensity and/or lot size, measuring bulk through building volume and calculating FAR with outdoor space; linking FAR of new residential construction with demolished building being replaced.**
- In older, more dense neighborhoods, grandfather a defined area’s existing floor-area ratio (FAR) so that new residential construction will not be more than a given percentage of that FAR.
- Allow density bonuses for new residential construction within a defined transit-oriented development (TOD) area.
- Consensus was not achieved on how best to regulate bulk through setbacks for new residential construction; **explore viability of cumulative side setbacks to allow for more usable outdoor space; explore viability of averaged front setbacks with different extent of averages (i.e. homes on adjacent lots, homes on block, etc.) for different neighborhoods or pattern areas - particularly with regard to more recently annexed neighborhoods.**
- Prohibit front-facing garages on skinny houses; if parking is needed, incentivize development and use of shared driveways.
- Incentivize attached homes through tools like FAR bonuses (in lieu of lot coverage maximums) and setback reductions.
- Prohibit new driveways within 50-feet of existing or proposed/permitted driveways.
- Allow 2-foot roof overhang encroachments and 18-inch building projections into setbacks.
- Eliminate on-site parking requirements (**or at minimum, garages**) or **prohibit on-site parking** for all skinny houses, but effectively address resulting impacts to recharging of electric vehicles; **allow, but do not require, on-site garages and parking pads on narrow lots.**
- To reduce increased front entry floor heights resulting from tuck-under garages, consider limiting floor heights to 4-feet above grade and mandating that entry stairs must have a

landing between sidewalk-yard grade differentiation and yard-floor entry grade differentiation.

- Employ different bulk restrictions by defined geographical areas of the City to effectively fit unique neighborhood contexts.
- Incentivize shared driveways through bonuses for density of floor area ratio (FAR).
- Incentivize or require building articulation on side walls to avoid long wall planes.
- Measure building height on an angled plan from the centerline of adjacent street(s).
- Allow reduced side setbacks between two new narrow houses on skinny or narrow lots only when opposite side setbacks facing standard house(s) are increased to achieve a cumulative total setback of 10-feet.
- (ADD TO ALTERNATIVE HOUSING OPTIONS): Rezone lots near centers to R3.

**Table 4 (Douglas MacLeod, Douglas Reed, Linda Bauer, Maggie McGann, Anne Pressentin (EnviroIssues, Facilitator) David Hyman (Deca, Designer))**

- |   |
|---|
| <ul style="list-style-type: none"><li>• More consensus on skinny lots than standard lots</li><li>• Bulk hardest issue</li><li>• Let eaves go out to 3 ft from property line</li><li>• Allow parking pads for skinny lots</li><li>• Some concern about neighborhood context</li><li>• Setbacks: all not seeing 5 ft being useful as a rule, but no consensus on new number</li><li>• Cumulative setback option: some potential here, tie into parking pad choice</li><li>• Sacrifice setbacks for height – some potential here, maybe limit to 2 story with 3 ft side setbacks</li><li>• Entry, tuck-under and height – may limit ADU option; maybe height greater with an ADU</li><li>• FAR: lots of conversation – concern about bringing it in – big new tool... need a primer.</li></ul> |
|---|

- Allow roof eaves extensions to 3-feet from adjacent property lines.
- Consensus was not achieved on allowing required parking in the front setback.
- Prioritize neighborhood context.
- Explore viability of cumulative side setbacks, and potentially tied to parking requirements.
- Explore viability of different approaches to measuring building height, such as linking building width and side setbacks to building height.
- Allow flexibility to side and rear setbacks. On standard houses, explore viability of allowing 3-foot side setbacks. On new narrow houses, allow 3-foot side setbacks if height is limited

to two stories. Explore viability of allowing 3-stories if 3<sup>rd</sup> story is dedicated as an accessory dwelling unit (ADU).

- Incentivize accessory dwelling units (ADUs) through tools like allowing additional building height; dis-incentivize tuck-under garages if shown to limit ADU development.
- Explore the viability of floor-area ratio (FAR) to more effectively measure bulk on new residential construction.
- Do not average building height on new single-dwelling residential construction to adjacent buildings.
- Extend abatement for required off-street parking within a 500-foot distance from only high-frequency transit stops to all level of transit service.
- Explore viability of requiring deeper front setbacks for tuck-under garages.
- On 100-foot by 100-foot lots in R2.5 and R5 zones, allow bonuses for increasing density and/or providing affordable housing.
- Explore the viability of density bonuses for single-dwelling lots near centers and corridors or for affordable housing.
- (ADD TO ALTERNATIVE HOUSING OPTIONS): Make regulations for narrow and skinny lots the same.
- (ADD TO ALTERNATIVE HOUSING OPTIONS): Explore viability of prohibiting or severely limiting any development on skinny lots.

**Table 5 (Tatiana Xenelis-Mendoza, Alan DeLaTorre, Mary Kyle McCurdy, Mike Mitchoff, Danell Norby, Todd Borkowitz (BPS, Facilitator), Lora Lillard (BPS, Designer))**

- Garages: agreement with people parking too close to sidewalk; happy with idea that there are alternative uses
- Like garages that could open up to other uses
- Setbacks not a big issue
- Shared driveway may be good, but larger width than 10 ft.
- When alleys are available, have merit
- FAR:
- Height: where height is measured is as important as overall height, like idea of measuring from sidewalk
- Garages not an issue in R5
- Overall height: 2 story is fine; explore different height in different geographies (may not just be pattern areas)
- Disinclined for averaging to adjacent houses
- Intrigued by FAR as an alternative, combined with setback and coverage
- Treat narrow and skinny the same – no reason to be different

- Don't require off-street parking for these lots – have guidelines in place
- Tuck under is not necessarily a good alternative
- Talking about architectural features –
- like front and back setback options, but not necessarily the side
- Talked about attached housing as an alternative.
- Eave discussion – shared similar concerns
- Seattle example – liked this flexibility with front and back totaling 30 feet overall.
- No off street parking for narrow lots; allow for shared driveway with no code barriers.

- Do not require garages on all new residential construction; **if/where** garages are required, incentivize their ability to be viably converted for housing. Prohibit off-street parking for new residential construction on narrow and skinny lots; **if/where required, ensure that code guidelines minimize its intrusiveness.**
- Do not significantly change current code for residential setbacks, especially side setbacks, but still explore cumulative front/rear setbacks.
- Explore ways to incentivize shared driveways, but only allow in areas where building setbacks do not create hazards (i.e. minimum building setbacks of 5-feet would result in a 10-foot wide space, which is too narrow for a car to safely navigate).
- When an alley abuts a residential lot experiencing new construction, it should be utilized to accommodate any desired parking.
- Explore the viability of floor-area ratio (FAR) – in conjunction with limits like setback and coverage – to more effectively measure bulk on new residential construction.
- **Keep 30-foot building height limits but** explore more effective approaches to measuring height, specifically from a lot's base point; consider measuring building height from point(s) on adjacent sidewalk(s) **or street centerline. Do not measure buildings to roof peaks. Explore the viability of differing heights by pattern area.**
- Allow construction of 2-story **plus attic standard** homes in all single-dwelling zones; explore how to effectively manage maximum building heights in different geographic areas of the city **(by pattern area, neighborhood or block)** to better fit neighborhood context.
- Do not limit new residential construction to the average heights, setbacks and floor areas of adjacent houses.
- Regulate houses on narrow and skinny lots the same; prohibit off-street parking for **narrow detached homes on** either.
- Do not incentivize tuck-under garages.
- Incentivize attached housing over detached housing on narrow and skinny lots.
- Allow greater setback encroachment of building eaves.

- On narrow and skinny lots, updating the current abatement for required off-street parking beyond the 500-foot distance from a high-frequency transit stop.

**LUNCH BREAK**

Lunch was provided. SAC members were free to take their lunches off site, but were welcome to stay and discuss the morning session with each other, the public and the project team.

**SESSION 3: SCALE OF ATTACHED HOUSES**

Project consultant David Hyman (Deca Architecture) presented issues of height, setbacks, bulk, parking/garages and architectural features on attached houses.

**Link to David’s SAC Charrette presentation ‘Scale of Attached Houses’ (combined with other presentations):** <https://www.portlandoregon.gov/bps/article/561227>

**Q:** What is the difference between rowhouse zones and townhouse zones in the Seattle code?

**R:** Primarily FAR.

**C:** In addition, common walls versus walls that are side-by-side.

**Post-Meeting Clarification: Per the City of Seattle:**

Rowhouse	Townhouse
	
<p>Rowhouses are attached side by side along common walls. Each rowhouse directly faces the street with no other principal housing units behind the rowhouses. Rowhouses occupy the space from the ground to the roof. Units can not be stacked.*</p>	<p>Townhouses are attached along common walls. Townhouses occupy the space from the ground to the roof. Units can not be stacked. Principal townhouse units may be located behind other townhouses units as seen from the street.*</p>
1.0 or 1.2	0.9 or 1.1
<p>1 unit / 1,600 SF lot area on lots less than 3,000 SF All others: No Limit</p>	<p>1 unit / 2,200 SF or 1 unit / 1,600 SF lot area 1 unit</p>
<p>30' + 5' for roof with minimum 6:12 pitch Front: 5' minimum Rear: 0' with Alley, 7' average, 5' minimum Side: *</p>	<p>30' + 5' for roof with minimum 6:12 pitch Front: 7' Average, 5' minimum Rear: 7' Average, 5' minimum Side: 5' if building is 40' or less in length, or 7' Average 5' min.</p>
60'	60'

[http://www.seattle.gov/dpd/cs/groups/pan/@pan/documents/web\\_informational/dpds021571.pdf](http://www.seattle.gov/dpd/cs/groups/pan/@pan/documents/web_informational/dpds021571.pdf)

**Table Report Out Summary Methodology:** The table by table report outs include notes taken by Michael Dyett (Dyett and Bhatia) during the charrette, with spelling and grammar corrected, and are boxed. Following Michael’s boxed notes,

*BPS staff has clarified the statements and included supplemental information (shown in green font) based on notes at each table and items of discussion captured by table facilitators and designers.*

*Table 1 (John Hasenberg, Rick Michaelson, Marshall Johnson, Vic Remmers, Teresa St. Martin, Julia Gisler (BPS, Facilitator), Mark Raggett (BPS, Designer))*

- Not a lot of changes; looked at contextual row houses – if considering increasing density, then this sketch with fee simple ownership, no required garage or look at an easement for shared drive
- Also looked at pg 53 – 2<sup>nd</sup> photo down, feeling is that this would fit into the neighborhood with a density increase. Handles parking well.
- Make solution, with varied roof line and entry, but really should look, like one house in the R5
- Don't require a garage.
- If more than 2 attached, then have a bay window or varied roof lines or other variation to break up mass.

- Do not significantly change existing code for attached houses; keep any code changes to the combined structure of attached houses consistent with code changes for detached houses.
- Do not require garages for attached houses.
- Allow parking in the front setback.
- Incent attached housing through density bonuses, especially two-unit.

*Table 2 (Eli Spevak, Mike Mitchoff, Sarah Cantine, Barbara Strunk, Brandon Spencer-Hartle, Mike Molinaro, Morgan Tracy (BPS, Facilitator), Marc Asnis (BPS, Designer))*

- Felt like underlying Code was sufficient to deal with issue
- In 100 x 100 in R2.5 or R5, do a density bonus, or may only bonus with affordable housing
- Attached in narrow lots, R2.5 language maybe going away as it's a disincentive
- Parking: City should allow flexibility and maybe not require garages... park off-site or allow pad within the front setback.
- Looking for flexibility
- Did not go into details on density bonuses
- Concerns about density capacity in some areas of town. Including school capacity

- Manage context, scale and building volume on attached houses in the same way as will be done for detached houses; **delineate separate units on attached houses with a break in roof form.**

- For attached houses, better emphasize front doors and prohibit **garages and other** on-site (off-street) parking, especially on corner lots with ample frontage parking.
- Prohibit stairs to a main entry on the second floor of attached houses.
- Allow main entries to each unit of an attached house on a corner lot be located to face the same street. **Dis-incentivize main entries to each unit of an attached house on a corner lot be located to face different streets.**
- Increase bonuses for attached houses with ADUs in some geographic areas of the city; consider tying density bonuses to shared driveways and/or going through design review; explore whether such incentives would result in increased demolitions using local inventories of attached houses in Portland’s single-dwelling zones.
- Incentivize attached houses over narrow houses **with density bonuses or other tools.**
- **On 100-foot by 100-foot lots, allow bonuses for increasing density through rowhouses.**

*Table 3 (Jim Gorter, Garlynn Woodson, David Sweet, Rod Merrick, Emily Kemper, Tyler Bump (BPS, Facilitator), Shem Harding (Deca, Designer)*

- |  |
|--|
| <ul style="list-style-type: none"> <li>• Like attached houses and the benefits – energy efficiency, shared driveways possible, can limit curb cuts and finally can increase density</li> <li>• Want to talk about attached skinny houses – larger houses on R5 lots</li> <li>• Don’t have a different view of these houses, but consider corner lot size</li> <li>• Disagreed on whether an attached with same frontage should look like one home or two</li> <li>• Allow different setbacks for attached housing on R5 lots</li> <li>• Keep it simple to facilitate easy implementation</li> <li>• Came back to discussion of FAR – thinking of corner lots, may be an increase allowed for corner lots</li> <li>• Came back to neighborhood context – no agreement</li> <li>• R5 focus and attached houses – two houses put together – intent that it should look like a house – scale should fit into the neighborhood</li> <li>• Smaller lots, break down scale</li> </ul> |
|--|

- Incentivize attached houses given their ability to improve energy efficiency, add viability for shared driveways, limit curb cuts and increase density; keep regulations for attached houses simple to netter facilitate their implementation.
- Maintain current code for attached houses on corner lots in the R5 zone.
- Consensus was not achieved on whether to regulate attached houses on a shared frontage to appear as one house or two.
- Do **not** allow different setbacks for attached houses on lots in the R5 zone.

- Utilize or explore the viability of floor-area ratio (FAR) to more effectively measure bulk of attached houses on corner lots; consider allowing density bonuses for attached houses on corner lots.
- Consensus was not achieved on whether to regulate attached houses differently in different geographic areas if the city to maintain neighborhood context.
- Do not allow attached houses on narrow lots in the R5 zone; incentivize attached houses on narrow and skinny lots in R2.5 zones.
- Allow three or more attached units on two abutting skinny or narrow lots in R5 zones if all unit entrances do not face a street frontage.
- Incentivize tuck-under parking for attached houses on standard and corner lots.

*Table 4 (Douglas MacLeod, Douglas Reed, Linda Bauer, Maggie McGann, Anne Pressentin (EnviroIssues, Facilitator) David Hyman (Deca, Designer))*

- |   |
|---|
| <ul style="list-style-type: none"> <li>• Context, scale and building volume similar</li> <li>• Emphasize garage on street and front door but allow for no on-site parking</li> <li>• Allow for on-street parking</li> <li>• Object to full flight of stairs to a second floor/first living area</li> <li>• Corner lots provide a lot of parking</li> <li>• Requiring entry to each unit from each street not always effective, be sensitive to orientation and allow for entries on one street</li> <li>• Increase bonuses with ADUs</li> <li>• Concern about incentive for demolition really being created</li> <li>• Historic inventories may be needed</li> <li>• May be areas where more density needed; give thought to spot bonus areas</li> <li>• Houses should have same volume however they are attached.</li> <li>• Prefer attached to skinnys</li> <li>• Some of the density bonuses should be tied to design review....Want to join driveways</li> <li>• See table's drawings.</li> </ul> |
|---|

- Do not significantly change existing code for attached houses, except consider removing code language that potentially dis-incentivizes attached houses on narrow lots in the R2.5 zone.
- Allow increased parking flexibility for attached houses; consider not requiring garages, allowing required unit parking off-site or on a pad within the front setback.
- Explore incentives, like density bonuses, that encourage more building of attached houses.

- Balance an area’s ability to accommodate increased density through attached houses with capacity for schools and other infrastructure.
- Explore viability of requiring only attached narrow houses if areas far away from centers.
- Do not allow variations on roof heights in two attached houses comprising one structure.

*Table 5 (Tatiana Xenelis-Mendoza, Alan DeLaTorre, Mary Kyle McCurdy, Mike Mitchoff, Danell Norby, Todd Borkowitz (BPS, Facilitator), Lora Lillard (BPS, Designer)*

- Questioning whether a major focus is really needed – are there serious issues
- Consider whole structure and not limit width
- Treat height as a single, separate issue
- Garages not be required
- Incentives for attached housing with density bonuses
- Value in increased density
- Look at certain zones of R5 – alternative housing discussion, corner lot can take separate structures
- Many R5 lots can accommodate a diverse range of housing types.
- Two units in one structure

- Explore the viability of row houses that maintain neighborhood context – even if increasing density - with fee simple ownership, with no required garage(s) and allowances for on-site vehicular parking **only** via **alley or** easement for a shared driveway. **Prohibit street facing garages for attached row houses.**
- Allow flexibility for attached houses on varied roof lines and entries while maintaining a look of one house that compliments the rhythm of the existing streetscape.
- Do not require garages **and prohibit street facing attached garages** for attached houses.
- If more than two houses are attached, then architectural variation should be employed to reduce the perception of mass.

#### **SESSION 4: DEVELOPMENT ON SKINNY LOTS IN THE R5 ZONE**

Supervising Planner Sandra Wood (BPS) gave a brief overview of land divisions (that result in standard or new narrow lots) and lot confirmations (that result in standard or “skinny” lots), comparing the two processes and set of development standards for lots that appear the same (commonly 25-foot by 100-foot). Her presentation was a recap of her presentation in SAC Meeting #4b on December 1, 2015.

**Link to Sandra’s ‘Narrow Lot Development’ presentation at SAC Meeting #4b on December 1, 2015:** <https://www.portlandoregon.gov/bps/article/558043>

#### **Key Points**

- Land divisions cost more and provide an opportunity for public comment; lot confirmations cost less and do not provide an opportunity for public comment.
- Lot confirmations are more common in the R5 zone.

**Q:** Will this session only be looking at new approaches for lot confirmations?

**R:** Yes; just lot confirmations, not land divisions.

**C:** A lot of residents are long aware of the City’s underlying lot lines, despite the issue only recently garnering significant attention.

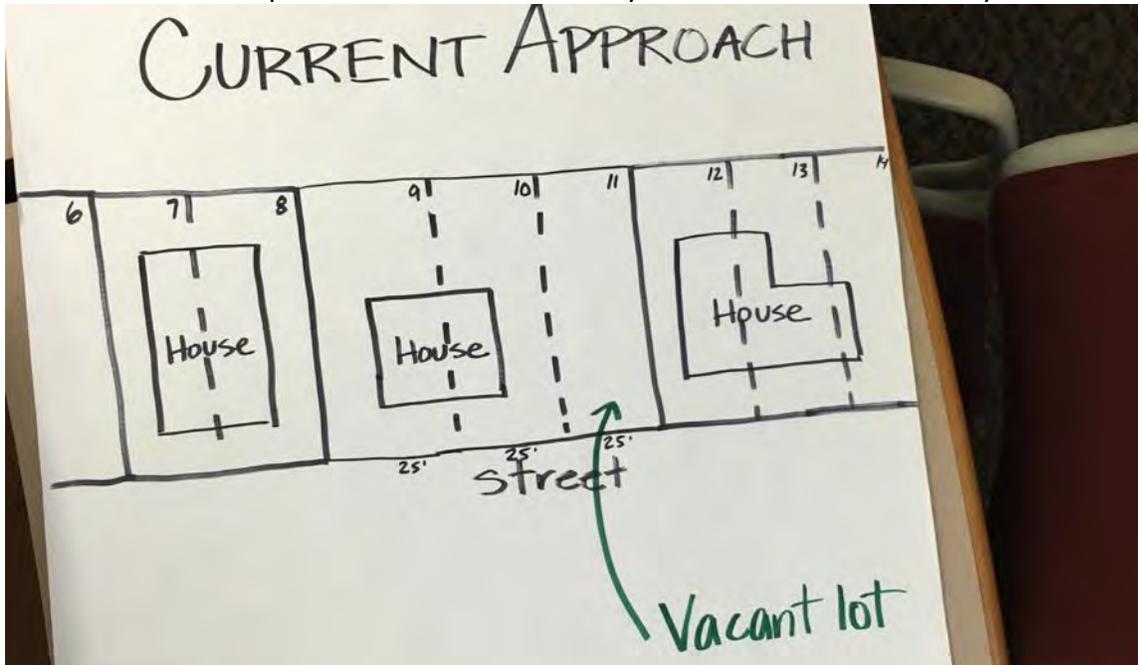
**C:** Agreed; there are tons of residents are aware of lot confirmations!

**Link to Sandra’s SAC Charrette presentation ‘Development on Skinny Lots in the R5 Zone’ (combined with other presentations):** <https://www.portlandoregon.gov/bps/article/561227>

There is a spectrum of perspectives on where lot confirmations should occur, from ‘nowhere’ to ‘somewhere’ to ‘everywhere’. City staff assumes that they will receive substantial commentary from individuals advocating for all of these perspectives. Staff is asking SAC members to “assess two approaches for addressing underlying lot lines against the draft guiding principles of residential infill. An ideal solution for would address some or most of these principles. The two approaches include:

**Default Approach**

- Allow development on lots at least 3,000 square feet and 36 feet wide, and
- Allow development on smaller lots if they have been vacant for five years.

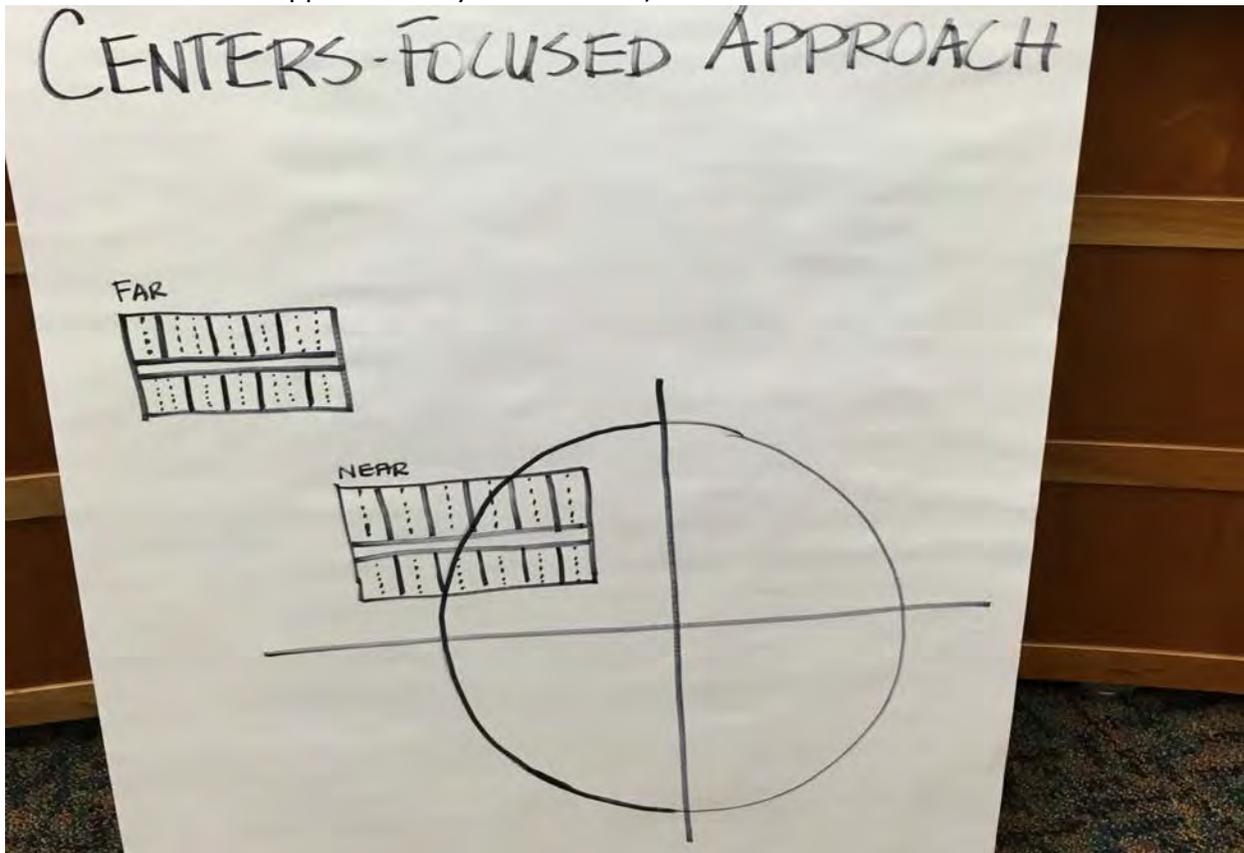


*Concept for Default Approach, as shown at SAC Charrette.*

**Centers-Focused Approach**

- Near centers, upzone 25-foot by 100-foot R5 lots to R2.5 (to facilitate the confirmation of those lots in a manner that is consistent with the new base zone designation), and

- Far from centers, do not allow houses on lots that don't meet the minimum density for the zone (in R5, each lot would need to be at least 4,750 square feet – a more conservative approach away from centers).



*Concept for Centers-Focused Approach, as shown at SAC Charrette.*

**Q:** Why does the centers-focused approach not include corridors?

**R:** This is just a concept. It does not include corridors as shown, but that could be revised per small group discussions.

**Q:** On the map 'R5 and R2.5 Tax Parcels with 25x100 or 33x100 Underlying Plats' (Slide 123), what do the colors represent?

**R:** Yellow represents underlying plats in the R5 zones; Orange represents underlying plats in the R2.5 zones. The map is estimated by City staff to be at about 80 percent accuracy.

**Q:** Has the City Attorney looked at this issue? Would limiting development on underlying plats constitute a taking?

**R:** It depends on the particulars of the situation. The City Attorney has advised staff to develop sound planning policy first, and then evaluate the legal issues as part of vetting and adopting a specific proposal.

**C:** There is a right for Portland residents to confirm these lots. The centers-focused approach will prevent 75 percent of currently qualifying lots to ever be developed upon.

**R:** Oregon law requires that lawfully established lots remain discrete lots. It does not mandate that development be allowed on substandard lots.

**Q:** Yellow represents underlying 25-foot by 100-foot plats in the R5 zones?

**R:** Correct.

**Q:** So the centers-focused approach would change lots from R5 to R2.5 if near centers?

**R:** Correct.

**Q:** And you would no longer be able to develop on the lots determined to be away from centers?

**R:** Correct.

**Q:** So the proposal would include removing up to 85 percent of all potentially-developable skinny lots?

**Q:** Please define “near centers”.

**R:** These could be defined in any number of ways, including how they are defined within the Draft Comp Plan.

**R (BPS Chief Planner Joe Zehnder):** The circles shown are just a symbol indicating the type of center, not the actual boundary. City staff might propose a ‘halo’ around a selected center point in an area identified for future growth. Are there other ways of determining the area? Yes, and the City would be seeking a strong rationale in determining what’s designated to be “near centers” or not.

**Q:** Should the SAC instead be considering how to expand the availability of narrow lots?

**R:** The City is currently exploring the upzoning to R2.5 of some currently zoned R5.

**C:** One idea might be to take the potential net density lost through the near centers approach and expand the R2.5 zone enough to make up for it. This would result in no net loss of potentially available housing units by backfilling lost density.

There was previous discussions about narrow lots; they’re one of the three main topics tasked for this project to address. What would SAC members advise City Council to do about this issue? City staff is seeking SAC guidance.

**C:** It would be helpful to SAC members if the City would do more analysis in this topic.

**R:** Agreed.

**Q:** Is assessing the two proposals – existing and an alternative centers-focused approach - what the SAC is tasked with discussing at this time?

**R:** Yes.

Sandra Wood (BPS) indicated that this session would be less in the three-dimensional (form) realm and more in the two dimensional (map). While some ideas were gained from SAC members at the December 1, 2015 meeting, the project team determined that more conversation was needed to gain a better understanding of the SAC's preferred recommendations to City staff.

Facilitator Anne Pressentin (EnviroIssues) asked SAC members to take about five minutes to each complete a worksheet on approaches to development on skinny lots in the R5 zone, then work collaboratively as a group to answer two questions (see below).

A reminder was made that circles representing centers were graphic conventions only, and that they do not represent a specific geography.

The questions to be answered in small groups include:

- How does each approach advance the draft guiding principles?
- How would you adjust the approaches to better reflect the guiding principles?

**Development on 25 x 100 lots in the R5 Zone**

**Worksheet**

**Default Approach**

- Allow development on lots at least 3000 sf/36' wide; and
- Allow development on smaller lots if they have been vacant for 5 years.

Provide Diverse Housing Opportunities That Are Adaptable Over Time

Support Housing Affordability

Be Economically Feasible

Be Resource-Efficient

Maintain Privacy, Sunlight, Open Space & Natural Features

Fit Neighborhood Context

Provide Clear Rules for Development

**Centers-Focused Approach**

**Near Centers**

- Upzone 25x100 foot lots close to centers to R2.5

**Far from Centers**

- Do not allow development on lots that don't meet the minimum density for the zone (each lot would need to be at least 4750 sf.)

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**Questions:**

1. How does each approach advance the Draft Guiding Principles?
2. How would you adjust the approaches to better reflect the Draft Guiding Principles?

*Worksheet on development on 25 x 100 lots in the R5 Zone*

Report outs on recommendations for development on skinny lots in the R5 zone were done individually to the larger group in a round-robin format. Anne Pressentin (EnviroIssues) facilitated discussion while Kristin Cooper (BDS)-documented SAC member ideas and perspectives on a large note pad.

**The SAC was presented with two skinny lot policy scenarios: the default approach which allows vacant substandard R5 lots to be “confirmed” in areas where underlying small lot platting exists; and a Centers Focused Approach which would seek to facilitate confirmation of R5 lots in areas near centers (e.g. no vacancy rule, or rezone to R2.5) and apply a larger minimum lot size reflecting density for areas outside centers. (DA=Default Approach; CFA=Centers-Focused Approach):**

- CFA is preferred; Truth in zoning is important; Allow narrow and skinny lots only in the R2.5 zone.
- Hybrid is preferred; Allow development on confirmed lots everywhere.
- CFA is preferred; Neither approach addresses neighborhood context.
- CFA is preferred; It should include corridors in addition to centers; Ensure no net loss of buildable narrow lots (if prohibiting lot confirmations beyond centers, lots must be made up for in new R2.5 zone designations).
- CFA is preferred; No lot confirmations anywhere would be better; Assess impacts on neighborhoods.
- Truth in zoning addresses neighborhood context.
- Prohibit skinny houses; Measure houses using a volume-based ratio.
- Prioritize truth in zoning and neighborhood context; Prohibit skinny houses by allowing only attached houses on narrow/skinny lots.
- CFA is preferred; As 16 DU/acre is needed to support mass transit, expand to include all corridor with any frequency bus service.
- Uncertain; Neither may result in more housing affordability or an increase in density.
- CFA is preferred; Address neighborhood context differently in different ‘near center’ areas.
- Prioritize truth in zoning and neighborhood context; Address neighborhood context differently in different ‘near center’ areas – do so by vetting with individual neighborhoods.
- Prioritize truth in zoning.
- Prioritize truth in zoning; Ensure that East Portland is not inequitably impacted.
- DA preferred; New minimum lot size of 4,750 sf (CFA, far from centers) is concerning.
- DA preferred; increased density is needed to accommodate Portland’s increasing population while maintaining the urban growth boundary and increasing housing affordability.
- CFA is preferred; Align areas near centers with the 20-minute neighborhoods concept.

- Hybrid is preferred; Rezone areas near centers as R2.5 while allowing development on confirmed lots everywhere; Focus more on bulk and scale issues, including better incentivizing attached houses.
- Allow citywide development on confirmed lots; Address other, more key issues, like regulating new residential development using FAR.
- Actively pursue approaches that result in a greater variety of important housing types that are affordable to different residents; Focus more on centers.
- Increased density equals increased affordability, resulting in more housing options; Develop a higher-lower step down approach from centers.
- Confirm whether existing infrastructure can even support intensifying housing density only near centers; Allow density to be spread more equally throughout the city.

### SAC Reactions to Development on Skinny Lots in the R5 Zone Round Robin

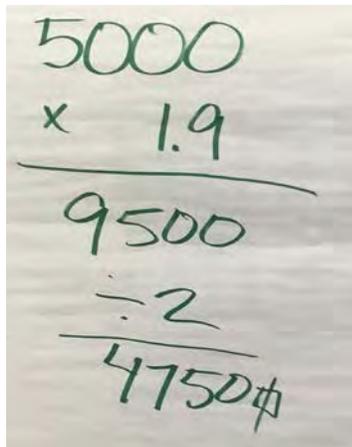
Following the individual SAC member report outs, Anne Pressentin continued to facilitate this part of the conversation for reaction to the discussion.

**Q:** If the City already allows development on 3,000 square foot lots in the R5 zone, why does the centers-focused approach suggest a change to this? Does the proposal suggest allowing development on only skinny lots that are at least 4,750 square feet, or all lots at that size?

**C:** The SAC’s mandate is truth in zoning.

**C:** City staff is trying to advance their agenda by “sliding in” a new minimum lot size.

**R:** City staff is not “sliding in” a new minimum lot size. To better explain, Sandra Wood (BPS) drew the following:



*The 4,750 square foot lot size represents ½ of a site that is large enough to split into two lots. Due to Portland’s density rounding rules, if a site is within 90% of a full unit, then the density rounds up. In other words, a 9,500 s.f. site/5,000 square feet equals 1.9, which rounds up to two units. ½ of 9,500 s.f. equals 4,750 s.f.*

**C:** In this concept, flexibility is added to the code.

**R:** The density is calculated in a land division, it is not currently calculated in a lot confirmation.

**C:** It would be good to separate the issues out. Land confirmations should not be made universal as there are occasionally valid reasons to allow smaller lots.

**C:** This feels like City staff is advocating for the SAC to address two different issues, even if they are related. The SAC was asked to advise on skinny lots, but now another issue is being added to this topic.

**R:** Lot confirmations...

**C:** But City staff is proposing to not allow 3,000 square foot lots!

**Q:** So the SAC should not assume that 4,750 square feet is proposed as a new minimum lot size, correct? While 3,000 square feet would remain the minimum lot size as it is currently, a lot of this size could not be created until the average density of the two was met, correct?

**R:** Yes; correct.

**C:** Is zoning not a tool for planning? This is an opportunity to put density where it belongs!

**C:** Please confirm: On a 10,000 square foot lot, an existing home takes up 6,000 square feet, leaving a remnant of 4,000 square feet. Is this 4,000 square feet not buildable?

**R:** It depends; City staff would need to play out the logic.

**C:** SAC members know much more about lot confirmations than many. It's tough to have an objective discussion given the spectrum of biases represented by SAC members. There should be a significant concern that conflicts of interests exist and that biases will unfairly influence policy.

**C:** Remove the "far from centers" portion of the centers-focused approach. It does not support housing availability. It will be horrible for the city as the city will be losing both affordability and density. There is a reasonable concern that the centers-focused approach will result only in new individual homes.

**C:** It is preferable to allow skinny lots than to encourage the demolition of existing homes.

**C:** Demolitions would increasingly occur if skinny lots are continued to be allowed.

**C:** This is a complex problem and the reason why builders see demolishing houses as a preferred option. The process is maddening!

**C:** There is strong dislike for skinny houses. The current approach to lot confirmations does not meet density minimums.

**R:** It does not; but it's still allowed today.

**C:** It's not affordable housing if four individual exterior walls are being built. Skinny houses are not affordable if detached.

**Q:** If zoning "near centers" in the centers-focused approach was changed to R2.5, three units could be created per lot, correct?

**Post meeting clarification:** In the scenario described above, there would need to be three 25x100' lots to have three units. Under current lot confirmation rules, if the three lots were in

an R5 zone and a house straddled all of them, the property line could be adjusted to create two 37.5 foot wide lots and not wait 5 years. Alternatively, the lots could be left vacant for 5 years and each built on.

**R:** Yes; the approach would negate the vacant lot provision “near centers” but would increase net density through the R2.5 designation.

**Q:** Why would the City upzone “near centers” on designated lots only with underlying plats, and not on all lots in those areas?

**C:** If skinny houses are the only affordable houses, I won’t be buying a house.

**C:** Skinny houses are “one bucket” of affordable housing. There should be a mix of both attached and detached options. Regardless, new houses are more efficient and use less energy.

**C:** Developers are “in a pickle” with very limited options being proposed. Alternative housing options charrette session will hopefully provide developers with more opportunities.

**C:** With skinny houses, the connection to the rights-of-way often result in long and narrow building forms. There may be a need for more flexibility to develop small houses, not just skinny houses.

## **WRAP UP AND NEXT STEPS**

Following the lively SAC discussion on development on skinny lots in the R5 zone, Michael Dyett (Dyett and Bhatia) asked SAC members to share thoughts on what they would advise City Council. Afterwards, the SAC will be asked to summarize the day’s findings.

### **SAC Advice to City Council**

**C:** It’s difficult to make recommendations without a vetted discussion on alternative housing options.

**C:** Agreed.

**C:** City Council must align the two different codes regulating narrow and skinny lots. The two need identical rules. (Many SAC members indicated agreement).

**C:** While there is building excitement for the alternative housing options discussion, there is also some fear that the topic is seen as “the silver bullet” and some uncertainty that the City can create effective code for it. The SAC needs to gain the perspective that skinny houses offer less financial barriers to home ownership.

**C:** Remove mandates for garages because of the unintended consequences they have on homes. Measuring height from the sidewalk offers a potentially more effective approach to regulating bulk on new houses.

**C:** Context is important. Different neighborhoods need different approaches. Customization is needed; not one solution; not one-size-fits-all approaches.

**C:** While it's difficult to make recommendations without a vetted discussion on alternative housing options, a 'near versus far' approach might make sense. Some solutions may work better near centers; these areas might be more conducive to skinny/narrow houses. The compromise might be 25-foot by 100-foot lots in only some areas.

**C:** Required parking pads should be allowed in the front setback.

**C:** People should be allowed to build on any lot of record.

**C:** Nothing on a map of Portland is really "far from centers" as it's all close to micro-neighborhoods.

**C:** The SAC is discussing very significant changes to what is currently allowed. In three months, it will presumably be too late to redraw zoning maps.

**R:** Overlapping conversations are currently happening on these issues and what to do about the 80%/20% population projections. Testimony that is occurring on the draft Portland Comprehensive Plan may result in an increase in the diversity of allowed housing types. City Council is still discussing options in upcoming work sessions. The City, however, is not discussing housing form anywhere else and is relying on the Residential Infill Project to inform this discussion. The Portland Comprehensive Plan will get recorded. Rules by the SAC will be codified. Planners continue to work with neighborhood associations about where R2.5 gets adopted.

**R (BPS Chief Planner Joe Zehnder):** 'Centers and corridors' is in the Draft Portland Comprehensive Plan. The general neighborhood forms are being identified, but the details are not. How do all these tools work together? The Portland Comprehensive Plan set the Residential Infill Project up to be able to do so.

**C:** On the centers-focused approach, R2.5 should be adjacent to – not in – centers and corridors.

**Q:** On the centers-focused approach, how will the 5-year vacancy rule apply?

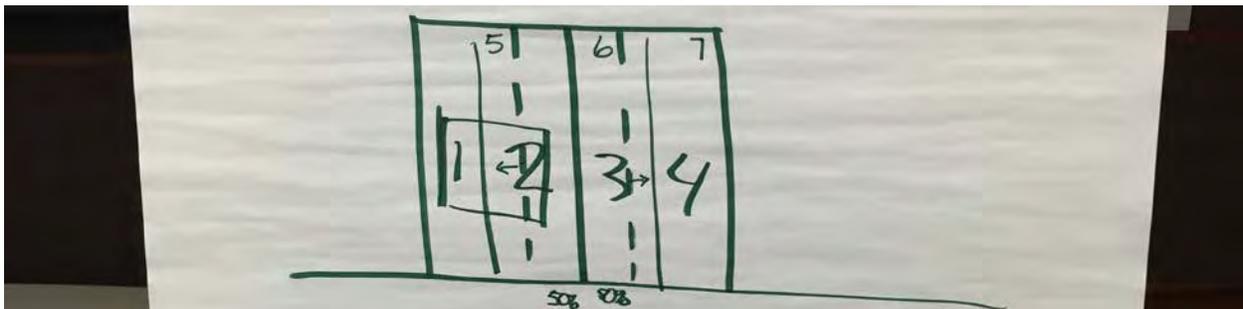
**R:** It goes away.

**Q:** How would the centers-focused approach impact lot remnants? Are lot remnants on the table?

**R:** Yes; the SAC and/or City staff would need to work out a new approach to them.

**Q:** Why are lot remnants not being discussed now? Wasn't addressing them part of the SAC's mandate?

**R:** Lot remnants are another level of complexity that we can address once we have formulated a direction on regular lot confirmation scenarios.



*Example shows three lots of record (5, 6, and 7) becoming four lots if confirming remnants was allowed*

**C:** The circles on the centers map on the wall do not match the actual neighborhood centers. The map should be reassessed.

**C:** The centers should be shown as amoebas.

**C:** Or by rectangles, but not by circles.

**Q:** How would areas on the fringes of the centers be addressed?

**C:** Much of today's conversation focused on areas that are well defined by a rectilinear street grid, not areas like Southwest Portland. The group should keep other areas of Portland in mind during these discussions.

Michael Dyett (Dyett and Bhatia) suggested that SAC members figure out an "in-between" to take to the general public and to decision makers.

**R:** Most neighborhood centers in Portland are near areas with 50-foot by 100-foot lots.

**Q:** Are the draft guiding principles intended to apply to lot remnants?

**R:** Once the SAC addresses 50-foot by 100-foot lots, it can move on to consider other lot types.

**R:** Development rights are gone if lot remnants cannot be made into a developable lot. In the sketch on lot remnants (see previous page), four lots were being created through the confirmation of three underlying lot lines, creating "something from nothing."

**C:** The proposed centers-focused approach creates "nothing from something."

**R:** Let's continue the remnants conversation later as the SAC is running out of time.

**C:** The proposed centers-focused approach is a good compromise. Allowing development through the confirmation of underlying lot lines is not rational.

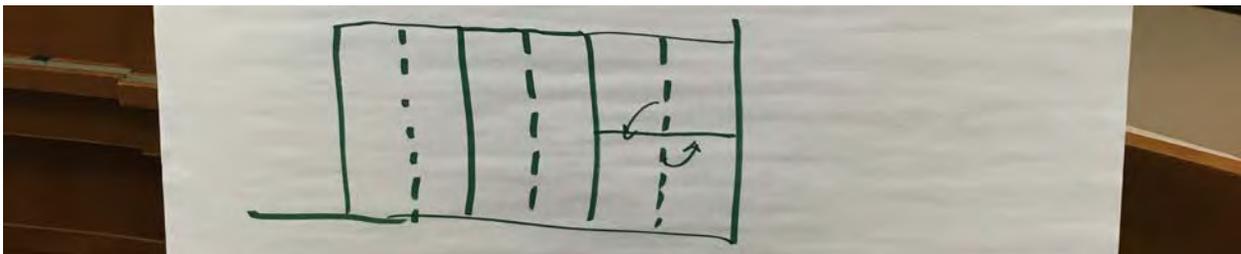
**C:** There is a high level of unhappiness due to high housing costs.

**C:** Disagreed.

### Summary Thoughts

**C:** We are looking forward to the discussion on alternative housing options. It would be good to discuss these free from the lot confirmation debate.

**Q:** A 50-foot by 100-foot lot of record on a corner can be divided into two lots at 25 feet by 25 feet. Ideally, the property owner could create two 50-foot by 50-foot lots, but is unable to do so. This is frustrating. Why is this?



**R:** This is already allowed by current code.

**C:** Let's discuss this concern more in the next meeting.

**Q:** What is the justification for changing current regulations? What is the main problem(s) that our current code is not addressing?

### **Next Steps**

Michael Dyett (Dyett and Bhatia) thanked SAC members for their thoughtful comments. The charrette will conclude at SAC Meeting #7 (Tuesday, February 2) with an in-depth discussion of alternative housing options. Many issues are still not fully fleshed out.

**C:** Nothing was further fleshed out. We need to develop a plan for an improved code that is understandable and consistent. So much recent development has taken Portland residents by surprise. Truth in zoning equals clarity!

**C:** Portland is changing. It's hard for many long-time residents to accept this. While it's a complex problem, moments like these cause cities to evolve. There are different ways that people are using residences. The city is changing and we all need to adapt to this and other changes that go well beyond the zoning code. (Many in the room applaud).

**C:** Better regulatory approaches are needed to ensure universal access; we as a city have not yet gotten to the point we need to get to.

**C:** Looking towards the future of a Portland with many new residents seems to be the current focus. Yet, there seems to be little respect for current residents.

**C:** Portland has received many accolades as the most sustainable city in the United States. It would be a shame to lose sight of this. Portland should be the best at sustainability. It is important for it to get back to this place. The focus should not just be on affordability and density.

**C:** Portland should offer a range of housing types and prices. There should be different housing options in different areas of the city. All options can be within the character of each pattern area.

**C:** There is a lot of agreement on Portland's future, creating significant excitement amongst residents. People need to be forward-thinking and not just content with maintaining the status quo.

**C:** It's about neighborhoods and neighborhood context; what's being built and what's being torn down. Portland's code should not render existing homes un-improvable. While no planning tool will prevent all tear downs, the protection of existing homes should be prioritized.

**C:** The City must balance what needs preserving with what needs changing. Portland's recent change is too market driven.

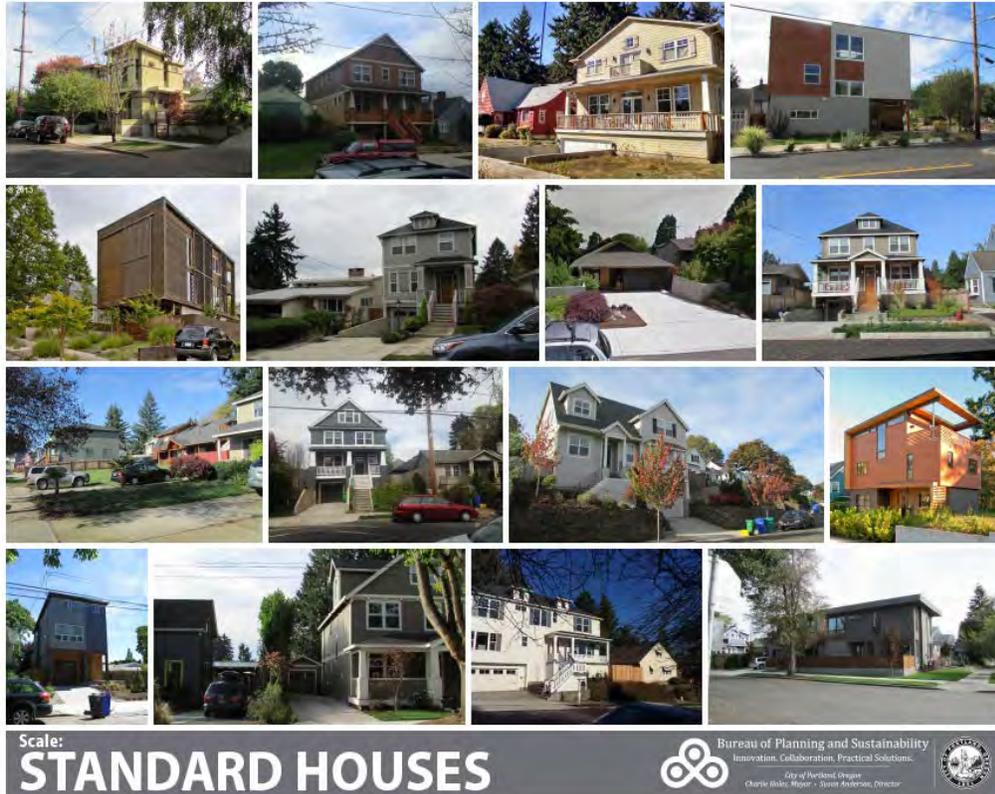
### **WALL DISPLAYS**

Information boards of each of the three main topics of the Residential Infill Project (Scale of Houses, Narrow Lot Development and Alternative Housing Options), the agenda, ground rules

and draft guiding principles were displayed on easels throughout the room. In addition, the following maps were displayed on walls during the SAC charrette to aid SAC members:

1. Single Family Residential Zoning and Frequent Transit Service
2. Average Building Heights in Single-Unit Residential Zoning
3. R5 and R2.5 Tax Parcels with 25x100 or 33x100 Underlying Plats
4. Low Density Single Family Residential Zones (R5, R7 & R10) w/ Historical Lot Lines
5. Narrow and Skinny Lots, July 2015
6. Development Capacity in Single Family Residential Zones
7. Residential Development, 2010-present
8. Average Building Heights in Single-Unit Residential Zoning
9. Multifamily Lots
10. Multifamily Lots – Inner Ring Neighborhoods
11. Urban Design Framework

The following image boards were also displayed on walls during the SAC charrette:





Scale:  
**NARROW HOUSES**



Bureau of Planning and Sustainability  
Innovation. Collaboration. Practical Solutions.  
City of Portland, Oregon  
Charlie Baker, Mayor • Susan Anderson, Director



Scale:  
**ATTACHED HOUSES**



Bureau of Planning and Sustainability  
Innovation. Collaboration. Practical Solutions.  
City of Portland, Oregon  
Charlie Baker, Mayor • Susan Anderson, Director



## **PUBLIC OPEN HOUSE**

The public open house followed the all-day charrette. It was attended by more than 30 residents, who learned about the project's three primary topics (scale of houses, narrow lot development and alternative housing options), the work of the advisory committee, and ongoing opportunities for the general public to be involved in this important process.

Project Manager Morgan Tracy (BPS) thanked attendees for coming and introduced the project team. He and David Hyman (DECA Architecture) gave a brief presentation and answered questions about the project. Anne Pressentin (Envirolssues) highlighted results of the public outreach survey on residential infill in Portland, administered online between December 9, 2015 and January 12, 2016.

Public comments could be made on public comment forms available at the welcome table.

## **WRITTEN PUBLIC COMMENTS**

**Provided by Doug Klotz via Public Comment Form on 1/21/16:**

**Comments on Scale of Houses:** *The size of houses should not be restricted below what existing houses (large foursquares with attic rooms, e.g.) which sometimes are very large. However, these large houses must be designed to be split up into smaller units, with provisions for at least one ADU. Ideally, such houses should be allowed to be multi-dwelling today.*

**Comments on Narrow Lot Development:** *I prefer attached houses to skinny houses. No parking should be required, neither in garage or on the lot. Would be allowed, but not required. Encourage ADUs in rowhouse or skinny house developments.*

**Comments on Alternative Housing Options:** *Allow many alternatives, including 4-6 unit apartments on 50'x100' lots, no parking required. Allow stacked flats, with lower unit required to be accessible. Rowhouses in narrower versions. Courtyard housing, etc., should be allowed. Not clustered individual buildings, [but] one c-shaped building. Cottage clusters should allow more density. Allow most alternative options throughout single-family zones. At the least they should be allowed within 500' of corridors and centers.*

**Provided by Alan Kessler (Richmond) via Public Comment Form on 1/21/16:**

**Comments on Scale of Houses:** *We should not be reducing building sizes - a much better solution is to allow division into internal apts. Allow full size houses AND allow multi-plexes etc. conversions. We have large and tall houses historically - they *\*are\** the "character of our neighborhoods". Please do not add scale restrictions.*

**Comments on Narrow Lot Development:** *More setbacks = less house. Let's encourage multi-unit buildings (rowhouses etc.) rather than skinny houses.*

**Comments on Alternative Housing Options:** *Please allow division of large houses. Remove restriction of single front door. Allow multiple ADUs. Do not count basement ADU against basement ADU limit. Higher ADU limits for R5, R7 + allow driveway rental. Encourage accessible units + zero grade entrances.*

**Provided via Public Comment Form on 1/21/16 (Anonymous):**

**Comments on Scale of Houses:** *scale - ie massing, footprint, setback, open space - needs to reflect the average of the existing block face on which infill occurs.*

**Comments on Narrow Lot Development:** *if the structure of an existing home is built across more than one underlying lot line - the property needs to be merged into one lot.*

**Comments on Alternative Housing Options:** *all units in residential zones need to have one off street parking place. Alt housing types need to match (or be smaller) than the average scale on a given block face. Cottage cluster should only be allowed on lots 10,000 sq ft or larger.*

**Provided by Tony Jordan (Sunnyside) via Public Comment Form on 1/21/16:**

**Comments on Scale of Houses:** *I am comfortable with the scale of houses "as is" but I think it is critical to tie them to the ability to convert these larger homes to multi-family housing. I do not think additional off-street parking should be encouraged or accommodated by adjusting setbacks. I am concerned about accommodating solar access rights, in general I think that is a bad idea. An FAR approach to massing concerns would probably be ok. Encourage accessible zero grade entrances.*

**Comments on Narrow Lot Development:** *I support more efficient + dense uses of our close in neighborhoods by reducing setbacks for narrow lots and allowing rowhouses.*

**Comments on Alternative Housing Options:** *I support nearly all alternative housing options. Allow multifamily divisions of existing homes, additional ADUs = bonuses for affordable housing (consider the R1.5 proposal).*

**Additional Comments:** *Existing off-street parking (and a limited amount in new construction) should be legally rentable. Proposed permit programs may restrict access to permits by certain residents. Opening up private off street parking to rental will accommodate short-mid term demand without the detrimental effects of more structured parking (cost, pollution, etc)*

**Provided by Sue Stahl via Public Comment Form on 1/21/16:**

**Comments on Narrow Lot Development:** *Allow for garden spaces. Any lot infill - improve streets (pave gravel/dirt roads! More traffic = [increased] road use).*

**Comments on Alternative Housing Options:** *Stacked [flats] - 1st floor completely accessible[.] 1 floor cottage housing*

**Provided by Tim Davis (Multnomah Village) via Public Comment Form on 1/21/16:**

**Comments on Scale of Houses:** *In addition to the physical scale of homes, energy (electric + gas) + water usage should be part of the equation. In the cases of demolition + rebuild the new house should use no more energy = water than the previous house. When built on vacant (and narrow) lots, those homes should be "higher" performing homes than code minimum, relating to electric gas + water usage. Consider a requirement that the new homes are Energy Star certified such as EPS, NGBS, LEED + others (or other energy efficient green building programs).*

**Provided by Martha Johnston (East Columbia Neighborhood Association, Land Use Committee) via Public Comment Form on 1/21/16:**

**Comments on Alternative Housing Options:** *Looking forward to conversation on clustering + looking at ways to retain density around e-zone overlays.*

**Additional Comments:** *We are a low density but environmentally strategic area. What about non-computer older residents[?] Permeable vs non permeable driveways or paths (credits)?*

**Provided by M. Pierce (Mt. Tabor) via Public Comment Form on 1/21/16:**

**Comments on Scale of Houses:** *Respect the scale of existing neighborhoods.*

**Comments on Narrow Lot Development:** *Should conform with neighborhood character.*

**Comments on Alternative Housing Options:** *Cluster homes.*

**Provided by David Whitaker (Beaumont-Wilshire Neighborhood Association) via Public Comment Form on 1/21/16:**

**Comments on Scale of Houses:** *The scale of new homes built within existing SFR neighborhoods should be similar to the homes adjacent to that new home and/or existing homes on that block. The peak of the new homes (highest elevation) should be within a certain height of the average height of homes on the block. This should also be the criteria for setback distances. [Average] setback of existing homes on block.*

**Comments on Narrow Lot Development:** *It is very important to maintain adequate outdoor space on narrow lot development and adequate access to sun in that outdoor space.*

**Provided by Margaret Davis (Richmond Neighborhood Association, Beaumont-Wilshire Neighborhood Association and United Neighborhoods for Reform) via Public Comment Form on 1/21/16:**

**Comments on Scale of Houses:** *As in many communities (in Texas etc.) use setbacks, height, etc of homes within a certain distance to ensure conformance with existing built environment. Measure from sidewalk to very top of house - not by any manufactured grade or midway up to the eaves or whatever is used now. Decrease allowable lot coverage (this helps to give room for mature trees - past & future - and ensure open*

space & area for potential ADU should we need more). First floor should be @ grade not up in sky with lots of stairs leading to it. Prioritize infrastructure before adding additional units - i.e., sidewalks, traffic safety measures. Density has demands - it is just unfair/irresponsible to build up density w/o making improvements that help neighborhoods handle that density.

**Comments on Narrow Lot Development:** *What ever happened to the skinny house design contest & incentives for using these winning designs? They were good - bring them back!! No more lot confirmations of old-time lot lines - these were never meant to be built on singly b/c people bought 2+ of them (marketing gimmick should not become planning protocol). When house built over lines, merge lots forever & erase the lines (per Sonoma, Calif. rules). Problem w/ narrow lots is that in R5 for example, zoning is changed. Suddenly R5 is not R5 but R2.5 or 3 or whatever. When original investors buy into neighborhood zoned a certain way, they have expectations of what that investment is & what can/will be built there.*

**Comments on Alternative Housing Options:** *First priority should be resolving what is allowed for infill. When that is achieved, if time & energy [indecipherable] this? When limits go into effect, hopefully more creativity will be encouraged, returning to a former tradition of Portland architecture.*

**Additional Comments:** *Also, none of these changes are worth anything - and the SAC's work & expertise are wasted - if a continued lack of enforcement is allowed. A lot can be done to regain quality and creativity in development just by leveling the playing field so the good, small players can also participate.*

**Provided by Kathryn B. (Taffy) Everts (Kenton) via Public Comment Form on 1/21/16:**

**Comments on Narrow Lot Development:** *In March 2013, my husband and I bought a skinny house on Kenton's main street (Denver Ave.) to be within walking distance of stores, restaurants, the P.O., the library, and MAX. Our skinny lot is the former garden of one of the large "stone" (concrete block) homes from historic Kenton, while still stands as a single-family home, and is next to a duplex of equal height to our house (3 stories) built 3 years earlier. We love our snug house with its small front & back yards, garage, efficient room size + storage, and affordability, but we know some long-time neighborhood residents think houses like ours are inappropriate and ugly. As Portland grows in population, we hope well-designed skinny houses will still be in the picture for couples + small families. We think they are an asset to Portland homebuyers if they remain affordable single-family homes.*

**Provided by Nancy Matela (Buckman) via Public Comment Form on 1/21/16:**

**Comments on Narrow Lot Development:** *Would rather have more ADUs (inside and outside primary building).*

**Comments on Alternative Housing Options:** *I'm all for these. The City needs to be flexible and respond to specific lots rather than be rigid to the zoning code.*

**Provided by Thomas Karwaki (University Park Neighborhood Association) via Public Comment Form on 1/21/16:**

**Comments on Scale of Houses:** FAR - yes (good experience [indecipherable]); Historical homes prescriptive incentives; Roof - peak should be used for measuring [indecipherable]; What about Green/Living Roofs?; Restrict curb cuts!; FAR & all scenarios with ADU's, plus impact of multiple ADU's interior + exterior; self driving & electric cars impacts on parking + on street parking.

**Comments on Narrow Lot Development:** FAR - good; Make cars to parking optional; More courtyard bldgs/dev.; Stacked units; Townhouses/rowhouses - yes; Impact of infill on tree code (doesn't cover below R-5 - so lot splits kill protection).

**Comments on Alternative Housing Options:** Courtyard/townhouses - 2008 Toolkit is great + still relevant; Rowhouses; CO-HOUSING; Micro-houses/apt. (250-500 SF); Houses on wheels/skids for IKEA [indecipherable].

**Additional Comments:** Enjoyed the whole day! Thank you BPS for the hospitality & great event!

**Provided by Robin Harman (South Burlingame) via Public Comment Form on 1/21/16:**

**Comments on Narrow Lot Development:** Builders are dominating conversations. Don't forget - Neighborhood Context !!!

**Provided by Robin Harman via email to Project Manager Morgan Tracy (BPS) on 1/31/16:**

Dear Morgan Tracy,

I must express my gravest concern regarding the process and direction of the SAC, and specifically the January 21st Charrette. Let us all remember that the primary goal as initially stated was to protect treasured neighborhoods from incompatible infill, while accommodating new residents.

Despite the flag-waving by staff of "we are staying on schedule!!" I fear that that builders are hijacking the process to their own advantage.

The now wide ranging Draft Principles (many in direct conflict) have allowed the SAC to lose sight of their primary goal. **These principles must be order ranked to make this work. Otherwise, how can you possibly regulate all 3 of these[?]**

1) Produce building forms consistent with physical qualities common within specific neighborhoods, and

2) Allow "reasonable" return for builder/homeowner - Who decides what is "reasonable"[?] Builders have grown used to the huge profits made possible by code and market conditions – that they are fighting tooth and nail to keep every penny.

3) Provide clear rules for development. As it now stands, a builder pulls out approved Plan 14, and sticks it on lot 28, without respect to context of site or neighborhood. Yes, they are going to have to do a little more work to respect current residents.

**Scale**

*By my reckoning, after intro and table reports, only 50 minutes was devoted to a hurried discussion of scale. And each table had one emphasis (height, setbacks, bulk, etc).*

*So that means that 1 table, of only 6 people did most of the work on height? Is that right? These "results" have little hope of addressing the issue of compatibility.*

*The discussions appeared to me like a wrestling match, with the louder, stronger builders speaking most of the time and driving home their points. Those with quick and strong debating skills got their way, and it seemed that the [moderators] were not able to engage the quieter members of the group.*

*This was not on any sense of the word a thorough "group" discussion.*

*At table 1, two builders spoke 85 % of the time and spun all discussion to Principle # 7 (clear rules for development), not maintaining Neighborhood character.*

*The rest of the table seemed bull dozed by the builders strong positions, and not once did I hear "and how would this protect neighborhood character? How would this serve existing residents[?]"*

*Builders fought for doing away with garages.*

*Why? People pay more for living space. I can show you photos of 100 homes with single garages that work for that site.*

*How can you expect builders to give honest answers when it is taking profit from their pocket? They are like children, threatening to stop building if they are not allowed to do as they please, regardless of what is best for the neighborhood or city.*

*Can we build basements? Builder: Oh no too expensive. That's not what buyers want. Untrue: 70 yr old well designed homes with basements are selling like hotcakes on our neighborhood.*

*Can we build smaller houses? Builder: We build what people want.*

*Untrue: Local folks would love to buy existing homes but are often outbid by developers with the money taken from the last neighborhood they ravaged.*

*Most people don't enjoy conflict, and it takes a lot of strength to stand up to these builders.*

*Current residents are not well represented, and pretty well out of the process.*

*Your initial charter mentions meeting at least twice a month. I encourage you to maintain your allegiance to the original SAC purpose even if it takes another month or two to complete. My hope is that you will not heavily weight the rushed and unclear "conclusions" reported in the charrette.*

*When would be the appropriate time for real public input? When there is more than the very brief 10 minutes allowed?*

*I look forward to hearing from you.*

*Robin Harman*

## **SESSION 5: ALTERNATIVE HOUSING OPTIONS**

SAC Charrette Session 5, Alternative Housing Options, will occur at SAC Meeting #7 on Tuesday, February 2, 2016, 6:00pm to 8:30pm (1900 SW 4<sup>th</sup> Avenue, Portland, 2<sup>nd</sup> Floor – Room 2500).

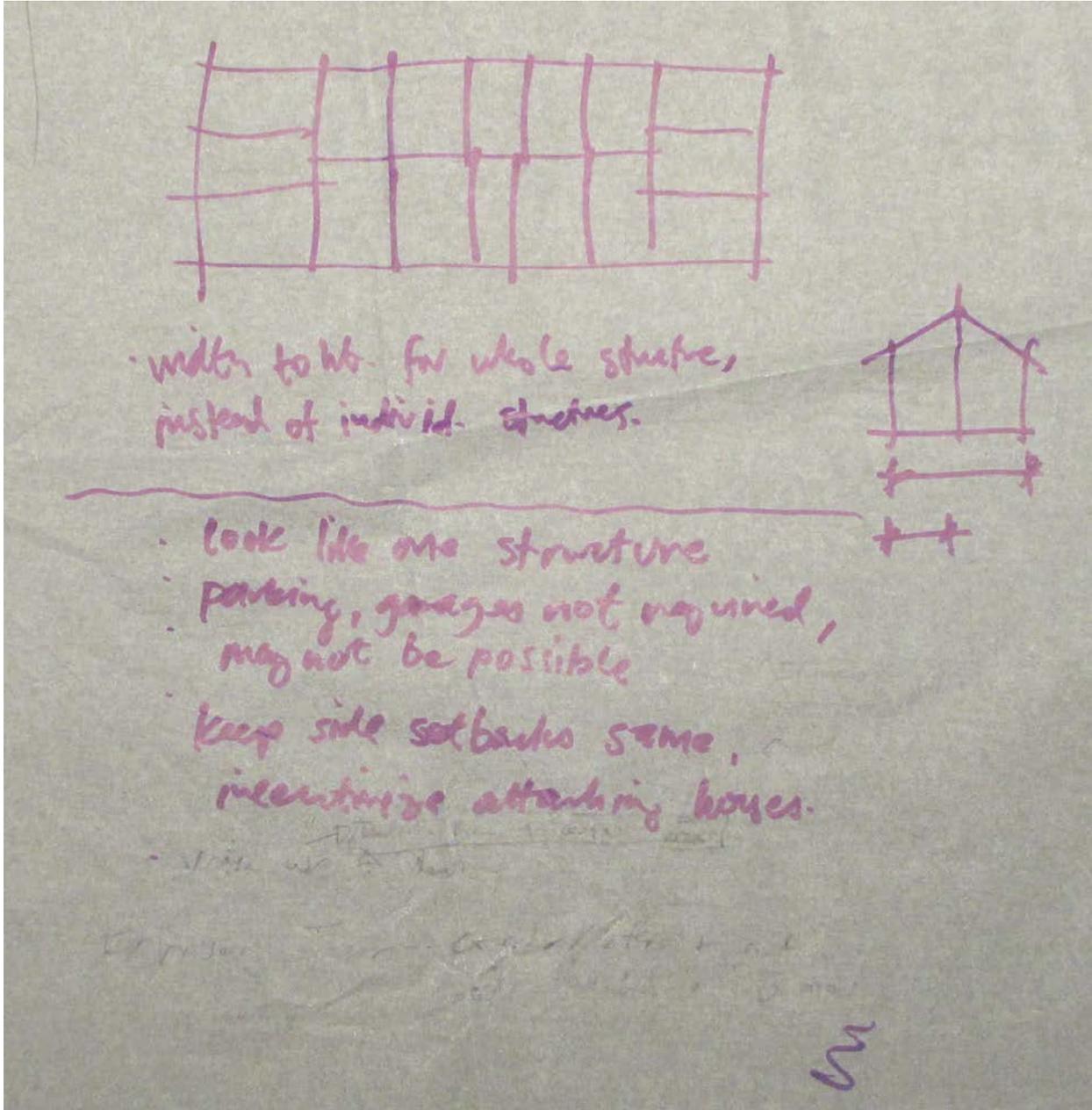
Post Meeting Clarification: Notes from Session 5, Alternative Housing Options, are included in the meeting summary for Meeting #7.

## **END OF SUMMARY MINUTES**

See below for Appendix 1: SAC Charrette Table Submittals

## APPENDIX 1: TABLE SUBMITTALS

**Table 1:** John Hasenberg, Rick Michaelson, Marshall Johnson, Vic Remmers, Teresa St. Martin, Julia Gisler (BPS, Facilitator), Mark Raggett (BPS, Designer)



Standard lots

- concerns of becoming like Osage Code
- created 'rear door' environment
- lots of non-compliance in Richmond
- flexibility & simplicity?
- averaging height a problem - adds layer of cost
- height today 30' too high?
- in some neighborhoods 30' too high
- side under garage
- garage not allowed in lots 60' w or less
- lot rules typical on some old lines
- 2 story - notes. maybe ok in 70% - 90% of neighborhood
- 20' ft pad with in setback
- reduce fence 40% garage to reduce prominence

Narrow

1/21/16

- less flexibility
- averaging setbacks
- w/ static setbacks
- 3' side setbacks

Policy not clear  
 - 10' ft. of  
 - 10' ft. of  
 - 10' ft. of

RESIDENTIAL INFILL PROJECT - CHARETTE PLACEMAT

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1 2 3 4 5 6 7 8

*Handwritten notes:* "Measure a couple of roof changes", "Single row - need that much?", "Should have 2 story / 1.5m height", "Main 4' 6\"/>

**HEIGHT**

- 1. NO CHANGE
- 2. REDUCE HEIGHT
- 3. MEASURE TO PEAK
- 4. AVERAGE ADJACENCIES
- 5. WIDTH - HEIGHT RATIO
- 6. MEASURE STORIES
- 7. SETBACK - HEIGHT RATIO

**SETBACKS**

- 1. NO CHANGE
- 2. MODIFY NUMBER
- 3. AVERAGE FRONT
- 4. AVERAGE REAR
- 5. MIRROR REAR
- 6. SETBACK TIED TO ZONE
- 7. SETBACK - HEIGHT RATIO
- 8. CUMULATIVE FOR BOTH SIDES

**BULK**

- 1. NO CHANGE (BUILDING COVERAGE)
- 2. REDUCE BLDG COVERAGE
- 3. ESTABLISH [FAR] FLOOR AREA / SITE AREA
- 4. SOLAR ACCESS / DAYLIGHT PLANE

**ARCH. FEATURES**

- 1. NO CHANGE TO ENTRY HEIGHT
- 2. LIMIT TO 4' ABV GRADE
- 3. AVERAGE ENTRY HEIGHT
- 4. MINIMUM EAVE DIMENSION

**GARAGE & PARKING**

- 1. NO CHANGE
- 2. TUCK UNDER
- 3. DETACHED
- 4. PARKING PAD - SETBACK
- 5. REAR (ALLEYS, CORNERS)
- 6. SHARED DRIVEWAY

**DRAFT Guiding Principles**

RESIDENTIAL INFILL PROJECT - CHARETTE PLACEMAT

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1 2 3 4 5 6 7 8

*Handwritten notes:* "Narrow", "Main level", "Like this", "30k"

**HEIGHT**

- 1. NO CHANGE
- 2. REDUCE HEIGHT
- 3. MEASURE TO PEAK
- 4. AVERAGE ADJACENCIES
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- 5. REAR (ALLEYS, CORNERS)
- 6. SHARED DRIVEWAY

**DRAFT Guiding Principles**

## Narrow -

- Should hit limits ↓?
- Consider porch or 1st floor allowance to 10' setback, reduction for 2nd stories

[Current allowances (by window) allow good flexibility - allow wider?] \*

- fr + rear set back - arbitrary way of them.

- 4 ft of grade (for door).

- w + h + ratio seems to work
  - better features

(Narrow have less flexibility, more reg't already there

- flat org

- consider greater allowance of attached?

\* Garage - more flexibility, (limits to ↓ garages)

Comment -  
- FAR adjust for > units (re, ADU)  
- Eave overhangs should be allowed to be ~ 40% projection



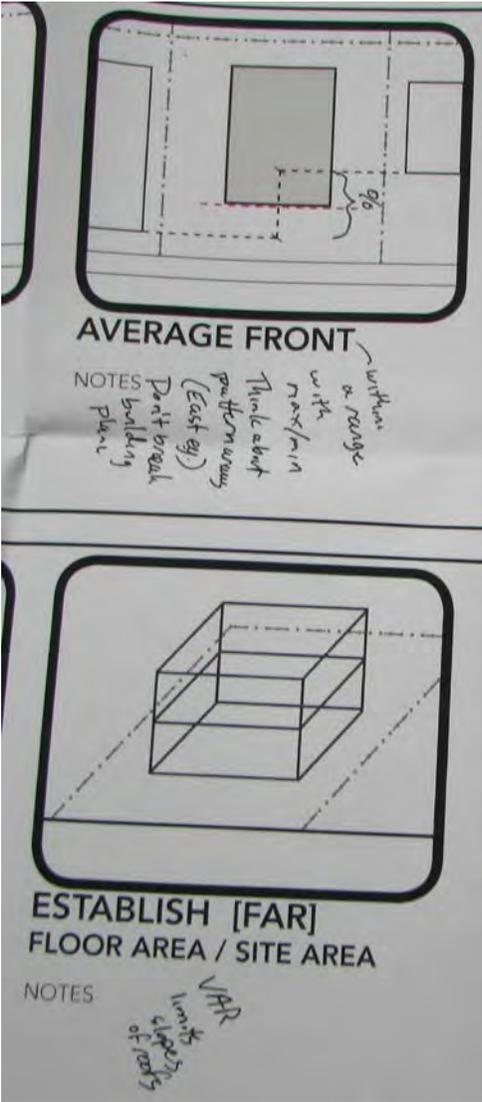
MY MAIN CONCERN WITH ANY AMMENDMENTS TO THE SINGLE FAMILY ZONING CODE IS THAT NEW STANDARDS DON'T ADVERSLY EFFECT EXISTING HOUSES & THEIR FUTURE REMODEL PROSPECTS I WORRY THAT NEW ZONING RESTRICTIONS COULD CREATE A SITUATION WHERE THE MAJORITY OF EXISTING HOMES ARE DETERMINED TO BE NON CONFORMING & ONLY AN ADJUSTMENT (VARIANCE) WOULD ALLOW FUTURE IMPROVEMENTS. (THIS IS WHAT HAPPENED IN LAKE OSWEGO) THE UNINTENDED CONSEQUENCES OF SUCH NEW RULES COULD STIFLE REMODELING & ENCOURAGE A TEAR DOWN SO A PERMANENT RESIDENCE CAN MORE ADEQUATELY MEET THE CODE.

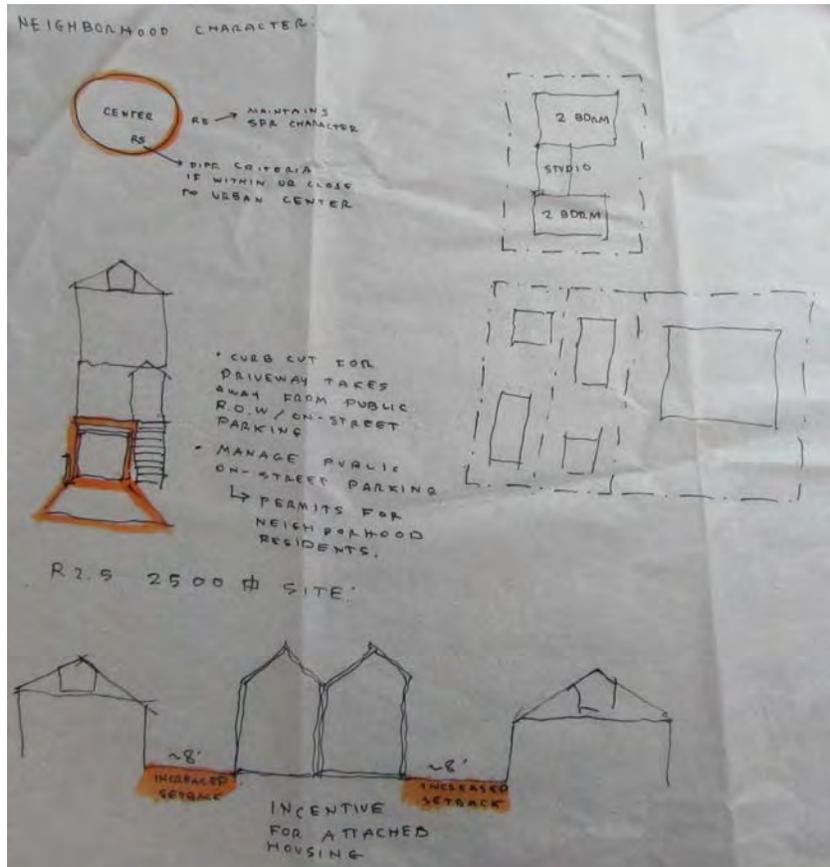
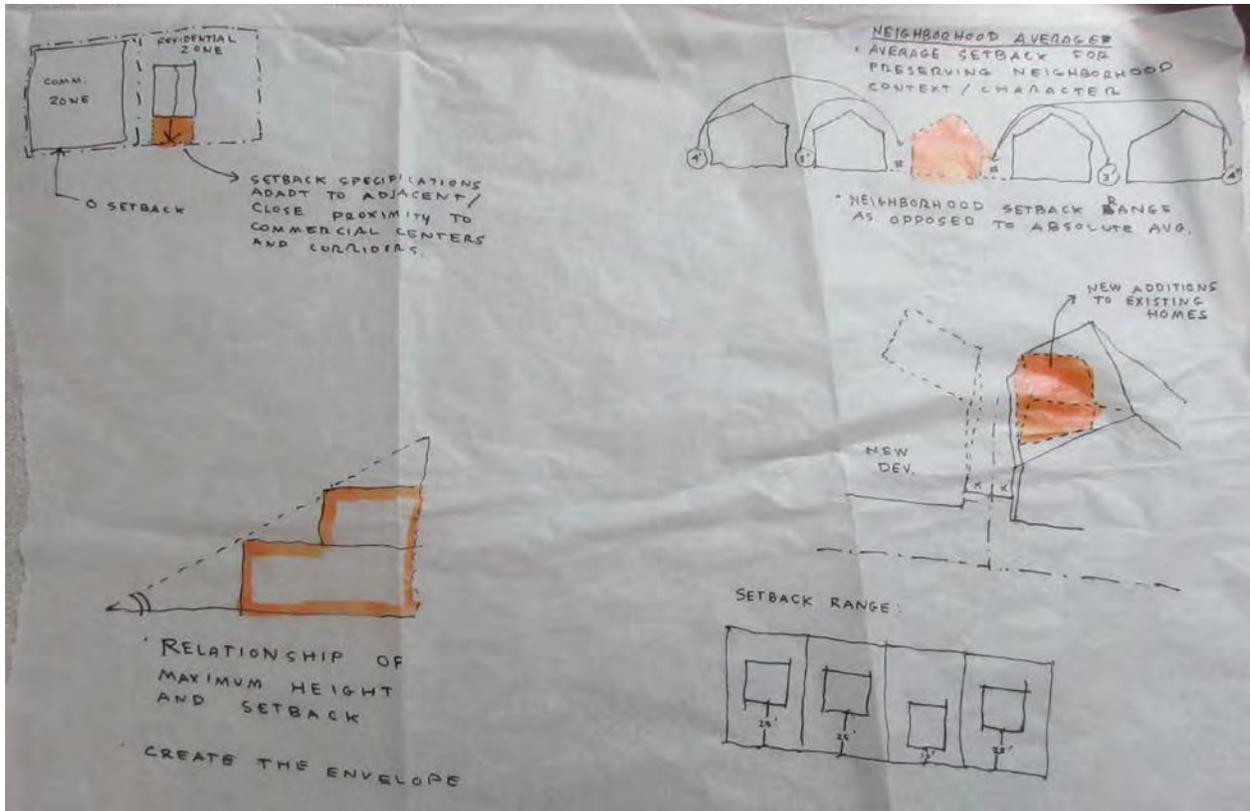
SOLUTION TO OVERLY LARGE, OUT OF SCALE REPLACEMENT HOMES, DON'T ALLOW GARAGES IN THE FRONT FAÇADE OF A HOME WHO'S LOT WIDTH IS LESS THAN 60'. ~~THE~~ NATURAL-1 BUNGALOW HOUSE DOWN 5 TO 6 FT IN HEIGHT.

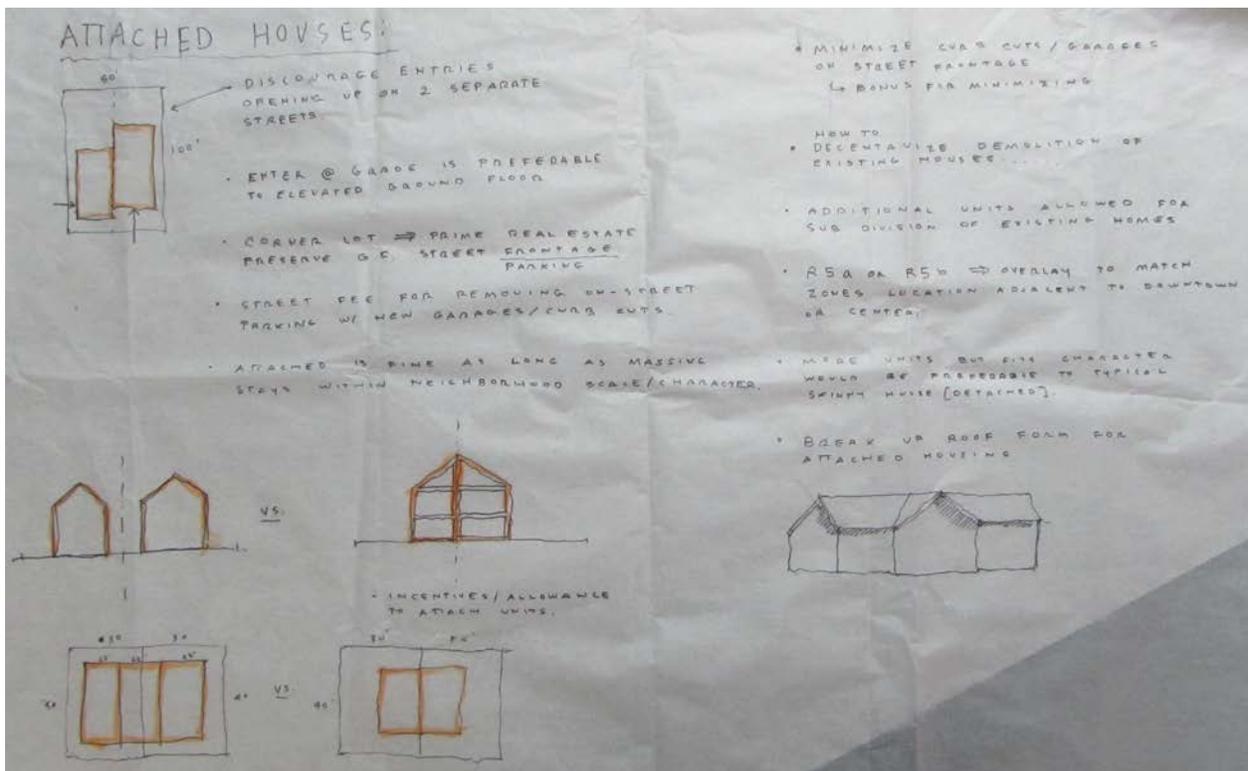
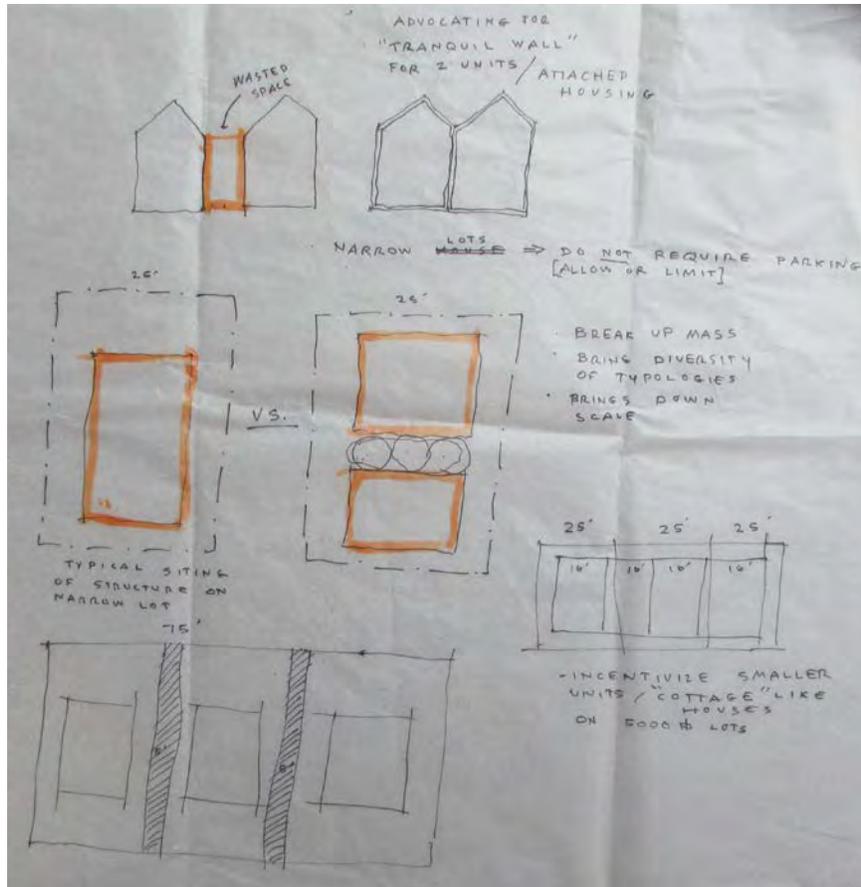
GARAGES ARE CREATING A LARGER UNNEEDED WASC PROBLEM.

ALLOW 24" EAVE INTO  
 5' SIDE YARD SETBACK  
 @ 2' BAY INTO 5' SIDE  
 YARD SETBACK

**Table 2:** Eli Spevak, Mike Mitchoff, Sarah Cantine, Barbara Strunk, Brandon Spencer-Hartle, Morgan Tracy (BPS, Facilitator), Marc Asnis (BPS, Designer)







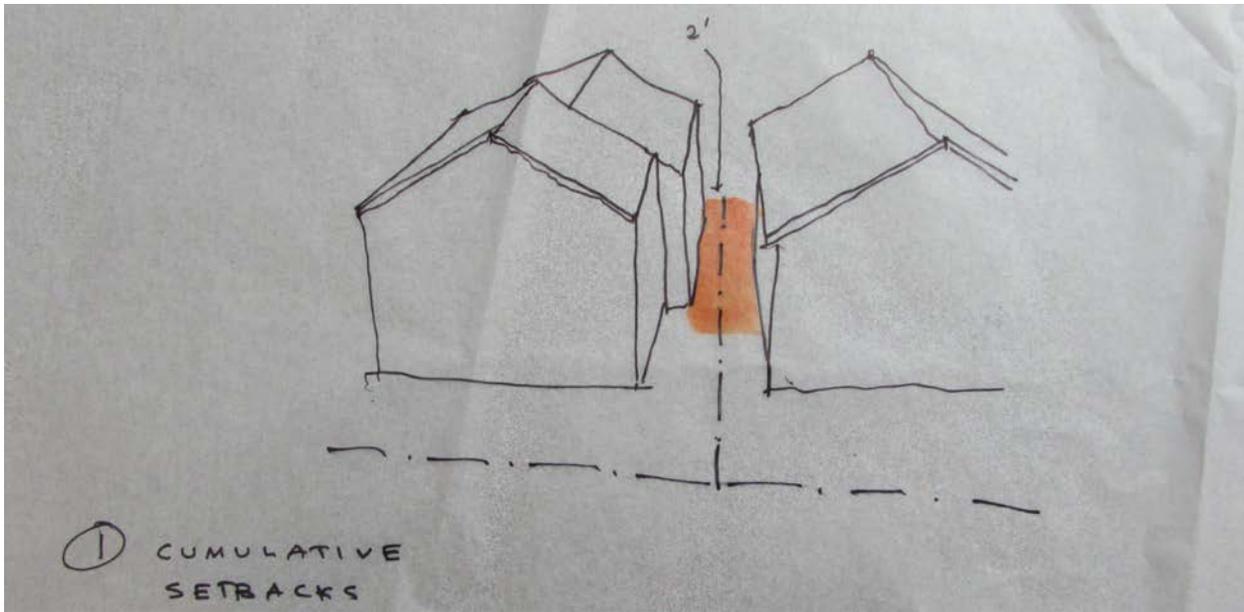
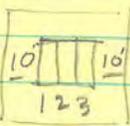


Table 2.  
Eliminate the 5 year vacant lot  
moratorium requirement.  
Molinaro table 2.

## ATTACHED HOUSES

1 OF 2

- SEPERATE STREET ENTRIES - DO NOT LIKE
- DO NOT REQUIRE GARAGES
- OBJECT TO LONG RUN TO MAIN FLOOR 
- DEEMPHASISE GARAGE DOOR TO MAIN
- DO NOT LIKE CURB CUTS
- CORNER LOTS PROVIDE AMPLE STREET PARKING
- BUY CURB CUT FROM CITY - PRIVATIZING PUBLIC.
- ATTACHED IS CUMBERSOME BY CODE?
- ATTACHED OK IF MASS IS CONSISTENT W/ADJACENT.  
BOTH HOUSES TOGETHER = 1 HOUSE SIZE.
- ON 100x100 ALLOW HIGHER DENSITY  
IN SAME VOLUME OF BUILDING: 
- ADDED DENSITY COULD BE EARNED  
SIMILAR TO MULTIFAMILY
- MINIMIZE CURB CUTS - SHAPED PARKING ACCESS
- CONCERNED ABOUT INCENTIVIZING DEMOLITION  
CITY SHOULD PLAN NOT MARKET DEMAND,
- HISTORICAL RESOURCE INVENTORY FOR LIMITED DENSITY
- BONUS FOR ADDITIONS
- AREAS WHERE MORE DENSITY MAKES SENSE OVER  
SINGLE FAMILIES.
- OVERLAY ZONE FOR INCREASED DENSITY.
- AFFORDABLE HOUSING MUST BE CITY-WIDE.
- GIVE HIGHER DENSITY SPOT ZONE WHERE SENSIBLE?
  - DESIGN REVIEW
  - MASSING MUST MATCH ADJACENT.

2 OF 2

- MINIMUM WIDTH LIMITS DENSITY.
- 2 SKINNY IS ATTACHED THAT LOOKS LIKE 1  
↑ PREFERRED.
- BREAK UP ROOF FORM

NARROW/SKINNY LOTS.

• COMPOSITE SETBACK: BOTH SIDES

## SETBACK

- CONCERN ABOUT REDUCTION DUE TO SOLAR + MAINTAINENCE
- CONCERN THAT NEIGHBOR WOULD BE NEGATIVELY IMPACTED BY SMALLER SETBACK
- IDEA: ADDRESS ADDITIONS DIFFERENTLY TO ALLOW FLEXIBILITY
- ALLOW FOR ADJUSTMENT FOR SMALLER SETBACKS IF IT RESPECTS NEIGHBORHOOD CONTEXT
- IDEA: MINIMUM WITH ALTERNATE PATH FOR BLOCK CHARACTER THAT IS IN EXCESS OF WHAT THE STANDARD RULE IS
- CONCERN ABOUT AVERAGE BEING FAIR TO CURRENT AND FUTURE BUILDERS — FIRST PERMIT IN WINS
- MAKE NEW ADDITIONS EASIER
  - ↳ MAKE EFFECTIVE DATE FOR WHERE
- IDEA: HEIGHT-TO-SETBACK RULE
  - TREAT ADDITIONS DIFFERENTLY THAN NEW-GRANDFATHER EXISTING TO INCENTIVIZE REUSE

## STREET FRONT SETBACK

- IDEA: MINIMUM SETBACK, BUT MORE FLEX WITHIN RANGE OF NEIGHBORING HOUSES
- CONCERN ABOUT LOT COVERAGE FOR MULTIPLE UNITS
- CONCERN ABOUT WHERE CODE APPLIES: AVOIDING EXCLUSION BY MEASURING FROM AMMENITIES (SUCH AS TRANSIT)

## HEIGHT

BASE ON WALL SIZE

HEIGHT (CONT.)

IDEA: CLEAR PATH WITH CONTEXT PATH WITH  
ALTERNATE ADJUSTMENT PATH

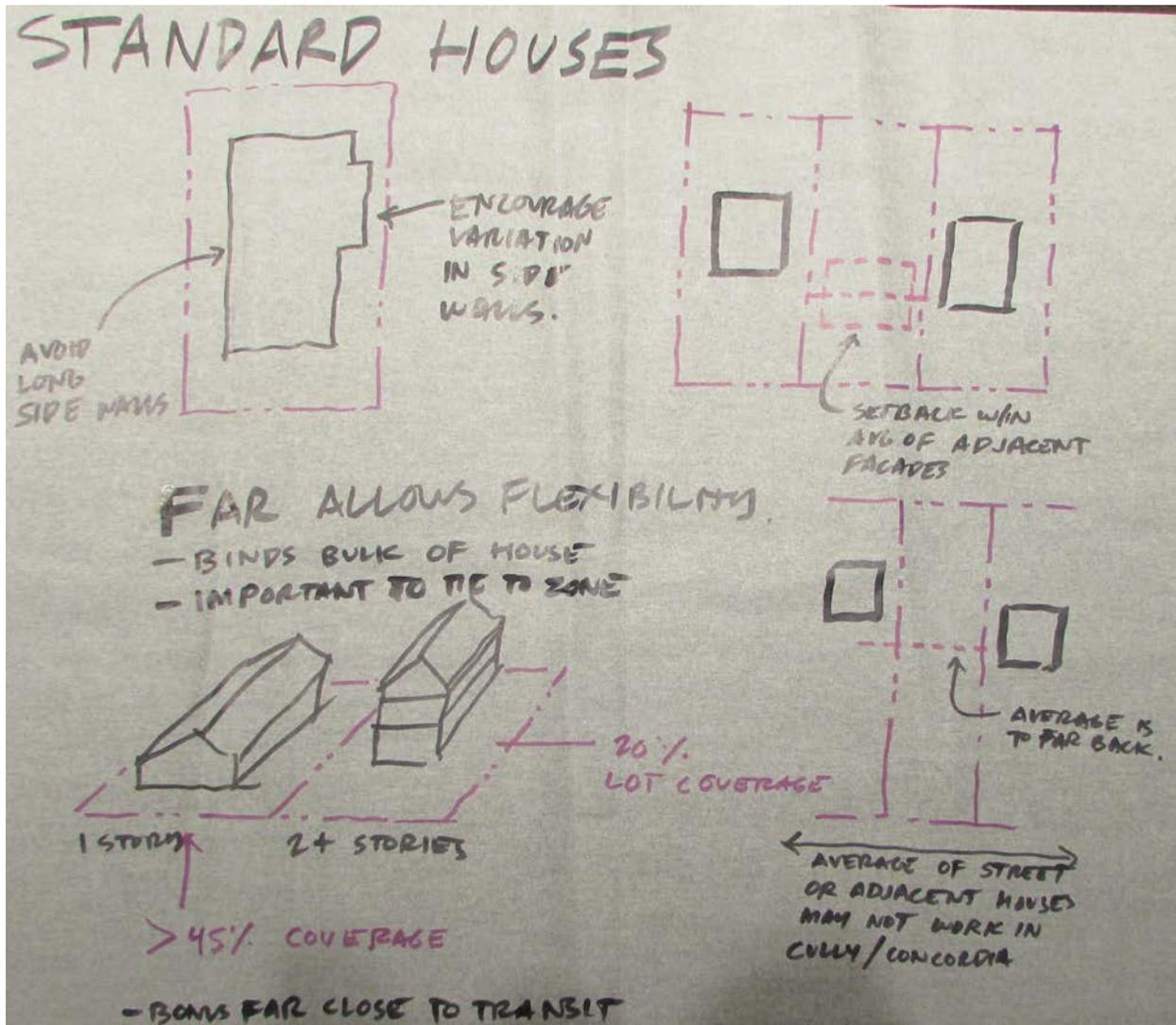
SETBACK: 5'-8' MINIMUM DESIRED

IDEA: ALLOW ALT.  
BUILDING FORMS IN  
HISTORIC DISTRICTS  
IF CONFORM W/  
CONTEXT FORMS

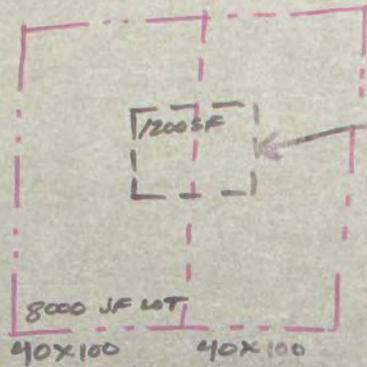
NARROW LOT DEVELOPMENT

- NUDDGE ATTACHED OPTIONS AND  
NUDDGE PARKING EXEMPTIONS
- IDEA: NOT REQUIRING PARKING
- IDEA: ALLOW TWO HOUSES ON A LOT, ONE IN FRONT  
ONE IN BACK, TO REDUCE BULK OF THE  
SINGLE FAMILY HOUSE
- IDEA: DENSITY BONUS FOR BUILDING ATTACHED
- IDEA: COTTAGE STYLE, CONDO OR RENTAL OR LOT SPLIT
- FAR WITH LIMITATION
- IDEA: CONDITIONAL USE REQUIRED FOR OFFSITE
- IDEA: NOT ALLOW TUCK UNDER FOR SKINNY  
↳ MANAGE PUBLIC PARKING TO SUPPORT
- FLEXIBLE HEIGHT LIMIT DEPENDING ON ATTACHED  
OR SINGLE FAMILY
- EASY PATH FOR SECOND UNIT, CAPPED BY HEIGHT  
OR E.A.P.
- ALLOW FOR COTTAGES WITH ADDITIONAL HEIGHT RESTRICTION

**Table 3:** Jim Gorter, Garlynn Woodson, David Sweet, Rod Merrick, Emily Kemper, Tyler Bump (BPS, Facilitator), Shem Harding (Deca, Designer)



# STANDARD HOUSES



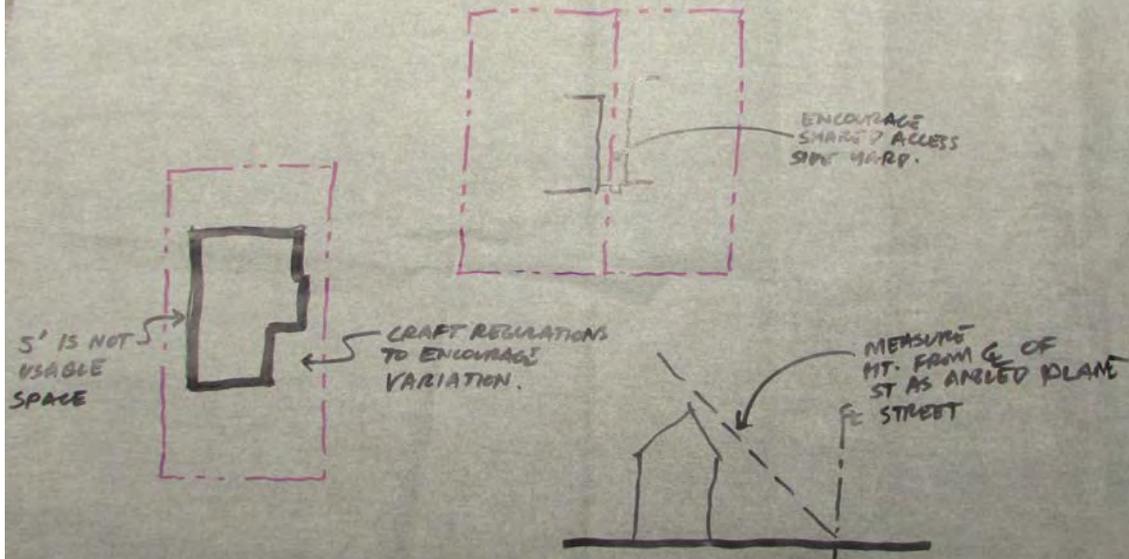
ESTABLISH FAR BASED ON EXISTING HOUSE SIZE + X% ???

## LOT DIVISION W/ SMALL HOUSE DEMO

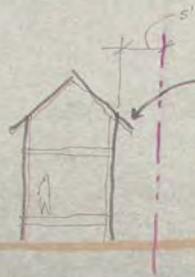
OLD: 1200 sq House → 2 x 5400 sq Houses  
8000 sq Lot → 2 x 4000 sq Lots

NEW: 1200 sq House → 2 x 1800 sq Houses (w/ Basements)  
(w/ sliding scale FAR)      .15 FAR      .45 FAR

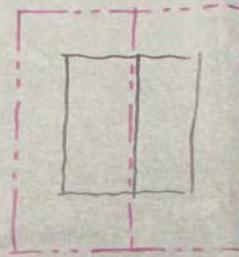
# STANDARD HOUSES



# SKINNY / NARROW

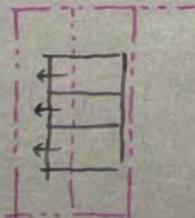


2' EAVES / PROJECTION INTO SETBACK SHOULD BE ALLOWED 8.4 RIGHT

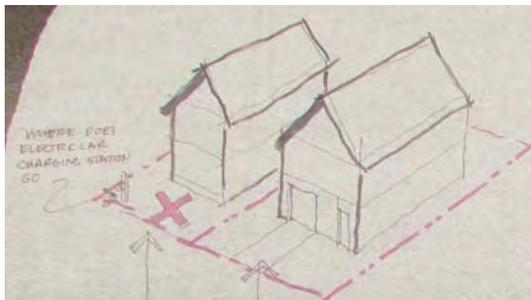
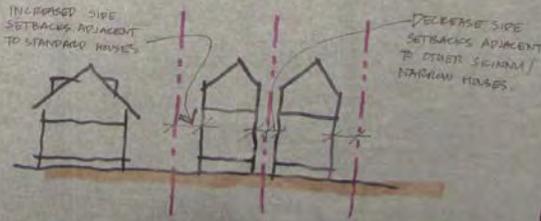


- DON'T REQUIRE A PARKING SPACE FOR NARROW / SKINNY HOUSES
- ALLOW 34 ATTACHED HOUSES IN RS ???

- INCENTIVIZE ATTACHED HOUSES ON SKINNY / NARROW LOTS - ENCOURAGE ECONOMIC DIVERSITY.
- ALLOW A 3rd UNIT FOR ATTACHED HOUSES?



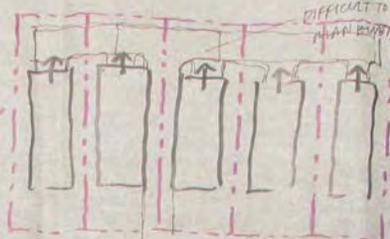
ALLOW MULTUNIT ATTACHED ENTRIES TO FACE MAIN STREET



- \* NO PARKING ALLOWED FOR SKINNY HOUSES
- ALLOW SHAPED PARKING ONLY?
- LIMIT DRIVEWAYS TO ONE PER 50'

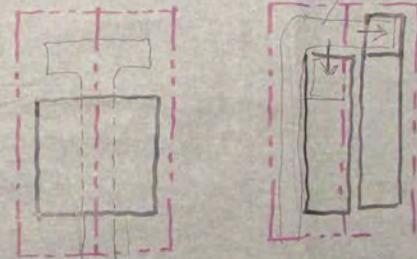


USE FILL FROM EMBANKMENT TO CREATE ELEVATED PARKING + DISCOURAGE TALL FLIGHTS OF STAIRS IN MIDAIR



REQUIRE PARKING IN BACK FOR SKINNY?

NO GOOD FOR FORD F350



ENCOURAGE ATTACHED W/ PARKING TRUCK UNDER

# SKINNY / NARROW



Standard

Bulk - one size does not fit all.

Barlynn - Ramped FAR in higher intensity zone.

FAR - Sliding scale (Rod)

- FAR entitlement based on existing structure.
- David - Energy component of Bulk
- David - not interested in demo defining FAR.
- Emily - FAR to increase basements.
- David - Basements not included in FAR.

- Bonus in transit zone.  
- Does FAR actually change outcomes?

- Gives flexibility to odd shaped lots
- Able to use FAR to accommodate alternative housing type.
- Use both FAR + outdoor space requirement (Rod)
- Emily - FAR binds the bulk of the house

- One size does not fit all. Neighborhood context in addition to base zone.

Setback

- Formula based standard

- Jim - Front - relates to the street  
- side - variation

- Barlynn - Average front setback

- Issues w/ front averaging when annexed neighborhoods have structures in middle of the lot.

- Cully - not interested in what is there now.

Arch Features

Allow 2' ease in sb per Fire Code

No off-st parking req.

- Incentive or requirement for
  - FAR bonus
  - Density bonus

→ Shared d/w possible

---

- FAR as opp to lot coverage
- Encourage basements
- Accommodate all bag types (Feb)
- Flexibility in odd-shaped lots
- (Define by densd house)
- FAR bonus for <sup>existing</sup> TOD

---

Setbacks

- Average - doesn't work in annexed

Near centers - upzone to R2

EMILY'S NOTES

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RESIDENTIAL INFILL PROJECT - CHARETTE PLACEMAT

	1	2	3	4	5	6	7	8
<b>HEIGHT</b>	NO CHANGE	REDUCE HEIGHT	MEASURE TO PEAK	AVERAGE ADJACENCIES	WIDTH - HEIGHT RATIO	MEASURE STORIES	SETBACK - HEIGHT RATIO	
<b>SETBACKS</b>	NO CHANGE	MODIFY NUMBER	AVERAGE FRONT	AVERAGE REAR	MIRROR REAR	SETBACK TIED TO ZONE	SETBACK - HEIGHT RATIO	CUMULATIVE FOR BOTH SIDES
<b>BULK</b>	NO CHANGE (BUILDING COVERAGE)	REDUCE BLDG COVERAGE	ESTABLISH FAR FLOOR AREA / SITE AREA	SOLAR ACCESS / DAYLIGHT PLANE	NO CHANGE TO ENTRY HEIGHT	LIMIT TO 4' ABY GRADE	AVERAGE ENTRY HEIGHT	MINIMUM LEAVE DIMENSION
<b>GARAGE &amp; PARKING</b>	NO CHANGE	TUCK UNDER	DETACHED	PARKING PAD - SETBACK	REAR (ALLEYS, CORNERS)	SHARED DRIVEWAY		

*Handwritten notes in the diagram:*

- HEIGHT:**
  - \*Does using FAR mean we can relax other regulations? i.e. Building height?
- SETBACKS:**
  - \*Avg. Front setback: incentive → 10' setback w/ infrastructure improvements
  - \*5' setbacks are not useable space → try this
- BULK:**
  - 45% → larger for attached w/ curbside
  - \*Yes, please use this!
- ARCH. FEATURES:**
  - \*Not a full flight of stairs! BAD
  - \*No garage req. for skinny homes
  - \*Yes, we like this: maybe one driveway per 50 linear feet of curb

**DRAFT Guiding Principles**

- 1. Maximize Density
- 2. Minimize Parking
- 3. Maximize Solar Access
- 4. Minimize Bulk
- 5. Maximize Entry Height
- 6. Minimize Setback
- 7. Maximize Solar Access
- 8. Minimize Bulk

## EMILY'S Thoughts

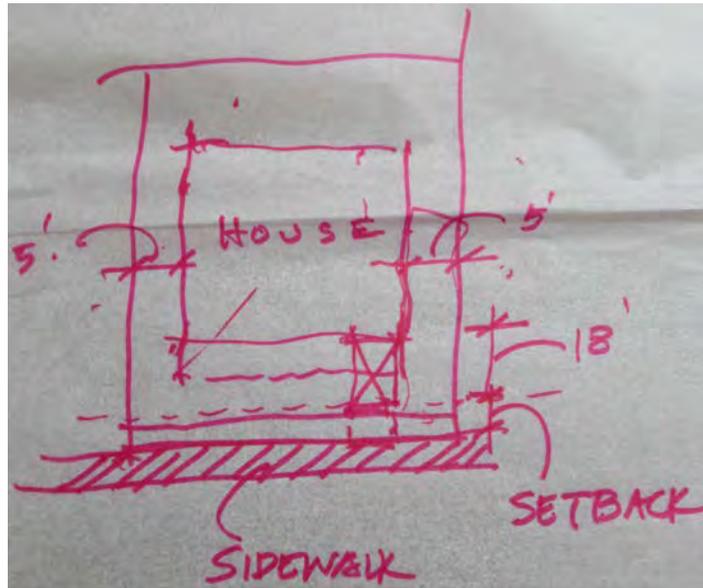
### ON FAR: (in R-5 zone)

- For Land Division situations:
  - What is the FAR of existing house before tear down?
  - Should this dictate (in some way) the FAR of 2 new houses?
    - ↳ If so: - Sliding scale? or - multiplier?
  - If not, can the FAR be tied to lot size?
    - ↳ i.e. → 5000 - 10000 sf lots = .6 FAR
    - 3000 - 4999 sf lots = .75 FAR
    - 2999 sf and under = .90 FAR
- Do we maintain rules for:
  - Max lot coverage - doesn't using FAR take care of this?
  - Max height - some people are concerned that builders would build ridiculous houses
  - setbacks: should be more of an average of neighbors/street

### (in R-2.5 zone)

- Increase FAR for lot sizes?

**Table 4:** Douglas MacLeod, Douglas Reed, Linda Bauer, Maggie McGann, Anne Pressentin (Envirolssues, Facilitator) David Hyman (Deca, Designer)



RESIDENTIAL INFILL PROJECT - CHARENTE PLACEMAT

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APPROX. MORE INFO ON IMPACT OF HEIGHT LIMIT

**HEIGHT**

- NO CHANGE
- REDUCE HEIGHT
- MEASURE TO PEAK
- AVERAGE ADJACENCIES - NEGATIVE
- WIDTH - HEIGHT RATIO - INTEREST
- MEASURE STORIES
- SETBACK - HEIGHT RATIO

**SETBACKS**

- NO CHANGE
- MODIFY NUMBER
- AVERAGE FRONT
- AVERAGE REAR
- MIRROR REAR
- SETBACK TIED TO ZONE
- SETBACK - HEIGHT RATIO
- CUMULATIVE FOR BOTH SIDES - INTEREST - DON'T LIKE 5' SETBACK

**BULK**

- NO CHANGE (BUILDING COVERAGE)
- REDUCE BLDG COVERAGE - LIMIT IMPROVED SURFACE IN A WIDTH TO 20%
- ESTABLISH (FAR) FLOOR AREA (SITE AREA) - INTERESTIVE
- SOLAR ACCESS/ DAYLIGHT PLANE

**ARCH. FEATURES**

- NO CHANGE TO ENTRY HEIGHT
- LIMIT TO 4' ABV GRADE - NOT TOP PRIORITY - INTEREST
- AVERAGE ENTRY HEIGHT
- MINIMUM EAVE DIMENSION

**GARAGE & PARKING**

- NO CHANGE
- TUCK UNDER - TUCK UNDER REQUIRES GREATER SETBACK
- DETACHED
- PARKING PAD - SETBACK - TUCK UNDER - MAYBE TUCK UNDER REQUIRES DEEPER SETBACK. IN PEOPLE PARK IN GARAGE? OR USE AS STORAGE
- REAR (ALLEYS, CORNERS) SHARED DRIVEWAY

**DRAFT Guiding Principles**

- Provide Minimum Parking (Minimum 10' x 20' for 1 car)
- Provide Clear Walkway for Pedestrians
- Provide Clear Walkway for Bicycles
- Provide Clear Walkway for Wheelchairs
- Provide Clear Walkway for Strollers
- Provide Clear Walkway for People with Disabilities

increase more than 20% into setbacks allow 2' by right instead 4' by right no setback

**NARROW / SKINNY**

**HEIGHT**

1 NO CHANGE 2 REDUCE HEIGHT 3 MEASURE TO PEAK 4 AVERAGE ADJACENCIES *NO IDEA* 5 WIDTH - HEIGHT RATIO 6 MEASURE STORIES 7 SETBACK - HEIGHT RATIO *ALLOW 3' SIDE SB IF HT LIMITED TO STORIES - CANNOT BE MORE THAN 3 STORIES W/ ADJACENT BLDG*

**SETBACKS**

1 NO CHANGE 2 MODIFY NUMBER *- ALLOW 3' SIDE SB IF HT LIMITED TO STORIES?* 3 AVERAGE FRONT 4 AVERAGE REAR 5 MIRROR REAR 6 SETBACK TIED TO ZONE 7 SETBACK - HEIGHT RATIO 8 CUMULATIVE FOR BOTH SIDES

**BULK**

1 NO CHANGE (BUILDING COVERAGE) 2 REDUCE BLDG COVERAGE 3 ESTABLISH (FAR) FLOOR AREA / SITE AREA 4 SOLAR ACCESS / DAYLIGHT PLANE *LESS SIDE SET BACK - LOWER HOUSE*

**ARCH. FEATURES**

1 NO CHANGE TO ENTRY HEIGHT *EYES ON STREET - DON'T REQUIRE GARAGES* 2 LIMIT TO 4' ABV GRADE 3 AVERAGE ENTRY HEIGHT 4 MINIMUM EAVE DIMENSION *TRUST ON VARIOUS CASE LOADS W/ S SETBACKS*

**GARAGE & PARKING**

1 NO CHANGE *- ALLOW TRG IN FRONT SETBACK* 2 TUCK UNDER *- DISMANTLE ADJACENT RESIDENT FOR PARKING* 3 DETACHED 4 PARKING PAD - SETBACK *ALLOW (NO COVERS)*

**DRAFT Guiding Principles**

- Provide Efficient Planning Opportunities That Are Adaptable Over Time
- Provide Clear Rules for Development
- Be Neighbored Consider
- Minimize Parking, Sightlines, Open Space & Natural Features
- Be Economical Efficient
- Be Environmentally Friendly

*500' TRAVEL DIST. NOT ASSESS DEFECTIVE DON'T TIE TO BUS SCHEDULE & BUS STOPS*

*MAKE - NO KEEP REGS SAME FOR NEW NARROW & SKINNY LOTS - PEOPLE PREFER SKINNY OVER ATTACHED*

**ATTACHED**

*SAME STANDARDS FOR ATTACHED & SKINNY*

*ALLOW DENSITY BONUS FOR AFFORDABLE OR FOR ATTACHED (EXISTING) MAKE NOT IN OUTSIDE CITY (EXISTING) SAMPLES*

**RESIDENTIAL INFILL PROJECT - CHARENTE PLACEMAT**

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**HEIGHT**

1 NO CHANGE 2 REDUCE HEIGHT 3 MEASURE TO PEAK 4 AVERAGE ADJACENCIES 5 WIDTH - HEIGHT RATIO 6 MEASURE STORIES 7 SETBACK - HEIGHT RATIO

**SETBACKS**

1 NO CHANGE 2 MODIFY NUMBER 3 AVERAGE FRONT 4 AVERAGE REAR 5 MIRROR REAR 6 SETBACK TIED TO ZONE *KEEP 5' ON ATTACHED* 7 SETBACK - HEIGHT RATIO 8 CUMULATIVE FOR BOTH SIDES

**BULK**

1 NO CHANGE (BUILDING COVERAGE) 2 REDUCE BLDG COVERAGE 3 ESTABLISH (FAR) FLOOR AREA / SITE AREA 4 SOLAR ACCESS / DAYLIGHT PLANE

**ARCH. FEATURES**

1 NO CHANGE TO ENTRY HEIGHT 2 LIMIT TO 4' ABV GRADE 3 AVERAGE ENTRY HEIGHT 4 MINIMUM EAVE DIMENSION

**GARAGE & PARKING**

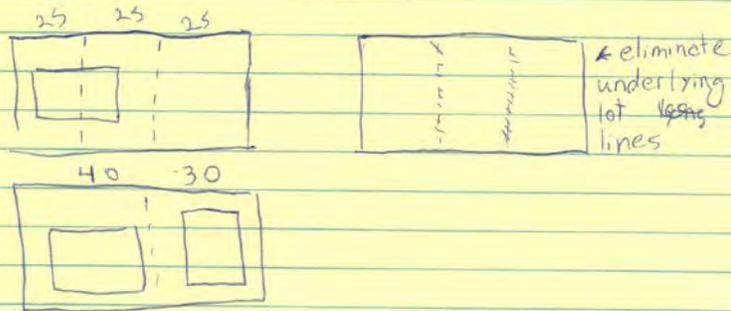
1 NO CHANGE 2 TUCK UNDER 3 DETACHED 4 PARKING PAD - SETBACK *- ALLOW PARKING IN SETBACK - OR ALLOW NO PARKING REBENT - OPTION FOR*

**DRAFT Guiding Principles**

- Provide Efficient Planning Opportunities That Are Adaptable Over Time
- Provide Clear Rules for Development
- Be Neighbored Consider
- Minimize Parking, Sightlines, Open Space & Natural Features
- Be Economical Efficient
- Be Environmentally Friendly

1) Is the primary goal of reducing lot confirmations "truth in zoning" or preservation of "neighborhood character." If the latter is the more important then perhaps attached skinnies only should be allowed in the areas "far from center."

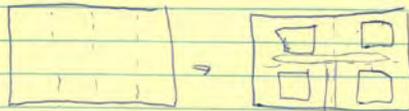
2) Is there a compromise like modifying a lot remenat so it is something like 30 or 36 feet wide



3) Can we add one skinny but eliminate other underlying lot lines - so the 5 year moratorium becomes irrelevant - <sup>may</sup> save existing units



- skinny lots on 10,000 ft parcel could be divided into 4 50x50s the common walkway.



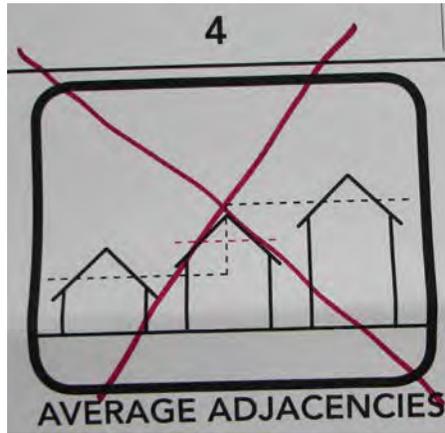
Density bonuses could be awarded within the center or corridors

- Density bonus could be awarded for maintaining FAR or lot coverage

- DENSITY BONUSES COULD BE AWARDED FOR AFFORDABLE HOUSING

- this application would probably not work as

**Table 5:** Tatiana Xenelis-Mendoza, Alan DeLaTorre, Mary Kyle McCurdy, Mike Mitch-off, Danell Norby, Todd Borkowitz (BPS, Facilitator), Lora Lillard (BPS, Designer)



**HEIGHT**

↑ where is HEIGHT measured from?

- SIDEWALK
- AVE. SIDEWALK?
- MIDDLE of STREET

NOT neighboring ADJACENCIES -

BUT consider:

- PATTERN AREA?
- N'HOODS - 90
- BLOCK?

- 2 1/2 stories w/ MEASURED HEIGHT from WHERE?

**GARAGE and PARKING**

TYPICALLY tuck under drives height up

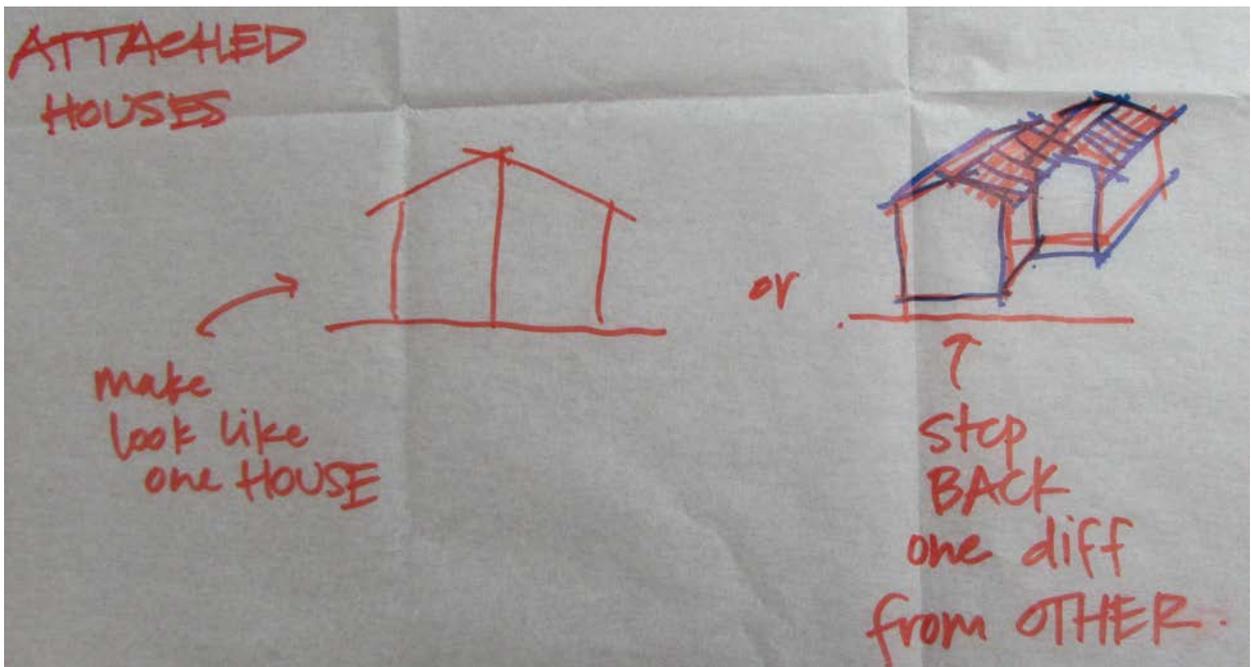
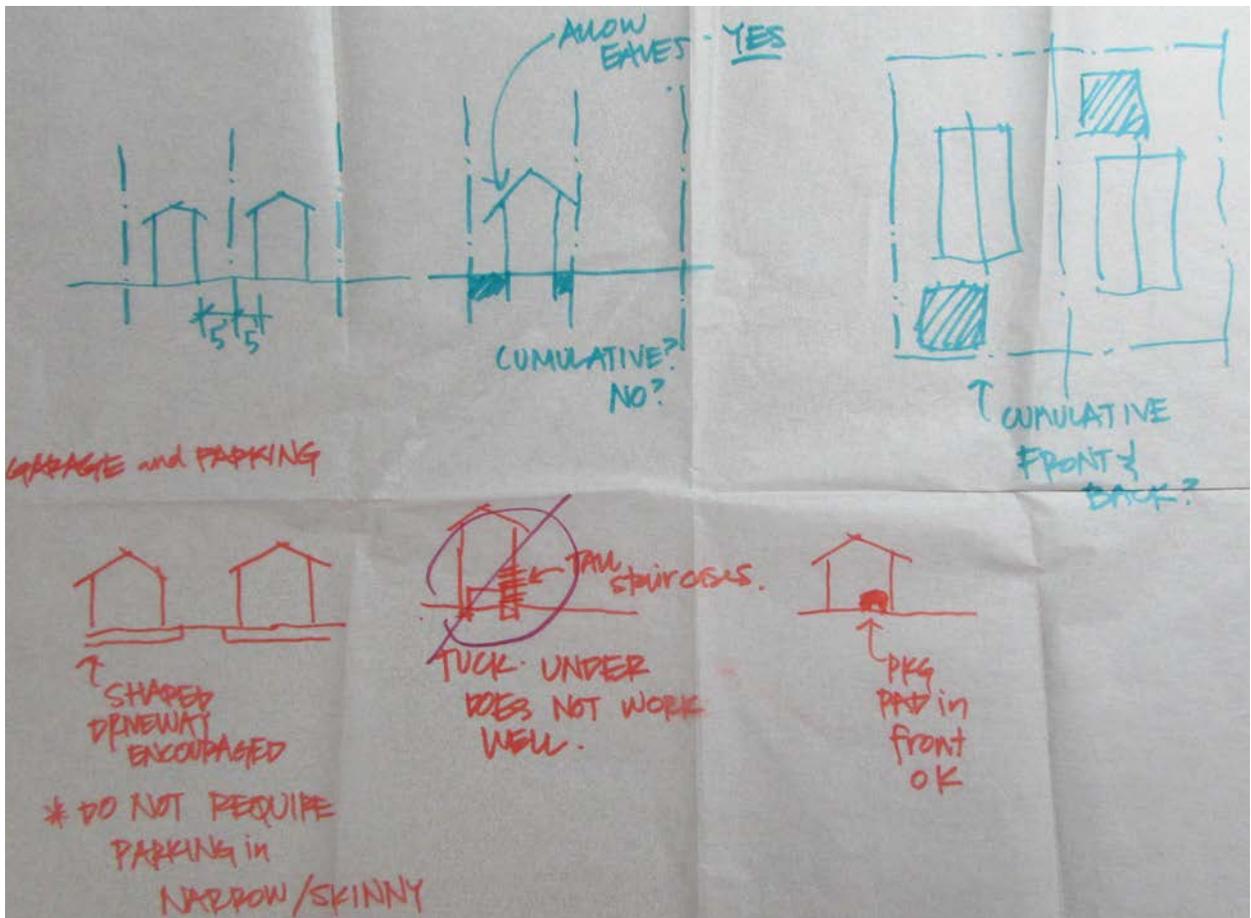
TUCK UNDER

ALLEY

SHAPED DRIVEWAY

STANDARD TABLE 5

\* keep REQ on STANDARD LOTS.





# Narrow Houses

## Height

- ② ~~\*~~ Treat narrow + skinny houses the same for design
- ① ~~\*~~ Don't require offstreet parking
  - But if you provide it, have guidelines in code to make <sup>it less intrusive at street</sup>
- ③ shared driveway ok → don't put barriers in code
- ④ ~~\*~~ Explore FAR issue
  - measure of sidewalk
- ⑥ shifted notion of attached housing instead of separate skinny houses + our 1st discussion but want

## Architectural Features

- bring overhangs / out → helps perception <sup>leaves</sup>
- ⑤ ~~little cumulative setback concept (maybe)~~ not sure it helps anything
  - liked front + back cumulation of setbacks but not side setbacks

MK → increase 500 ft<sup>2</sup> to not allow more  
encourage 2 smaller homes on narrow / skinny lots

## Attached Housing → shd we do attached hsg in SF zone?

- or do something to make them look different
- step back front facade if the houses will be different
- Make 1 roofline w/ 2 living units in them
- Fee simple lot desire ← 1st choice in infill lot
- Don't let dealing w/ can dominate design
- Like conceptualized rowhouses but hard to do <sup>U-a-U</sup> market
- No tuck under
- Detached: ~~can~~ parking, don't require
- Attached: don't require, but have designs

## ② Attached Housing

◦ If there are more than 2 attached, do we try to have variability in facade? (Through such things as roofline variability or setbacks;)

• De-emphasize, eliminate garages

*Standard houses*

**RESIDENTIAL INFILL PROJECT - CHARETTE PLACEMAT**

	1	2	3	4	5	6
<b>HEIGHT</b>	<p><b>NO CHANGE</b> NOTES</p>	<p><b>REDUCE HEIGHT</b> NOTES</p>	<p><b>MEASURE TO PEAK</b> NOTES</p>	<p><b>AVERAGE ADJACENCIES</b> NOTES</p>	<p><b>WIDTH - HEIGHT RATIO</b> NOTES</p>	<p><b>MEASURE STORIES</b> NOTES</p>
		<i>different heights by programming or pattern area</i>		<i>&amp; consistent measurements</i>		
<b>SETBACKS</b>	<p><b>NO CHANGE</b> NOTES</p>	<p><b>MODIFY NUMBER</b> NOTES</p>	<p><b>AVERAGE FRONT</b> NOTES</p>	<p><b>AVERAGE REAR</b> NOTES</p>	<p><b>MIRROR REAR</b> NOTES</p>	<p><b>SETBACK TIED TO ZONE</b> NOTES</p>
<b>BULK</b>	<p><b>NO CHANGE [BUILDING COVERAGE]</b> NOTES</p>	<p><b>REDUCE BLDG COVERAGE</b> NOTES</p>	<p><b>ESTABLISH [FAR] FLOOR AREA / SITE AREA</b> NOTES</p>	<p><b>SOLAR ACCESS/ DAYLIGHT PLANE</b> NOTES</p>	<b>ARCH. FEATURES</b>	
			<i>Yes</i>		<p><b>NO CHANGE TO ENTRY HEIGHT</b> NOTES</p>	<p><b>LIMIT TO 4' ABV GRADE</b> NOTES</p>
<b>GARAGE &amp; PARKING</b>	<p><b>NO CHANGE</b> NOTES</p>	<p><b>TUCK UNDER</b> NOTES</p>	<p><b>DETACHED</b> NOTES</p>	<p><b>PARKING PAD - SETBACK</b> NOTES</p>	<p><b>REAR (ALLEYS, CORNERS)</b> NOTES</p>	<p><b>SHARED DRIVEWAY</b> NOTES</p>
<i>lots of require for parking - driveway - shared</i>		<i>encourage attached houses for narrow/skinny lots - encourage FAR bonuses</i>		<i>side</i>		

## Residential Infill Project – Stakeholder Advisory Committee (SAC)

### **Meeting #7 Summary Minutes *APPROVED BY SAC*** ***Includes Charrette Session 5 (Alternative Housing Options)***

**Date:** Tuesday, February 2, 2016

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

**Location:** 1900 SW 4<sup>th</sup> Avenue, Portland, 2<sup>nd</sup> Floor – Room 2500

**SAC Members in Attendance:** Linda Bauer, Sarah Cantine, Alan DeLaTorre, Jim Gorter, Marshall Johnson, Emily Kemper, Douglas MacLeod, Mary Kyle McCurdy, Maggie McGann, Rod Merrick, Rick Michaelson, Mike Mitchoff, Michael Molinaro, Danell Norby, Vic Remmers, Brandon Spencer-Hartle, Eli Spevak, Teresa St. Martin, Barbara Strunk, David Sweet, Eric Thompson, Garlynn Woodson, Tatiana Xenelis-Mendoza

**SAC Members NOT in Attendance:** John Hasenberg, Douglas Reed

Note: Young Sun Song stepped down as a SAC member prior to this meeting.

**Staff/Consultants in Attendance:** Joe Zehnder (BPS), Sandra Wood (BPS), Morgan Tracy (BPS), Julia Gisler (BPS), Todd Borkowitz (BPS), Kristin Cooper (BDS), Mark Raggett (BPS), Pei Wang (BPS), Anne Presentin (Envirolssues), David Hyman (Deca Architecture), Shem Harding (Deca Architecture)

**Others in Attendance:** Allan Owens, Pam Phan, Allison Giffin, Doug Klotz, Nancy Seton, Al Ellis, John Sandie, V. Degaa, Sarah Castie, Dorothy Khan, Kurt Nordback, Steve Russell, Margaret Davis, Paul Grove

#### **Meeting Objectives:**

- Learn about the revised project schedule and approach
- Discuss and refine concepts for alternative housing types, and their form
- Continue previous SAC discussion about where and when alternative housing options should be allowed
- Reflect upon and refine the guiding principles for the Residential Infill Project

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

#### **Post-Meeting Clarifications or Links**



City of Portland, Oregon | Bureau of Planning and Sustainability | [www.portlandonline.com/bps](http://www.portlandonline.com/bps)  
1900 SW 4th Avenue, Suite 7100, Portland, OR 97201 | phone: 503-823-7700 | fax: 503-823-7800 | tty: 503-823-6868

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## WELCOME AND MEETING INTRODUCTION

Facilitator Anne Pressentin (Envirolssues) thanked SAC members for their attendance, identified the meeting objectives (see above) and highlighted the meeting agenda. Mayor Hales will be checking in with the SAC to learn more about its progress and discuss its work in 2016.

### Approval of Summary Minutes from SAC Meetings #5

City staff provided summary minutes from SAC Meetings #5. No SAC members indicated any questions or comments, so the SAC-approved summary minutes will be posted online to the project website.

## MAYOR HALES

Portland Mayor Charlie Hales thanked SAC members for their continued involvement with the Residential Infill Project. He seeks to update SAC members on his priorities and a proposed revision to the project schedule. Mayor Hales is focused, as Portland's mayor and lead for the Bureau of Planning and Sustainability, on issues relating to homelessness and housing, including the championing of a bill in the 2016 Oregon Legislative Session to allow inclusionary zoning. Other key issues include police reform, climate action, adopting the Comprehensive Plan, and advancing Portland Development Commission (PDC) projects in Lents and at the U.S. Postal Service property in the Pearl District.

The Residential Infill Project is also a priority. While it will not be fully completed during Mayor Hales's tenure, other City Commissioners are committed to it. It would be helpful to get some work on the project adopted by Portland City Council by the end of the year.

Mayor Hales proposes separating the Residential Infill Project into two phases; one focused on scale of houses, the other on narrow/skinny lots and alternative housing options, to focus "where we could do the most good first." He is interested in gauging SAC feedback on this proposal and hopes to move it forward.

**Q:** Would you please elaborate on "doing the most good first"? What does this mean? Why was 'scale of houses' identified as the part of the project that should move forward?

**R (Mayor Hales):** Significant concern exists about houses that are being built and are inappropriately scaled. Adding new alternative housing options and reaching consensus on how best to address skinny houses present challenges. Developing lots with underlying lot lines is complex procedurally and legally. Even if the SAC is given direction to addresses these topics, it's unclear whether something could be done by the end of 2016. There are too many demolitions of houses worth keeping happening in Portland, which are being replaced with new homes of much greater volumes. There currently are not enough City Council votes to pass a demolition tax. While a greater focus on

deconstruction will hopefully slow the rapid rate of home demolitions, the impact will still only be marginal.

**C:** Agreed; scale is the biggest issue for constituents. Addressing this will have positive fall out and make housing increasingly affordable to middle-income earners.

**C:** This is a bad idea and will be least beneficial for affordable housing. Narrow lots offer good opportunity for alternative housing options. Taking focus away from any one of the three project components will result in the SAC not reaching consensus. It leaves “nothing on the table” for some SAC members, whose primary issues will no longer be immediately addressed, preventing a “grand compromise” where proponents of all three topics will have “something to smile about.”

**R (Mayor Hales):** That’s a very interesting prospect. How long would it realistically take to reach a grand compromise?

**C:** Keep the original timeline. The SAC could accelerate its work. From the standpoint of an elected official, maintaining the current schedule makes sense.

**C:** Agreed. Affordability is the most important issue. The SAC should continue working within its current framework instead of reversing order.

**C:** The SAC should break its work into two or three successive projects. Scale of houses is the most important, followed by alternative housing options.

**C:** Agreed that the Mayor’s proposal is a bad idea and will be least beneficial for affordable housing. Scale of houses closely intersect with the two other options. The scale of skinny houses itself is a huge issue. Scale of houses should be addressed with incentives to build smaller; tools could include density bonuses. It’s very difficult to pull out one issue at a time as all three are so interrelated.

**C:** Agreed with concerns about separating issues, specifically as scale of houses cannot be addressed without discussion on alternative housing options. Addressing each separately will not work. The SAC needs to discuss all three at the same time.

**C:** The SAC is a very capable group. Maintaining ‘truth in zoning’ by addressing underlying lot lines is critical and should be at the “top of the list.” It’s “very clean” and “not too complicated of an issue.”

**C:** There is some respectful disagreement with the Mayor. Portland is in the midst of an affordability crisis. While scale of houses is related to affordability, addressing the two other issues [narrow lot development and alternative housing options] will have a greater impact.

There needs to be a willingness for compromise on different issues. Demolitions are not a problem because often more than one house [or housing unit] is being replaced. In most situations, developers are choosing to remodel an existing home over demolishing it and replacing it one-to-one.

**C:** Affordability is the top issue. Addressing only scale of houses will not result in an increase to housing availability.

**C:** The SAC's original understanding was that it would be meeting every other week. The scheduled was altered given City staff's need to better prepare. It's difficult to imagine the value in separating scale of houses and narrow lot development. There might be a willingness to increase the number of SAC meetings.

**C:** There are many scale of houses issues that will address the fitting of narrow lots and alternative development options. The SAC will not be starting over if it goes with the Mayor's proposed approach. One issue should be taken "across the finish line" by year's end. In Southwest Portland, scale of houses is the dominant issue garnering the most anger.

**C:** Disagreed. Alternative development options is a huge topic. It addresses the 'missing middle'; many SAC members have specific expertise in this area. While the City is increasing equity through the dedication of \$22 million, this money is dedicated to affordable housing, not affordability of housing. The Residential Infill Project is about how different people find things affordable. It should be addressed early in this project. The market is moving; the SAC has a real ability to impact its direction for the betterment of the city. Reallocate dollars dedicated to other projects into affordable housing options. The SAC must continue to address issues beyond just scale of houses.

**Post-Meeting Clarification:** Staff believes the reference to dedicating \$22 million was in regard to the City "...reprogrammed \$20 million in PDC funds into affordable housing projects in North and Northeast, specifically seeking to enable folks who have been displaced to return to the neighborhood. We have selected a nonprofit who shares this goal, PCRI, as our partner for the first of these projects, that will rise on the empty Grant Warehouse site at MLK and Fremont." - <https://www.portlandoregon.gov/mayor/67316>

**C:** Portland residents will be appreciative of the SAC's attention to all three topics. It's understanding why the Mayor has proposed this route. Yet, as builders have increasingly shared a willingness to compromise, an ability to "trade" will be lost, creating a great divide between SAC members.

**R (Mayor Hales):** "I like to hear all ideas."

**C:** The SAC is limiting opportunities if focusing only on scale of houses. The market is responding to Portland current zoning code, which is very constraining. As a result, the market is producing

only one type of product. This must change. A housing emergency was declared; not a scale of housing emergency. Addressing the scale of housing is the opposite of housing affordability.

**C:** Agreed. Changing some zoning in areas would do a lot to provide much more density in housing. Freeing up narrow lots and providing opportunities for more narrow housing would provide more relief.

**C:** Do skinny houses [narrow lot development] at a different time. 'The where' is more critical than 'the what.' Start with both scale of houses and alternative housing options.

**R (Mayor Hales):** A scale of houses focus may not be the best approach. Does the SAC have a start on developing consensus or packages?

**C:** As the SAC has not yet had the charrette on alternative housing options, this has not yet been fleshed out.

**C:** The charrette has been good so far. SAC members are close to developing ideas that address all three topics. We should continue to advance this work. Focusing on just scale of houses is inefficient. If this SAC is tasked with responding to the housing crisis, there may be some who question the proposed change to the SAC's process.

**R (Joe Zehnder):** The project is under a time crunch. Having something adoptable by the end of the year differs from the SAC's original agreement. It requires the creation and vetting of new code with the general public. The challenge is getting something tangible and done quickly. Development of a solid path with explicit direction presents another option. The workshop charrette was very productive. It demonstrated that the SAC as a group is capable of working through critical issues.

**R (Mayor Hales):** This discussion has been very helpful. The SAC's advice will be taken to heart. It's good to learn that SAC is moving ahead productively. There's little desire to interrupt this success.

**C:** The zoning must respond to neighborhood context. This is a big challenge and needs a lot of thought. Please remember that housing is a regional issue that cannot be fully resolved at a local level. At a local level, Portlanders can focus on what to preserve. Zone for context and focus high density zoning around centers.

**C:** Politics creates challenges. Things seem to be moving in a trajectory from single-family zones to 'not' single family zones – a change in planning philosophy. Should high density happen only around centers, or everywhere around Portland? Should three ADUs be allowed over the current allowance of one? Doing so may result in push back from neighborhoods.

**C:** SAC members can support City staff in their work.

**C:** It took Seattle only seven months to develop a housing plan that addresses housing types for all. Seattle’s mayor [Mayor Ed Murray – who was in Portland that day for a Metro-led forum on affordable housing] indicated, “Don’t let things drag out. Do quickly!” The SAC should similarly act quickly and with a product of substance, developing a package that is comprehensive but short of final code language. This should be possible given Portland’s modest geography in comparison to Seattle’s.

**Post Meeting Clarification:** The HALA process required 10 months for the committee members to assemble a wide ranging package of recommendations. Subsequent implementation and adoption of these recommendations is anticipated to take between 18 months and several years.  
[http://www.seattle.gov/dpd/cs/groups/pan/@pan/documents/web\\_informational/p2347770.pdf](http://www.seattle.gov/dpd/cs/groups/pan/@pan/documents/web_informational/p2347770.pdf)

**R (Mayor Hales):** Thanks to SAC members. SAC views will be taken into consideration. “Godspeed, go further!”

**Post Meeting Clarification:** After considering the viewpoints and concerns expressed by the SAC, the Mayor has decided to continue simultaneously addressing all three project topics (scale, skinny lots, and alternative housing options). To mitigate the time constraint, the Mayor has expressed that staff develop concept level proposals for public review and Planning and Sustainability Commission consideration. The intent is to hone and deliver “term sheets” which spell out the particular terms that will be codified upon final decision by the City Council by December 2016. The Council will consider a resolution based on the term sheets that give staff clear direction to develop the code language for adoption in 2017.

## **SAC RESPONSES TO THE ALTERNATIVE HOUSING OPTIONS WORKSHEET**

Project Manager Morgan Tracy (BPS) presented the findings of the alternative housing options worksheet that each SAC member previously completed anonymously. Three questions were asked:

1. *Where in the city should alternative housing be allowed within single-dwelling zones?*
2. *In areas where alternative housing is allowed, where on an individual block should the placement of alternative housing types be prioritized?*
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)?*

### **Key Points**

- 19 SAC members responded; not all worksheet responses were complete.

- Questions asked about SAC preferences for alternative housing options: 1) at citywide level and 2) by block level.
- Both objective and subjective questions were asked.

### Results of SAC responses to the Alternative Housing Options Worksheet

Option Y, N, I or NA	Multiple ADUs				Internal Conversions				Cottage Clusters				Stacked Flats				Rowhouses				Other			
	Y	N	I	NA	Y	N	I	NA	Y	N	I	NA	Y	N	I	NA	Y	N	I	NA	Y	N	I	NA
<b>Allowed Location (Citywide Level)</b>																								
0-20 Citywide	53	32	5	10	24	10	11	5	42	16	37	5	58	26	5	11	47	16	26	11	18	11	18	58
21-40 By Pattern Area	21	32	10	37	42	16	10	32	31	16	16	37	37	26	11	26	26	17	26	32	13	11	13	63
41-60 By Neighborhood	21	16	31	32	47	10	11	32	37	11	26	26	37	11	26	26	26	11	26	37	8	5	19	68
61-80 Near Centers	42	21	11	26	47	10	11	32	37	16	21	26	42	10	16	32	42	10	16	32	13	5	24	58
81-100 Near Parks	32	26	5	37	42	10	11	37	32	10	21	37	32	10	21	37	26	11	16	47	8	5	24	63
Near Transit	37	26	5	32	47	10	11	32	32	10	26	32	39	11	18	32	41	10	11	37	18	5	24	58
Areas At High Risk Of Gentrification	32	26	5	37	42	10	11	37	37	10	16	37	34	11	13	42	26	11	21	42	8	5	19	68
Away From Areas At High Risk Of Gentrification	31	32	0	37	42	10	11	37	32	10	21	37	34	16	18	32	26	11	21	42	13	5	24	58
Other (Citywide)	26	11	5	58	21	5	11	63	21	5	11	63	21	11	5	63	10	16	11	63	13	5	3	79
<b>Allowed Location (Block Level)</b>																								
0-20 Anywhere	45	21	13	21	58	5	16	21	48	5	26	21	53	10	16	21	45	11	18	26	13	0	8	79
21-40 At Corners	29	16	8	47	32	5	16	47	32	5	16	47	26	11	16	47	29	11	13	47	8	0	13	79
41-60 Next To Commercial Zones	24	16	13	47	31	0	16	53	26	0	21	53	26	5	16	53	34	5	13	48	8	0	18	79
61-80 Close To Schools	24	21	8	47	26	21	21	53	31	0	16	53	26	5	16	53	24	5	18	53	8	0	13	79
81-100 Other	16	16	0	68	16	0	16	68	16	0	16	68	16	0	16	68	16	0	16	68	2	0	3	95

‘Alternative Housing Options - Summary of SAC Worksheet Responses’ presentation - Page 12

Link to Morgan’s ‘Alternative Housing Options - Summary of SAC Worksheet Responses’ presentation: <http://www.portlandoregon.gov/bps/article/566661>

### SESSION 5: ALTERNATIVE HOUSING OPTIONS

David Hyman (Deca Architecture) gave a brief overview of Portland’s code regarding alternative housing types in single-dwelling zones, as well as potential approaches for SAC members to consider when discussing in the upcoming charrette session.

Link to David’s ‘Alternative Housing Types’ presentation: <http://www.portlandoregon.gov/bps/article/565278>

**Q:** Would you please address the ownership structure for stacked flats?

**R:** They could be condominiums, which adds a layer of additional cost and complexity.

**C:** This needs to be talked about more.

**R:** Agreed.

**Q:** Is the fee structure for tandem houses fee simple or condominiums?

**R:** It could be fee simple if land division rules allowed tandem houses.

**Post Meeting Clarification:** The land division code requires that all lots have minimum street frontage. Flag lots are currently allowed, but require a 12' wide "pole" from the rear lot. Also, setback regulations for flag lots would not allow houses to be attached back to back.

**Q:** How many units are in the cottage cluster development in example D6-1c?

**R:** 13 or 14.

**Q:** Where is this project?

**R:** In Portland near SE 71<sup>st</sup> Avenue and Clinton Street.

**Q:** The project crossed two different base zones?

**R:** Correct. It was a large site.

**Post Meeting Clarification:** Hastings Green is a PD with 23 units covering two properties totaling ~73,000 s.f. on opposite sides of SE Clinton.

**Q:** What is the 'a' shown in "R2.5a and R5a"?

**R:** The Alternative Design Density overlay that was discussed in earlier meetings. It was created for the Albina Community Plan and used to be a much more robust overlay.

**Post-Meeting Clarification:** Per <https://www.portlandoregon.gov/bps/article/64465> on the City of Portland website: *"The purpose of the Alternative Design Density Overlay Zone is to focus development on vacant sites, preserve existing housing and encourage new development that is compatible with and supportive of the positive qualities of residential neighborhoods. The concept for the zone is to allow increased density for development that meets additional design compatibility requirements."*

**C:** The overlay does not seem to be used extensively.

**R:** It's primarily in the Albina area and in Southeast Portland.

**R:** PUDs in single dwelling zones provide increased flexibility but require discretionary review.

**C:** They are also incredibly complicated.

### Small Group Exercise

SAC members convened in groups of five or six to review and discuss content on the Alternative Housing Options Placemat and answer three key questions regarding how the City could best regulate. Each table was facilitated by a member of the project team (see more below).

RF	On corners and front setbacks - one extra unit allowed on either duplex or attached house, min lot size 1600 sq. ft.		up to 2 units attached on lots meeting min dimensions	Allowed in PD only.		
R2D						
R7						
R5						
R2.5	max 8 units attached					
House (including manufactured homes/floating homes)	Duplex	Attached House	Attached Duplex	Triplex	Multi-Dwelling Structure	Multi-Dwelling Development
A detached dwelling unit located on its own lot	Two units located on one lot attached by common walls or floor/ceiling	A dwelling unit located on its own lot attached by common walls to one or more dwelling units	A duplex (2 units) located on its own lot, attached by common walls to one or more dwelling units	A subtype of multi-dwelling structure that contains 3 units on one lot attached by common walls or floor/ceiling	A structure that contains 3 or more units on one lot, attached by common walls or floor/ceiling	Grouping of more than one unit on one lot that may or may not be attached in some form

Alternative Housing Options Placemat, Page 1

Accessory Dwelling Unit	Additional Density			No Added Density			
	Duplex/Attached House (on corner)	Transition Site	Triplex ("a" overlay)	Attached house (non-corner)	Zero lot line	Flag Lot	Planned Development
A second unit located on a lot with a house. Always auxiliary and smaller than the primary dwelling	On corner lots that meet minimum lot sizes, one extra unit is allowed	On lots that abut the side of a commercial zone, one extra unit is allowed (either as a duplex or attached house)	In the R2.5a zone, a triplex is allowed	On non-corner lots that meet the minimum base zone lot size, up to two houses may be attached with double setbacks on non-attached side	Homes may be built to zero setback with double setback provided on opposite side	An alternative to narrow lots, where one lot is located behind the other with a flag pole for utilities and access.	Provides flexibility for housing type, lot dimensions, and some uses. Density must still be met.

Alternative Housing Options Placemat, Page 2

Other potential housing forms					
	Multiple Accessory Dwelling Units	Internal Conversions	Cottage Clusters	Rowhouses	Stacked Flats
	A extra accessory unit located on a lot with a house. Always auxillary and smaller than the primary dwelling	Additional units created within an existing house. Units are not restricted by size <i>Condo</i>	Multiple individual structures, generally smaller in scale and oriented around a common space/feature. <i>Condo</i>	A form of attached house. Units arranged side by side, may be either fee simple or condo	A form of duplex or multi-dwelling structure depending on units. Units arranged on top of each other. <i>Condo</i> .
Asupp added on	Not applicable	2 units - Allowed in R2.5 zone and on corners/transition sites in R20-R2.5 zone	Any number - Allowed as PD	8 units - Allowed in R2.5 zone 2 units - Allowed on corners/transition sites in R20-R2.5 zone	2 units - Allowed in R2.5 zone and on corners/transition sites in R20-R2.5 zone
Additional Density	2 ADU's 	1 extra 	1 extra 	1 extra on lot 	2 units 
	2 ADU's 	1 extra 	50% extra 	1 extra on corner 	3 units 
	3 ADU's 	3 extra 		Internal lot 	4 units 
	2 ADU's attached 				

Alternative Housing Options Placemat, Page 3

On a matrix provided to each SAC member, the SAC proceeded to discuss and answer three questions for each of the alternative housing options in a small group table exercise. A SAC member reported out the group's recommended findings to the larger SAC afterwards. The alternative housing options include:

- Multiple Accessory Dwelling Units (ADUs)
- Internal Conversions
- Cottage Clusters
- Row Houses
- Stacked Flats
- Other

The three questions to answer for each alternative housing options:

1. **Does this alternative housing type show promise for the City to explore further?** (yes/no)
2. **Where should this housing type be allowed?** (Think about density of single dwelling zones; distance to centers, corridors and transit; and pattern areas.)

3. ***Under what condition or process should this housing type be allowed?*** (Land use review needed? Allowed by right? Allowable number of units? Granted if certain public benefits are accomplished – like universal design, low impact development, high performance building. Etc.)

Alternative Housing Type	Alternative Housing Type	Does this alternative housing type best fulfill the guiding principles type show promise for the City to explore further? (yes/no)	Where should this housing type be allowed? (Think about density of single dwelling zones, distance to centers, corridors and transit, neighborhoods and pattern areas.)	Under what condition or process should this housing type be allowed? (Land use review needed? Allowed by right? Allowable number of units? Granted if certain public benefits are accomplished – like universal design, low impact development, high performance building, etc.)
Row houses	Multiple accessory dwelling units			
Stacked flats	Internal conversions			
Other	Cottage clusters			

*Alternative Housing Options Worksheet*

***Table 1: Tatiana Xenelis-Mendoza, Douglas MacLeod, David Sweet, Mary Kyle McCurdy, Danell Norby, Teresa St. Martin, Todd Borkowitz (BPS – Facilitator)***

- Allow two or more accessory dwelling units (ADUs) per site, regardless if internal or external, so long as they meet height, setbacks, lot coverage and outdoor space requirements.
- Allow two or more accessory dwelling units (ADUs) by right anywhere in the city.
- Allow internal conversions for all age of homes, so long as they meet height, setbacks, lot coverage and outdoor space requirements
- Allow internal conversions by right anywhere in the city.
- Allow cottage clusters and garden apartments by right anywhere in the city.
- Allow sliding-scale density bonuses based on unit size (the smaller the unit, the greater the density bonus).
- Allow row houses by right anywhere in the city.
- Allow stacked flats by right anywhere in the city.
- Do not require on-site parking for any alternative housing type.

- Allow density bonuses for alternative housing types that meet the needs of persons with disabilities and seniors.

*Table 2: Eric Thompson, Garlynn Woodson, Alan DeLaTorre, Maggie McGann, Brandon Spencer-Hartle, Eli Spevak, Morgan Tracy (BPS – Facilitator)*

- Simplify code by allowing one code covering all alternative housing types.
- Limit building scale based on higher unit counts (the more units, the stricter the limits).
- Create ‘missing middle’ zones between single-family transition zones and ‘walkable’ neighborhoods well-connected by transit.
- End density limitations in ‘missing middle’ zones.
- Replace building coverage limits with impervious surface limits.
- Allow cottage clusters by right anywhere in the city. Eliminate PD process
- Limit density increases in areas without sufficient infrastructure capacity.
- Do not reduce the area of the current abatement for required off-street parking (500-foot distance from a high-frequency transit stop).

*Table 3: Rick Michaelson, Rod Merrick, Jim Gorter, Vic Remmers, Mike Mitchoff, Sandra Wood (BPS – Facilitator)*

- Explore the viability of allowing additional units from internal conversions.
- Allow cottage clusters on larger lots.
- Do not allow stacked flats in single-dwelling zones.
- Change zone boundaries instead of adding exceptions in single-dwelling zones.
- Create ‘missing middle’ transition zones between single-family zones and ‘walkable’ neighborhoods well-connected by transit.
- Simplify code for single-dwelling zones.
- Explore the viability of how best to protect historic homes in single-dwelling zones.

*Table 4: Linda Bauer, Michael Molinaro, Barbara Strunk, Emily Kemper, Marshall Johnson, Sarah Cantine, Julia Gisler (BPS – Facilitator)*

- Allow density bonuses in single-dwelling lots in closer proximity to services/commercial/transit corridors.
- Allow density bonuses for the preservation of on-site, non-impervious open space areas.
- Allow sliding-scale density bonuses based on unit size (the smaller the unit, the greater the density bonus).
- Create ‘missing middle’ zones between single-family transition zones and ‘walkable’ neighborhoods well-connected by transit.
- Incentivize alternative housing development that uses quality materials.

## **CLOSING COMMENTS FROM SAC MEMBERS**

C: There is some objection to getting rid of planned developments (PDs)

**Q:** Why?

**C:** The PD process looks at the unique characteristics of a site and adds flexibility to better guarantee site appropriateness.

**Q:** Should PDs go away all together?

**C:** They generally fit in well in single-dwelling zones.

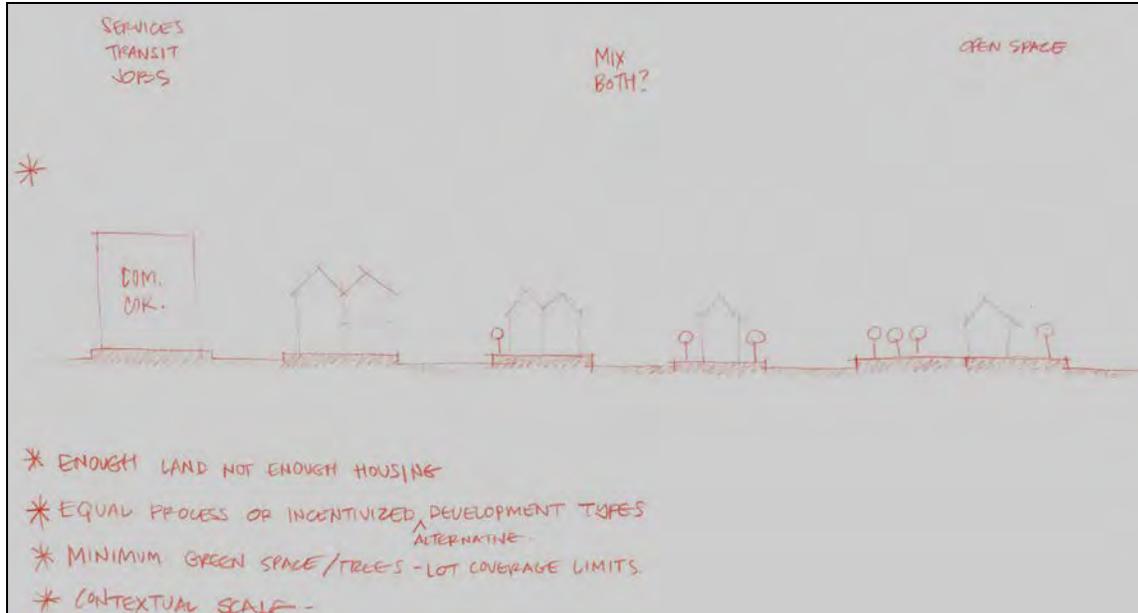
**C:** It would be helpful to have a better understanding of the costs associated with the PD process.

**C:** It's difficult to determine a typical cost given their use in many different situations.

**C:** Time is running short. We should move on.

**C:** It would also be helpful to hear lessons from the City's use of the 'A' Overlay Zone.

**R:** The City has never taken a comprehensive look at PDs built in Portland. In multi-dwelling zones, no discretionary review process for PDs is required. In single-dwelling zones, discretionary review process for PDs is required.



*Drawing provided by a SAC member at Meeting #7*

## **REFLECTION ON THE RESIDENTIAL INFILL PROJECT GUIDING PRINCIPLES**

Facilitator Anne Pressentin (EnvirolIssues) indicated that given time constraints, this portion of the meeting will instead be covered in SAC Meeting #8 on March 1, 2016.

## **PUBLIC COMMENTS**

**Al Ellis:** Al is with United Neighborhoods for Reform. The SAC's ideas around conservation are impressive. Mayor Hales cited the Hippocratic Oath in his criticism of Portland's rampant demolitions and the need to create more affordable housing. Houses are being destroyed and replaced with homes that many cannot afford. If we want affordability, it does not make sense to destroy the very homes that already are affordable. Similar to agricultural land outside of the Urban Growth Boundary, this resource must be protected.

**Pam Phan:** Pam lives in North Portland and is with Anti-Displacement PDX. Smaller does not always mean more affordable. We must consider location. Inner neighborhoods need focus. We must apply an equity lens to provide sufficient access to these areas. Pam's family lived in the Hosford-Abernethy neighborhood. Her large family, aided by many services, was able to afford a large home. They could not have remained in the home without it being able to adopt throughout various and changing family needs. Pam has many more ideas and perspectives to share regarding residential infill.

**Doug Klotz:** Doug indicates that an equity lens should be applied to this process. Commercial areas need to have a much larger transition to single-dwelling neighborhoods. This can be done either through zoning or redefining what housing types could occur in each zone.

## **WRITTEN PUBLIC COMMENTS**

**Provided by Pam Phan via email to Project Manager Morgan Tracy (BPS) on 2/2/16:**



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February 2, 2016

Residential Infill Project Stakeholder Advisory Committee  
Bureau of Planning and Sustainability  
1900 SW 4 Avenue, Suite 7100  
Portland, OR 97204

To Members of the RIP Stakeholder Advisory Committee and City Staff:

My name is Pam Phan, from 1000 Friends of Oregon. I also am a Humboldt Neighborhood resident in North Portland.

Only 10 percent of new development is anticipated in single family (SF) areas in the next 20 years of Portland's growth. While this may seem like a small proportion of the overall housing market, SF zones play a critical role in the health and well-being of families and individuals by creating neighborhood stability that we've often talked about in the Anti-Displacement PDX Coalition.

*Smaller doesn't mean "more affordable"* - this is relative depending on price point neighborhood to neighborhood, ultimately connected to land values. For instance rents or home prices for comparable units in Boise-Eliot can be twice as much as those in Powellhurst-Gilbert. So the value of that same coveted 800 sq. ft. bungalow absolutely depends on location to the Central City & other urban amenities (walkable, bikeable, transit, active neighborhood commercial, etc.)

**For this reason we insist that an equity lens is applied to infill policies that prioritize creating the housing types that increase access to inner neighborhoods for Portland's most vulnerable residents.**

Growing up as a refugee in Portland - it was a critical turning point for my family to access the positive effects of homeownership. My family when we arrived in 1975, were my parents and my 4 older brothers and sisters, along with my father's siblings and cousins, their spouses and children, and my paternal grandparents for a total of 5 nuclear units. After a couple years of housing instability, with the support of many local service agencies we were able to purchase an old Portland foursquare on a double lot near the corner of 21st and SE Madison. All sets of parents and single adults helped pay the mortgage and bills, with each nuclear family occupying a room in this grand 5 bedroom home. Without the ability to adapt this large home for our needs, each of our families would not have had the housing stability to build community, wealth, and gain value from an education in the Hosford-Abernethy catchment.

Let me be clear, immigrants, refugees, communities of color and those of low and modest incomes now face dwindling and shorter time periods for social supports, along with crippling housing costs. In today's ballooned market, building opportunity through single family housing stability may be less likely, unless WE PLAN for it.

Family types can differ, and providing homes, quads, duplexes, cottage clusters, and multi-family can meet people's various needs - but again they must be at affordable rates and at increased density in order to make it effective. PCRI and Reach CDC already have programs that redevelop single family homes to offer families stability while they save for homeownership, keeping kids in the same neighborhoods and catchment areas. Community oriented development such as this is a viable alternative to allowing the disruptive effects of market driven demolitions.

Land use codes that create incentives and/or density bonuses allowing for up to 2 or 3 ADU's per lot, with the stipulation that the second or third ADU be "affordable" - especially in places that have potential for R2.5 (corners, near corridors, or neighborhood arterials, etc.). Also consider waiving SDCs on ADU's that ARE NOT ultimately used as short-term rentals to ensure that smaller, more affordable units can benefit residents looking to stay stable in their neighborhoods of choice.

When using an equity lens, we must consider the pending or FUTURE displacement in currently affordable neighborhoods like Powellhurst-Gilbert or Lents, and whose residents may likely have migrated there due to displacement from previous cycles of gentrification of inner neighborhoods. It will be important to have a diversity of housing types that can offer housing stability with affordable rents that help pave the way for ownership opportunities. For families this can mean the ability to save so they can choose to buy into their neighborhood when they can and choose to.

Getting the housing types at the density that meet people's needs must be done through the zoning code, with the explicit intention of preventing gentrification and displacement, and securing the stabilizing effects of affordability for all people, not just for those who are able to pay the increasing market prices. The City can work with Anti-Displacement PDX members Rose CD, Proud Ground, PCRI, and the Oregon Opportunity Network to help grow opportunities that develop community minded adaptive housing in SF areas to create greater housing choices for many of Portland's communities of color, immigrants, and refugees, as well as low-income residents.

Thank you for your consideration,

Pam Phan  
Housing Program Manger  
1000 Friends of Oregon

**Provided via public comment form by Nancy Seton on 2/2/16:**

*"Please consider preserving tree canopy in infill discussions. Green space + trees are vital to livability, especially as it gets denser."*

*I love the idea of incentivizing smaller homes – e.g. cottage clusters. Good for aging in place. How could this be allowed in spots in lower density zones, e.g. R10?*

**WRAP UP/ADJOURN**

Chief Planner Joe Zehnder (BPS), indicated that he and Mayor Hales has heard the opinions of SAC members. The SAC has interest in developing a packaged proposal. City staff will bring to the March SAC meeting a proposal of work for completing the package.

**Q:** Could City staff develop something as a starting ground? As there are three project topics, breaking into three different subgroups would allow SAC members most dedicated to a certain issue(s) to focus on those issues.

**R (Joe Zehnder):** This was done similarly in a recent Portland Public Schools advisory group.

**Q:** Will the SAC be needing to reach consensus?

**R (Joe Zehnder):** This group will be "just setting the table."

**Q:** Will this proposal be developed and shared with the SAC in a timely manner?

**R (Joe Zehnder):** Yes. It will be made available one week before the March SAC meeting.

**C:** Many SAC members may find this new direction challenging. Accelerating the current schedule is not desirable as it becomes the driver in the decision making process. There is a need for finding where consensus exists.

**Q/C:** What will the SAC be discussing in its upcoming meetings? The SAC should be fed ideas by the project team as it does “not know what to do.”

**C:** There is a lot of room for written communication amongst SAC members about preferred project approaches and guiding principles.

**R (Joe Zehnder):** City staff understands the concerns about the SAC’s future process. The faster ideas can be brought out, the more engaged and effective SAC members will be. “There is no better way to kill an idea on something important than to drag it out.”

**C:** There are a lot of great ideas. What happened to lost SAC ideas?

**C:** I’m not at the table for just one issue.

**Q:** The previous charrette discussion was on scale. Where is the summary of the SAC’s report outs?

**R:** The project team is in the middle of summarizing for the SAC but will provide as soon as possible.

Anne Presentin (EnviroIssues) thanked SAC members for their continued involvement and reminded the group of its next meeting in March.

**Post-Meeting Clarification:** SAC Meeting #8 is scheduled for Tuesday, March 1, 2016 from 6:00pm to 8:30pm - 1900 SW 4th Avenue, Portland, 2nd Floor – Room 2500. The SAC will discuss the Guiding Principles, debrief from the charrette, and be introduced to preliminary, project team-developed concepts for scale of houses.

**END OF SUMMARY MINUTES**

# Residential Infill Project – Stakeholder Advisory Committee

## Meeting #8 Summary Minutes **APPROVED BY SAC**

**Date:** Tuesday, March 1, 2016

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

**Location:** 1900 SW 4<sup>th</sup> Avenue, Portland, 2<sup>nd</sup> Floor – Room 2500

**SAC Members in Attendance:** Linda Bauer, Sarah Cantine, Jim Gorter, John Hasenberg, Marshall Johnson, Emily Kemper, Douglas MacLeod, Mary Kyle McCurdy, Maggie McGann, Rod Merrick, Rick Michaelson, Mike Mitchoff, Michael Molinaro, Danell Norby, Vic Remmers, Eli Spevak, Teresa St. Martin, Barbara Strunk, David Sweet, Eric Thompson, Garlynn Woodsong, Tatiana Xenelis-Mendoza

**SAC Members NOT in Attendance:** Alan DeLaTorre, Douglas Reed

Note: Brandon Spencer-Hartle stepped down as a SAC member prior to this meeting.

**Staff/Consultants in Attendance:** Joe Zehnder (BPS), Sandra Wood (BPS), Morgan Tracy (BPS), Julia Gisler (BPS), Todd Borkowitz (BPS), Mark Raggett (BPS), Pei Wang (BPS), Anne Pressentin (Envirolssues), Camille Trummer (Office of Mayor Hales), Nick Kobel (BPS)

**Others in Attendance:** Robin Harman, Kurt Nordback, Robert Lennox, Roger Zumwalt, Allan Owens, Margaret Davis

### Meeting Objectives:

- Discuss the revised project schedule and objectives
- Reflect on the SAC Charrette for direction on addressing scale of houses
- Gain additional understanding about term-sheets and how guiding principles are used
- Discuss three possible scenarios to address scale of houses on standard lots

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

**Post-Meeting Clarifications or Links**



## WELCOME AND MEETING INTRODUCTION

Facilitator Anne Pressentin (Envirolssues) thanked SAC members for their attendance, identified the meeting objectives (see above) and highlighted the meeting agenda. SAC members were informed that they may be asked to move to a different table to better mix up interests at each of the six tables they were seated at. While not specifically listed on the meeting agenda, advancing the draft guiding principles will occur throughout the meeting.

**Q:** Would you please elaborate on advancing the draft guiding principles?

**R:** The project team applied them to the scenarios they will be presenting; SAC members could react to the draft guiding principles at that time.

**Q:** Will the SAC have an opportunity circle back on the draft guiding principles at that time.

**R:** Yes.

## REVISED PROJECT SCHEDULE

Project Manager Morgan Tracy (BPS) gave an overview of the revised project schedule per the SAC Meeting #7 discussion with Mayor Hales. The feedback received was thoughtful and convinced Mayor Hales to advance all three project topics by the end of 2016, not just one as he originally proposed. Housing affordability remains a top mayoral priority and Mayor Hales seeks to have meaningful Residential Infill Project outcomes by the time he leaves office.

To achieve this, BPS staff proposed completing 'term sheets' by the year's end that provide detailed proposals for code amendments without the lengthy process required to draft, test and adopt complete code language. The schedule illustrates that the SAC will meet twice per month for the next two months (SAC #9 on 3/15/16; SAC #10 on 4/5/16; SAC #11 on 4/19/16 and SAC #12 on 5/3/16). The SAC will also have a meeting (#13) to prepare for the legislative process in July.

SAC Meeting #8 will focus discussion on scenarios for 'scale of standard lots'. In this meeting and upcoming meetings, the SAC will review scenarios for each topic one at a time. At SAC Meeting #12 (5/3/16) the scenarios will be analyzed as a package or packages to be presented to the general public.

Beyond July 2016 and after the public engagement period, the SAC will convene only occasionally through code drafting and legislative process. The length of time that this latter process takes depends on the complexity of the recommended package.

**Q:** What will be the SAC's role in public outreach?

**R:** The SAC's role could include advising on effective outreach and communication to different groups of people.

**Q:** How do the draft guiding principles align with the goals in the draft Portland Comprehensive Plan update?

**R:** This linkage was discussed in SAC Meeting #5 (January 5, 2016).

**R:** There are also copies of the draft guiding principles with relevant goals of the Draft Comprehensive Plan and other documents available at the sign-in table.

**Link to Meeting #5 Summary Minutes:** <https://www.portlandoregon.gov/bps/article/565214>

**Q:** Are the guiding principles still in draft form?

**R:** Yes.

**Q:** Through what process will they be adopted by the SAC?

**R:** The project team heard from SAC members that the draft principles should be temporarily accepted as imperfect as they were abstract until they could be applied to scenarios. They also observed that the draft principles were not well-reflected in the SAC's charrette discussions. Today's exercise – where SAC members will assess scenarios with the draft guiding principles – provides opportunity to continue whether the principles remain valid or need revision.

**Q:** What about adding other guiding principles? What about ranking them?

**R:** SAC members should indicate whether and how to do so in their small group discussions. All the guiding principles are taken from and informed by the Comprehensive Plan. SAC members should look to how scenarios can advance Comprehensive Plan goals.

**C:** Some skepticism remains.

**R:** This discussion can be revisited later in the meeting.

Facilitator Anne Pressentin (Envirolssues) asked if SAC members had additional questions. None were indicated.

## SCALE OF STANDARD HOUSES

### Scenarios Generation

Project Manager Morgan Tracy (BPS) highlighted some key takeaways on scale of standard houses from the SAC Charrette (SAC Meeting #6 on 1/21/16). While 100% SAC unanimity was not observed by the Project Team on any 'ingredients', SAC members did agree on 'ingredients' that should NOT be advanced.

**Link to Morgan's presentation:** <https://www.portlandoregon.gov/bps/article/568695>

The takeaways were used to inform the Project Team in the development of bundles, or 'thematic scenarios' for scale of standard houses. Vetted scenarios will then inform the development of term sheets, or bullet-point documents outlining the materials and conditions of agreement on code language that will be adopted by City Council in December 2016.

### Presentation of Scenarios

Urban Design Studio Lead Mark Raggett (BPS) presented the maximum application of Portland's current code and then introduced three alternative scenarios that address scale of standard houses. For simplicity, the scenarios compared maximum buildouts of houses on typical 50-foot by 100-foot lots in the R-5 single-dwelling zone. Each illustrates potential outcomes resulting from key "big moves" defined in each scenario. They also assume a preference for houses that are smaller than Portland's current code.

**Scenario 1 – 'Revise the Standards'** minimizes the limits for height, setbacks and building coverages and increases the minimum outdoor area requirements. It also changes how height is measured.

**Q:** Does this scenario propose measuring height to the peak of all roofs?

**R:** Yes.

**Q:** Where did the idea of a larger minimum outdoor area come from?

**R:** It was mentioned at the SAC Charrette.

**C:** There is some disagreement on this.

**Q:** How was the method of measuring roof height achieved? Is there a way for developers to cheat this?

**R:** The Project Team did not explore all loop holes to each scenario component, just the concepts.

**C/Q:** There are quite a few loopholes to this move. What happens, for example, when a roof is a 'shed roof' style?

**R:** It must be maximum 30-foot in height or lower.

**Q:** If reducing the maximum lot coverage requirements, what will the rest of the lot now be used for?

**R:** It could be used for accessory structures, parking, outdoor area, etc.

**R:** Note that we're talking about minimums and maximums; most developments are not built to maximum allowed limits.

**R:** The concepts still require a minimum continuous outdoor area.

**Q:** Do the proposed scenarios still allow side yards to be included in the minimum outdoor areas?

**R:** Yes; that is the case for both current code and the three scenarios proposed.

**Scenario 2 – 'Introduce new floor area ratio (FAR)'** deploys a tool that allocates building square footage in proportion to the building's lot square footage to better promote design flexibility, incentivize desired building features and deemphasize undesired building features. While more commonly used for commercial buildings (including in Portland), FAR is gaining attention for use in residential development in other cities. The scenario proposes an FAR of 0.5:1 for houses on typical 50-foot by 100-foot lots in the R-5 single-dwelling zone, but different FARs could be applied to different lot sizes and/or pattern areas. The 0.5 FAR proposed in this scenario would allow a maximum of 2,500 square feet of building on a 5,000 square foot lot; current limits to building heights and lot coverage would not change.

**Q:** How would this scenario apply to smaller lots?

**R:** This scenario's application on narrow lots will be discussed in the next SAC's meeting (SAC Meeting #9 on 3/15/16).

**Q:** Would it apply across zones?

**R:** Yes.

**Q:** What single-dwelling zone FARs do other cities have?

**R:** Oakland, CA uses 0.5:1.

**R:** Other cities generally range between 0.35:1 and 0.6:1.

**C:** Please clarify whether this scenario applies to larger lots, or only standard lots.

**R:** All three scenarios are modeled on typical 50-foot by 100-foot lots in the R-5 single-dwelling zone.

**Q:** Will smaller lots will be addressed at a later time?

**R:** Yes. We're applying only to 50-foot by 100-foot standard lots at this time.

**C:** This scenario may not work well on substandard lots, like 40-foot by 100-foot lots.

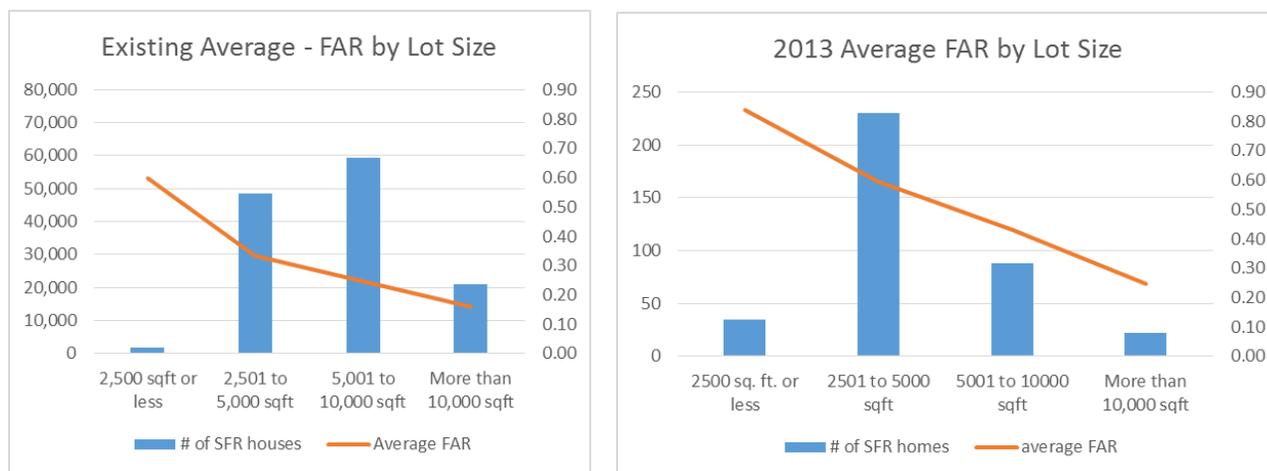
**Q:** Has BPS staff determined current FAR distribution across Portland?

**R:** Yes. This will be shown later in this presentation.

**Q:** Is this included in the SAC handouts?

**R:** Yes. A printout of this PowerPoint presentation is part of the SAC handouts. Single-dwelling zone FARs have been increasing in Portland; it is currently about 0.3:1.

**C:** Please explain the two graphs of 'average FAR per lot size' for existing and 2013.



**R:** The chart above (left) illustrates that most existing homes citywide are on lots between 2,501 to 10,000 square feet, while few are on lots larger than 10,000 square feet and those on less than 2,500 square feet. FARs for existing homes

citywide are highest for lots less than 2,500 square feet (over 0.6:1) and generally decreases for larger lots – the lowest being about 0.15 for lots more than 10,000 square feet.

**R:** The chart above (right) illustrates that most new homes citywide (built in 2013) are on lots between 2,501 to 5,000 square feet, while fewer are built on lots between 5,001 and 10,000 square feet, fewer still on lots larger than 10,000 square feet and the smallest number on lots less than 2,500 square feet. FARs for new homes citywide (built in 2013) are highest for lots less than 2,500 square feet (over 0.85:1) and decreases for larger lots – the lowest being about 0.25 for lots more than 10,000 square feet.

**Takeaway: new houses are generally bigger than the existing stock of houses and have higher FARs (citywide average for all lots sizes, about 0.53:1 for new versus 0.34:1 for existing).**

**Q:** How do the FARs in the charts account for basements?

**R:** The FARs are based on finished living space, which sometime include basements, based on Multnomah County tax information.

**R:** The Project Team has not yet resolved how best to specifically address basements and other spaces like attics, garages, stairs and closets, but will be refining scenarios based on SAC feedback.

**C:** This is too much information to graph.

**C/Q:** There is a wide spectrum of lot sizes in Portland. Does the Project Team have any more fine-grained information on FARs in Portland?

**Q:** Do the lot sizes include lot remnants?

**Q:** What is the FAR of standard, 50-foot by 100-foot lots in the R5 zone?

**R:** The Project Team did not break the numbers into such fine detail; it would take significant staff time to do so.

**Q:** What is the FAR when no changes are made?

**R:** Existing FAR is shown in the chart above (left).

**Scenario 3 – ‘Combination’** employs a number of changes to the development standards, including adding new regulations, changing measurement methods and modifying other existing regulations. Key changes include:

- Utilizing a new height measurement method
- Tying maximum front setbacks to adjacent houses
- Tying increasing in side setback to increases in respective side wall size
- Increasing rear minimum setback to 15 feet
- Increasing minimum outdoor area
- Tying building coverage to building height

Scenario 3 is the most ambitious of the three scenarios. While it offers context-based requirements and greater flexibility in house siting, it also has challenges such as:

- Being untried and untested
- Being difficult to quantify building coverage to height
- Potentially making many existing homes non-conforming

**Q:** Is there a choice in measuring building height from an adjacent curb or property corner?

**R:** This can be highlighted in small group discussions. The Project Team did not include this in any of the scenarios.

**Q/C:** Did the project team consider tying front setbacks beyond just adjacent houses? It may be a more sensible approach than just measuring to immediately adjacent houses.

**R:** This can be highlighted in small group discussions.

**Q:** Would proposed setback minimums also apply where adjacent development was in a different zone (like commercial or multi-dwelling)?

**R:** Good catch. This could be an issue. It seems that it should only include adjacent development that is within a single dwelling zone.

**Q:** What if the adjacent development is not single dwelling zoned, but only has a house on it?

**R:** There are many nuances for the Project Team to work out in each scenario.

**Q:** Are there examples where the 'sliding scale side yard (wall height or area)' tool is effectively used?

**R:** The wall size to setback ratio is currently applied to structures in the city's multi-dwelling zones. The sliding scale building height to lot coverage tool was influenced by the building-volume ratio.

**Post-Meeting Clarification:** A concept that the Project Team has not seen applied in other cities, a building-volume ratio (BVR) expands on floor-area ratio (FAR) by adding a vertical measurement to more accurately assess three-dimensional building mass. It measures cubic feet (not just square feet) to capture volume of vaulted ceilings and other spaces not accurately captured by FAR.

**Q:** Do these three scenarios address only construction of new houses, or both new houses and remodels of existing houses?

**R:** In the SAC Charrette, there was some discussion of new houses and remodels of existing houses having different development tracks.

**C:** These scenarios have the potential to have a huge impact. A lot of existing houses could not be remodeled. The Project Team must be extremely careful when drafting new code language.

**R:** The code currently allows remodels on non-conforming development to expand or modify structures in a way that does not increase the degree of non-conformity. For example, houses that are too tall can be extended, so long as their height is not increased.

**Post-Meeting Clarification:** More details can be found in *Title 33, Planning and Zoning*, Chapter 33.258 Nonconforming Situations: <http://www.portlandoregon.gov/bps/article/53318>

In addition to the three scenarios, the SAC may advise the Project Team on additional 'add-ons', such as: increasing the existing 500-foot transit buffer where garages are not required; adding eaves, projections and wall articulations; reducing height or steepness of main entrance stairs, creating an alternative development path that allows for buildings to fit context of nearby larger buildings, etc.

### **Measuring Scenarios against Guiding Principles**

Project Manager Morgan Tracy (BPS) highlighted the seven draft guiding principles that the SAC agreed to temporarily accept as imperfect for use at the January charrette to compare options. As staff members began applying them to the Scale scenarios, they found that one draft guiding principle ('provide diverse housing opportunities that are adaptable over time') was better used as two ('provide diverse housing opportunities' and 'be adaptable over time'). Staff then assessed each principle qualitatively against existing code and the three scenarios to demonstrate how they would be applied and to provide the SAC with an opportunity to review staff's findings.

Guiding Principles	Existing Code	Scenario 1 Revise Tools	Scenario 2 Add FAR	Scenario 3 Combo
Fit context	●	△	△	△
Provide diverse housing	○	—	—	—
Adaptable houses over time	●	▽	▽	▽
Privacy, Sunlight, Open Space, Natural Features	●	△	△	△
Resource efficient	●	△	△	△
Housing affordability	○	—	—	—
Economically feasible	●	▽	▽	▽
Clear rules for development	●	—	△	▽

Key: Existing Code ● Supports, ● Allows ○ Does not support  
Scenario ▲ Improves △ Slight Improvement — No change ▽ Slight reduction ▼ Reduction

**Q:** Is making a smaller house an efficient use of land?

**R:** This can be highlighted in small group discussions.

**C:** Making a smaller house may be more energy efficient, but is not a more efficient use of land.

**R:** Please highlight this discrepancy in small group discussions. Maybe a recommendation is be to create additional guiding principles.

**C:** It's good that this matrix highlights that none of the scenarios increases housing affordability.

**Q:** If someone wants to build a larger house, should the City actually prevent them from doing so?

**C:** There are other issues in the Draft Comprehensive Plan to address, such as compatibility versus development flexibility.

**Q:** In some scenarios, two different ingredients were adjusted. They are no longer coupled and could be subject to refinement.

**R:** Correct.

**C:** The SAC should be looking at individual pieces on the matrix.

**R:** The Project Team tried to get SAC members to do this at the SAC Charrette. However, SAC members indicated that this would be too difficult.

**C/Q:** Is SAC Meeting #8 the only opportunity to discuss, revise and propose scenarios for the scale of standard houses?

**R:** The Project Team needs SAC guidance on the best three or four (or less) scenarios to take to the general public. The scenarios are apt to change as a result of talking to the public, and through the public hearings process.

**C:** The SAC is not worried about creating a perfect set of guiding principles, but whether or not scenarios will have unintended consequences.

**C:** There is also some SAC concern that discussing scale first with having a full conversation on alternative housing options. Doing so, the SAC is missing an opportunity to advance an option that improves housing affordability.

**R:** There is an option to default to the current code. However, there is an impetus to create a code that is more contextual.

**Q:** How many individual SAC proposals have been made?

**C:** Many SAC members do not want to see one large house but would generally be okay if the large house accommodated more housing units.

**R:** The SAC will be convening in May (SAC Meeting #12 on 5/3/16) where the scenarios packages covering all three project topics can be evaluated to see how they overall best address the project's guiding principles.

**Q:** Can the SAC focus at the moment only on scenarios addressing the scale of standard lot, single-dwelling homes?

**C:** The "elephant in the room" is how best to adapt code to different Portland neighborhoods and conditions to best respond to the Draft Comprehensive Plan statement that 'one size does not fit all.'

### **Small Group SAC Exercise**

Facilitator Anne Pressentin (EnviroIssues) instructed six SAC member tables (A thru F) will each be assigned one of the three scenarios to assess so that two tables will assess each scenario. When each small group reports the findings of their discussions to the larger SAC, they will critique the Project Team's assessment of the three scenarios to the draft guiding principles and recommend revisions to them.

**Q:** Should the SAC discussions include the "extras and add-ons"?

**R:** Yes, small groups should consider them and other scenarios when the assessment of their assigned scenario is complete.

The small groups should respond to the following:

1. Apply the eight draft guiding principles to your scenario compared to staff's initial assessment. Provide a rationale for why the same or different from staff.
2. Are there adjustments to the scenario components (development standards) that should be made? How should pattern area differences be recognized?

### **SAC Table Responses**

**Table A (Scenario 1):** Michael Molinaro, Mike Mitchoff, Rick Michaelson, David Sweet:

- Maximum height allowances should not be determined by averaging.
- Fits neighborhood context.
- No difference in houses becoming more adaptable over time, more affordable, more economically feasible or resulting in clearer rules for development.
- Lot coverage bonuses should be given to developments that include ADUs.
- Basements 4-feet below grade should be excluded from FAR calculations.
- 40 to 45 percent building coverage limits suffice; also test 30 and 35 percent.

**Table B (assigned Scenario 1 but assessed Scenario 2):** Eric Thompson, Garlynn Woodsong, Emily Kemper:

- Do not advance scenarios 1 or 3.
- Create larger FARs; up to 0.75 in urban areas and 0.5 in suburban areas.
- Exclude attics, basements and ADUs from FAR calculations.
- Create better tool for measuring building height.
- Eliminate long flights of stairs to the main entry.
- On lots smaller than a standard 50-foot by 100-foot, FAR allowances should be greater.
- Use FAR bonuses to incentivize good development (i.e. street improvements, solar access and/or energy efficiency).

**Table C (Scenario 2):** Sarah Cantine, Danell Norby, Linda Bauer:

- There is not a linkage of FAR and neighborhood context (only site context).
- Interrelated with Scenario 3; both scenarios 2 and 3 could restrict options for alternative housing.
- Scenario 3 does well in promoting privacy and sunlight; the wall height/setback tool is a good concept
- Is resource efficient as it reduces building size and bulk, but does little to otherwise improve resource efficiency.
- Does not affect housing affordability.
- Does not affect clear rules for development; could increase land prices.

Scenario 2

## 1. ADJUSTMENTS

## 2. TEST PRINCIPLES - CHANGE SCORE

2. Apply the eight draft guiding principles to your scenario compared to staff's initial assessment.  
Provide a rationale for why the same or different from staff.

Guiding Principles	Existing Code	Scenario 1 Revise Tools	Scenario 2 Add FAR	Scenario 3 Combo
① Fit context	●	△	▲ <small>ONLY IN LIMITING SIZE</small>	▲ ? <small>DOES NOT RELATED DIRECTLY TO CONTEXT</small>
② Provide diverse housing	○	—	—	—
③ Adaptable houses over time	●	▽	▽	▽
④ Privacy, Sunlight, Open Space, Natural Features	●	▲	△	▲
⑤ Resource efficient	●	△	△	△
⑥ Housing affordability	○	—	—	—
⑦ Economically feasible	●	▽	▽	▽
⑧ Clear rules for development	●	—	△	▽

Key: Existing Code ● Supports, ● Allows ○ Does not support  
Scenario ▲ Improves △ Slight improvement — No change ▽ Slight reduction ▼ Reduction

① ~~AVGAGING~~ ~~NEEDS TO FIT~~ CONTEXT  
 • INCREASE OUTDOORS SPACE.  
 • COULD TIE FAR TO CONTEXT BUT MAINLY SITE CONTEXT.

② • OPTIONS FOR PARTICULARS ADA OR AGING IN PLACE  
 • MAY RESTRICT OPTION FOR AET HOUSINGS DUE TO LOT COVERAGE

③ • SEE ABOVE. ONLY ALLOW INTERNAL CONVERSIONS IF MAX. LOT COV. IS REACHED

④ • SETBACK INCREASE WOULD IMPROVE THIS FOR TOWER STRUCTURES.  
 ADD WALL AREA FROM #3 SCENARIO

Last 10 minutes:

A. Prepare your report out on your assigned scenario:

- Identify areas of agreement on adjustments to the scenario
- Provide your group's reflection on the scenario relative to the guiding principles
- List the varying opinions and perspectives of your table for areas where there wasn't agreement

⑤ DOESN'T SEEM LIKE A GREAT IMPROVEMENT, BUT DOES LIMIT SIZE?

⑥ NO IMPACT. ~~WILL~~ ~~SMALLER~~ HOUSE KEEP R.O.I. LOWER & LAND COSTS LESS & ENCOURAGE RENOVATION/USE OF EXISTING WHICH ~~EXISTS~~

⑦ ONLY BY CONSTRAINING SIZE. WE STILL MARKET WILL SURVIVE.

Table C (scenario 2) notes

**Table D (assigned Scenario 2 but did not assess it):** Rod Merrick, Vic Remmers, Eli Spevak, Barbara Strunk:

- One SAC member was alone in preferring Scenario 3; would also favor an FAR tool (Scenario 2); struggled with criteria and principles.
- One SAC member favored the scenario that results in the smallest houses; is not clear if the FAR tool (Scenario 2) achieves smaller houses.

- One SAC member indicated that Scenario 2 is quite “livable”; could be scaled for small lots; what is included/excluded in the FAR is critical
- Another SAC member preferred Scenario 2, but acknowledged that there would be issues on the 1/3 of applicable lots that are smaller than standard sized lots; none of the scenarios are “that great”.

**Table E (Scenario 3):** Tatiana Xenelis-Mendoza, Jim Gorter, Teresa St. Martin, Maggie McGann:

- Best advances neighborhood context.
- Does not advance diverse housing.
- Adaptability over time is dependent on how one defines the principle.
- No change to resource efficiency.
- Does not advance housing affordability.
- Does not advance economic feasibility.
- Too complicated to advance clear rules for development.
- Also:
  - Most of the group seeks to allow required parking in the front setback.
  - Keep measuring height to the midpoint of the roof (as done currently)
  - It’s easier to measure bulk via FAR, especially for normal lot sizes, but can still be “tricky”

**Table F (assigned Scenario 3):** Marshall Johnson, Douglas MacLeod, John Hasenberg, Mary Kyle McCurdy:

- Wholesale change is not needed; none of the three scenarios are ideal.
- Extras/add-ons to advance: height, scale and alternative development options.
- Current setbacks are sufficient.
- Side setbacks should have flexibility through setback averaging.
- Remove parking requirements in all single-dwelling zones.
- Dis-incentivize garages in single-dwelling zones.

3.1.16 RIP SAC Mtg #8

GUIDING PRINCIPLES

	SCENARIO 1			SCENARIO 2			SCENARIO 3		
	Staff	Table A	Table B	Staff	Table C	Table D	Staff	Table E	Table F
Fit Context	△	△△	-	△	-	-	△	△	△
Provide Diverse Housing	-	-	-	-	-	-	-	▽	-
Adaptable Houses over time	▽	-	▽	▽	▽	-	▽	▽/-	▽
Privacy, Sunlight, OS, Nat. Feat.	△	△△△	-	△	△	-	△	△	△
Resource Efficient	△	△	-	△	△	-	△	△	△
Housing Affordability	-	-	-	-	-	-	△	▽/-	▽
Economically Feasible	▽	-	-	▽	-	-	-	-	-
Clear Rules	-	-	-	▽	-	-	▽	▽	-
				△	△	-	▽	-	▽
				△	△	-	▽	▽	▽

HEIGHT  
TYP  
COVERAGE  
%Track

### Recap of Small Group SAC Exercise

Facilitator Anne Pressentin (EnvirolIssues) asked SAC members how the ‘scale of houses on standard lots’ scenarios exercise went.

- C: Working in small groups went well, but it is unfortunate that the SAC does not have an opportunity to develop and assess other scenarios.
- C: A SAC vote on the scenarios would be helpful.
- C: SAC members should have an opportunity to gather in another group after the first exercise to perform it again.
- C: Discussing FAR is challenging given the scale and complexity of the topic.

Facilitator Anne Pressentin (EnvirolIssues) then asked SAC members how well the draft guiding principles informed or were informed by the exercise.

- C: It is really difficult connecting the exercise with the draft guiding principles.
- C: The exercise is a bad test of the guiding principles since it only focused on scale of houses. Do not omit any of the draft guiding principles based on this exercise.

**C:** Density was a common topic of SAC discussion, yet is not sufficiently addressed in the draft guiding principles.

**C:** The issue of context was lost in this conversation. It lost its importance but should be prioritized as a focus of all SAC discussion.

**C:** Resource efficiency and land efficiency mean two different things; the ‘be resource efficient’ draft guiding principle should be split.

Facilitator Anne Pressentin (EnvirolIssues) then asked SAC members how they would recommend editing the draft guiding principles.

**C:** A one sentence description of each would be helpful; adding a weight to each draft guiding principle would aid the SAC too.

**C:** Agreed that a one sentence description of each would be helpful; disagreed that adding a weight to each draft guiding principle would aid the SAC.

**C:** The SAC does not have a full grasp on exactly what the draft guiding principles mean.

**C:** There is not enough time given to shape the draft guiding principles.

**C:** “If we don’t know where we’re going, how will we know when we get there?”

**C:** It is really difficult to apply the draft guiding principles to the exercise. While they look good in the abstract on paper, the draft guiding principles lack description and context.

Facilitator Anne Pressentin (EnvirolIssues) then asked SAC members whether the ‘be resource efficient’ draft guiding principles should be split into two.

**C:** Resource efficiency and land efficiency are not the same.

**C:** This goes directly back to earlier comments.

**C:** If adding additional draft guiding principles, more context-specific categories are needed.

Facilitator Anne Pressentin (EnvirolIssues) then asked SAC members to contact the Project Team via phone call or email with any additional comments on the draft guiding principles.

**Post-Meeting Clarification:** Staff sent an email to the SAC on March 2 asking for specific feedback on the principles by March 7<sup>th</sup>. One SAC member responded with the following thoughts:

“On the Guiding Principles: I think they are fine as-is, and I don't think we should spend the precious little meeting time that we have discussing them much more. I think some RIPSAC members wish to place the Principles in priority order, but I don't think we should do this.

If we as a group were to place a high degree of importance on anything, we should look at the survey results, which told us that most Portlanders are concerned about the lack of affordable housing. "Fit Neighborhood Context" also showed up in survey results, however, I am not sure that everyone who wishes to preserve neighborhood context fully comprehends the amount of population growth that we are expecting over the next 15 years.

We can address growth and affordability by accepting that density will need to be a part of the equation; for this reason, I think that something like "Density in Urban Zones" should be added as its own Principle or woven into an existing one. I think if we do our jobs right, we could meet the needs of affordable housing while keeping neighborhood context in the forefront.”

## **PUBLIC COMMENTS**

**Roger Zumwalt:** Thanks to the SAC and the Project Team for their continued dedication to this project. The recent survey results indicate that long-term Portland residents generally favor character, while short-term residents generally favor affordability. The public has some significant concern that a good balance may not exist that effectively addresses both density and pattern areas. All of the project goals do not easily meet the needs of existing neighborhoods. Still, neighborhood context does matter.

**Robert Lennox:** Robert was impressed by the work from Table B. It has a lot of people with great ideas and experience with residential infill issues; it's good that they have an opportunity to apply their strengths. BPS staff did a big disservice to these individuals by creating the three presented scenarios, as doing so risks biasing SAC opinions.

**Robin Harman:** Robin was impressed with the tables that thought outside of the box. There needs to be more open discussion. During the SAC charrette, 55 minutes was not sufficient to address scale with different focus topics. Only five SAC members, for example, were responsible for focusing on maximum building heights. The views of some people are not weighing equally. Those who will lose economically are most aggressive; “nice, polite people” were quieter. The Project Team must hear every voice. The project process must allow more time to involve the neighborhoods or risk failure.

**Q:** What residents is the commenter referring to?

**Robin Harman:** Current residents. They do not have great representation.

**C:** As a diversity of people want to live in Portland, the SAC is trying to address bigger issues.

**C:** But not enough to inconvenience current residents.

**Margaret Davis:** Margaret is with Anti-Displacement PDX. All of the draft guiding principles fit into the anti-demolition context. 87 years is the average age of houses in Portland. Maintaining privacy and trees is critical for smaller homes. A recent Oregon Department of Environmental Quality study concludes that 'living small' is the best thing an individual can do to reduce their carbon footprint. Renovation needs to be a more affordable option – it even creates more jobs than new construction. Allowing developers to build bigger buildings will limit renovations. Houses should be built more creatively and at a higher quality.

**Link:** 'A Life Cycle Approach to Prioritizing Methods of Preventing Waste from the Residential Construction Sector in the State of Oregon', Phase 2 Report – State of Oregon, Department of Environmental Quality. September 28, 2010:

<http://www.deq.state.or.us/lq/sw/wasteprevention/greenbuilding.htm>

**Link:** 'Another Reason to Stop Building New Homes: Job Creation' by Emily Badger in The Atlantic Citylab, November 8, 2011: <http://www.citylab.com/housing/2011/11/another-reason-stop-building-new-homes-jobs/447/>

## WRITTEN PUBLIC COMMENTS

**Provided by Margaret Davis via public comment form on 3/1/16:**

*"Draft principles read like an anti-demolition manifesto. Our "old growth" homes provide diverse housing ops adaptable over time (average of homes being demolished in one neighborhood over 2 years – 87 years old), are affordable, financially fit (b/c they made up neighborhood context), maintain privacy, sunlight & open space, use less energy b/c generally smaller, and so on. Yet we allow 300+ of these homes annually. Unless we commit to this manifesto, then forget the philosophizing & start fixing the real problems."*

Provided by Robin Harman on 3/1/16:

*Submitted March 1, 2016  
SAC*

Dear Morgan Tracy,

I must express my gravest concern regarding the process and direction of the SAC, and specifically the January 21<sup>st</sup> Charrette. Let us all remember that the primary goal as initially stated was to protect treasured neighborhoods from incompatible infill, while accommodating new residents.

Despite the flag-waving by staff of "we are staying on schedule !!" , I fear that that builders are hijacking the process to their own advantage.

The now wide ranging Draft Principles (many in direct conflict) have allowed the SAC to lose sight of their primary goal. **These principles must be order ranked to make this work.** Otherwise, how can you possibly regulate all 3 of these:

- 1.) Produce building forms consistent with physical qualities common within specific neighborhoods, and
- 2.) Allow "reasonable " return for builder/homeowner - Who decides what is "reasonable" Builders have grown used to the huge profits made possible by code and market conditions – that they are fighting tooth and nail to keep every penny.
- 3.) Provide clear rules for development. As it now stands, a builder pulls out approved Plan 14, and sticks it on lot 28, without respect to context of site or neighborhood. Yes, they are going to have to do a little more work to respect current residents.

**Scale**

By my reckoning, after intro and table reports, only 50 minutes was devoted to a hurried discussion of scale. And each table had one emphasis (height, setbacks, bulk, etc).

So that means that 1 table, of only 6 people did most of the work on height ? Is that right ? These "results" have little hope of addressing the issue of compatibility.

The discussions appeared to me like a wrestling match, with the louder, stronger builders speaking most of the time and driving home their points. Those with quick and strong debating skills got their way, and it seemed that the moderators were not able to engage the quieter members of the group.

This was not on any sense of the word a through "group" discussion.

At table 1, two builders spoke 85 % of the time and spun all discussion to Principle # 7 (clear rules for development), not maintaining Neighborhood character.

The rest of the table seemed bull dozed by the builders strong positions, and not once did I hear "and how would this protect neighborhood character ? How would this serve existing residents. "

Builders fought for doing away with garages.

Why ? People pay more for living space. I can show you photos of 100 homes with single garages that work for that site.

From Robin Harman, Page 1.

How can you expect builders to give honest answers when it is taking profit from their pocket ? They are like children, threatening to stop building if they are not allowed to do as they please, regardless of what is best for the neighborhood or city.

Can we build basements ? Builder: Oh no too expensive. That's not what buyers want.  
Untrue: 70 yr old well designed homes with basements are selling like hotcakes on our neighborhood.

Can we build smaller houses ? Builder: We build what people want.

Untrue: Local folks would love to buy existing homes but are often outbid by developers with the money taken from the last neighborhood they ravaged.

Most people don't enjoy conflict, and it takes a lot of strength to stand up to these builders.

Current residents are not well represented, and pretty well out of the process.

Your initial charter mentions meeting at least twice a month. I encourage you to maintain your allegiance to the original SAC purpose even if it takes another month or two to complete. My hope is that you will not heavily weight the rushed and unclear "conclusions" reported in the charrette.

When would be the appropriate time for real public input ? When there is more than the very brief 10 minutes allowed ?

I look forward to hearing from you.

Robin Harman

*From Robin Harman, Page 2.*

## **CLOSING COMMENTS FROM SAC MEMBERS**

**Q:** Can the Project Team provide the SAC with an update on deconstruction?

**Post-Meeting Clarifications:** Staff provided a short summary in a follow up email to the SAC on 3/2/16. Here is a link to (and text from) a 2/27/16 City of Portland press release on a deconstruction resolution from Portland City Council:

<https://www.portlandoregon.gov/bps/article/565337>

### **'BPS News: Portland City Council takes step to increase deconstruction activity in Portland'**

Portland, ORE – Today, Portland City Council approved a resolution that directs the Bureau of Planning and Sustainability to develop code language that requires projects seeking a demolition permit of a house or duplex to fully deconstruct that structure if it was built before 1916 or is a designated historic resource.

“Today Portland became the first city in the country to ensure that the act of taking down the homes of our past has the least amount of impact on the environment and the surrounding neighbors,” said Portland Mayor Charlie Hales. “Keeping valuable materials out of the landfill reduces carbon emissions and gives people affordable options for fixing up their homes.”

In Portland, more than 300 single-family homes are demolished each year. This produces thousands of tons of waste — a majority of which could be salvaged for reuse. Deconstruction is a way to remove structures that keeps valuable materials out of the landfill, protects health, creates pathways to construction careers and generates affordable reusable building materials. Currently, less than 10 percent of houses that are removed use deconstruction.

After the code changes take effect on October 31, 2016, approximately 33 percent of single-family demolitions would be subject to the deconstruction requirement. Increased deconstruction will:

- Divert 8 million pounds (4,000 tons) of materials for reuse (annually).
- Create job opportunities that act as a pathway for construction careers.
- Increase the likelihood of discovering materials containing lead and asbestos for safe removal and disposal.

For the past several years, the City of Portland Bureau of Planning and Sustainability (BPS) has been working to increase deconstruction activity through outreach, education and grants. Since April 2015, BPS has worked with a Deconstruction Advisory Group (DAG) that includes representatives from the community, development firms, builders, demolition contractors, historic preservation agencies and the salvage industry.

For more information about deconstruction in Portland, visit [www.exploredacon.com](http://www.exploredacon.com).

Facilitator Anne Pressentin (Envirolssues) then asked SAC members to do a brief straw poll on scenarios they liked. Members could vote for more than one. The results include: four hands for Scenario 3; seven hands Scenario 2; four hands for Scenario 1 and five hands for maintaining Portland’s existing code but modifying with some add-ons.

**Q:** Are there different approaches for controlling bulk?

**R:** Yes.

**C:** There is clearly a purpose to the scenarios. It seems like the first is trying to limit the size/shape of the house, the second is trying to address the proportion of the house to the lot, and the third is trying to be more contextual. It might be helpful to others to describe them this way.

**Q:** Will the SAC be revisiting the discussion on scenario add-ons?

**R:** Yes, let's plan to come back to as there were more SAC concerns about the add-ons.

**C:** Limiting first floors to four feet above grade was one of the more important add-ons.

**C:** Dealing with add-ons to Portland's existing code was more important than advancing any of the three scenarios.

**C:** Existing rules can be changed modestly to address tear downs. Scenario 3 is similar to Lake Oswego's zoning code – "which is a horrible code" that does not result in smaller houses. Just tweak the existing code.

**Post-Meeting Clarification:** Staff sent an email to the SAC on March 2 asking for specific additional feedback on the scenarios. One SAC member responded with the following thoughts:

- 1 All of the proposals set too large a minimum. These do not protect the smaller homes, scale and affordability in smaller scale neighborhoods.
2. These [do] not address neighborhood character adequately. The proposals are not responsive to existing neighborhoods and goals envisioned by residents of those neighborhoods. It still looks like one scale applies to everything from St Johns to the Clackamas County line. Have I missed something?
3. When we had our charrette, Michael Dyett, stopped by our table and talked about FAR and, I believe, his preference for that. Have you had any detailed conversations with him regarding FAR?
4. When we [spoke], we mentioned our conference call with Nore Winter. He is producing plans for Los Angeles that reflect neighborhood character. I believe he has twelve scenarios. You indicated you might like to talk with him. Would you like us to pursue another conference call with specific topics for discussion?

Facilitator Anne Presentin (Envirolssues) asked whether the SAC Charrette meeting summaries (#6 on 1/21/16 and #7 on 2/2/16) were okay.

**C:** SAC members should email comments on meeting summaries.

**Post-Meeting Clarification:** Staff sent an email to the SAC on March 2 asking for specific feedback on the meeting #6 and #7 summaries by March 7<sup>th</sup>. No corrections were received.

## END OF SUMMARY MINUTES

# Residential Infill Project – Stakeholder Advisory Committee (SAC)

## Meeting #9 Summary Minutes **APPROVED BY SAC**

**Date:** Tuesday, March 15, 2016

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

**Location:** 1900 SW 4<sup>th</sup> Avenue, Portland, 2<sup>nd</sup> Floor – Room 2500

**SAC Members in Attendance:** Linda Bauer, Sarah Cantine, Alan DeLaTorre, Jim Gorter, John Hasenberg, Marshall Johnson, Emily Kemper, Douglas MacLeod, Mary Kyle McCurdy, Maggie McGann, Rick Michaelson, Mike Mitchoff, Michael Molinaro, Eli Spevak, Teresa St. Martin, David Sweet, Garlynn Woodsong, Tatiana Xenelis-Mendoza

**SAC Members NOT in Attendance:** Rod Merrick, Danell Norby, Douglas Reed, Vic Remmers, Barbara Strunk, Eric Thompson

Note: Brandon Spencer-Hartle stepped down as a SAC member prior to this meeting.

**Staff/Consultants in Attendance:** Joe Zehnder (BPS), Sandra Wood (BPS), Morgan Tracy (BPS), Julia Gisler (BPS), Todd Borkowitz (BPS), Mark Raggett (BPS), Pei Wang (BPS), Anne Pressentin (EnvirolIssues), Camille Trummer (Office of Mayor Hales), Kristin Cooper (BDS) Brandon Spencer-Hartle (BPS)

**Others in Attendance:** Elaine McDonald, Adam McSorley, Terry Parker, Margaret Davis, Jim Karlock, Paul Grove

### Meeting Objectives:

- Review next steps for public outreach
- Apply SAC charrette results and advance the discussion of scale of narrow and attached houses

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

Post-Meeting Clarifications or Links
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## WELCOME AND MEETING INTRODUCTION

Facilitator Anne Pressentin (Envirolssues) thanked SAC members for their attendance, identified the meeting objectives (see above) and highlighted the meeting agenda. As discussed prior, future SAC meetings will last only two hours (6pm to 8pm). The project team will inquire at the end of this meeting whether this worked well for all SAC members.

SAC members should note the purpose statement in the SAC Charter:

“The Residential Infill Project Stakeholder Advisory Committee (SAC) has been formed to help staff understand the benefits, burdens, and tradeoffs associated with different regulatory approaches through the lenses of key stakeholders who may be affected directly or indirectly by project outcomes. The purpose of this charter is to define the roles and responsibilities of the SAC, City staff, facilitator and consultants and describe how the SAC meetings will be conducted.”

SAC members should also remember to always respect and abide by agreed-upon ground rules.

**Link to SAC Charter:** <https://www.portlandoregon.gov/bps/article/564206>

### **Post Meeting Clarification - SAC Ground Rules:**

1. Be prepared for meetings.
2. Treat one another with civility.
3. Respect each other’s perspectives.
4. Listen actively to understand.
5. Limit side conversations.
6. Participate actively.
7. Honor time frames, including start/end times.
8. Silence electronic devices.
9. Speak from interests, not positions.
10. Bring a spirit of negotiation and creativity to solutions.
11. Be willing to put issues outside purpose/agenda into a parking lot.

### **Review of Past SAC Summary Minutes:**

Facilitator Anne Pressentin (Envirolssues) asked SAC members for any comments on draft SAC Meeting #8 (March 1, 2016) Summary Minutes. Hearing no comments on the draft SAC Meeting #8 Summary Minutes, the SAC-approved version will be posted online soon.

**Link to SAC-Approved Meeting #8 Summary Minutes:**

<https://www.portlandoregon.gov/bps/article/570097>

**Q:** Where is the purpose statement located at in the charter?

**R:** On Page 1 of the SAC Charter.

**C:** This language differs from the project purpose in the project summary online.

**R:** The project team will ensure that the materials online are consistent.

## **PUBLIC INVOLVEMENT UPDATE**

Public Involvement Lead Julia Gisler (BPS) updated the SAC on continued planning efforts for future public engagement in the Residential Infill Project. Thank you to Mary Kyle McCurdy, Jim Gorter, Marshall Johnson, Alan DeLaTorre and Barbara Strunk for their participation on Tuesday, March 8th in a SAC subcommittee meeting on public involvement. The project's six-week public involvement efforts will occur May 9<sup>th</sup> thru June 20<sup>th</sup>. SAC assistance is needed to help get the word out and provide the best, most effective outreach approaches. The effort will include the following four tasks:

- 1. Host an online public open house.**
- 2. Host four geographic-specific open houses in different areas of Portland.** BPS staff will be contacting each of the SAC's district nominees to discuss more. Desiree Williams-Rajee (BPS) suggested co-sponsoring these open houses with local community groups.
- 3. Convene focus groups to better understand specific user needs.** Recent home buyers and persons with disabilities are two potential groups identified by BPS project staff, who also seek other ideas from SAC members on who best to engage.

**C:** Local renters?

**C:** Landlords?

**C:** There is some concern that the four open houses will just mirror the Residential Infill Survey results that reached only a small percentage of Portlanders.

**C:** The subcommittee discussed different avenues for creating awareness.

**C:** It will take real outreach to get to more groups "not yet represented at the table."

**R:** BPS staff will have ample time to plan outreach.

**C:** Convene a focus group of real estate professionals.

**R:** The City does not have the staff resources to go to all of Portland's neighborhood associations.

**Q:** Is the intent of public involvement to get beyond Portland's neighborhood associations.

**R:** Yes. Correct.

**C:** This is why co-sponsorships should assist.

**C:** The neighborhood associations are already active in the Residential Infill Project.

**C:** Agreed. There is no need for the SAC to self-select neighborhood association advocates to reach out to.

**R:** The City is responsible for reaching out to these groups.

**C:** Convene a focus group of business associations/bureaus; convene advocates for parks and recreation.

**R:** The project team will discuss more.

**R:** The project team remains open to additional SAC suggestions.

**C:** The project needs to be careful to not present biased concepts to stakeholders.

**C:** Try the Community Alliance of Tenants and the Welcome Home Coalition.

**C:** The Portland Housing Authority/Home Forward could help communicate information.

**R:** BPS project staff will send a template to SAC members for talking about the Residential Infill Project with community groups.

**C:** Community development coalitions (CDCs).

**R:** The project team contacted many of these groups for the survey, but will need to do more than just inform this time around.

4. **Get on the agenda of key stakeholder groups.** BPS project staff recently met with the Portland Commission on Disability's Accessibility in the Built Environment (ABE) Subcommittee, and aims to introduce and gain feedback on the Residential Infill Project from other strategic community partners.

C: Aim to reach people who are not regularly online.

C: Outreach to high school and college students, even if students are not yet old enough to vote.

**Link to Portland Commission on Disability's Accessibility in the Built Environment**

**Subcommittee website:** <https://www.portlandoregon.gov/oni/article/567149>

Public Involvement Lead Julia Gisler (BPS) indicated that the SAC subcommittee meeting on public involvement received the draft public involvement plan and requested comments by Thursday, March 17<sup>th</sup>. Julia asked if any other SAC members wanted to review it; no SAC members indicated a desire to do so.

## **SCALE OF NARROW AND ATTACHED HOUSES**

### **Charrette Takeaways**

Project Manager Morgan Tracy (BPS) highlighted some key takeaways on scale of narrow and attached houses from the SAC Charrette (SAC Meeting #6 on 1/21/16). They include: applying consistent regulations for skinny and narrow lots; allowing some setback projections; associating maximum front setbacks with adjacent buildings; allowing an averaging of side setbacks between two skinny houses; allowing minimum side setback reductions for shorter buildings; limiting building height and/or changing how it is measured; controlling bulk more aggressively and creating a separate path for allowing alternative compatibility standards. Various building controls for off-street parking were also a priority for many SAC members.

**Link to the presentation:** <http://www.portlandoregon.gov/bps/article/569837>

### **Presentation of Scenarios for Narrow Houses**

Urban Design Studio Lead Mark Raggett (BPS) presented the maximum application of Portland's current code and then introduced three alternative scenarios that address the scale of narrow houses. For simplicity, and similar to the presentation of the scale of standard houses in SAC Meeting #8 (March 1, 2016), the narrow house scenarios compare maximum buildouts of houses on typical lots in the single-dwelling zone (in these scenarios, 25 by 100-foot rectangular lots). Scenarios illustrate potential outcomes resulting from key "big moves" defined in each scenario. They also assume a preference for houses that are smaller than allowed by Portland's existing code.

All scenarios propose a single set of standards, regardless how the lots were created (land division or lot confirmation). Due to the nature of narrow lots, all narrow house scenarios propose five-foot side setbacks. None of the three scenarios require off-street parking.

**Scenario 1 – ‘Size and Shape’** reduces the limits for height, front setbacks, rear setbacks and building coverages, and also increases the minimum outdoor area requirements. This proposed scenario also changes how height is measured and limits main entrances to only three feet above grade (existing code limits the main entrances of skinny houses to four feet above grade).

**Q:** Does Scenario 1 measure height to the midpoint of top of roof?

**R:** Height is measured to the top of flat roofs and midpoint of sloped roofs, the same as how height is currently measured, but limiting it to 1.2 times the width of the house (equal to existing code for narrow lots, but not skinny lots).

**C:** As it is difficult to create an 18-foot, two-story building, recent revisions to the accessory dwelling unit (ADU) code was changed from 18 feet to 20 feet.

**C:** Agreed. Eight-foot ceilings are incredibly tight to make work.

**Post-Meeting Clarification:** BPS project staff agree and will revise this concept to reflect these comments.

**Link to City of Portland Code on Accessory Dwelling Units (Title 33.205):**

<https://www.portlandoregon.gov/bps/article/53301>

**Q:** In the plan view, why does the purple house on the right (Scenario 1) look deeper than the white house on the left (existing code)?

**R:** The perspective angle and proposed reduced height slightly distorts the view. Also, Scenario 1 proposes a greater front setback and required outdoor area, impacting the building’s location on the property.

**C:** The building in Scenario 1 is deceiving; an 18-foot floor height will not work.

**C:** Agreed. That’s why the two-story minimum allowance for accessory dwelling unit (ADU) code was changed to 20 feet.

**Scenario 2 – ‘Proportion’** deploys a floor area ratio (FAR), a tool that allocates building square footage in proportion to the building’s lot square footage to better promote design flexibility, incentivize desired building features and deemphasize undesired building features. While more commonly used for commercial buildings (including in

Portland), FAR is gaining attention for use in residential development in other cities. The scenario proposes an FAR of 0.7:1 for houses on typical narrow lots in the R-5 single-dwelling zone, but different FARs could be applied to different lot sizes and/or pattern areas. The 0.7 FAR proposed in this scenario would allow a maximum of 50 percent building coverage feet of building on a lot less than 3,000 square feet in area. For a 25'x100' lot (2,500 s.f. lot) this results in a maximum 1,715 square foot floor area; current limits to minimum building setbacks and outdoor area do not change. The proposed height is limited in this scenario to 1.5 times the building width, equal to the limit allowed for skinny houses (but not narrow houses) in Portland's existing code.

In this scenario, street-facing garages are not allowed outright, but could be allowed through a planned development (PD) process. Like the existing code for skinny houses, this scenario limits main entrance heights to four feet above grade.

**Q:** Does the floor area ratio (FAR) in Scenario 2 include or exclude the floor areas of detached accessory dwelling units (ADUs)?

**R:** As presented it includes all floor areas of all structures on a lot, including detached ADUs, but this could be modified to incent/allow ADU development.

**Scenario 3 – 'Shape and Context'** employs a combination of changes to the existing development standards, including adding new regulations, changing measurement methods and modifying other existing regulations. Key changes include:

- Utilizing a new (low side) base point for measuring building height
- Tying maximum front setbacks to adjacent houses
- Increasing minimum outdoor area
- Tying building coverage to building height
- Prohibiting street facing garages without exception.
- Like the existing code for skinny houses, this scenario limits main entrances to four feet above grade but allows for taller if stair risers are shallower.

**Q:** What is the internal building square footage of each building coverage option?

**R:** (see below)

- 45 percent coverage @ 15 foot maximum height =1,125 square feet
- 40 percent coverage @ 20 foot maximum height =2,000 square feet
- 30 percent coverage @ 25 foot maximum height =1,875 square feet
- 25 percent coverage @ 30 foot maximum height =1,875 square feet

Urban Design Studio Lead Mark Raggett (BPS) asked SAC members had any questions on these three scenarios for skinny/narrow houses.

**Q:** Could detached accessory dwelling units (ADUs) fit with any of the scenarios?

**Q:** More specifically, could detached accessory dwelling units (ADUs) fit on a 25-foot by 100-foot lot with any of the scenarios?

**C:** Yes, but one would need to make the primary house smaller.

**C:** BPS staff should be very conscious about this potential limitation in each of the proposed scenarios.

**C/Q:** Scenario 2 has a maximum 50 percent building coverage, yet appears to have a smaller footprint than the existing skinny lot shown with a maximum 40 percent building coverage. Why is this?

**R:** Good question. Scenario 2's proposed building setbacks propose a larger rear setback and minimum outdoor area, limiting mass of the building in this scenario.

**Post-Meeting Clarification:** The FAR limit of 0.7 with a 50% building coverage limit was illustrated for sake of simplicity as a 2 story house covering 35% of the lot (35% on two floors=0.7 FAR). This flexibility is one advantage of the FAR tool. The house could alternatively be single level covering 50% of the lot (.5 FAR), plus an additional 500 s.f. (.2 FAR) on the second level, or three levels covering 23% of the lot, or some combination in between.

### **Measuring Scenarios for Narrow Houses against Guiding Principles**

Project Manager Morgan Tracy (BPS) highlighted the eight draft guiding principles that the SAC agreed to temporarily accept as imperfect for use at the January charrette to compare options, reiterating they are not a quantitative “grade”, but rather present an illustration how the scenarios achieve project aims. The exercise allows SAC members better and more holistically assess the scenarios, and “paints a picture on what scenario serves each principle better” and identifies the tradeoffs to prioritizing one draft guiding principle over another.

The project team assigned one of four statements (1. Improves; 2. Slight Improvement; 3 No Change; 4. Slight Reduction and 5. Reduction) for how each of the three narrow lot scenarios meets each of the draft guiding principles. General findings from this initial assessment include:

- Narrow lots generally do not fit the existing context in R5 zones, but do in R2.5 zones. The scenarios each reduced either the size or height to better integrate into adjacent development.
- Narrow lots provide another housing form, but are still detached single dwelling type.
- Narrow lots allow for some adaptability, provided there remains room in the maximum building envelope. Since the scenarios generally reduce this envelope, the adaptability is likewise reduced.
- Scenarios generally improve privacy as a result of being shorter, or with larger yards.

- As a result of their building footprint, narrow houses are generally more land efficient than standard width houses; yet do not use land area or energy as efficiently as attached houses.
- Narrow houses generally advance affordability as they are generally less expensive than standard houses. Each of the scenarios removes the required parking, increasing affordability.
- All scenarios apply one set of standards to narrow/skinny lots, improving the clarity of rules.

**Q:** What is the difference between ‘not allowing’ and ‘prohibiting’ garages?

**R:** ‘Not allowing’ garages suggests that an alternative, discretionary process could be taken by an applicant to allow them; ‘prohibiting’ means that are not allowed under any circumstance.

**Q:** Do these scenarios allow required parking in the front setback?

**Q:** Can the SAC discuss allowing required parking in the front setback now?

**R:** SAC members can do so in their small group discussions.

**R:** BPS staff will also revisit this with the SAC once they develop better graphics to more effectively communicate the nuances to this issue.

### **Presentation of Scenarios for Attached Houses**

Urban Design Studio Lead Mark Raggett (BPS) presented the maximum application of Portland’s current code and then introduced three alternative scenarios that address the scale of attached houses. For simplicity, like the narrow lot scenarios and similar to the presentation of the scale of standard houses in SAC Meeting #8 (March 1, 2016), the attached houses scenarios compare maximum buildouts of houses on typical lots in the single-dwelling zone (in these scenarios, 25 by 100-foot lots). Each illustrates potential outcomes resulting from key “big moves” defined in each scenario.

The proposed scenarios for attached houses assume a preference for houses that are smaller than Portland’s current code and, like with the proposed scenarios for narrow houses, for a single set of standards regardless how the lots were created (land division or lot confirmation). Like existing code, they all require one off-street parking space. However, the requirement is only for lots more than 1,000 feet from transit and a maximum of one 16-foot curb cut for parking access. Questions for the SAC to consider include:

- Should code incentivize attached houses over narrow houses, vice-versa, or not at all?
- Should code incentivize two attached houses to appear as a unified structure, or as two homes side-by-side?
- Should entrance heights be limited, and if so, by how much?

- On corner lots, should the entries on two attached houses be required to face different street frontages?
- How should code address parking and garages for attached houses?

**Q:** Do these proposed scenarios for narrow lots relate only to narrow lots, or do they include standard lots?

**R:** Both, but the scenarios focus on typical abutting narrow lots.

**Q:** How do standard lots vary from narrow lots?

**R:** Narrow lots are less than 36 feet in width.

**Q:** Do these scenarios include rowhouses [more than two attached houses]?

**R:** No.

**Scenario 1 – ‘Size and Shape’** decrease the limits for height, front setbacks, rear setbacks and building coverages, and also increases the minimum outdoor area requirements. This proposed scenario also changes how height is measured.

In this scenario, street-facing garages are only allowed outright if tuck-under, alternate paving materials were used and driveways were paired for a reduced-width curb cut. This scenario lowers limits for main entrances to three feet above grade. It promotes building articulation features to encourage visual unification between two attached houses (so the structure reads as one “house”).

**C/Q:** The slide image for this scenario shows only one tuck-under garage. Does the proposed concept allow one garage for each attached unit, or only one garage for the entire attached structure?

**R:** The proposed concept would allow one single garage for each attached unit. Two garages were not shown on the image for readability.

**Scenario 2 – ‘Proportion’** deploys a floor area ratio (FAR), a tool that allocates building square footage in proportion to the building’s lot square footage (see more description above in Scenario 2 for narrow houses). The scenario proposes an FAR of 0.8:1 for houses on typical attached houses in the R-5 single-dwelling zone and a maximum of 50 percent building coverage feet of building on a less than 3,000 square feet – no change from the existing code.

In this scenario, street-facing garages are not allowed outright, but would be allowed by approval through a planned development (PD) process. This scenario limits main entrances to four feet above grade, equal to the limit allowed for lots than 36 feet wide in Portland’s existing code. Unlike Scenario 1, Scenario 2 promotes building articulation

features to encourage visual *differentiation* between two attached houses (offset facades and distinct rooflines).

**Scenario 3 – ‘Shape and Context’** employs a combination of changes to the existing development standards, including adding new regulations, changing measurement methods and modifying other existing regulations. Key changes include:

- Utilizing a new (low side) base point for measuring building height
- Tying maximum front setbacks to adjacent houses
- Increasing minimum outdoor area
- Tying building coverage to building height
  - 50 percent coverage @ 15 foot maximum height =1,250 square feet
  - 40 percent coverage @ 20 foot maximum height =2,000 square feet
  - 30 percent coverage @ 25 foot maximum height =1,875 square feet
  - 25 percent coverage @ 30 foot maximum height =1,875 square feet
- Prohibiting street facing garages on narrow lots (less than 36 feet wide) without exception.
- Like the existing code for attached houses on narrow lots and Scenario 2, this scenario limits main entrances to four feet above grade but allows for taller if stair risers are shallower.

Project Manager Morgan Tracy (BPS) indicates that Scenario 3 has the potential to complicate future additions (second story additions may exceed reduced building coverage and single story additions on two story houses may likewise exceed building coverage limits).

**Q:** Is parking treated differently in Scenario 3 than it is in Scenarios 1 or 2?

**R:** No. It’s treated the same in all three attached houses scenarios.

**Q:** In this scenario, could lots on corners be adjusted so that attached houses face different street frontages?

**R:** Yes. This could be assessed more in small group discussions.

### **Measuring Scenarios for Attached Houses against Guiding Principles**

Project Manager Morgan Tracy (BPS) again highlighted the eight draft guiding principles to illustrate how the scenarios achieve project aims. Similar to the scenarios for narrow houses, the project team assigned one of five statements (1. Improves; 2. Slight Improvement; 3 No Change; 4. Slight Reduction and 5. Reduction) for how each of the three attached lot scenarios meets each of the draft guiding principles. SAC table discussions should critique the project team’s assumptions for both narrow and attached houses.

**Q:** All of the scenarios require parking. Why not treat them the same as narrow houses?

**R:** That's a good observation.

**C:** One could fit a third dwelling unit in the spaces taken up by required garages.

**R:** Correct.

**Q:** Should this be an option?

**Q:** And maybe gain a third dwelling unit?

**R:** The scenarios expand the existing parking exception of 500 feet near high-frequency transit to 1,000 feet, but does not go as far as not requiring parking altogether.

**Link to City of Portland Code on Minimum Required Parking Spaces (Title 33.266.110.D):**  
*“Minimum for sites well served by transit. For sites located less than 1500 feet from a transit station or less than 500 feet from a transit street with 20-minute peak hour service, the minimum parking requirement standards of this subsection apply” ... “Where there are up to 30 units on the site, no parking is required”:* <http://www.portlandoregon.gov/bps/article/53320>

**Q:** Could the proposed articulation features assigned with each scenario be used on the remaining two concepts?

**R:** Yes. The itemized rows in bold red outline shown in the scenario comparisons (parking, garage, main entrance and articulation features) are independent of the rows that establish form (height, bulk, setbacks, outdoor area) and could be applied between the different scenarios.

**Q:** Does attached housing refer to just two attached dwellings, or multiple attached dwellings also?

**R:** For these scenarios, just two units attached.

**Q:** Do the attached housing scenarios apply for corner lots?

**R:** Yes. Standard 25- by 100-foot narrow lots are often paired together and can be found on both corner and non-corner lots.

**Q:** Where is height being measured from in the proposed Scenario 3?

**R:** The scenarios measure from the lot's low point in Scenario 3 and from the lot's high point in scenarios 1 and 2.

**Post-Meeting Clarification:** This height distinction is not clear in the presentation illustrations due to the flatness of the example lot.

## **SMALL GROUP EXERCISE**

Facilitator Anne Pressentin (Envirolssues) provided instructions in a small group exercise. SAC members should form into small groups of three to four members that will be assigned a City staff person to observe discussion and help keep conversation focused on their task. Half of the groups will discuss scenarios for narrow houses; the other half will discuss scenarios for attached houses. Members of the public were invited to observe SAC discussions but are asked to not interrupt the SAC's exercise discussions. Groups are tasked with answering the following and are asked to report back to the greater SAC afterwards:

- Which scenario best addresses height, setbacks building coverage/bulk and outdoor areas?
- What elements could be changed to improve one or more scenarios? Why?

In response to a SAC member suggestion from Meeting #8 (March 1, 2016), the project team initially planned to task SAC members in performing a "round two", answering and reporting back on the following: 'Considering points the other SAC tables have made, how would you improve on your table's preferred scenario?'

Ann Pressentin polled SAC members on whether they preferred to answer the 'Round 2' question and extend the meeting, or skip the question and end the meeting at the original end time of 8:00pm.

**C:** Finish at 8:00pm

**C:** I'm willing to stay until Midnight.

**C:** Let's plan for 8:00pm.

Given the SAC member responses, Ann Pressentin suggested focusing on the 'Round 1' questions and ending SAC Meeting #9 at 8:00pm.

### **SAC Responses to Small Group Exercise: Narrow Houses** (there was no Table C):

**Table A:** Alan DeLaTorre, Marshall Johnson, Teresa St. Martin (Mark Raggett - BPS)

- Scenario 1: 18 feet is not a sensible floor height.
- Scenarios 2 and 3: 40 to 45 percent coverage is sufficient, but not on smaller lots.
- Garages should be 'not allowed' but not 'prohibited' so that builders have flexibility.
- Once a home has more than three access steps, mobility is already impacted; there is no difference between 3 and 14 feet.

- Matching front setbacks is a good idea.
- 15- by 15-foot outdoor areas (proposed in Scenarios 1 and 3) are preferred; people should be able to do whatever they want within this space.

**Q:** So someone could not build an accessory dwelling unit (ADU) within this space?

**R:** Someone is more likely to do something else within this space.

**Q:** Are ADUs being built on lots with skinny houses?

**R:** ADUs on lots with skinny houses are mostly built in basements.

**Q:** On newly-built houses?

**R:** Yes.

**Table E:** Jim Gorter, Mary Kyle McCurdy, Maggie McGann, Mike Mitchoff (Julia Gisler - BPS)

- Scenario 1: '1.2x width of house' is not buildable; this option should be "off the table".
- Scenario 3 has good variability but is "tricky" to implement; also – most people would not presumably desire a three-story unit with no lot coverage.
- Scenario 2 is the most reasonable. It "ups existing code." There remains uncertainty whether a floor area ratio (FAR) of 0.7:1 is ideal; it may need to go higher or lower, or perhaps increased if an accessory dwelling unit (ADU) is built.
- Scenario 2 is simpler than other scenarios, making building easier for everyone.
- The "non-regulatory package" is sufficient.
- Table E did not assess any ideas for garages.
- Attached houses should be treated the same as houses on standard lots; possibly allow bonuses to incentivize attached houses.

**Q:** Why stop at allowing only attached houses with two units?

**R:** The SAC will discuss in its next meeting.

**Post-Meeting Clarification:** The next meeting, SAC Meeting #10 (on Tuesday, April 5, 2016) will assess scenarios for alternative housing types.

**SAC Responses to Small Group Exercise: Attached Houses:**

**Table B:** Emily Kemper, Garlynn Woodsong, Douglas MacLeod, Rick Michaelson (Morgan Tracy – BPS)

- Consistency between skinny and narrow houses is extremely important.
- '1.5x width of house' is the preferred height.

- Many skinny houses are poorly designed; prohibit garages on skinny houses and let the market determine whether they be attached or detached.
- Table B does not like Scenario 3 but have not determined whether Scenarios 1 or 2 are better or worse.
- Use floor area ratio (FAR) with existing setback limits.
- Do not mandate articulation features as appropriate building design depends on a lot's context.
- Height is important when determining appropriate main entrance design. Allow larger staircases with landings.
- Do not prohibit garages for attached houses.
- Require a ten-foot rear setback (not five-foot).
- Outdoor area regulations are "dumb." "Regulating someone's backyard is pretty goofy; regulating 12 by 12 or 15 by 15 serves no purpose." The City does not regulate minimum outdoor areas for apartments units, so why do it for attached houses?

**C:** Outdoor areas do have significant impact on adjacent properties.

**Post-Meeting Clarification:** Section 33.120.240 of the Portland Zoning Code (multi-dwelling zones) requires at least 48 square feet per unit with a 6'x6' minimum dimension. Combined areas must be at least 500 s.f. that accommodates a 15'x15' minimum dimension.

**Table D:** Sarah Cantine, Eli Spevak, David Sweet, Tatiana Xenelis-Mendoza (Kristin Cooper - BDS)

- If there are no parking requirements for standard detached houses, why should there be for attached houses? Regulations for attached and detached houses should be the same.
- Include parking in floor area ratio (FAR) calculations.
- There are good and bad roof forms. How can the City regulate roofs without unintended consequences?
- Scenario 2 provides the most flexibility in managing bulk.
- Exempt accessory dwelling units (ADUs) and basements from floor area ratio (FAR) regulations.
- Floor area ratio (FAR) is confusing to neighbors; use only as a tool for 'fine tuning' regulations.
- Floor area ratio (FAR) might add increased flexibility.
- Two attached houses are preferable to two detached houses; 'break the rules' by increasing density bonuses for attached houses.

**Q:** Did Table D discuss stair height of outdoor area requirements?

**C:** No.

**Table F:** Linda Bauer, John Hasenberg, Michael Molinaro (Sandra Wood - BPS)

- Measure height per Scenario 1.
- Ensure roof designs for attached houses can effectively shed water; consider whether builders would build only flat-roofed houses in response to any new height regulations.
- Lowering building height is preferred; Table F did not reach consensus on how best height should be measured.
- Table F did not discuss lot coverage concepts.
- Table F did not reach consensus on ‘not requiring’ versus ‘prohibiting’ garages and whether either would impact the building of taller scale houses.

**Q:** Did Table F discuss limits on parking in regards to pattern areas?

**C:** No.

**C:** People should be allowed to park in front yard setbacks.

**C:** The code should be changed to allow people to convert garages in skinny houses into accessory dwelling units (ADUs).

- Matching front setbacks (Scenario 3) is okay, but there should be a 15-foot minimum setback regardless of the location of adjacent houses.

Supervising Planner Sandra Wood (BPS) observed that Table F also discussed the pros and cons of measuring height from a lot’s low point versus a high point (Scenario 3 proposes measuring from the lowest point around the house).

**C:** Measuring from the front setback would prevent houses from becoming too tall.

**C:** The City has enough trouble measuring level lots; separate code is needed to address building height on sloped lots.

**C:** However the City currently measures building height is sufficient.

**SAC Reflection to Small Group Exercise:**

Facilitator Anne Pressentin (EnvirolIssues) asked SAC members to reflect on the discussion on the scale of narrow and attached houses.

**C:** Is the 18-inch bay window projection allowance greater than the existing code allowance?

**R:** 12 inches is the existing code allowance.

C: More allowance is preferred.

C: There are a lot of existing rules governing projections.

C: Allow shifting side setbacks on multiple skinny lots.

C: On skinny houses, flush entrances are preferred over entrances that are set further back from the front elevation.

C: The distinct roofline design (articulation) is more prone to trapping rain.

## PUBLIC COMMENTS

**Terry Parker:** Terry lives in the Rose City Park neighborhood. There is concern that the results from the Residential Infill Project will apply only to Portland's "working class" neighborhoods. Zoning should dictate lot size. Maintaining on-street parking is important. There should be a focus group of long-term residents – people who bought into their neighborhoods because they liked their qualities. Homes without yard space turn over more often.

**Jim Karlock:** Jim is attending his first meeting regarding the Residential Infill Project. The project disregards the will of the people, who recently voted by a 2:1 margin for no increased density, then voted for no increased density by a 3:1 margin one year later. Still, every comment in today's SAC meeting relates to "cramming" increased density in Portland neighborhoods. Density reduces housing affordability (Portland is the 3<sup>rd</sup> most unaffordable city in the United States) - driving out all low-income people, and overloading roads, sewers and other infrastructure. It is "utter nonsense" and is an "utter disregard for the will of the people."

**Post-Meeting Clarification:** Measure No. 26-11 (May 2002) asked, "Shall Metro Charter: prohibit Metro housing density increases; repeal existing density requirements; require notice of local government proposed density increases?" and was defeated 63%-37% in the tri-county region (<https://multco.us/elections/metro-measure-no-26-11>): The competing measure (No. 26-29) which did not repeal existing density requirements, but prevents Metro from imposing increased density (but does not limit City's authority) passed by the same margin: 63%-37% (<https://multco.us/elections/may-21-2002-measure-26-29>).  
Results: <https://multco.us/elections/may-21-2002-election-results>

**Margaret Davis:** Margaret is with United Neighborhoods for Reform. All of the draft guiding principles fit into the anti-demolition context. 87 years is the average age of houses in Portland. Maintaining privacy and trees is critical for smaller homes. A recent Oregon Department of Environmental Quality study concludes that 'living small' is the best thing an individual can do to reduce their carbon footprint. Renovation needs to be a more affordable option – it even

creates more jobs than new construction. Allowing developers to build bigger buildings will limit renovations. Houses should be built more creatively and at a higher quality.

## WRITTEN PUBLIC COMMENTS

**Provided by Robert Lennox via email to BPS staff 3/13/16:**

*"Thank you for being gracious and inclusive regarding our public input. Could you please add this to RIP SAC records?"*

*"From the discussions at the last RIP SAC meeting, finding a method to include more neighborhood context is still an important component."*

*"As our South Burlingame group tried to discuss with Morgan during the breakout session, and other members of the RIP SAC have pointed out, satisfying all of the Guiding Principles for all building types/regions may be impractical. The Introduction to 2035 Comprehensive Plan Guiding Principles (<http://www.portlandoregon.gov/bps/article/552037>) identifies many of these difficulties. For example, on page I-27 it states "Portland has five major patterns areas: Inner Neighborhoods, Eastern Neighborhoods, Western Neighborhoods, Central City and Rivers. Each area has unique needs and characteristics." These characteristics need to be preserved in a context that is sensitive to each area's needs. Even within each of these areas, there is reason to further classify regions further to protect unique qualities of our neighborhoods. The code generated from the RIP SAC needs to maintain Portland's unique neighborhood character and in a context that will be sensitive to an area's history, geography, and infrastructure. We still believe that a one solution to all approach to solve the infill conflicts will not achieve all these goals in all areas of our city."*

*"Our southwest area has some real challenges in accommodating the type of infill we are seeing because of the deficient infrastructure. On Page I-36 of the Introduction document stated above, most of southwest Portland is identified as low in regards to neighborhood completeness defined as "community amenities, product and services." The Introduction continues recognizing the city's failure to prioritize equally "Due to historical inequitable policies and practices, disparities may be recognized in both access to services and in outcomes." While the city has stated they are now prioritizing the SW region, we remain very skeptical. There is no better example to support our skepticism than the lack of follow through in building required infrastructure on many of our neighborhood connectors and arterials, which puts our neighbors in danger to walk just about anywhere in our region. Or the twenty year commitment to improve Capital Highway, the lack of infrastructure on Taylor's Ferry Road, or even basic pedestrian access to our schools and parks. Even if our skepticism is unfounded and the city begins to address the deficiencies, we are still years from having adequate facilities and services to achieve even a moderate rating of neighborhood completeness."*

*"SW Portland has many areas without sidewalks, on very hilly terrain, and most areas are not walkable due to terrain and barriers like I-5, parks and open spaces. Because of the lack of infrastructure and our unique geography in the southwest, we are very concerned about the impact of adding some of the more dense multifamily (stacked flats) solutions into our residential zoned neighborhoods. These dense houses could work great in areas where the neighborhood completeness is identified as moderate or high, but certainly shouldn't be considered in a residential area where access to basic levels of service do not exist. This is again another reason why we are opposed to a one solution approach and implore the*

*RIP SAC to consider ways to allow for differences in the way this code is applied throughout the city. Please reconsidered some type of overlay or other solution(s) to provide neighborhood context based on criteria like infrastructure, neighborhood character, and geography.”*

*“To be clear, this problem created by a lack of infrastructure is not imaginary. This last month we had a neighborhood resident, a fifteen year old young man, struck by two cars trying to cross Taylors Ferry road from a Trimet bus stop trying to get home after a day at school. This young man is still in critical condition and may never fully recover from this accident. This portion of Taylors Ferry Road, to quote the liaison officer speaking to the news crews after the accident “is a rural part of Portland.” So, this is not an imaginary problem and the decisions to add density to a undeveloped portions of Portland can have grave consequences. “*

*“Thank you, Robert Lennox, Portland, OR” [address and phone number omitted by BPS staff].*

**Provided by Margaret Davis via public comment form on 3/15/16:**

*“The earlier survey was flawed and therefor discounted. If another survey is attempted, I would hope that its format be approved by a wide variety of stakeholders, and the validity/credibility questions of the first survey be resolved and fixed for this one.”*

**Provided by Terry Parker via public comment form on 3/15/16:**

*“Zoning needs to dictate the density of infill. Affluent neighborhoods need to take their share of infill and not expect working class neighborhoods to take up the slack.”*

**END OF SUMMARY MINUTES**

# Residential Infill Project – Stakeholder Advisory Committee (SAC)

## Meeting #10 Summary Minutes **APPROVED BY SAC**

**Date:** Tuesday, April 5, 2016

**Time:** 6:00 p.m. to 9:00 p.m.

**Location:** 1900 SW 4<sup>th</sup> Avenue, Portland, 2<sup>nd</sup> Floor – Room 2500

**SAC Members in Attendance:** Linda Bauer, Sarah Cantine, Alan DeLaTorre, Jim Gorter, John Hasenberg, Marshall Johnson, Douglas MacLeod, Mary Kyle McCurdy, Maggie McGann, Rod Merrick, Rick Michaelson, Michael Molinaro, Danell Norby, Vic Remmers, Eli Spevak, Barbara Strunk, David Sweet, Eric Thompson, Garlynn Woodsong, Tatiana Xenelis-Mendoza

**SAC Members NOT in Attendance:** Emily Kemper, Mike Mitchoff, Douglas Reed, Teresa St. Martin

**Staff/Consultants in Attendance:** Joe Zehnder (BPS), Morgan Tracy (BPS), Julia Gisler (BPS), Todd Borkowitz (BPS), Mark Raggett (BPS), Tyler Bump (BPS), Pei Wang (BPS), Anne Presentin (EnviroIssues), Camille Trummer (Office of Mayor Hales), Kristin Cooper (BDS), Brandon Spencer-Hartle (BPS)

**Others in Attendance:** Jeff Hilber, Elaine McDonald, Doug Klotz, Terry Griffiths, Adam McSorley, Jim Brown, Allan Owens, John Sandie

### Meeting Objectives:

- Shared understanding of BPS scenario for alternative housing development
- Hear and discuss feedback related to allowed number, location, form and appropriate zones for alternative housing.

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

### Post-Meeting Clarifications or Links



## WELCOME AND MEETING INTRODUCTION

Facilitator Anne Pressentin (Envirolssues) thanked SAC members for their attendance, identified the meeting objectives (see above) and highlighted the meeting agenda.

### Review of Past SAC Summary Minutes:

Facilitator Anne Pressentin (Envirolssues) indicates that in the interest of time, SAC members should provide any comments on draft SAC Meeting #9 (March 15, 2016) Summary Minutes to Morgan Tracy (BPS) – [morgan.tracy@portlandoregon.gov](mailto:morgan.tracy@portlandoregon.gov) – by 5:00pm on Friday, April 8th.

### Link to SAC-Approved Meeting #9 Summary Minutes:

[www.portlandoregon.gov/bps/article/572570](http://www.portlandoregon.gov/bps/article/572570)

## MISSING MIDDLE – COMPREHENSIVE PLAN AMENDMENT

Chief Planner Joe Zehnder (BPS) highlighted that the SAC’s process was nearing completion. SAC Meeting #10’s discussion will focus on alternative housing options in single-dwelling zones. It will serve as a foundation to conversations for SAC Meeting #11 (skinny lots) on Tuesday, April 19<sup>th</sup>.

City Council hearings on amendments to the Recommended Comprehensive Plan Update will take place on Thursday, April 14<sup>th</sup> and Wednesday, April 20<sup>th</sup>. While the Comprehensive Plan identifies that there is ample capacity to accommodate projected population growth in mixed use areas in centers and corridors and the Central City, Portland’s affordable housing crisis suggests that planning for growth only in these zones is insufficient. In addition to supplying a given quantity of housing units, the City must also catalyze the development of a variety of housing types and sizes. Concepts for new alternative housing options introduce the potential of smaller and more affordable housing options in “opportunity areas” of the city.

### Link to Upcoming Portland City Council Meetings:

<http://www.portlandoregon.gov/auditor/article/570730>

Portland’s housing demand is increasing at a higher rate than new housing supply, resulting in rising costs that disproportionately impact the city’s lowest income earners. Increasing Portland’s housing supply is a critical step in addressing its housing crisis.

In the two hearings, Portland City Council will be considering a Comprehensive Plan amendment on ‘missing middle’ housing to reintroduce a diversity of housing types once common in older residential neighborhoods but stymied by later zoning approaches that separated single- and multi-family zones.

Excerpt from Portland City Council proposed Comprehensive Plan amendment on ‘missing middle’ housing:

*“Enable and encourage development of middle housing. This includes multi-unit or clustered residential buildings that provide relatively smaller, less expensive units; more units; and a scale transition between the core of the mixed use center and surrounding single family areas... Apply zoning that would allow this within a quarter mile of designated centers, where appropriate, and within the Inner Ring around the Central City.”*

**Link to March 24<sup>th</sup> Portland Tribune Article on City Council Comprehensive Plan Amendments on ‘Missing Middle’ Housing:** <http://portlandtribune.com/pt/9-news/298829-176015-comp-plan-add-missing-middle-housing>

While the proposed amendment focuses ‘missing middle’ housing around centers, this approach is open for public discussion. Portland’s environmental and transit performance is dependent on bringing back this type of diverse housing throughout the city. City Council is seeking public feedback on ‘the what’ and ‘the where’ of ‘missing middle’ housing; ‘the how’, while needed to ensure process transparency so that residents know what they can expect to see in different neighborhoods, will be developed by City staff once the first two considerations are determined.

**Post-Meeting Clarification:** The value of public testimony – **PARTICULARLY BY MEMBERS OF THE SAC** – cannot be underestimated. SAC members are encouraged to collaborate with their stakeholders to inform City Council on the best approach to missing middle housing. ***What types of ‘missing middle’ housing should be allowed in single-dwelling zones? What should be its form? How many units should each type include? Should types be limited to lot size, zone designation, pattern area or proximity to centers or transit corridors?*** Please advocate your position to City Council on April 14<sup>th</sup> and April 20<sup>th</sup>.

**Q:** Are Portland’s R1 and R2 multi-dwelling residential zones not working? If not, are tweaks needed to them?

**R:** Rezoning will be discussed more this evening. A solution may just be a redesign of the R2 zone, but the SAC should consider other gradients to look at. If a structure fits the context of a neighborhood, why worry about density and what happens inside? Rules for multi-dwelling developments will be developed in an upcoming project; ideas and lessons from the Residential Infill Project can be applied there. Tonight, SAC members should focus on identifying ‘the what’ and ‘the where’, and not on ‘the how’.

**C/Q:** The Residential Infill Project addresses projected needs in 2030, but what happens in 2050? How will the needs of Portlanders after 2030 be addressed? It makes sense to catalyze

an abundance of housing opportunities today to minimize the likelihood of another housing crisis in 20 years.

**R:** Agreed. It is important to not just focus on the quantity of units, but also the desired alternative housing types.

**C:** In Oregon, it is standard practice to plan for the needs of 20 years of projected growth. The SAC should maintain its current planning period timeframe.

**R:** Still, we should acknowledge that there is a type of housing that is indeed missing.

**R:** The alternative housing options proposal, informed by SAC feedback from the SAC Charrette (SAC Meeting #6 on 1/21/16), indicates the City's current direction on alternative housing in single-dwelling zones. SAC feedback is needed so that this concept can be refined.

## **ALTERNATIVE HOUSING OPTIONS**

### **Charrette Takeaways**

Project Manager Morgan Tracy (BPS) highlighted some key takeaways on alternative housing options from the SAC Charrette (SAC Meeting #6 on 1/21/16). They include:

- Develop transitions between single dwelling zones and more intense areas.
- Prioritize form over density.
- Address any impacts from any new parking requirements.
- Be sensitive to constraints of infrastructure and other service capacity.
- Keep the zoning code simple and easy to interpret.

To maximize planning transparency, SAC members discussed the pros and cons of allowing more units in more zones versus 'changing the zones but not the rules'. To increase public benefits from housing, they also identified potential density bonuses for home builders advancing the following:

- Disabled/senior housing
- Additional useable open space
- Use of quality materials
- Preserving existing or "historic" housing
- Energy efficiency
- Affordable housing
- Smaller units

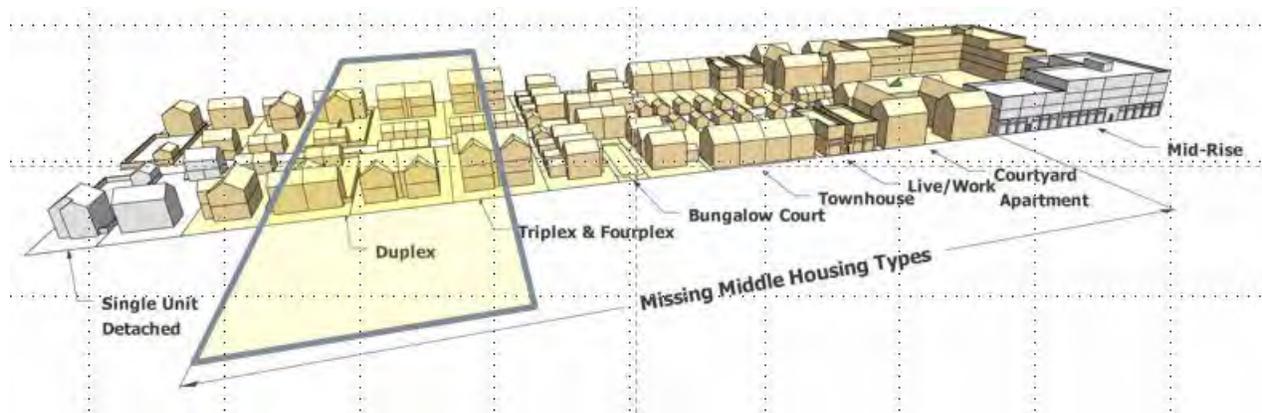
In addition, SAC members highlighted concerns regarding lot coverage, density and accessory dwelling units (ADUs) used for short term rentals. While many SAC members supported alternative housing options if scale and aesthetics are sufficiently controlled, some also opposed density increases and changes to neighborhood character.

### **Presentation of Missing Middle Concept Proposal**

Project Manager Morgan Tracy (BPS) revisited some key allowances in Portland’s current code and then introduced a concept proposal that identifies approaches to advance City Council’s amendment on missing middle housing. The proposed scenario:

- Adds more housing types – by right
- Applies only within select R2.5 and R5 zones
- Establishes a maximum of one to three units
- Maintains a consistency of scale based on a single primary structure (e.g. house) and detached accessory structures (e.g. garages, accessory dwelling units (ADUs), etc.). An exception to this form (three small cottages), would require additional review.

The proposed scenario makes “a small foray into a broad range of ‘missing middle’ housing types”, providing additional allowances for multiple accessory dwelling units (ADUs) and duplexes on one single-dwelling zone lot, some new allowances for triplexes and cottage houses and incentives that aim to benefit land owners who choose to preserve existing housing through remodel versus demolition/new construction. The scenario applies only to areas near (within 1/4 mile of) designated centers and ‘inner ring’ neighborhoods in close proximity downtown (which already have some context of ‘missing middle’ housing. Excluded from this would be areas with environmental or infrastructure constraints, land hazards, water/sewer services and school district capacity.



*‘Missing middle’ diagram (tan buildings) with an extent addressed by the proposed scenario (yellow box). Higher density ‘missing middle’ projects could be a focus of the City’s upcoming project on multi-dwelling zones.*

**Link to the presentation:** <https://www.portlandoregon.gov/bps/article/571931>

The project team is seeking SAC feedback on this proposed scenario, and whether it is in the right direction, or otherwise goes too far or not far enough. City staff extended the original meeting time from two to three hours to provide SAC members ample time for small and large group discussion.

**Q:** What does BLI stand for?

**R:** Buildable land inventory.

**Post-Meeting Clarification:** The buildable land inventory (BLI) was used in the proposed scenario to identify constraints on residential infill development. Not all BLI constraints were applied to the proposed scenario. The BLI is a state-mandated “assessment of the City’s capacity to accommodate projected changes in housing and employment, including a series of maps. The maps [are] used to identify land areas as either having full, diminished, or no capacity to accommodate additional housing units or additional jobs forecasted for the next 20 years. The maps represent possible constraints to achieving our forecasted increase in households and jobs.” – City of Portland, Bureau of Planning and Sustainability (<https://www.portlandoregon.gov/bps/59296>)

**Q:** What time of day or time of the year is shown on the three-dimensional models?

**R:** The models are meant to just represent general building forms, not solar impacts from building forms. The project team is still “dialing down” the building scale parameters.

**Q:** Are the multi-dwelling units intended to be owned separately through fee-simple ownership or condominium?

**R:** The lots would remain owned by one entity, but units could possibly be rented or owned separately through a condo process.

**Q:** So lots could not be further divided?

**R:** No, they would still maintain their minimum lot size requirements.

**Q:** Can accessory dwelling units (ADUs) be sold separately?

**C:** Yes, you can sell an ADU as a condominium. It occurs regularly in Portland.

**R:** The State of Oregon regulates condominiums; Oregon cities like Portland are not involved in the process.

**Q:** Are we still taking questions?

**R:** The presentation is nearly complete.

Chief Planner Joe Zehnder (BPS) indicated that City Council's proposed amendment on 'missing middle' housing establishes a direction that they seek to advance. It charged the Bureau of Planning and Sustainability, largely via the Residential Infill Project, to identify the specifics of what it is, where it should be located and how it should be codified in code.

**Q:** Does the proposed scenario apply to only centers or to both centers and corridors?

**R:** The proposed scenario applies to only centers, but corridors, or other areas, should be considered on the table for SAC discussion.

**C:** In addition, areas around MAX light rail stations should also be included.

**C:** Considering the identified constraints makes sense for sensitive natural resource areas, but infrastructure constraints are being resolved through other City project and should not be included in the proposed scenario. Also, constraints related to the David Douglas School District capacity is not a land use issue, but rather a school funding issue, and should not be considered to be part of the charge of the Residential Infill Project.

**R:** The City's intent is to work to reduce these constraints whenever possible.

**C:** The City should not have a role in reducing the David Douglas School District capacity constraint.

**Post-Meeting Clarification:** The Recommended Comprehensive Plan Update includes schools as a public facility service provider (specifically policy 8.108):  
<http://www.portlandoregon.gov/bps/article/541600>

**R:** Regarding transit, the '1/4 mile from defined centers' map already encompasses many of the high-capacity transit station areas.

**R:** There's a variety of opinions on where the scenario should be applied. SAC members should consider a distance from designated centers, as well from high-frequency and high-capacity transit corridors, stations and stops.

**Q:** Is the proposed overlay zone a zone change?

**R:** The proposed overlay zone, like other current overlays, floats over base zones and deploys more development opportunities and restrictions.

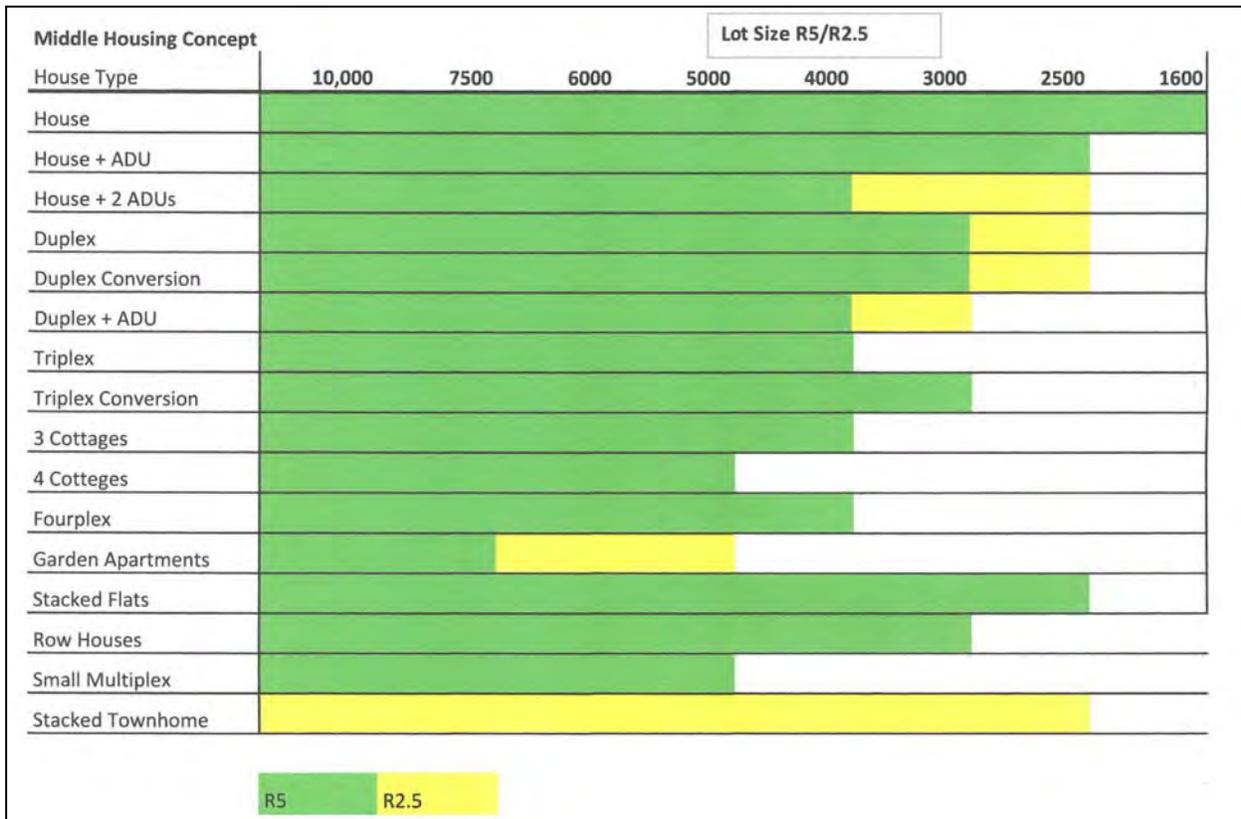
**Q:** How do overlays relate to transparency?

**R:** Limits of overlay zones, like those of base zones, are delineated on zoning maps – transparency is maintained.

**Q:** Can SAC members recommend adjusting the base zones instead of creating a new overlay zone?

**R:** SAC members should focus on ‘the where’ (near transit or parks), and not ‘the how.’

**C:** The SAC should discuss both ‘the what’ and ‘the where.’ The “ship is sinking.” The scenario proposed does not go far enough. Triplexes do not go far enough. An alternative scenario proposal for ‘missing middle’ housing (see below; copies were made by a SAC member and handed out to SAC members and the project team) goes much further. It should be used as an alternative starting point for the evening’s discussion. The alternative scenario includes fourplexes and garden apartments.



Alternative proposed scenario for ‘missing middle’ housing developed and submitted by SAC member.

**Q:** Should this alternative scenario proposal for ‘missing middle’ housing be accepted as the new basepoint?

**R:** It could be up for consideration by the individual small groups.

**Q:** Can it be mentioned in the report outs to the larger SAC?

**R:** Yes.

**Q/C:** What is the project team's rationale for stopping at triplexes? Going to three units is a big leap in the building code. Once this occurs, why not include four or five unit developments in single dwelling zones? It's most economical to do so, resulting in cost savings to home buyers.

**R:** The small groups can discuss this. If the 'line between single- and multi-dwelling' remains blurred, where should it be drawn? What is the appropriate amount of units and why?

**R:** The alternative scenario proposal for 'missing middle' housing mixes building form and density. The project team's scenario proposal makes this distinction clear.

**R:** The project team took a conservative approach when developing its alternative scenario proposal for 'missing middle' housing. It is not based on technical viability. The SAC's comments on the building code are appreciated.

**C:** The SAC should accept the alternative scenario proposal for 'missing middle' housing as the basis for discussion, then go from there. As indicated, going to at least four units makes a lot of sense. The small groups can determine where going over four units should occur.

**R:** This is up to the individual groups to determine.

**C:** There is value in Portland having a "tenure-neutral zoning code." It's a good model to keep. As some developers do not currently want to develop condominiums, incentivizing them through density bonuses could be very effective. The line defining 'missing middle' housing should be well defined. Otherwise, the City should allow more 'missing middle' housing by right citywide.

**C:** Add a historic district constraint. Consider allowing cottage houses in the R7 zone. Look for opportunities within the existing code to compatibly allow multiple dwelling units on one lot.

**R:** The project team started its scenario for lots in the R2.5 and R5 zone. This could be expanded to include the R7 zone.

**R:** The project team did consider incorporating a historic district constraint, but there are many elements already in the current code to protect historic resources.

**C:** They would add expense to the development process.

**C:** Some areas zoned R7, such as Cully, are at risk of gentrifying if the code does not address this zone.

**C:** Some new development may be increasing overall housing units in the city but also risks increasing overall land values in surrounding areas – thereby not solving the housing crisis.

**C:** The importance of increasing overall housing units is worth the risk.

**C:** The ¼ mile buffer in the proposed scenario leaves out a lot of great neighborhoods.

**R:** The project team welcomes SAC guidance on alternative way to define these areas.

**C:** The proposed buffer should either be larger or be done away with all together. Otherwise, some areas of the city will become privileged over others.

## **SMALL GROUP EXERCISE**

Facilitator Anne Pressentin (Envirolssues) provided instructions in a small group exercise. SAC members should form into small groups of four to five members that will be assigned a City staff person to observe discussion and help keep conversation focused on their task. Groups should answer the following and report back to the larger SAC afterwards:

- What specific feedback do you have related to number of units, overlay location, building form, lot size and applicable zoning?
- What else should BPS consider?

**C:** Please extend the invite to observe SAC discussions to members of the public in attendance.

**R:** Yes. The public is welcome to observe all SAC discussions. The larger SAC will reconvene at 7:10pm.

## **BREAK**

## **SMALL GROUP EXERCISE (CONTINUED) AND REPORT OUT**

### **SAC Responses to Small Group Exercise: Alternative Housing Options**

The following notes are shown verbatim as written by assigned project staff:

**Table A:** Douglas MacLeod, Danell Norby, Barbara Strunk, Linda Bauer, (Kristin Cooper - BDS)

- **Form**
  - *What works in space – limits [average] scale, not nuclear units – [indecipherable]*
  - *[SAC member] proposal – 4 units fit as well as 3 [within] scale*

- *3 units in courtyard [okay] if size is right*
- *5 units in R5 on 5,000 [square foot] lot or more*
  - *4 rather than 3*
- *SF residential in residential zones*
- *Mass + scale*
- *Adding ADU [(accessory dwelling unit)] not guaranteeing more housing [with] Airbnb*
- **Compatibility**
  - *Do it where it is already happening*
  - *Make it clear what is allowed*
  - *Allow everywhere (maybe larger lot sizes)*
  - *Naturally people would develop around centers because of the market*
  - *Shouldn't treat neighborhoods differently*
  - *Would create too much incentive for demolition*
  - *Houses should be demolished because lot is underutilized*
  - *Don't need to exceed residential density – Com Plan includes enough capacity*
  - *BPS created housing prices [and] scarcity by making it harder to develop housing*
  - *Smaller units or more units on one lot does not necessarily mean new units are affordable*
- **Number of units – lot size, scale zone**
  - *Need to guarantee services – streets [and] sidewalks*
  - *Start with areas on map*
  - *Change is incremental – zone larger area*

**Table B:** Jim Gorter, Vic Remmers, Garlynn Woodsong, Marshall Johnson, (Todd Borkowitz - BPS)

- **Units**
  - *Option missing*
  - *Consider other proposals – not only [SAC member proposal]*
  - *R2/R1 – Not specifically designed for [single dwelling]*
  - *At least 4 [units] - 3 [group members are okay with]; 1 [group member] opposes*
  - *Why? – economics*
  - *2, 4 or 6 – all in a box*
    - *Parking as a way to define the box*
  - *Corner duplex – compatible [if meeting height], setback, mass*
  - *Minimum unit size – 300 [square feet] cap on [the number] of units*
    - *Ensures [each] unit has space for people*
  - *Up to 4 units is FHA [Federal Housing Administration]-financeable – “bureaucratic cap”*
  - *Can currently do [6 units; 2 on each of three floors without] elevator*
  - *4 – [attached] rowhouse*

- *Parking – adds cost*
- **Where**
  - *Everywhere*
  - *2-plex anywhere*
  - *Lower building height limits will result in more buildings built with flat roofs*
  - *Support transition – ½ block or 1 block*
  - *3 areas*
    - *[Centers and corridors]*
      - *No numerical cap*
    - *[Near frequent] transit*
      - *Stop at 4 units*
    - *Rest of city*
- **Lot Size**
  - *No parking [requirements]*
  - *Private outdoor area for each unit*
    - *All units*
- *Above 3 [items] a concern; 4 [last items] not [allowed] everywhere*
- *Impact on [demolitions?]*
  - *More would [result]*
  - *Interconnected*
  - *Increase values to properties*

**Table C:** Alan DeLaTorre, David Sweet, Tatiana Xenelis-Mendoza, Michael Molinaro, (Morgan Tracy - BPS)

- **Where:**
  - *¼ mile is not right.*
  - *Extend to major routes (i.e. collectors).*
  - *Consider particular street classification. ¼ mile is good for accessibility, HCT [(High-Capacity transit)] could be farther away*
  - *½ mile would cover more.*
  - *Upzone transition lots (those behind MUZ [mixed use zones]) to recapture lost value from MU [(mixed use)] buildings. Tyler Bump noted that he had not done a specific hedonic model but ventured that those lots have seen dramatic increase in land value.*
- **How:**
  - *Overlay is a good approach to demonstrate, will spread to other areas later (like Albina)*
  - *Middle housing base zone would also be a good approach.*

- *The universal design requirements don't exist, they are guidelines. You should be referring to Type A or Type B visitability requirements in the building code. (post meeting clarification: Chapter 11 of the Oregon Structural Specialty Code addresses accessibility requirements. It exempts :*

**1103.2.4 Detached dwellings.** Detached one- and two-family dwellings and accessory structures, and their associated sites and facilities, are not required to be accessible.

- *It also describes different levels of accessible or visitable units, identified as Type A or B units.*

**TYPE A UNIT.** A dwelling unit or sleeping unit designed and constructed for accessibility in accordance with this code and the provisions for *Type A units* in ICC A117.1.

**TYPE B UNIT.** A dwelling unit or sleeping unit designed and constructed for accessibility in accordance with this code and the provisions for *Type B units* in ICC A117.1, consistent with the design and construction requirements of the federal Fair Housing Act.

- *Oregon Structural Specialty Code (OSSC) Chapter 11:*  
[http://ecodes.biz/ecodes\\_support/free\\_resources/Oregon/10\\_Structural/10\\_PDFs/Chapter%2011\\_Accessibility%20Amendment.pdf](http://ecodes.biz/ecodes_support/free_resources/Oregon/10_Structural/10_PDFs/Chapter%2011_Accessibility%20Amendment.pdf)

- *Review – [Planned Development (PD)] is no good. Developers will steer clear of discretionary process and things that add time. Use well written community design standards.*

- **Form:**

- *If we are fitting the defined scale, [the number] of units doesn't matter.*
- *Parking? – demand varies by neighborhood*
- *[The] City should move to a [parking] permit system city (or center) wide.*
- *Concern if the resulting development is only creating tiny spaces. Need room for different types of households, and needs.*

- **Zone:**

- *Add R7 and R10.*
- *Deep lots in cully have more options, and what is typically happening now are flag lots. Cottage clusters would be better.*

**Table D:** Sarah Cantine, Mary Kyle McCurdy, Maggie McGann, Eric Thompson, (Mark Raggett - BPS)

- [No staff notes available]

**Table E:** John Hasenberg, Rod Merrick, Rick Michaelson, Eli Spevak, (Julia Gisler - BPS)

- [Supports] *only FAR [(floor area ratio)] (not units)*
- *Needs neighborhood planning*

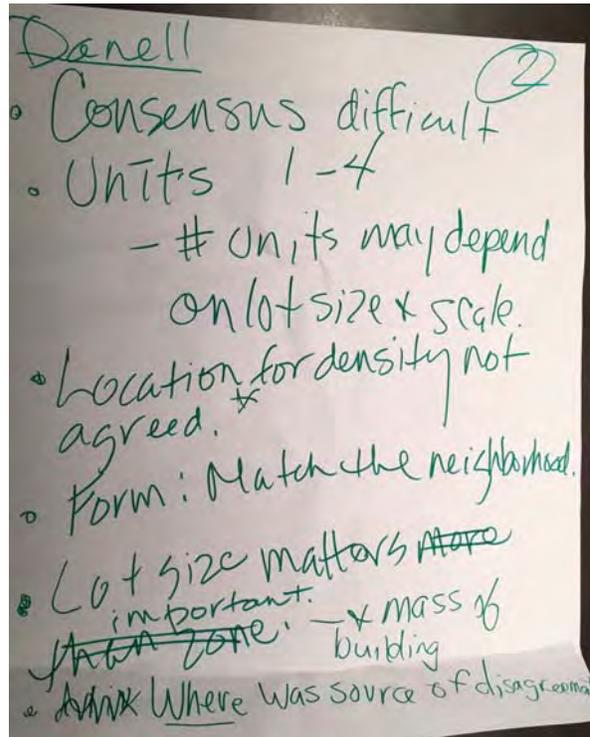
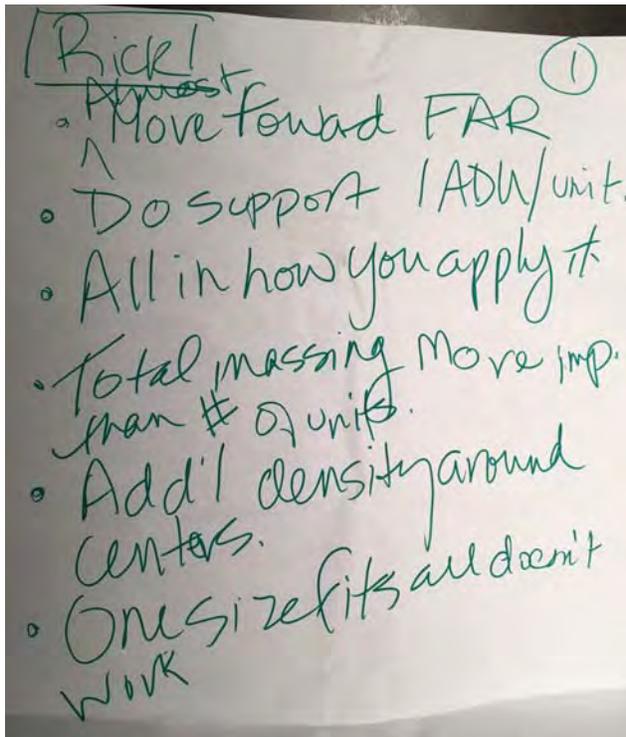
- Ask neighborhoods what they want – all these ‘yellow ones’ [sic] are different.
- One size doesn’t fit all.
- Duplexes should be allowed everywhere [as] it would encourage remodeling.
  - How to [incentivize] so it doesn’t encourage tear downs?
- Why can’t all the areas get to do the alternative housing options? We are discriminating against them.
- The [alternative housing options] will destroy the neighborhood.
- Didn’t agree on much – but [indecipherable] thought
  - The ¼ mile from centers (not corridors) could be the logical place to add density (if you wanted to).

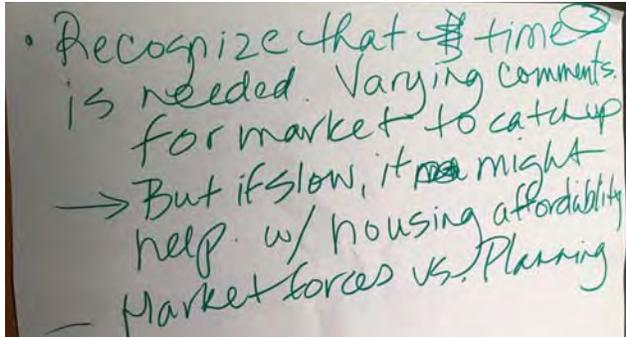
## Report Back to SAC

Facilitator Anne Pressentin (Envirolssues) took notes on chartpack (see images below).

**Table E:** John Hasenberg, Merrick, Rick Michaelson, Eli Spevak

- No agreement reached
- All in context
- Conversions of existing structures versus demolitions
  - Duplexes are good.
  - Multi-dwellings do not belong in the R5 zone.
- Increase density near centers.
- Discuss with neighborhoods what is appropriate.





**Table A:** Douglas MacLeod, Danell Norby, Barbara Strunk, Linda Bauer

- Little consensus
- 1 dwelling allowed everywhere; 4 allowed near centers
- ¼ mile buffer a good starting point
- Form - more about scale than density
- Lot sizes matter more than zones in terms of what should be allowed.
- Consensus on increasing overall density, but little agreement on where it should occur
- Just because something is allowed in area, does not mean it will be built that way.
- Density will naturally gravitate to centers.
- Should planning direct growth? What should the market decide?

**Table C:** Alan DeLaTorre, David Sweet, Tatiana Xenelis-Mendoza, Michael Molinaro

- Reduce proposed minimum 25 year age requirement for duplex/triplex conversion to five years.
- ¼ mile from centers is okay, but not enough. It should at least be ¼ mile from corridors and collectors.
- While increasing density on single dwelling lots increases their costs, the costs are relatively minimal. Costs have not increased the value in Portland's higher-density zoned neighborhoods like Buckman.
- Allowed density should be dictated by form (floor area ratio and/or height/setback limits), not zone designation.
- Include R7 and R10 zones in overlay.
- Add community design track option for cottage cluster developments initiating a planned development (PD) process (there is acknowledgement that this adds a significant labor cost to develop).
- Every Portland neighborhood should have access to the many benefits from missing middle housing. It could be achieved either through overlays, redefined zones or new zones (note that the 'a' overlay initialized ADU development).
- 'Aging in community' allows the preservation of an individual's connections to church, friends, etc.
  - Use this term instead of 'aging in place'.
- Do not limit the number of units or housing types.

- Unique lot sizes demand creative solutions, such as cottage clusters on large lots.

David

- Conversions: 2 Syrs too long. 5yrs is plenty.  
↳ for both duplexes & triplexes
- 1/4 mile centers is fine - But could add 1/4 mile from corridors & collectors (to add more areas of city.)
- Variety forms should be allowed w/in building envelope. Prefer FAR.
- Believe that # of units won't lead to much increase in cost/prop. values. Some, yes.

- Add R7 & R10 to scenario.
- Needs to have Community design standard to avoid plan review process.
- Every n'hood PBX deserves the opportunity to have Missing Middle. How was not agreed: (overlay, zone, etc.)
- Support allowing people to age in Community - w/in n'hood that seniors have lived.

**Table D:** Sarah Cantine, Mary Kyle McCurdy, Maggie McGann, Eric Thompson

- Two units should be allowed everywhere.
- Tandem houses (two 'medium' scaled houses on one lot) should be allowed in addition to one 'large' scaled primary house and one 'small' accessory dwelling unit (ADU) so long as the floor area is consistent between the two scenarios.
- Allow two accessory dwelling units (ADUs) per lot.
- Duplex and triplex conversions should be allowed everywhere.
- Include the R7 zone in the overlay.
- All houses should conform to a type of scale (height, setback, etc.).
- Artificially building up a base grade should be addressed; work with existing grade.
- Allow increased density of up to six units if near transit.
- To disincent demolitions, allow increased density if keeping an existing building.
- Allow increased density for affordability. Require affordability provision in deed so that affordability moves forward with the future sale of the property.
- Fitting a "common context" is important.
- Allow increased density for larger lots (greater than 5,000 square feet).
- Allow as much development as possible without initiating a planned development (PD) process.

Eric (4)

- Lot of agreement.
- Everywhere  
2 units on SF lot.  
Cottages, duplex, row  
1200 ft<sup>2</sup>
- Everywhere: 2 ADUs, with one interior.
- Duplex/triplex conversions.
  - w/in existing house
  - Did not discuss age of structure
- Add R7 to proposal.
- Any house should conform to scale: height setbacks. w/ existing grade.

(5)

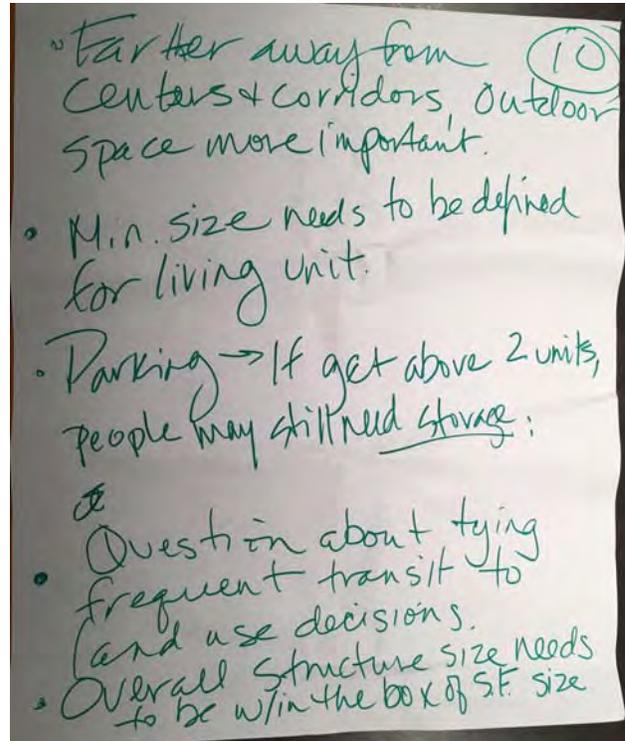
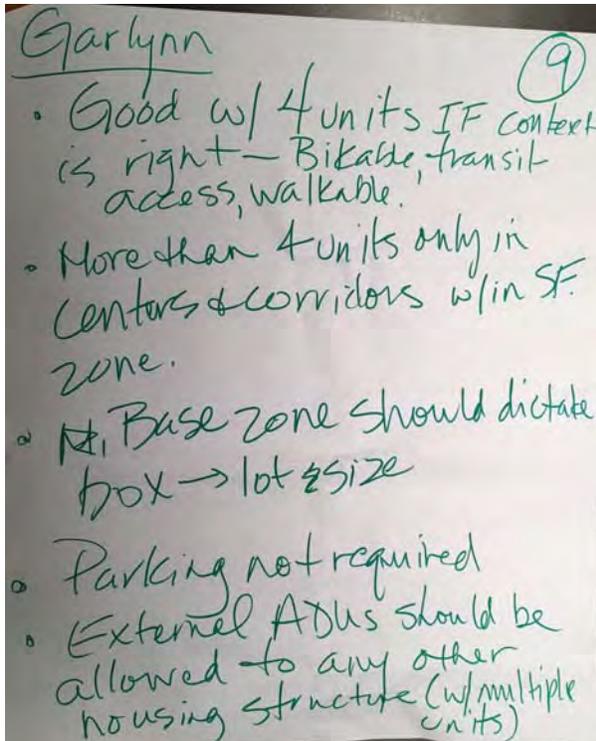
- ~~the~~ Increase density, w/o ~~maximum~~ bulk increasing. → More toward FAR.
- Exceptions.
  - ↑ density based on proximity to transit & corridors - in certain zones  
UP to 6 units. → w/in scale limitations
  - Allow construction of 2nd home (Cottage) when existing house is small-ish. - Incentivize keeping existing homes
  - Add density amenity bonus into deed. → Based on zone  
If duplex allowed, then 3 units allowed w/ size/scale restrictions

(8)

- Don't limit to 3 units.
- Don't leave out garden apartments.

**Table B:** Jim Gorter, Vic Remmers, Garlynn Woodsong, Marshall Johnson

- Four units are okay in the right context (walkable, amenity-rich neighborhoods).
- Increase density in single-dwelling neighborhoods near centers and corridors.
- Base zones should define minimum lot sizes and building heights, not density.
- Do not require parking anywhere in the city.
- Allow multiple external ADUs everywhere.
- Require distinct minimum outdoor areas for all single-dwelling units.
- Mandate a minimum unit size, such as 320 square feet.



### SAC Reflection to Small Group Exercise

Facilitator Anne Pressentin (Envirolssues) asked SAC members to collectively reflect on the discussion on alternative housing options based on the small group report outs.

**Q:** Would developers in the room be interested in building alternative development like those discussed in the SAC's conversation on 'missing middle' housing?

**C:** Housing developers seek to amortize costs across many types of units versus just one. There exists potential to make more money as a result of more units to sell.

**Q:** Would developers seek to work in only high-value neighborhoods?

**C:** No, anywhere.

**C:** If a builder can build more, they will do so. Alternative housing options should be allowed citywide.

**C:** Community housing builders need affordable housing bonuses to be competitive with traditional housing developers.

**C:** There is a need for off-street parking near centers, where less on-street parking exists.

Facilitator Anne Pressentin (Envirolssues) asked SAC members if there was a “right density” to move forward with.

**C:** There may be a right density for some areas, but it needs to be ramped down.

**Q:** How many SAC members disagree that density should be reduced and believe that an alternative, more ambitious baseline for alternative housing options be used? (A majority of SAC members raised their hands).

Facilitator Anne Pressentin (Envirolssues) indicated that is important to also acknowledge that many views are not represented in the meeting.

## **PUBLIC COMMENTS**

**Gary Miniszewski:** Gary is a resident of Southwest Portland and planner with 40 years of experience working in places with different densities, like Lake Oswego and Gresham. He has experienced a lot of changes in Portland resulting from infill development, but has no opinion on lot density. The biggest concern is regarding mass and height. Portland’s current code does not adequately protect many homeowner investments. Investments on solar panels, which can cost \$15,000, are at risk from blocked solar access. A landscape designer friend recently lost 50 percent of his light in his backyard due to a recent infill development. Light is important for housing now, as it was in tenements years ago. Understand impacts of building mass and height. Access to light is important for solar panels and yard use, as well as a needed resource for homes.

**Doug Klotz:** Doug lives near SE 35<sup>th</sup> and Harrison, in a neighborhood that functions very well with incorporated ‘missing middle’ housing. The ‘missing middle’ scenario in inner ring neighborhoods and ¼ mile from centers and frequent transit should be extended to SE/NE 52<sup>nd</sup> Avenue. The City should regulate size, not number of units. Do not over-regulate; the market will regulate much on its own. Do not rely on neighborhoods for guidance. Neighborhood associations are not representative, often lacking renters. The SAC has a duty to represent all Portlanders; neighborhood associations are just a portion of the community.

## **WRITTEN PUBLIC COMMENTS**

**Provided by Doug Klotz via Public Comment Form 4/5/16:**

*“Residential infill – locations for missing middle, number of units on R-5 lots, lack of representativeness of neighborhood associations – they only represent older homeowners, primarily.”*

**Provided by Gary Miniszewski via Public Comment Form 4/5/16:**

*“Infill dev stds”*

04-05-16

Hello Morgan,

I live in the Ash Creek neighborhood and our neighborhood has experienced a rash of new infill development mainly done by Everett Homes. I am a retired land planner of 35 years here in Oregon and I am very concerned that this company and others like Renaissance Homes are going to continue scraping older, modest homes that are in good condition to build new McMansions. These companies, especially Everett Homes, build houses with only two or three spec plans that have mass and height that totally overwhelm existing homes they adjoin. Most of the time the designs of these new homes are out of character with the design of the existing adjacent homes. The height and mass of these houses also are out of scale with the size of the lots they are built on. Many of these infill houses are more than 3,000 sq ft. In neighborhoods like mine the average household size is no more than 4 persons per unit, but these infill homes have 5 to 6 bedrooms with 3 or 4 bathrooms that can accommodate 6 to 8 persons. These houses are not built to provide shelter for a family of 4, they are built as financial investments.

Recently I had an array of solar panels installed on the roof of my home that costs thousands of dollars. When I went to the Portland Dev Code to see how my access to sun light would be protected, I found there were no provisions for that protection. The home south of mine is a modest dwelling that could easily be chosen by these so called "home" builders to build another McMansion that may block my existing access to sunlight.

In the last 9 years citizens like myself in SW Portland have tried to bring this issue to the attention of the City leaders and we have been ignored up to now. Before the committee you are staffing was created by the Mayor, I wrote to him and the other commissioners requesting that they address this problem. As a professional planner I know that infill in SFR zones has been addressed in a number of NW cities. Planners have been talking about measures to mitigate the impacts of infill since 1999 at the APA National Conference in Seattle WA.

I would appreciate it if you could send me information on who is on the infill committee and what progress you have made so far, especially regarding how direct impacts to adjoining existing dwellings will be mitigated. I am especially concerned with how access to sunlight will be protected on adjoining single family dwellings and their respective yards.

Thank You,  
Gary Miniszewski  
2343 SW 57th Ave  
Portland, OR

From Gary

- Ashland (Oregon), City of. 2011. Municipal Code. Title 18, Land Use; Section 18.70, Solar Access.
- Boulder (Colorado), City of. 2011. Boulder Revised Code. Title 9, Land Use Regulation; Chapter 9-9, Development Standards; Section 9-9-17, Solar Access. Fort Collins, Colo.: Colorado Code Publishing Company.
- Clackamas (Oregon), County of. 2011. County Code. Title 12, Zoning and Development Ordinance; Section 1000, Development Standards; Part 1018, Solar Balance Point/ Infill Ordinance, and Part 1019, Solar Access Permit Ordinance.
- Fort Collins (Colorado), City of. 2011. Land Use Code. Article 2, Administration; Division 2.8, Modification of Standards; Section 2.8.2, Modification Review Procedures. Article 3, General Development Standards; Division 3.2, Site Planning and Design Standards; Section 3.2.3, Solar Access, Orientation, Shading. Article 5, Terms and Definitions; Division 5.1, Definitions. Fort Collins, Colo.: Colorado Code Publishing Company.
- Laramie (Wyoming), City of. 2009. Code of Ordinances. Title 5, Business Taxes, Licenses and Regulations; Chapter 5.58, Solar Rights Permit System. Tallahassee, Fla.: Municipal Code Corporation.
- Prairie du Sac (Wisconsin), Village of. 2008. Code of Ordinances. Title 10, Land Use Regulations; Chapter 8. Solar Access.
- San Luis Obispo (California), City of. 2011. Municipal Code. Title 16, Subdivisions; Chapter 16.18, General Subdivision Design Standards; Section 16.18.170, Easements for Solar Access. Seattle, Wash.: Code Publishing Company, Inc.
- Santa Barbara (California), City of. N.d. Solar Access Packet. Municipal Code Chapter 28.11, Protection and Enhancement of Solar Access.

**END OF SUMMARY MINUTES**

# Residential Infill Project – Stakeholder Advisory Committee (SAC)

## Meeting #11 Summary Minutes **APPROVED BY SAC**

**Date:** Tuesday, April 19, 2016

**Time:** 6:00 p.m. to 9:00 p.m.

**Location:** 1900 SW 4<sup>th</sup> Avenue, Portland, 2<sup>nd</sup> Floor – Room 2500

**SAC Members in Attendance:** Linda Bauer, Sarah Cantine, Jim Gorter, John Hasenberg, Emily Kemper, Douglas MacLeod, Mary Kyle McCurdy, Maggie McGann, Rod Merrick, Rick Michaelson, Michael Molinaro, Danell Norby, Vic Remmers, Eli Spevak, Teresa St. Martin, Barbara Strunk, David Sweet, Eric Thompson, Garlynn Woodsong, Tatiana Xenelis-Mendoza

**SAC Members NOT in Attendance:** Alan DeLaTorre, Marshall Johnson, Mike Mitchoff, Douglas Reed

**Staff/Consultants in Attendance:** Joe Zehnder (BPS), Sandra Wood (BPS), Morgan Tracy (BPS), Julia Gisler (BPS), Todd Borkowitz (BPS), Pei Wang (BPS), Anne Presentin (EnviroIssues), Kristin Cooper (BDS), Brandon Spencer-Hartle (BPS)

**Others in Attendance:** KOIN 6, Elaine McDonald, Robin Harman, Kurt Nordback, V. Degan, Terry Griffiths, Terry Parker, Chris Dawkins, Sam Noble, John Sandie

### Meeting Objectives:

- Understand updated project schedule and public outreach schedule
- Hear about input received from SAC member networks on the Residential Infill Project
- Gain a shared understanding of BPS draft/revised proposals for alternative housing and skinny lot development
- Advise staff on developing a range of scenarios for public review

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

Post-Meeting Clarifications or Links
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## WELCOME AND MEETING INTRODUCTION

Facilitator Anne Pressentin (EnvirolIssues) thanked SAC members for their attendance, identified the meeting objectives (see above) and highlighted the meeting agenda. The project team will be presenting draft scenarios informed by SAC feedback on alternative housing options and skinny lots. SAC members will be splitting into groups to discuss and develop alternative concepts that are more restrictive or flexible.

### Review of Past SAC Summary Minutes:

Facilitator Anne Pressentin (EnvirolIssues) indicates that in the interest of time, SAC members should provide any comments on draft SAC Meeting #10 (April 5, 2016) Summary Minutes to Morgan Tracy (BPS) – [morgan.tracy@portlandoregon.gov](mailto:morgan.tracy@portlandoregon.gov) – by 5:00pm on Friday, April 22<sup>nd</sup>.

Link to SAC-Approved Meeting #10 Summary Minutes:

<https://www.portlandoregon.gov/bps/article/575341>

Anne asked if any SAC members had questions. None indicated they did.

## PUBLIC INPUT APPROACH AND PROJECT SCHEDULE

Planning Manager Sandra Wood (BPS) heighthed to SAC members that the project team reviewed SAC feedback on narrow and skinny lots and will be sharing its revised proposal. These lots are a subset of alternative housing options.

SAC members will develop more restrictive or flexible scenarios that will be part of the package presented to the general public. BPS staff expects to hear many of the same concerns from the public that have been shared by SAC members. The SAC's alternative scenarios will serve as "book ends" to the spectrum of residential infill ideas and help communicate the range of issues it has been addressing. They will also aid in the crafting of a '30-second elevator' pitch of the project.

**C:** Most of the skinny house feedback on from neighbors is related to scale.

**R:** The SAC already reviewed the project team's first proposal on scale in Meeting #9 (March 15, 2016) and can share the draft revised scenario on scale later in the meeting.

BPS staff created a revised project schedule. It includes a May 3<sup>rd</sup> SAC Meeting #12 (review of the draft revised scenario on scale), a June 7<sup>th</sup> SAC Meeting #13 (review of full proposal) and a public engagement period from June 13<sup>th</sup> to July 22<sup>nd</sup> (SAC members will receive handouts communicating the proposed scenario and spectrum of more restrictive and flexible options).

**Q:** The last SAC meeting will be on June 7<sup>th</sup>, 2016?

**R:** Yes.

**Q:** Will the public comment period be only six weeks?

**R:** Yes.

**R:** This six weeks will just be to review scenarios included in term sheets. There will be a second round of public engagement in 2017 once code is developed.

**R:** The project term sheets need to get to City Council in December. To meet this deadline, BPS staff proposes to not have the originally-proposed public hearings at the Planning and Sustainability Commission.

**Q:** Why is getting to City Council in December a goal?

**R:** It is important for the Mayor to give concrete direction to advance this project by the time he leaves office.

**C:** While the term sheets are not code per se, they do set a policy foundation. There is no precedent for not going for Planning and Sustainability Commission public hearings. Many SAC members are not comfortable with this decision.

**C:** Agreed.

**C:** Some SAC members are not comfortable with this decision and do not fully understand the lines of authority dictating this project.

**Q:** What is the penalty in involving the Planning and Sustainability Commission? Why is there a change in direction?

**R:** BPS staff originally planned to go to the Planning and Sustainability Commission in August. The SAC indicated that there was not enough of a feedback loop, which did not allow sufficient time for public outreach to begin this May. As a result, it's not possible for the project to go to the Planning and Sustainability Commission on August 6<sup>th</sup>. The project team needed to determine how best to respond to these demands.

**Q:** This results in a three month penalty?

**C:** 2-1/2 months. It doesn't work to push to September and get to City Council by year's end.

**R:** Correct. Sufficient time is needed to get to City Council.

**C:** Originally, the SAC's plan was not necessarily to get to City Council by December 2016.

**R:** Getting to City Council by December 2016 *was* always the plan.

**C:** The SAC is in a crunch.

**R:** Chief Planner Joe Zehnder (BPS) is at this meeting and is hearing the SACs concerns on this.

**Post meeting clarification:** As a result of the SACs concerns, the project staff have extended the outreach period by two weeks to August 8<sup>th</sup> for a total of 8 weeks.

**Q:** What happens after July 22<sup>nd</sup>?

**R:** The scenario development will pause for three weeks for BPS staff to take the Residential Infill Project to the general public.

**R:** After the public involvement period, the project team will be reviewing public comments. In September, the project team will be altering the proposed scenario in response.

**Q:** Are there only five weeks for the general public to weigh in on the scenario(s)?

**C:** This is not much time for public comment.

**R:** There are six weeks for the general public to weigh in. Is this not sufficient?

**C:** Most neighborhood associations are not meeting during this period in the summer.

**Q:** Do 'coalition' meetings mean quadrant meetings?

**R:** Coalition offices will determine the specifics of the forums in their districts. Meetings will be attended by BPS staff from the project team and will discuss the staff proposed scenario and SAC concerns of it going too far and not far enough. The project team may also develop focus groups to gain better insight on the spectrum of perspectives on residential infill in single-dwelling zones.

**R:** Public involvement will include general open houses and direct meetings. Staff capacity limits the amount of outreach that can be performed.

**R:** There will also be an online open house for the general public to learn more about the project and share concerns.

**Q/C:** Will there also be public involvement around the draft code in 2017? Originally the project was going to City Council only once; now it will do so twice.

**R:** Yes. Before, the project was going to go before City Council only once. Under the current schedule, there will be two rounds of public outreach.

**Q:** How will the SAC be involved in the second round?

**R:** The SAC will reconvene before the project's draft term sheets go before City Council. There is no intent on "dragging along" the SAC for another year.

**Post meeting clarification:** From the SAC Charter, "D. SAC Member Commitments. The SAC is expected to meet as a committee at least 11-13 times over the 18-month project duration."

**C:** The real benefit to this solution is that the project will go before City Council twice. Getting City Council's buyoff both times will really be useful.

**Q:** Did the schedule change because the Mayor wanted his imprint on the Residential Infill project?

**Q:** Will the term sheets be approved via City Council resolution?

**R:** Yes.

**C:** This change of schedule is based on the Mayor wanting a legacy of success for this project.

**R:** The project was already on a path for this to happen.

**C:** It's difficult to imagine having created code for approval by the end of 2016.

**R:** The SAC specified that it could only be held together if the project was done as a full package, not in segments as once proposed by the Mayor, so BPS staff went in this direction. As indicated, the project will now go before City Council twice.

**C:** Six weeks of 2016 public outreach is still too short. Everyone is on vacation at that time.

**R:** If preferred by the SAC, public outreach can be extended into August for a total of eight weeks, although August is still a common vacation time for many people.

**C:** As there exists a SAC understanding that the public will have ample time to provide meaningful feedback, the project team should "prime the pump" in advance as early as possible.

**R:** Agreed.

**C/Q:** Already, the proposed schedule is very aggressive. Still, can the project team meet the demands of going before City Council while also extending the public review process? Public review is generally very slow and will be even slower in summer.

**R:** The project team will again assess the project schedule to see what is possible. Time is needed for BPS staff to review and decipher the public feedback. Thanks for all the SAC perspectives on this topic.

## **FEEDBACK LOOP: INFORMATION FROM SAC MEMBER NETWORKS**

Facilitator Anne Pressentin (Envirolssues) asked SAC members about who they have been talking to. What are they hearing? Feedback could relate to any part of the project, not just tonight's topics. The project team wants to know what is being discussed in neighborhoods. Is the project moving to aggressively? Not aggressive enough? At preferred levels?

**C:** People want to know specifics of what changes will mean for neighborhoods. In a recent Southeast Uplift (SEUL) meeting, residents shared concerns that lot of development is happening and nothing is slowing its pace.

**C:** The City is moving too slowly as demolitions and unaffordability rise. Nothing is addressing people with lower incomes.

**C:** There is significant anger and frustration with the City and developers resulting from a perceived lack of respect of long-term residents, many who believe that "one size does not fit all"; sunlight and solar access are critical; the scale of new houses is too big; and that density is being prescribed with little attention to sufficient infrastructure capacity.

**C:** Within the North Portland Land Use Group (NPLUG), there has been significant 'buzz' about 'missing middle' housing on 25-foot by 100-foot lots. A "waking up" is occurring here; not definitively negative, but rather a general curiosity about potential impacts from infill.

**C:** Attitudes within the Central Northeast Neighborhood (CNN) Coalition differs depending on the resident. In Beaumont-Wilshire, residents are often concerned primarily about demolitions – particularly that new residential infill project policies will result in an increase of demolitions. Other neighborhoods seem generally most concerned about housing affordability.

**C:** In the affordable housing community (organizations such as Proud Ground, Habitat for Humanity, the Portland Housing Center, etc...), there is concern and frustration that affordable housing developers being priced out of neighborhoods as few properties are available in both inner and outer Portland.

**C:** Many advocates for alternative housing communities, such as Living Cully, believe that housing prices (purchases and rentals) are the primary issue. People under 35 often seek to

invest long-term in Portland but are unable to do so given unaffordability. Their ability to even compete for housing in the current market is disproportionately hampered due to common time constraints associated with young children and jobs.

Facilitator Anne Pressentin (Envirolssues) asked SAC members to reflect on what is most surprising from the things they've heard.

**C:** People's curiosity about 'missing middle' housing – what it is and where it is proposed – is very surprising. A 'smart-growth' approach prescribes it primarily in neighborhoods well-served by transit, while an 'everywhere' approach addresses an equity issue that all neighborhoods share the costs and burdens associated with 'missing middle' housing. The City Club of Portland recently voted to support the latter approach. In the Concordia neighborhood, changing code to result in more palatable skinny houses is a big interest. There is a "chorus of voices" calling for removing parking requirements and incentivizing smaller scale development like accessory dwelling units (ADUs).

**C:** Groups focused on energy efficiency and sustainability have indicated a general lack of understanding of the City's residential infill processes. People want to be involved but are unsure where and when to do so. Affordability is a key concern. Infrastructure should be able to sufficiently accommodate new development. Southwest Portland should be more accessible and bikeable.

**C:** People are concerned about 'missing middle' housing and wonder whether it should be tailored by neighborhood or allowed and/or incentivized everywhere.

**C:** Anti-Displacement PDX generally believes that it's hard for people to engage on the specifics of infill housing and feel passion for potential solutions. Communicate what options actually mean for people and better answer, "How does this apply to me beyond the specific code?"

**Q:** Would a link to the project's guiding principles be beneficial?

**C:** Yes, but summarizing more effectively is also needed.

**C:** Housing and land use advocates – community development corporations (CDCs) and related non-profit organizations – generally like 'missing middle' housing much more than the extensive tear downs that they're witnessing. They also seek better solutions for addressing building scale. Other issues of concern include how parking requirements drives housing decisions on skinny lots (many agree that parking on skinny lots should not be required), and also incentivizing more housing overall and throughout the region.

**C:** Infill builders, developers, building trade professionals and home buyers are frustrated in the ability for builders to meet a spectrum of housing market demand, resulting in insufficient housing opportunity. Realtors are desperate for new houses for clients, many of whom seek more modern styles and square footage to meet their needs. Buyers are struggling just to get a

house as the home buying process has become a traumatic and burdensome process. Much of the SAC seems to recognize that more allowed density is needed to create an increased housing supply.

**C:** There exists substantial community concern that the City will not listen to current residents. Public outreach needs to illustrate a willingness of BPS staff to listen to these concerns. Demolitions replaced with homes of excessive scale and height remains a primary concern. The City should not waste the value inherent in older homes.

**C:** The Woodstock/Sellwood/Moreland neighbors have indicated concern for out-of-scale houses, and also that '¼ mile from centers' in single-dwelling zones is excessive for the proposed alternative housing types. The City should be better at shaping what happens in different neighborhoods; the Residential Infill Project team has yet to take seriously how the proposed range of housing alternatives will benefit different neighborhood types. The City should also collaborate only with neighborhoods that explicitly want 'missing middle' housing.

**C:** Portland's inner-city neighborhoods like Boise-Elliot are experiencing an incredible rate of displacement. The City should be cautious not to target individual neighborhoods for 'missing middle' housing and potentially repeating disastrous past planning efforts in inner-city neighborhoods, such as the expansion of Emanuel Hospital. Be *really* careful when targeting neighborhoods! Recognize that some neighborhoods are better educated on City planning processes than others, but that *every* neighborhood has the right to equally accrue the benefits of the City's housing decisions.

**Link to a brief history of the Portland development Commission's urban renewal in the Albina neighborhood through the expansion of Emanuel Hospital and other planning efforts:**

<http://oregonhistoryproject.org/articles/historical-records/albina-residents-picket-emanuel-hospital/#.Vx-fo032aUk>

**C:** Many home buyers are demanding houses less than 1,000 square feet. Some prefer small bungalow styles with yards, gardens and access to natural light. Still, it's difficult for many people (about 50 percent) to find even smaller homes for less than \$350,000.

**Q:** Are many of the people with these preferences actively looking for homes?

**C:** Yes.

## **PRESENTATION: ALTERNATIVE HOUSING OPTIONS AND SKINNY LOTS UPDATES**

Project Manager Morgan Tracy (BPS) reviewed revised scenarios for alternative housing and skinny lot development in preparation for upcoming small group SAC discussions.

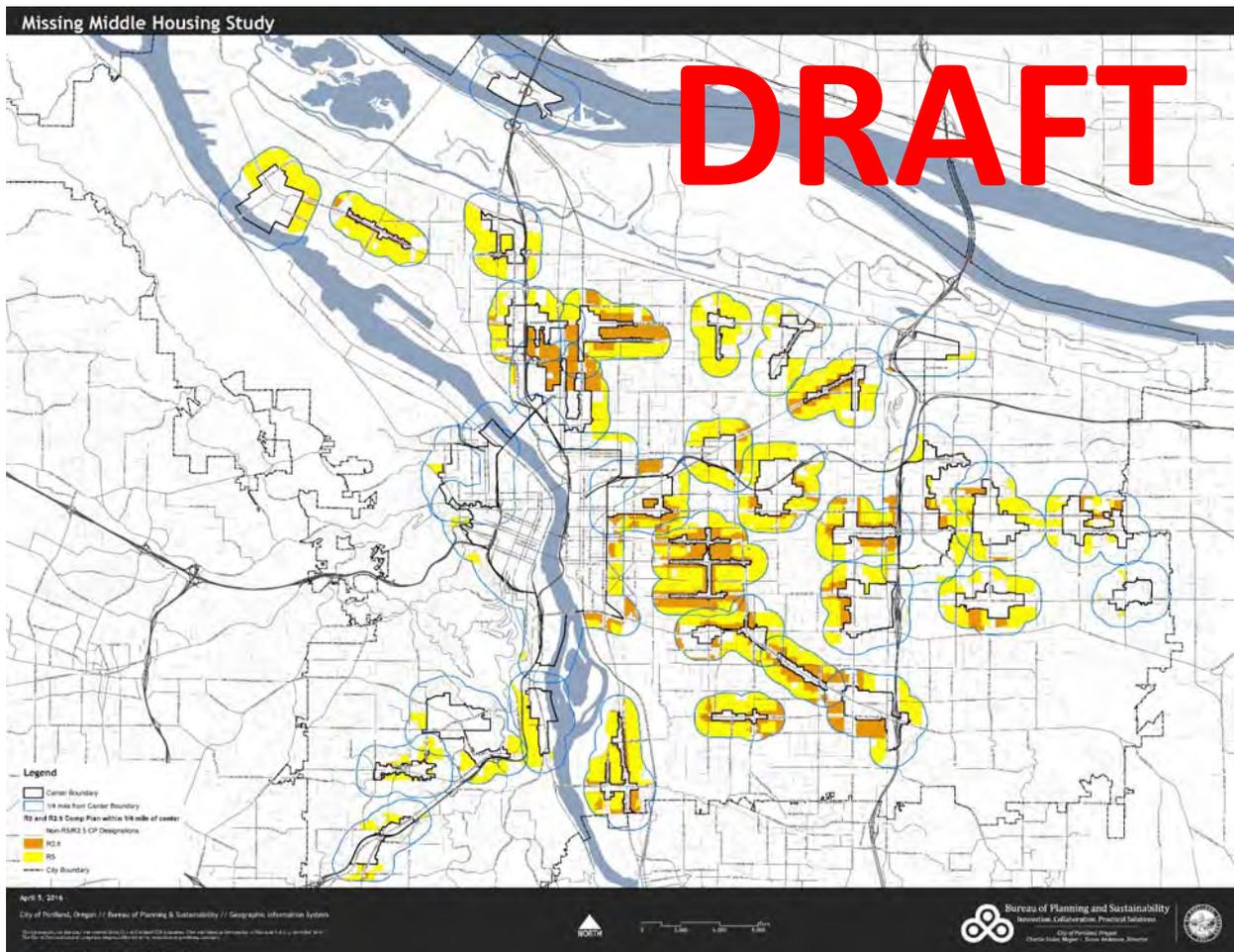
**Link to Morgan's Presentation on Alternative Housing Options and Skinny Lots:**

<https://www.portlandoregon.gov/bps/article/571931>

**Key Take Aways: Alternative Housing Proposal**

The project team’s draft preferred scenario for alternative housing, consistent with directions of the draft Comprehensive Plan, focuses growth around centers to catalyze a diversity of housing types that support a spectrum of household income levels while offering greater service provisions to individuals with greater needs.

The original (Version 1) draft preferred scenario for alternative housing proposed to focus in R2.5- and R5-zoned areas ¼ mile from centers, covering about 1/3 of Portland’s single-dwelling zoned lots. The project team received non-unanimous SAC direction that the proposal was not going far enough and needed to include more area.



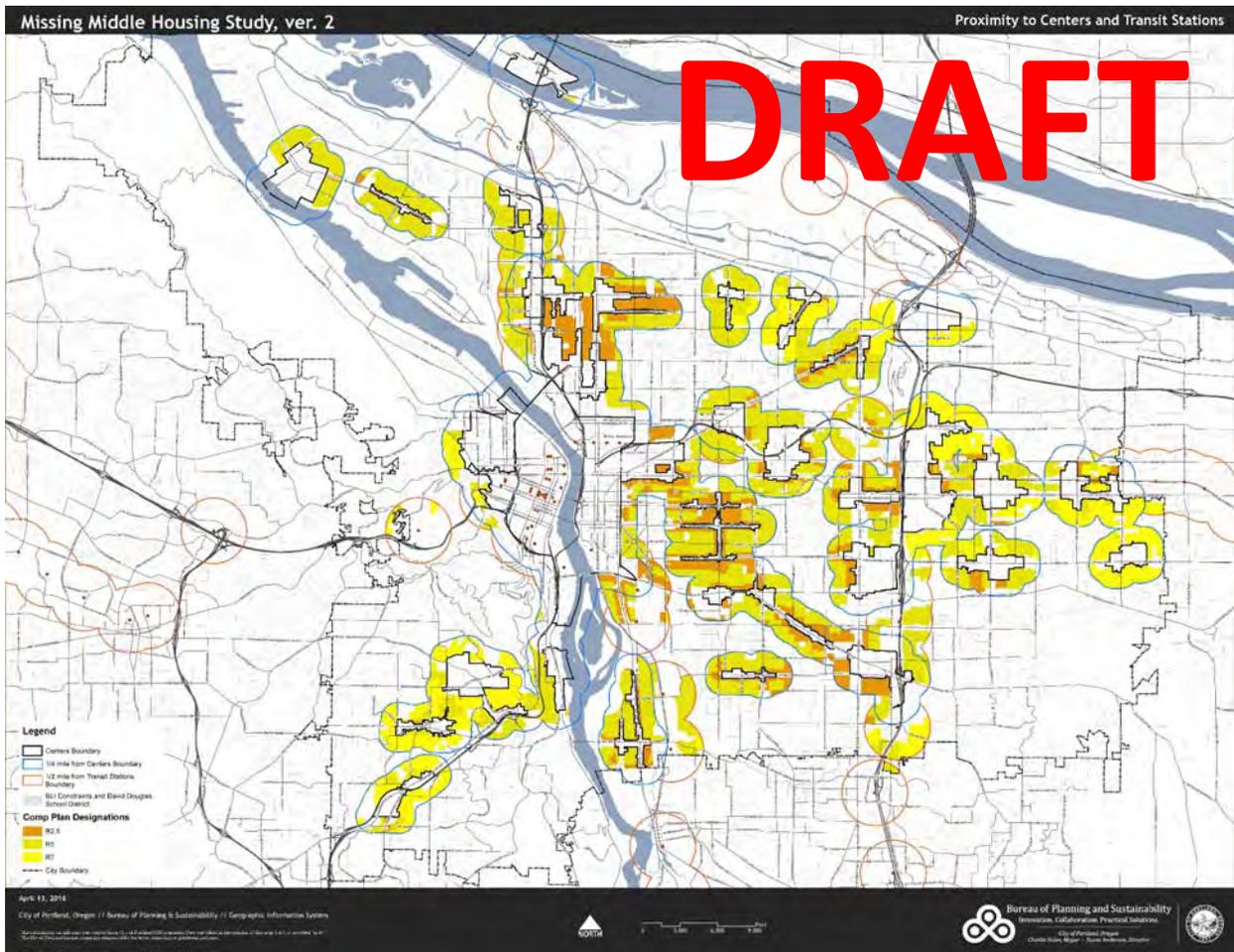
*Original (Version 1) Draft Preferred Scenario for Alternative Housing (Since Revised)*

The revised (Version 2) draft preferred scenario for alternative housing proposed to focus in R7- , R2.5- and R5-zoned areas ¼ mile from centers and major corridors and ½ mile from designated high-capacity transit stations, and ‘inner ring’ areas closest to Portland’s central city. The draft Version 2 proposal now covers about 2/3 of Portland’s single-dwelling zoned lots, but starts to highlight some “illogical pockets” of areas that would now be excluded.

The draft preferred scenarios for alternative housing do not necessarily imply that designated areas will be built out with alternative housing types. Duplexes on corners, for example, have been long-allowed on corner lots in single-dwelling zones, yet most corners do not have duplexes on them.

Identical to the earlier version, the revised (Version 2) draft preferred scenario for alternative housing would allow the following:

- House + two accessory dwelling units (ADUs)
- Duplex and duplex conversions
- Duplex + one accessory dwelling unit (ADU) per unit
- Triplexes and triplex conversions (on corners only)
- Cottages (amount allowed dictated by lot size)



*Revised (Version 2) Draft Preferred Scenario for Alternative Housing*

The SAC is asked to consider whether bonuses for additional units should be allowed in some areas for the inclusion of units that are affordable or accessible, or for conversion of houses on the City's Historic Resource Inventory (HRI).

**Q:** Why is so little transit shown in North and Northeast Portland?

**R:** The Revised (Version 2) Draft Preferred Scenario for Alternative Housing proposed a ½ mile area beyond designated high-capacity transit (HCT) stations, not all bus transit stops. Some areas in Portland transit is not considered ‘high-capacity’.

**Q:** Does ‘high-capacity’ include anything besides MAX?

**R:** It could apply in the future to bus rapid transit (BRT) but in Portland it currently only applies to MAX stations.

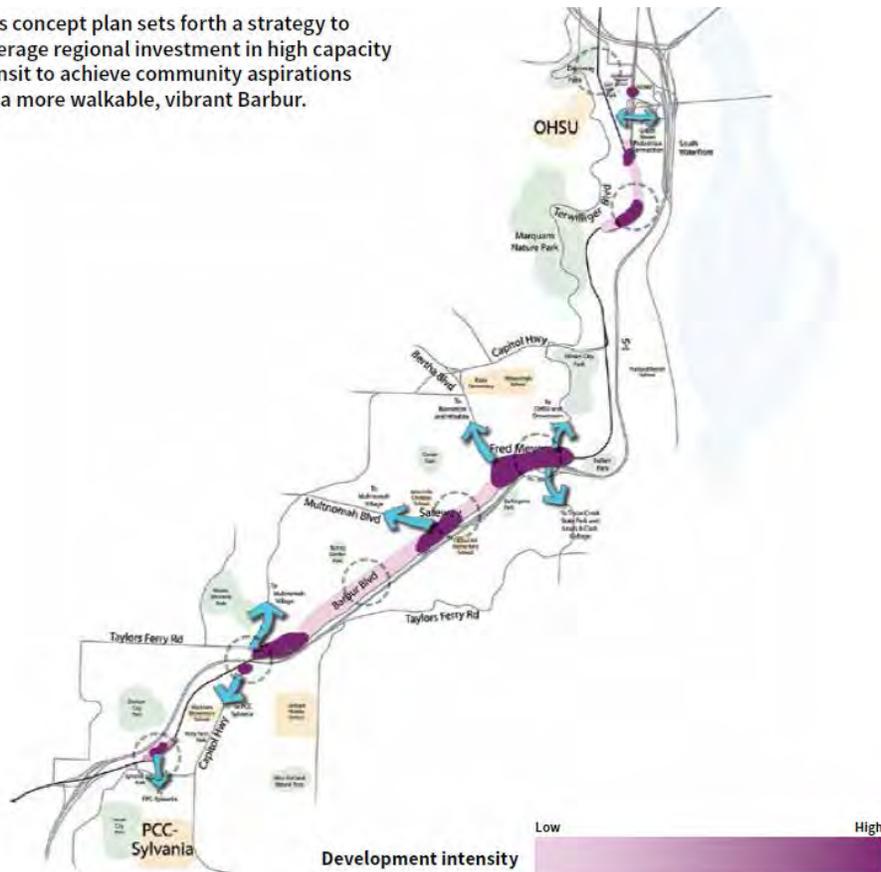
**C:** Corridors are where people most often go to shop and eat – they’re a logical place to locate ‘missing middle’ housing near.

**R:** Many corridors designated in the draft Comprehensive Plan are actually ‘linear’ centers, including the more active portions of corridors.

**R:** On the SW Barber project, the City was advised to concentrate development on nodes within the corridor, not along the entire 13-mile corridor itself.

**Link to the Barber Concept Plan (April 2013), illustrating the development focus on nodes within a corridor:** <http://www.portlandoregon.gov/bps/article/441477>

This concept plan sets forth a strategy to leverage regional investment in high capacity transit to achieve community aspirations for a more walkable, vibrant Barbur.



**Q:** Where can the SAC view the draft Comprehensive Plan corridors?

**R:** They are shown in the plan's Urban Design Framework.

**Post Meeting Clarification:** The Urban Design Framework identifies the general locations of proposed centers, but does not include the outline of the centers themselves. The outlines can be found on the Recommended Plan Map of Portland's draft Comprehensive Plan:  
<http://www.portlandoregon.gov/bps/article/541130>

**C:** If the project aims to encourage conversions to discourage demolitions, the area for flexibility in the proposed scenario seems somewhat limited.

**R:** In the scenario, houses in and near centers and HCT would be allowed to be converted to duplexes mid-block.

**Q/C:** Then why not allow triplex conversions? The scenario is still too conservative.

**C:** Please do not allow much more than already shown.

**C:** Some triplexes could easily accommodate five units.

**R:** When discussing the proposed scenario in the upcoming small group exercise, SAC members can make these points.

**C:** It's difficult for the SAC to evaluate the proposed scenario without resolution on scale by pattern areas. A house with 0.5 FAR may fit well in some single-dwelling neighborhoods but not others.

**R:** The revised scenario for scale is still a work in progress but will be presented at SAC Meeting #12 on May 3, 2016.

**Q:** How is the current scenario different from the one sent out to the SAC the previous Thursday (April 14<sup>th</sup>)? Is the 'inner ring' included in both?

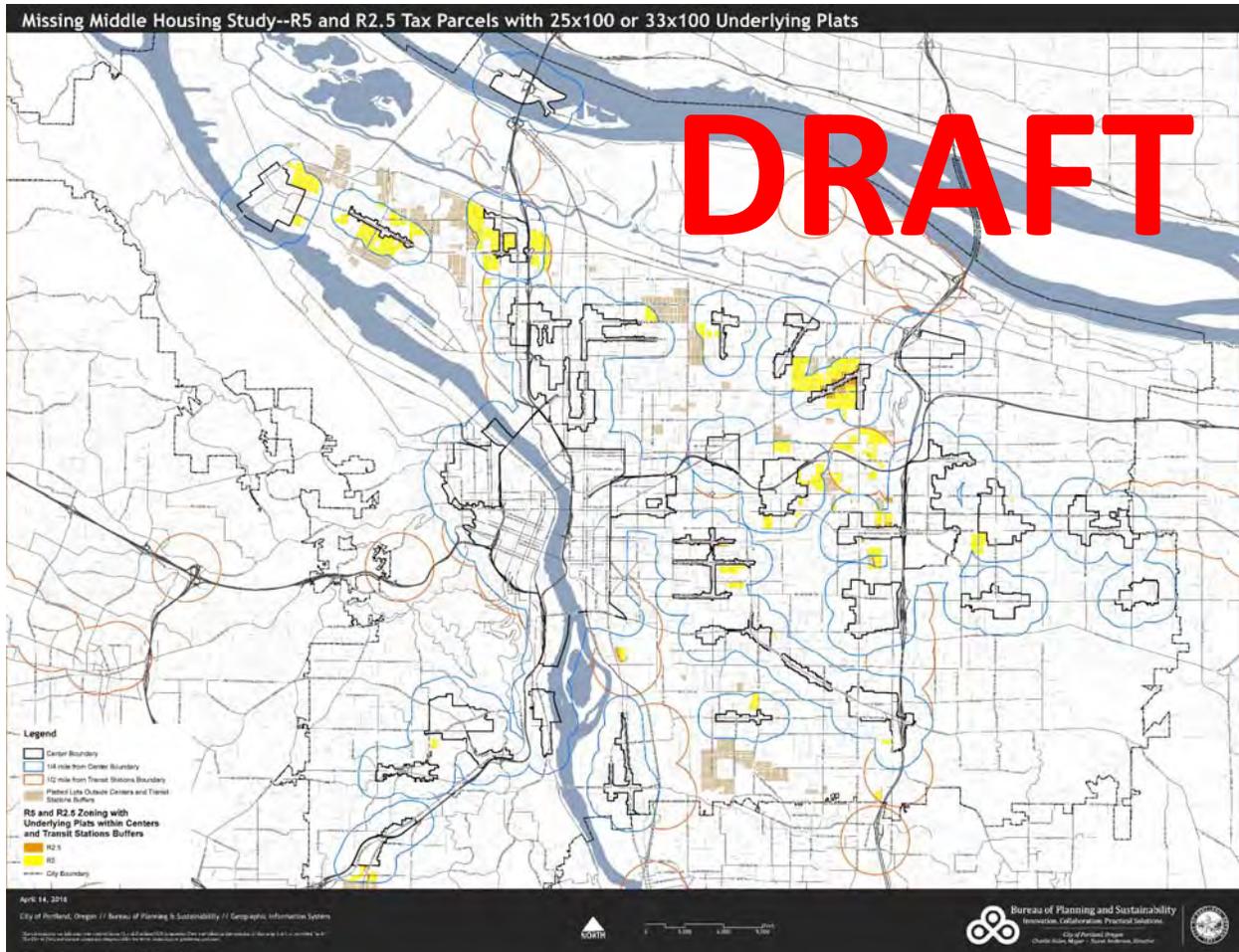
**R:** It's the same scenario. Yes the inner ring (areas close to the central city) is included.

**C:** When the City was doing station area planning for the Orange Line, some stations, such as those at Bybee Blvd. and Tacoma St., were never intended to have intensive development. All high-capacity transit (HCT) stations should not be treated equally.

**R:** The proposed scenario is "casting a net" of all areas, which will be later "dialed in" based on specific conditions.

## Key Take Aways: Skinny Lots Proposal

The project team's draft preferred scenario for skinny lots, consistent with directions of the draft Comprehensive Plan and similar in location approach to the alternative housing scenario, prescribes more flexibility around centers and less flexibility away from centers regardless of whether a lot has been vacant for five years (a current stipulation for lots in the R5 zone). BPS staff noted that there are approximately 14,500 skinny lots in Portland zoned R5, but does not know how many of them are vacant.



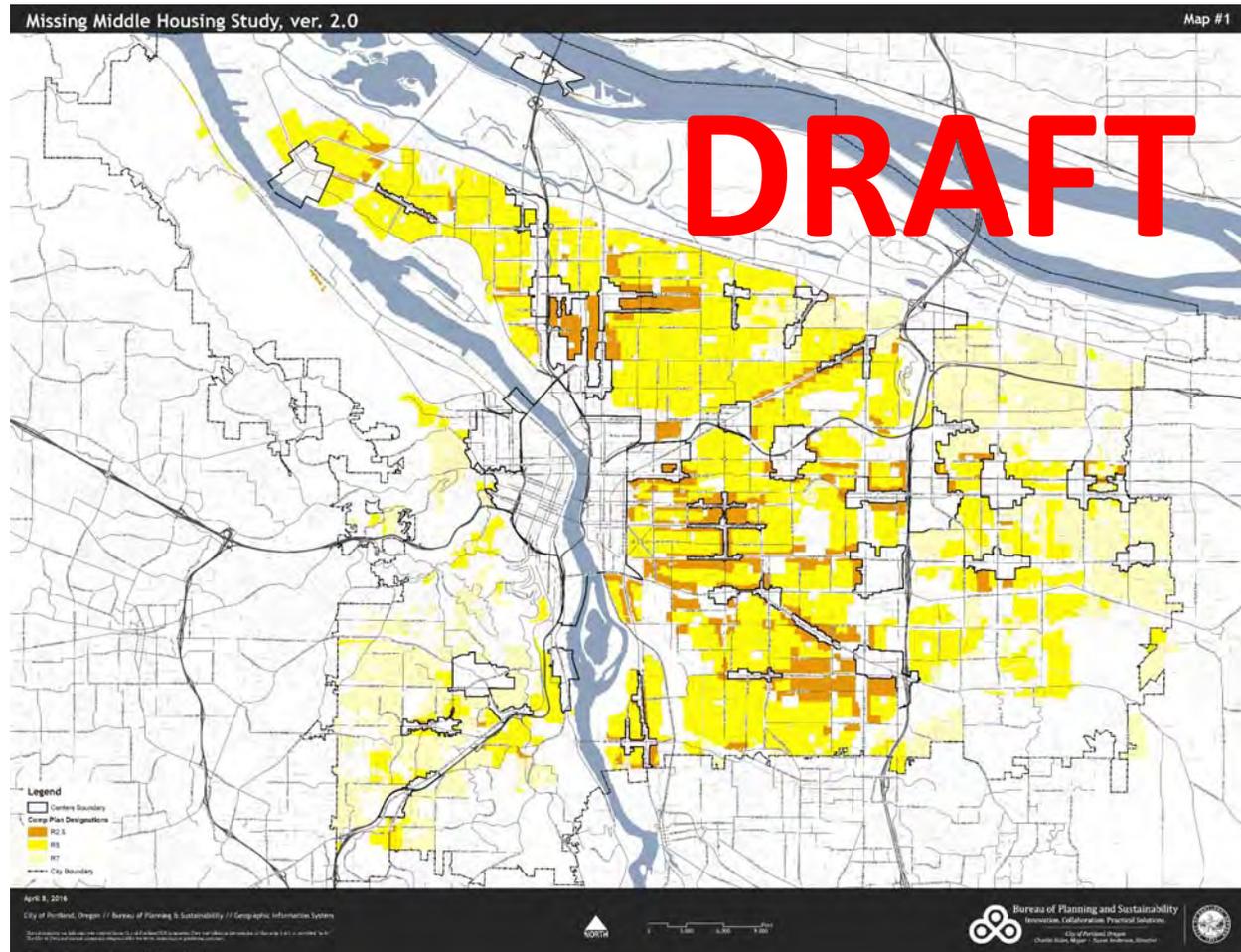
Revised (Version 2) Draft Preferred Scenario for Skinny Lots

The revised (Version 2) draft preferred scenario for skinny lots proposed to focus in R2.5- and R5-zoned areas  $\frac{1}{4}$  mile from centers and  $\frac{1}{2}$  mile from designated high-capacity transit stations. Outside of these areas, skinny lots would not be allowed.

**Q:** Do maps include only lots with built homes?

**R:** They show lots regardless of whether they have houses or are vacant.

In addition, the revised (Version 2) draft preferred scenario for skinny lots proposes to reduce minimum lot width for new lots from 36 feet to 25 feet everywhere in the R2.5 zone.



*Draft Comprehensive Plan Designations – R2.5, R5 and R7 Zones*

**C/Q:** The project team is not discussing lot remnants, something that was promised to the SAC in a previous meeting. Why is this? A discussion of lot remnants was supposed to be on the meeting agenda. Who is making the decision to not include it? What will BPS staff do to ensure that the topic of lot remnants is sufficiently discussed?

**R:** Lot remnants are not allowed by current code.

Planning Manager Sandra Wood (BPS) began drawing on a large notepad visible to meeting attendees to describe why lot remnants were not proposed for discussion in SAC Meeting #11.

**Q:** Are lot remnants included in any of the proposed scenarios? If not, then why?

**C:** Lot remnants should be incorporated into the proposed scenarios.

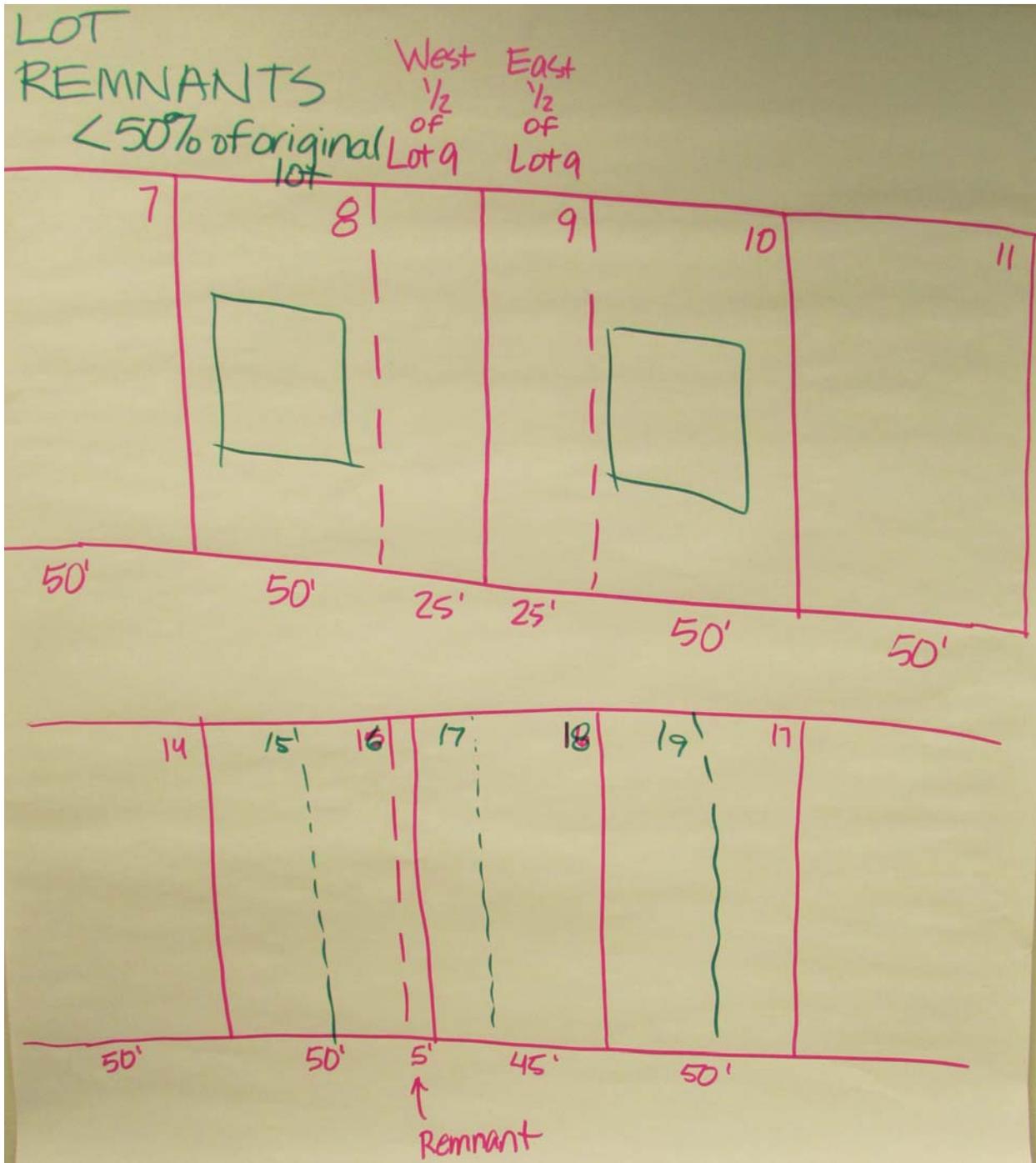


Diagram of Lot Remnants Drawn at SAC Meeting #11 by BPS Staff

**Post Meeting Clarification:** Lot remnants are portions of lots that are 50% or less of the original lot. Origins for lot remnants vary widely and are not easily distinguishable from property boundary adjustments made after 1979. To determine whether there are remnants on a particular block, or whether a specific parcel is comprised of lot remnants, a chain of title search is required to validate the pieces of these lots.

**Q:** What is the project team’s reasoning for not allowing ‘missing middle’ housing development on all single-dwelling zoned lots? Why are some areas of the city proposed as not needing to accommodate ‘missing middle’ housing?

**R:** The scenarios presented today reflect the draft Comprehensive Plan’s growth scenarios, a process that did evaluate and model three other growth options. The ‘centers-focused’ scenario performed best, so the draft Comprehensive Plan takes an approach to focus development around centers.

**R:** In addition, the City’s transportation investments can support the additional growth near centers. The City’s investment strategies are all based on a centers-focused approach.

**Q:** Do the scenarios propose allowing *any* citywide approaches for ‘missing middle’ housing?

**R:** The proposed scenario for alternative housing would allow citywide bonuses for additional units for existing houses listed on the City’s Historic Resource Inventory (HRI).

**C:** If the City determines that ‘missing middle’ housing is not needing to be accommodated citywide, then it should also not limit house scale outside of centers.

**Q:** Are bonus units for affordable housing not proposed citywide?

**R:** The proposed scenario for alternative housing prescribes bonuses for additional units in only some areas if affordable or accessible units are included.

**R:** BPS staff will still need to have larger conversations with the Portland Housing Bureau and community development corporations before advancing any unit bonuses for inclusion of affordable housing.

**C:** It seems like their housing aims are parallel to those of the Residential Infill Project. Affordable housing needs motivation and having flexibility in developing solutions citywide would be most beneficial to them.

**C:** There is no way that people will build affordable forms of ‘missing middle’ housing near centers as the land there is too expensive. It would be helpful for the SAC to better understand how much more single-dwelling-zoned residential lots near centers are currently going for; presumably much more than most affordable housing builders could afford.

Planning Manager Sandra Wood (BPS) explained to the SAC a drawing that aims to communicate why lot remnants were not proposed for discussion in SAC Meeting #11.

**Q:** Does BPS staff believe that lot remnants have been fully covered?

**C:** No.

**C:** City Council was once amenable to allowing accessory dwelling units despite their illegality at the time. The same could be said for lot remnants now.

**Q:** Is it correct that until only a few years ago, developers could build housing on lot remnants?

**R:** No. That's not true.

**Post meeting clarification:** Prior to 2010, lot remnants were not defined, but were considered "lots of record" (as opposed to full "lots"). Lots of record that met minimum size and width requirements at that time were able to be confirmed. The City revised the code to more clearly distinguish these two types of properties (that were not "lots") and no longer allowed 25 foot wide remnants to be built on in the R5 zone..

**Q:** Could lot remnants be allowed if they met a minimum lot size that was logical and consistent with other allowable lot sizes in the same zone?

**Q:** Why not just rezone areas with lot remnants to R2.5 to simplify the process.

**C:** Agreed.

**C:** The SAC should definitely explore allowing lot remnants to be used for housing. It's an opportunity to build on vacant parcels when more housing is needed to improve housing affordability. Builders indicate that there are not many lot remnants in Portland. Neighborhoods will not change "overnight" if lot remnants are allowed. The city will be opening up more lots for potential development.

**C:** [In response to an earlier question about the cost of lots near centers versus away from centers]: Lots away from centers are far less expensive than lots near centers.

**C:** There are simply not enough houses to meet demand. Many people who want to live in Portland cannot do so.

## **INTRODUCTION TO SMALL GROUP SAC DISCUSSIONS**

Facilitator Anne Pressentin (Envirolssues) asked SAC members to divide into two groups based on whether they believe the project team's proposed scenario on affordable housing should be

more flexible or less flexible. Afterwards, the groups will report out so that the greater SAC can understand the spectrum of alternatives. After the small group SAC discussion on alternative housing options, a similar format will continue for small group SAC discussion on skinny lots. As an alternative, the SAC was offered the opportunity to instead continue the current conversation [there were no indications that the current conversation should continue].

Chief Planner Joe Zehnder (BPS) indicates that the SAC should consider whether allowing minimum 25-foot lots citywide is okay or not okay. This assessment will be useful for the project team. Remnants have state law complications but could still be rezoned if the SAC decides to further explore. Changing Oregon State law applying to lot remnants is another option that could be recommended by the SAC.

**Q:** How many lot remnants are 25-foot by 100-foot?

**R:** Many.

**R:** BPS staff does not have this information.

**R:** One can tell whether something is a lot remnant or not by reviewing an original plat.

**R:** Looking at [www.portlandmaps.com](http://www.portlandmaps.com) would be helpful in identifying lot remnants.

**Post Meeting Clarification:** The presence of historically platted lots can be determined using different layers in Portland Maps or by looking at tax maps or original plats. Lot remnants are vestiges created through transfer of portions of lots by deed. Today, these occur through property line adjustments, and don't "create" new lots or lot remnants. However, neither the tax maps, nor plats will provide an answer to what parts of lots are legitimate "remnants" versus some dashed line on a map that could represent any number of situations (separate tax account, taxing district, recent property line adjustment, right of way dedication or vacation, etc.) A specific parcel deed research from 1979 to today is required to verify these lots.

**Q:** Are there really a lot of lot remnants in Portland?

**C:** Yes.

**R:** Many.

**C:** Proposal for SAC: Get back to discussing alternative housing options and discuss lot remnants as part of the discussions on skinny lots.

**Q:** What impacts should the SAC consider resulting from City Council's proposed Comprehensive Plan amendments on 'missing middle' housing? How can these amendments be best addressed in the small group SAC discussions?

**R:** City Council will be accepting testimony at a hearing on draft Comprehensive Plan amendments – including ones advocating for ‘missing middle’ housing ¼ mile from centers – at a hearing on Wednesday, April 20<sup>th</sup>. This will be a great opportunity for SAC members to provide meaningful feedback.

**Post Meeting Clarification:** City Council’s public hearings on draft Comprehensive Plan amendments were held on Thursday, April 14<sup>th</sup> and will occur again in Council Chambers on Wednesday, April 20<sup>th</sup>. City Council will vote on amendments on Wednesday, May 11<sup>th</sup>.

**Link to City Council’s Proposed draft Comprehensive Plan Amendments:**

<https://www.portlandoregon.gov/bps/article/569930>

**C:** The best way to increase ‘missing middle’ housing in single-dwelling zones is to rezone areas.

**R:** The processes for the Residential Infill Project and City Council’s draft Comprehensive Plan amendments are mutually informing one another and running parallel.

Chief Planner Joe Zehnder (BPS) indicates that ‘missing middle’ housing has not yet been defined by anyone at the City. A specific policy direction has not yet been solidified. Proposing it ¼ mile from centers was to initially get people’s attention; the actual type of housing and its location remains up for debate.

## **SMALL GROUP SAC DISCUSSION**

Each of the two small groups were asked to answer the following to help the project team develop scenarios for alternative housing options and skinny lots for use in public review:

1. Where should alternative housing options be allowed in the city?
2. What forms of attached or detached alternative housing options should be allowed?
3. What minimum lot size should be required for the different locations and forms?

Upon completion, the groups will report out their results to all meeting attendees.

**Post Meeting Clarification:** Public comments were given prior to report outs by the two small groups. However, for organizational clarity, they are included at the end of this SAC meeting summary.

**SAC Group ‘More Code Flexibility Needed’:** Sarah Cantine, John Hasenberg, Emily Kemper, Douglas MacLeod, Mary Kyle McCurdy, Rick Michaelson, Michael Molinaro, Danell Norby, Vic Remmers, Eli Spevak, David Sweet, Eric Thompson, Garlynn Woodsong, Tatiana Xenelis-Mendoza (Sandra Wood and Todd Borkowitz – BPS; Anne Presentin – Enviroissues)

**Q:** Why are stacked flats and other types of attached housing forms not included in the project team's proposed scenario for alternative housing options?

**R:** The proposal focuses on scale standards for single-family homes, not structure types. SAC members should not consider this as a constraint to their discussions.

**C:** The group does not want to be constrained or already disallow something before its conversation begins.

**Q:** Could the discussion include stacked flats, row houses, garden apartments, fourplexes and multiple accessory dwelling units (ADUs)?

**R:** Yes. It may include these and other housing types.

**C:** Please consider small multiplexes too.

***Discussions Observed by BPS Staff – 'More Code Flexibility Needed' Group on Alternative Housing Options***

- On corners, at least four units per lot should be allowed.
- Two units per lot should be allowed everywhere. On corners or near transit, the maximum could be increased to six units per lot.
- The number of units should only be constrained by building mass.
- Only regulate by building size; not by number of units.
- Limit minimum unit size to 320 square feet. There is precedent for this number.

**Post Meeting Clarification:** BPS staff has found that, according to the U.S. Department of Housing and Urban Development (HUD), "Manufactured homes are homes built as dwelling units of at least 320 square feet in size with a permanent chassis to assure the initial and continued transportability of the home." Other precedent for this minimum may exist elsewhere but could not be readily found.

**Link to the 'Homeowner Factsheet' by the U.S. Department of Housing and Urban Development's (HUD's) Manufactured Housing Program:**

[http://portal.hud.gov/hudportal/HUD?src=/program\\_offices/housing/rmra/mhs/factsheet](http://portal.hud.gov/hudportal/HUD?src=/program_offices/housing/rmra/mhs/factsheet)

**Q:** What is the reason for this minimum?

**C:** To prevent too small of units.

**C:** Building code already defines limits, so the market should decide whether any additional minimum size limits are needed.

**Post Meeting Clarification:** From the 2014 Oregon Residential Specialty Code:

**SECTION R304  
MINIMUM ROOM AREAS**

**R304.1 Minimum area.** Every *dwelling* unit shall have at least one habitable room that shall have not less than 120 square feet (11 m<sup>2</sup>) of gross floor area.

**R304.2 Other rooms.** Other habitable rooms shall have a floor area of not less than 70 square feet (6.5 m<sup>2</sup>).

**Exception:** Kitchens.

**R304.3 Minimum dimensions.** Habitable rooms shall not be less than 7 feet (2134 mm) in any horizontal dimension.

**Exception:** Kitchens.

**R304.4 Height effect on room area.** Portions of a room with a sloping ceiling measuring less than 5 feet (1524 mm) or a furred ceiling measuring less than 7 feet (2134 mm) from the finished floor to the finished ceiling shall not be considered as contributing to the minimum required habitable area for that room.

- Residential character is impacted by garages being such dominant forms on houses.
- Off-street parking in single-dwelling zones should be options, not required.
- Off-street parking in single-dwelling zones should count towards a house's floor area ratio (FAR).
- Allow cottages in all zones.
- What happens in the allowed envelope of a house is not important.
- Make development processes more flexible to allow it to be designed around existing houses or trees without going through a planned development (PD) process.
- Provide incentives through bonuses.
- There should be no limit on number of units per lot. Whatever can fit within an envelope should be allowed. Allow floor area ratios (FARs) to taper.
- Allow additional floor area ratios (FARs) for inclusion of affordable housing.
- Specify a different floor area ratio (FAR) for each zone; larger FAR in more dense zones and smaller FAR in R10 zones.
- The SAC must be careful in fully understanding floor area ratio (FAR).
- FAR bonuses for preserving existing houses will respond to demolition concerns – but a significant amount of the house (more than one wall) must be preserved.
- People being displaced can be protected with a new development requirement to build an on-site unit, such as an accessory dwelling unit (ADU) or cottage.
- This conversation is supposed to be about form; not density.
- Bonuses will not “pencil out.”
- Bonuses will “pencil out.” [One SAC member indicated that he built three projects using bonuses].
- Not all houses should be preserved, but some should.
- In Vancouver, B.C., two houses on side-by-side lots were retained through code flexibility to allow a conversion for seven units to be built within them.

**Meeting Clarification:** The referenced project appeared in 'Past Perfect' by Hadani Ditmars in Dwell (May 2016) - sent to BPS staff by a SAC member and also posted on the Residential Infill Project's Facebook Group page.



*Excerpt and images from referenced article*

- Floor area ratio (FAR) can allow flexibility.
- Alternative housing options should be allowed within 200 feet of “urban parks” and schools.
- It’s important to have code flexibility in all single-dwelling zones to increase overall housing affordability.
- Not all types of alternative housing options should be allowed in all single-dwelling zones.
- Prescribing that development fits within a confined “box” is better than limiting it by floor area ratio (FAR) as some homebuyers seek bigger houses.
- The general public will better understand bulk controls like setbacks more than floor area ratio (FAR).
- Current zoning does not align well with centers, so it’s best to allow more ‘missing middle’ housing a given distance from centers while allowing limited ‘missing middle’ housing outside of the specified distance from centers.
- Bulk in single-dwelling zones should be confined by a combination of both floor area ratio (FAR) and “box” limitations (height, setbacks and building coverage) citywide. Near amenity-rich zones, building scale and floor area should be allowed to increase. In order for the SAC’s recommendations to “sell” to the general public, scale regulations in single dwelling zones must be reduced from current limits.
- Employ maximum floor areas ratios (FARs) citywide; then give additional FAR bonuses based on a lot’s proximity from a center.

Planning Manager Sandra Wood (BPS) clarified that the project team's proposed scenario for alternative housing options includes a floor area ratio (FAR) regardless of form, and that bulk is still contained within a specified "box."

- The project team's proposed scenario for alternative housing options offers good housing solutions that, when developed, will be replicated elsewhere.
- Be careful to ensure that allowing higher floor area ratios (FAR) near centers does not only result in larger single homes developed near centers.
- Employ a baseline floor area ratio (FAR) then increase density where it makes sense to do so through bonuses.

**Q:** Does this solve the skinny house dilemma?

***Discussions Observed by BPS Staff – 'More Code Flexibility Needed' Group on Skinny Lots***

**Q:** Why can lot remnants not currently be built on?

**C:** The project team's proposed scenario for skinny lots does not include lot remnants. People used to be able to build on them. They were once a great source for developable lots.

**C:** If lot remnants will not be proposed for development, then City Council should go on record saying so.

- Proposal: Allow 1,200 square foot two-story homes (600 square foot footprint) 42-foot deep and with 48-foot backyards. Would this satisfy most scale concerns on skinny lots?
- Floor area ratio (FAR) must be higher on narrow lots.
- Lot remnants should be allowed if they have a minimum width of 25 feet.
- There is merit to what others say about 'truth in zoning.'
- There need to be more lots everywhere throughout the city.

**Q:** Do people want to see more lots?

**C:** People want to see more skinny lots.

- Allow lot remnants everywhere and end the current moratorium.
- Allow for the creation of more lots to reduce motivation for demolitions.
- Demolitions should require adjustment.

***Report Out – 'More Code Flexibility Needed'***

- Regulate form rather than density. Do so via floor area ratio (FAR) or limits on height, setbacks and building coverage.

- If the City opts for regulating bulk via floor area ratio (FAR), establish a minimum 0.5 FAR citywide and provide FAR bonuses closer to centers and station areas, or for including provisions for affordability or preserving existing homes. Do not regulate number of units. This solution addresses house scale concerns.
- Allow development of 25-foot lots, however they are created (lot remnant or confirmation).
- Do not establish a minimum unit size.
- Do consider infrastructure impacts and other constraints.

Alt Housing rationale	
What Zones?	Question: How does infrastructure constraints affect?
Where?	
What form?	Create less incentive to demo w/ more lots.
#Units	Preserve existing homes - Need package.
Extras/Other	

Alt Housing	
What Zones?	Within volume of house + All zones Cottage   All zones Affect by area - Depending on urban R/R
Where?	W/in 200 feet of parks. N + schools
What form?	+ Stacked flats 2 houses on one lot. Garden Apts Row of 4 houses 4 plex / small multi-plex.
#Units	Regulate by size only. Near transit
Extras/Other	Parking optional. PD process easier / precept. Bonus for affordability FAR declines w/ move out from centers. Define setbacks box

Location ~~zone~~: FAR ↑ near amenity rich. area  
 consistent FAR ↓ as move away from centers.  
 Still Need setbacks w/in Allowed FAR, #units + form is

\* Regulate by Bulk  
 \* concern w/ min requirements w/ density.

Skinnies	
Where?	Everywhere - incl. lot remnants + lot moratoriums.
What form?	Regulate scale
Min lot size	Regulate remnants by min lot size & allow to be built on. / 2500 everywhere 25' wide min.
Extras/Other	No garage.

Notes: 'More Code Flexibility Needed' Group

**SAC Group ‘More Code Restrictions Needed’:** Linda Bauer, Jim Gorter, Maggie McGann, Rod Merrick, Teresa St. Martin, Barbara Strunk (Morgan Tracy and Julia Gisler - BPS)

**Discussions Observed by BPS Staff – ‘More Code Restrictions Needed’ Group on Alternative Housing Options**

- Allow alternative housing options within 300 feet of centers?
- Different types of centers should be treated differently.
- The boundaries for alternative housing options needs to be finer-tuned.
- Boundaries for alternative housing options should capture full blocks (i.e. not a specific arbitrary distance, rather than 200 feet, 400 feet, etc...)
- Consider “expansion areas.”
- Allow duplexes only?
- Allow neighborhoods to determine whether they want alternative housing options? Some may and some may not.
- Provide equal opportunities for alternative housing options everywhere?
- Complete neighborhoods versus incomplete neighborhoods
- Minimize demolitions of historic homes to help maintain affordability; the project team’s proposed scenario for alternative housing options pushes mansion conversions further away from centers and corridors.

**Q:** What would happen if many developers took advantage of building alternative housing options?

**C:** A lot more affordable housing.

- Consider opportunities for more alternative housing options via incentives for detached accessory dwelling units (ADUs), or larger ADU allowances in basements and attics.
- The number of exterior entrances – two for duplexes versus one for primary dwelling/internal accessory dwelling units (ADUs) makes little difference.

**Q:** What do condominiums do to nearby land values?

**C:** Condominiums increase nearby prices.

**Q:** Are corner lots selling for more than midblock lots due to duplex provisions?

- Incentivize house retention by offering left over floor area ratio (FAR) to be transferred to an accessory dwelling unit (ADU).

**Q:** How would this disincentivize demolitions?

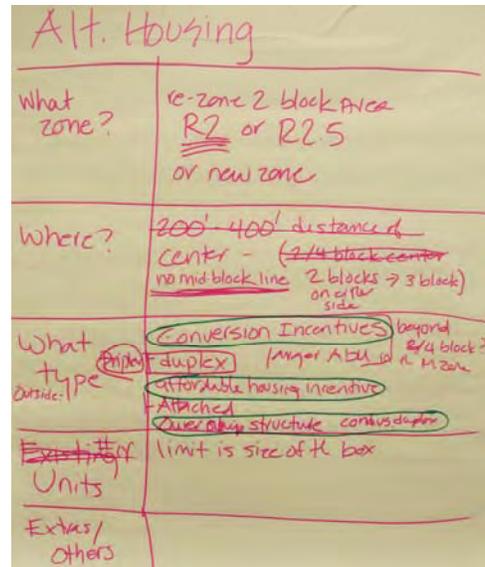
- Density does not guarantee affordability
- Create a different zone – an ‘M’ zone – 2 blocks around each center.

### Report Out – ‘More Code Restrictions Needed’

- Increase density near centers
- Allow alternative housing options two blocks from centers boundaries.
- Create incentives for converting space in existing buildings into internal accessory dwelling units (ADUs).
- Develop new limits on ‘box’ size.
- Seek ways to incentivize more affordable units.

### WRAP UP

Facilitator Anne Pressentin (Envirolssues) thanked SAC members again for their continued participation with the Residential Infill Project and asked if SAC members had any final thoughts.



Notes: ‘More Code Restrictions Needed’ Group

**C:** The two-group format work really well for SAC discussion. There was some consensus on 0.5 floor area ratio (FAR) and discussion about not limiting the number of units within a prescribed building form. The SAC has more convergence of perspectives on building scale than it usually acknowledges.

### PUBLIC COMMENTS

**Terry Parker:** [Read directly from letter submitted – see ‘Written Public Comments’ below].

**Elaine McDonald:** [Left prior to comment period – see ‘Written Public Comments’ below].

**Robin Harman:** [Read directly from submitted Public Comment Form – see ‘Written Public Comments’ below].

**John Sandie:** John is a member of the Beaumont-Wilshire Neighborhood Association. He is retired. He moved to Portland five and a half years ago but could not afford to move to it today. When he arrived, he bought into public trust and neighborhood stability. The City needs to be sensitive to affordability and be flexible in its regulation of homes in single-dwelling zones. It’s important to allow evolution while not encouraging a revolution. While the need for ‘missing middle’ housing is understandable, the City should tread lightly. Changing zoning citywide is too much. It should not go too far.

**Sam Noble:** Sam owns a home in the Buckman neighborhood. It’s too small of a home to protect from redevelopment. Its current condition makes solutions non-conforming and unworkable. The City should make exceptions to make saving such homes worthwhile.

## WRITTEN PUBLIC COMMENTS

Provided by Terry Parker on 4/19/16:

TERRY PARKER  
P.O. BOX 13503  
PORTLAND, OREGON 97213-0503

**Subject: Testimony to the Infill Taskforce opposing the middle housing in R5 and smaller lot sized residential neighborhoods, April 19, 2016.**

Last month, the Rose City Park Land Use and Transportation Committee voted to recommend keeping the base R5 zoning (except for properties that already have higher densities) in the 60th Avenue Max station area even though a month earlier the committee recommended comp plan changes that included up zoning the same area. The R5 zoning recommendation was approved by the neighborhood board on April 5th and letters from the chair have been sent to the Planning and Sustainability Commission. This area near the Max station includes affordable starter homes, well maintained working class single family homes and a few duplexes and multi-family units that are scaled in height and mass to fit in with the single family homes.

To my knowledge as both a neighborhood board member and land use and transportation committee member, no opportunity was provided for the committee as a whole to express an opinion to the taskforce - through the CNN rep or otherwise - on the middle housing around centers issue. Even more disturbing, there was no communication at all asking my neighborhood to weigh in on a personal proposal by the CNN rep to make middle housing city-wide in residential zones. This failure to communicate before an action is taken makes my neighborhood - and quite possibly other neighborhoods in the CNN coalition - not genuinely represented in this process.

From my own prospective, the whole concept of traditional residential zoning is in place to protect the sanctity of Portland's diverse single family home neighborhoods. This paradigm shift to add middle housing throws all that out and tears at the heart strings of very neighborhoods that people buy into for their livability. Street trees alone with higher densities can not replace green yards that provide outdoor living space for families and supply habitat for urban wildlife. Furthermore, any failure to not require one off-street parking place for each housing unit and then possibly charging single family home households a fee to park on residential streets in front of their own homes is contrary to affordability.

As opposed to preservation, the middle housing concept acts as an incentive to demolish more and more affordable and quality single family homes. It seems the density zealots have teamed up with profit-centered development interests to weaken zoning regulations and destroy the village calling it a way to save it. While internal conversions of existing large houses may be a way to add density, cottage clusters are totally out of place in R5 zoned and smaller lot sized neighborhoods.

Finally, I am opposed to this paradigm shift that would allow middle housing in R5 and smaller lot sized zones. Zoning must also override any underlying lot size. An extensive amount of community outreach and public response must take place - separated from and not to be confused with the comp plan process - before and if there is any movement toward allowing middle housing in single family home neighborhoods.

Respectfully submitted

Terry Parker, Northeast Portland

Provided by Robin Harman via Public Comment Form on 4/19/16:

Residential Infill Project Date: 4/19/16

Public comment on the issues being discussed by the Stakeholder Advisory Committee is welcome. Time is reserved at the end of each meeting for public comment. Up to 2 minutes will be allowed per speaker.

I wish to address the committee. Name: Robin Harman

Comment: - Please read out loud

Throughout the process, I feel that the considerations of existing homeowners have not been adequately considered. We are not working to preserve/respect  
to Public Review Process: Neighborhood Character  
I suggest multiple postings on Next Door - as that time period is historically the most popular time for vacations. ↗

The back of this sheet may be used for additional comments. Please turn this form into a staff member. Comments may also be emailed to [Julia.Gisler@portlandoregon.gov](mailto:Julia.Gisler@portlandoregon.gov) by Friday following the meeting to be included in the meeting minutes.

Public access:  
Many folks, including myself are not receiving updates via email.

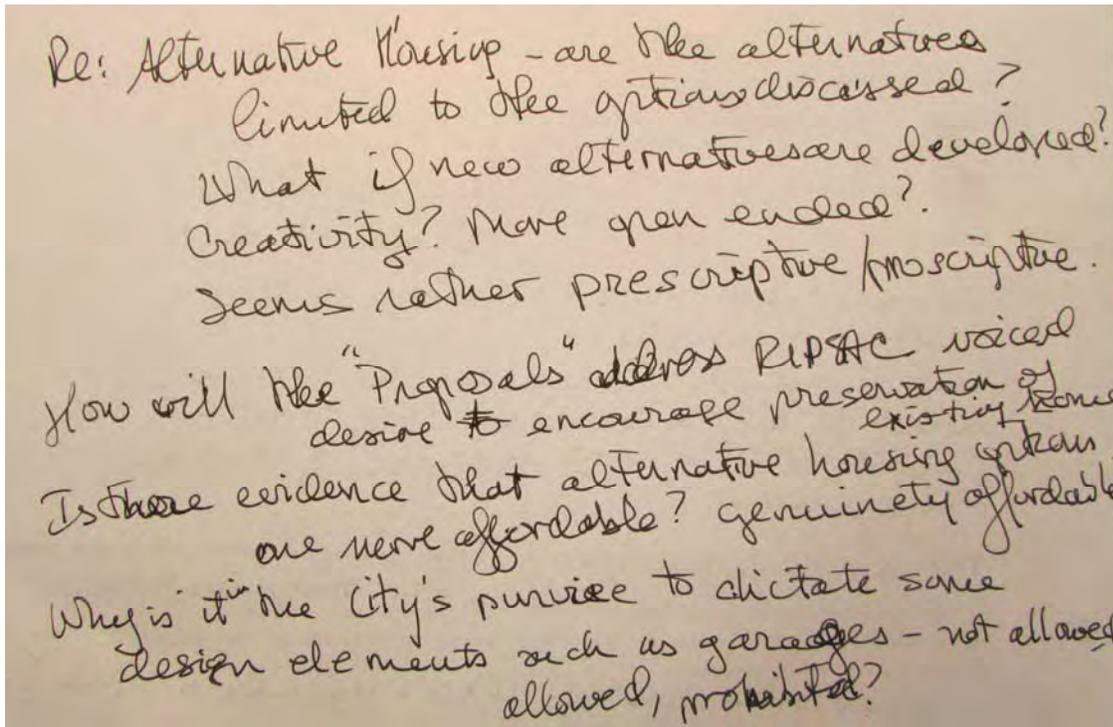
Please post previous meeting notes in a  
next meeting agendas  
- timely manner.

Thank you.

Please put the referenced maps on website



Provided by Elaine McDonald via Public Comment Form on 4/19/16 (Continued):



Re: Alternative Housing - are the alternatives limited to the options discussed? What if new alternatives are developed? Creativity? More open ended? Seems rather prescriptive/proscriptive. How will the "Proposals" address RIPSAC voiced desire to encourage preservation of existing homes? Is there evidence that alternative housing options are more affordable? genuinely affordable? Why is it the City's purview to dictate some design elements such as garages - not allowed, prohibited?

Provided by Elaine McDonald via email to BPS Staff on 4/21/16:

Thank you for this opportunity to comment on the RIPSAC discussion and the infill proposals.

1 - At the meeting on April 19, Planning and Sustainability staff openly admitted to feeling pressured to hurry the process to reach the revised deadline. Consequently, the process at each stage feels rushed, and I would include the meeting on Tuesday April 19.

The RIPSAC initial proposals and the process you developed to prepare a proposal to City Council reflect significant time, expertise, and the expense of consultants. I am wondering if Planning and Sustainability staff, as experts and professionals, fully endorse the Mayor's revised timeline[.] If you believe that the advanced deadline impedes your ability to do an excellent job why accede to the Mayor's request? Shortchanging the process with the possible result of an inferior product and increased conflict citywide simply to satisfy the Mayor's desire for a "legacy project" (as it was described at the meeting) is unreasonable and unprofessional. Why not simply and respectfully tell the Mayor that the December deadline is not feasible and will impact the quality and acceptability of the Infill proposals. As City employees I believe that you work for the City and for us as residents, not for the Mayor.

2 - At the April 19 meeting, RIPSAC members (both developers and non-profit representatives) expressed their opinions that allowing "missing middle housing" within 1/4 mile of Neighborhood Centers would not increase the affordability of housing. The "center" areas were identified as some of the most desirable areas and, consequently, the more expensive areas in the City. I believe that good analysis of the market impact of all of the missing middle housing proposals is critical. The rationale for such proposals should be clear and defensible. If increased density alone at any cost is the goal, I would appreciate an explanation of why that is acceptable and how it is consistent with the RIPSAC guidelines. Ultimately, what is the goal? Increased density? More housing options? More affordable housing? I believe clarity is lacking.

3 - Related to the cost and affordability of higher density housing near neighborhood centers, I wonder if an analysis of impacts to the value of existing homes has been completed or considered[.] Homes may be devalued if their value relates solely to the land, and existing structures become an obstacle to development.

4 - Several RIPSAC members suggested that areas where middle housing options would be allowed should simply be rezoned to simplify permitting etc. It would seem that if rezoning would allow lot divisions, the result would increase ownership opportunities (rather than rentals). Condominiums on a very small scale are [problematic] and, I assume, more expensive to develop, permit, and sell. Rentals in SFR may not be viewed as desirable by current residents especially if density increases significantly.

Thank you,

Elaine McDonald

**END OF SUMMARY MINUTES**

# Residential Infill Project – Stakeholder Advisory Committee (SAC)

## Meeting #12 Summary Minutes **APPROVED BY SAC**

**Date:** Tuesday, May 3, 2016

**Time:** 6:00 p.m. to 9:00 p.m.

**Location:** 1900 SW 4<sup>th</sup> Avenue, Portland, 2<sup>nd</sup> Floor – Room 2500

**SAC Members in Attendance:** Linda Bauer, Sarah Cantine, Alan DeLaTorre, Jim Gorter, John Hasenberg, Marshall Johnson, Emily Kemper, Douglas MacLeod, Mary Kyle McCurdy, Maggie McGann, Rod Merrick, Mike Mitchoff, Michael Molinaro, Vic Remmers, Eli Spevak, Teresa St. Martin, Barbara Strunk, David Sweet, Eric Thompson, Garlynn Woodsong, Tatiana Xenelis-Mendoza

**SAC Members NOT in Attendance:** Rick Michaelson, Danell Norby, Douglas Reed

**Staff/Consultants in Attendance:** Camille Trummer (Office of Mayor Hales), Joe Zehnder (BPS), Sandra Wood (BPS), Morgan Tracy (BPS), Julia Gisler (BPS), Todd Borkowitz (BPS), Anne Presentin (Envirolssues), Kristin Cooper (BDS)

**Others in Attendance:** Renate Powell, Vikki DeGaa, Terry Griffiths, Kol Peterson, Beth Moore, Elaine McDonald, Miriam Erb

### Meeting Objectives:

- Shared understanding of history related to lot remnants and option for consideration
- Shared understanding of BPS revised proposal to address scale of houses on standard and narrow lots
- Advise staff on proposal(s) for public review

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

Post-Meeting Clarifications or Links
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## WELCOME AND MEETING INTRODUCTION

Facilitator Anne Pressentin (EnvirolIssues) thanked SAC members for their attendance, identified the meeting objectives (see above) and highlighted the meeting agenda. This will be the last meeting where the SAC will provide input on shaping proposed scenarios going out to the general public. The project team will be presenting the history of lot remnants and revised 'scale of houses' scenarios, facilitating three small group SAC discussions, then end with a round robin/group discussion about any issues related to the Residential Infill Project and the Stakeholder Advisory Committee process. Included with other information at the materials table are copies of four SAC member responses to the project team's proposed scenarios.

### Review of Past SAC Summary Minutes:

Facilitator Anne Pressentin (EnvirolIssues) indicates that the project team was unable to complete draft summary minutes for SAC Meeting #11 (April 19, 2016), but SAC members should provide any comments on them to Morgan Tracy (BPS) – [morgan.tracy@portlandoregon.gov](mailto:morgan.tracy@portlandoregon.gov) – by 5:00pm on Friday, May 13<sup>th</sup>.

## PRESENTATION: CITY POLICY HISTORY RELATED TO LOT REMNANTS

Planning Manager Sandra Wood (BPS) provided to SAC members the City's policy history related to lot remnants, with an intent on "closing the loop" on SAC questions regarding this issue.

### Link to Sandra's Presentation on City Policy History Related to Lot Remnants:

<https://www.portlandoregon.gov/bps/article/576823>

### Key Take Aways:

- BPS policy on adjusted lots versus lot remnants is to distinguish between lots that remained in-tact and unmodified from lots that had lot lines moved over the years, we define these newly-configured lots as 'adjusted lots.'
- The idea behind defining adjusted lots (a lot that has a lot area that more than 50 percent of the original lot area) and 'lot remnants' (a portion of a lot that is 50 percent or less of the original lot area) was to clarify which piece of land retained the development rights.
- Lot remnants are not developable, unless they meet minimum lot size and dimensions on its own – currently 3,000 square feet and 36 feet wide in the R5 zone.
- Lot remnant history (R5 zone):
  - 1959–1983: Lot size minimum: 4,000 square feet (40 feet by 80 feet).
  - 1983–1991: Lot size minimum: 3,750 square feet (35 feet by 80 feet).
  - 1991–2002: Whole lots could be confirmed regardless of size.
  - 2006: Oregon Land Use Board of Appeals (LUBA) says portions of lots are confirmable per City code.

- 2006-2010: All lot remnants were developable.
- 2010: Lot remnants are buildable if they are big enough (3,000 square feet /36 feet wide).
- BPS Staff draft proposal: no changes for lot remnants, but skinny lots (25' wide/2400 s.f.) would be developable ¼ mile from designated areas without having to be vacant.
  - Greatest predictability – Zoning. Largely understood, and information readily accessible
  - Less predictable – Historic Platted lots. Some areas of the city are at the intersection of land values/economics and underlying 25 by 100 platting pattern. They do not match density or lot size requirements of the R5 zone, but can be researched by looking at historic plats and legal descriptions.
  - Least predictable – Remnants of whole lots. The county assessor's maps shows dashed lines that may represent either a former platted lot line, a previous property line adjustment, a vacated right of way, or other lot line history. To confirm if a dashed line represents a true "lot remnant" a chain of title history from 1979 is required. This means most residents would be unable to predict what development potential is within their area.
- A 'more flexible' alternative to be brought to the general public: 25-foot wide lot remnants will be incorporated given concerns heard from some SAC members.
  - On the spectrum of being more flexible: lot remnants that are in the R5 zone, are vacant, 25 feet wide and are at least 2,400 square feet in area would be buildable.

**Q:** Will you please recap the last point made?

**R:** Yes. Map 'R5 and R2.5 Tax Parcels with 25x100 or 33x100 Underlying Plats' illustrates where lots will be allowed to be confirmed by right – ¼ mile from centers and ½ mile from transit stations – matching the extents proposed for alternative housing options. BPS must determine whether or not to rezone these lots.

**Q/C:** Why is predictability a primary criteria? It suggests that a piece of land is set aside as-is forever. The city changes – it has changed and will change. Why cast the land in a manner where this change cannot occur? This does not make sense.

**R:** The City regulates land use through zoning.

**C:** Remnant single-family housing still exists downtown, a product of a prior era.

**C:** Predictability is not an important goal of the SAC.

**R:** Clear regulations are a goal of the SAC.

**Post Meeting Clarification:** 'Provide Clear Rules for Development' is one of the SAC's draft guiding principles.

**R:** 'Intentional and transparent' may be more appropriate and accurate than 'predictable'.

**C:** It seems like there are different types of lot remnants. They can come into fruition through a variety of ways. Some should not be developed for good reason. Others offer good development opportunities.

**C:** Predictability and intentionality are important. Yet, the project is not going in this direction. It is moving away from zoning standards. Lot density should be determined by a lot's zone designation.

**C:** The presentation should have indicated that most lot remnants do not have houses. A property line adjustment could often be easily done to create a wider lot. Also - aligning per a centers-focused approach is a step in the right direction. Yet, limiting it only to these areas kills affordability.

**Post Meeting Clarification:** Due to the need to research the chain of title for each parcel to confirm whether a dashed line on a tax map is a lot remnant, and then if it is a lot remnant, accurately survey the property to ascertain if a house sits on the remnant it is infeasible to determine whether "most" lot remnants are vacant.

**Q:** Will BPS staff report a more flexible spectrum of options to the public?

**R:** In SAC Meeting #11 (April 19, 2016), the project team heard feedback from two spectrums, 'more flexible' and 'more restrictive'.

**Q/C:** Why? SAC consensus on lot remnants was strong.

**R:** There was not consensus. Amongst SAC members.

**C:** This is not accurate! 15 SAC members supported allowing development on lot remnants; four SAC members opposed it.

**R:** The public must be able to understand the proposed scenario. A spectrum of proposals make understanding the project more difficult. We need to identify 'the where' so that they can concretely visualize the change and its scale.

**R:** Does this make sense to SAC members?

**C:** No. This does not accurately reflect SAC discussion.

**R:** The project team aims to present only one proposal to the public.

**C:** Staff is playing politics.

**C:** There is a difference of opinion in the room.

**C:** Presenting a scenario to the public in this manner is intended by BPS staff to achieve support for its preferred concept. It presents a 'warm' proposal alongside 'cold' and 'hot' proposals so that a moderate concept will be selected. Given this, the public advisory process is a waste of time.

**C:** There is no SAC support for the BPS proposed scenario.

**C:** BPS staff is aiming to advance one scenario, not equally present three. Is the SAC not making itself clear enough to BPS staff? This project needs to effectively address Portland's housing affordability crisis. Four SAC opinions should not weigh equally with the advice of the rest of the committee – particularly as it does not address housing affordability. More lots are needed, most of which are currently vacant. A proposed scenario will not result in immediate change as much as a more flexible concept would. The proposed scenario presented to the public must reflect the city's housing affordability needs.

**C:** Let City Council do the politics.

**R:** Should the scenario propose allowing development on lot remnants that are vacant?

**C:** Portland has a serious problem. The scenario must be more aggressive.

**Q:** Will the project team please clarify if the discussion on lot remnants refers to unlocking them to allow development if measuring at least 25 foot by 100 foot?

**R:** Yes.

**C:** If true, allow lot remnants to be built on. Doing so responds to both equity and supply and demand. As lots are citywide, equity can be effectively achieved.

**R:** Essentially rezoning all of Portland to R2.5 would be the result of doing so.

**C:** Presenting three scenarios to the public is a great idea. If it's decided that only one will be presented, the costs to the public should be clearly identified and communicated. Upzoning will cost money. Bigger pipes will be needed. Impacts on parks and other public resources will result. Changes will be paid disproportionately by the public than by housing developers.

**C:** All lot remnants were developable from 2006 to 2010. Predictability was not the reason why larger lot remnants remained buildable since 2010 through the lot confirmation process. Now in 2016, Portland faces a housing affordability crisis and changes are now again needed to how lot remnants are recognized by the City to address this.

**C:** Effectively communicating to the public will not be achieved by presenting multiple scenarios. Three options are too many. BPS staff has a bold instruction to address some key problems. The people of Portland should decide the best approaches. The SAC is proposing the bold moves needed to best address these significant problems.

**C:** Transparency is more important than predictability. Policy preference should not depend on when someone purchased their home.

**R:** The proposed scenario is not reflective of when someone purchased his or her home.

**C:** Intentionality is not important.

**R:** Since 1956, Portland had a minimum lot size aside from the 4-years gap when all lots, regardless of size, were developable. In this short period, there was complete unpredictability as remnants as small as two or three feet wide were technically developable.

**C:** 25-foot lots should be developable. While important for Portland's immediate housing crisis, these lots also present a needed long-term solution towards housing affordability.

**R:** Skinny houses are already laid out unfairly – more in some areas than in others. Developing lot remnants will not advance Portland's equity goals.

**C:** Clear and simple proposals are more equitable. The time needed to review complex proposals disproportionately benefit long-term homeowners who have the means to meticulously review them.

**C:** In response to how lot remnants become developed, a solution is to do away with density limits and control form, adding bonuses for development closer to centers to allow lot remnants to become more affordable. It's time to get rid of Portland's racist, auto-oriented 1950s zoning code.

**Q:** What happened in 2006 that resulted in the Oregon Land Use Board of Appeals (LUBA) decision that all lot remnants could be developable?

**R:** Someone applied for a lot confirmation. They had a 45-foot lot (not meeting the minimum requirement) and was denied.

**Post Meeting Clarification:** See the Land Use Board of Appeals opinion (Jackson v. City of Portland) here: <https://www.oregon.gov/LUBA/docs/opinions/2007/04-07/06214.pdf>

**C:** Use skinny lots and be more creative. Increase density closer to centers. Current policy is not working; more supply is needed.

**C/Q:** The staff report is a red herring. There should be one scenario taken to the public that represents SAC advice. How will BPS staff convey the SAC's preferences? Is the time the SAC put in all a waste?

**R:** BPS staff was aiming to take one scenario to the public. A lot of the SAC wants one scenario; others want one or two options, as BPS staff is now proposing.

**C:** There exists a strong majority of SAC members with a clear consensus. BPS staff is undermining the SAC's process and viewpoints.

**R:** BPS staff will communicate SAC discussions to the public as best as they can, highlighting the tradeoffs of the different proposals.

**Q:** What has the best chance of being embraced by the public?

**R:** One solution for each of the three topics.

**R:** Why acknowledge old lot lines? They're vestiges of what once existed. What is the right approach? Portland has not cracked the solutions to demolitions or affordability. These are not the only challenges that the City is trying to resolve. BPS staff needs the SAC's help with talking about issues of the size and scale of infill.

Facilitator Anne Pressentin (EnviroIssues) asked SAC members what they would recommend to BPS staff.

**C:** One report.

**R:** That is the staff-proposed scenario.

**C:** Yes, but BPS staff is being unfaithful with what they are proposing to take to the public.

**C:** Some SAC members like the staff-proposed scenario.

**C:** In this room are mostly SAC members who work in development.

**R:** That's not true.

**C:** The SAC is a very diverse group. A majority of its members are "seeing the light."

**R:** What is important to remember is that the SAC is a large group formulating opinion. There is not one voice informing BPS staff, but a spectrum of voices. BPS is trying to put forward a scenario that represents a middle ground.

**C:** The staff-proposed scenario is not equivalent to the middle ground of SAC discussion.

**C:** The SAC found a great deal of common ground. It should reconvene discussion to see where commonality exists. While disagreement within the SAC does exist, the group generally agrees on residential density. It's easy to say that everyone is disagreeing, but that is not the case.

Facilitator Anne Pressentin (Envirolssues) thanked SAC members for "sticking with it" and staying engaged. SAC members are welcome to send additional comments to BPS staff via email.

## **PRESENTATION: REVISED STAFF-PROPOSED SCENARIO FOR SCALE OF HOUSES**

Project Manager Morgan Tracy (BPS) presented to SAC members the Revised Staff-Proposed Scenario for Scale of Houses.

**Link to Morgan's Presentation on the Revised Staff-Proposed Scenario for Scale of Houses**  
<https://www.portlandoregon.gov/bps/article/576825>

### ***Key Take Aways:***

- **Revision: Measuring building height from the low side base point.** For lots that slope up from the street, what is perceived from the street will match the measured height (effectively limiting building height to 30 feet.) This makes it more difficult to circumvent the building height limit, as raising the low point requires fill around the entire structure, not just one corner.
- **Revision: Dormers.** Dormers are generally not counted in building height. Height is currently measured to the midpoint of the roof gable. The proposed concept is to include dormers in height measurement unless they meet specified limits. This would not affect dormers that are below the maximum building height.

- **Revision: Building heights on standard lots.** In the R2.5 zone, building height would be reduced to be consistent with all other single dwelling zones. For standard lots, the height for flat roofs is proposed to be reduced from 30 feet to 25 feet. Pitched roofs would continue to be measured at the midpoint.
- **Revision: Building heights on narrow lots.** A single height standard for narrow and skinny lots. 23 feet for pitched roofs and 20 feet for flat roofs. This is a change from the two sets of standards (25 foot-wide narrow lots = 1.2 times the house width [18 feet]; 25 foot-wide skinny lots = 1.5 times the house width [22.5 feet]).
- **Revision: Building heights for attached houses.** Attached Houses would be treated the same as standard lots.
- **Revision: Match front Setbacks.** Setbacks are tied to the adjacent houses, but does not need to be further than 25 feet.
- **Revision: Floor area ratio (FAR).** Current building coverage limits would be retained; basements and low ceiling attics would not count against FAR; allowances for detached accessory structures to encourage accessory dwelling units (ADUs) and detached garages; attached houses would receive 0.2 bonus FAR. A proposed 'bent line FAR' proposes that as lots get bigger, the FAR decreases, and conversely, as lots get smaller, FAR increases (similar to how building coverage is applied) and ensures that small lots retain a reasonable unit size.
- Building coverage, height limits and setbacks determines a 'box' size. Floor area ratio (FAR) controls "how much of the box can be filled."
- **Revision: Garages on narrow lots and for attached houses.** Street facing garages would not be allowed on narrow lots. Parking would not be required. For attached houses, garages are okay if they meet certain design standards (tuck under, combined driveway and for use of pavers); a planned development (PD) process would not be required.

**Q:** Would it still be possible to build to three stories with a 23 foot building height limit?

**R:** No. Only two stories.

**Q:** What will the impact be on accessory dwelling units (ADUs)?

**R:** Detached accessory structures, including accessory dwelling units (ADUs), will not count against floor area ratio (FAR) to a given square footage (up to 400 square feet on lots less than 5,000 square feet; up to 800 square feet on lots 5,000 square or more). Low attics and basements will also not count against FAR.

**Q:** What is the maximum floor area ratio (FAR) allowed if bonuses are used in the R2.5 zone?

**R:** 0.9:1

**Q:** Was the 'bent line' floor area ratio (FAR) done for simplicity's sake?

**R:** Yes.

**Q:** There are ranges for floor area ratio (FAR)?

**R:** Yes.

**Q:** Are garages on attached houses allowed only if all three conditions (tuck-under garages, combined driveways and pavers) are met?

**R:** Yes.

**Q:** Where did the idea for pavers come from?

**R:** Pavers aid in stormwater management, and help to visually break up the appearance of large driveways. It is a common requirement for common courtyard projects.

**Q:** Why not require pavers on all homes? Whose agenda is this?

**Q:** What is considered 'tuck under'?

**R:** As proposed, three feet below finished grade.

**Post Meeting Clarification:** To be considered a tuck under garage, the floor of the garage would need to be three feet minimum below the average grade of the sidewalk.

**Q:** Would 'pavers' include any permeable pavers?

**R:** Yes.

**Q:** Is there an intent to limit the impact of cars?

**R:** Yes - to reduce the impact of cars and the interruption of curb cuts to the streetscape.

**Q/C:** Will the staff-proposed scenario still require parking for houses on other non-narrow lots? The impact is still the same – it's just amplified on narrow lots. Garages result in large houses.

**R:** The added scale impact of garages is one justification for an incentive for detached garages.

**Q:** Will parking pads in back/side yards be incentivized like detached garages?

**R:** BPS staff has observed that houses on narrow lots are typically long, creating long distances to back up a car. Case studies are showing that where shared driveways are present, often the majority of the rear yard is paved to create room for a turnaround.

**SMALL GROUP SAC EXERCISE AND DISCUSSION**

Facilitator Anne Pressentin (EnvirolIssues) handed out a worksheet on scale of houses for each SAC member to complete and hand in at the end of the meeting.

**Q:** Would BPS staff please explain the red boxes that surround floor area ratio (FAR) numbers in the term sheet on scale of houses?

**Post Meeting Clarification:** Below is a chart shown containing proposed FAR limits for houses on standard lots:

Size of lot (s.f.)		R2.5		R5		R7		R10, R20, RF			
min	max	FAR	house max s.f.	FAR	house max s.f.	FAR	house max s.f.	Building Coverage (s.f.+%)	house max s.f.	(effective max FAR)	
0	2999	0.70	2,100	0.60	1,800	0.55	1,650	0	50.0%	4,499	1.50
3000	4999	0.70	2,500	0.60	2,500	0.50	2,500	1,500	37.5%	6,749	1.35
5000	11999	0.50	3,600	0.50	3,600	0.50	4,800	2,250	15.0%	9,900	0.83
12000	19999	0.30	6,000	0.30	4,000	0.40	5,000	2,250	15.0%	13,500	0.68
20000		0.30	-	0.20	-	0.25	-	4,500	7.5%	>13,500	<0.68

**R:** Numbers within the red box represent house sizes most commonly seen in each of the single-dwelling zones.

**Q:** What takes precedence, house size or floor area ratio (FAR)?

**R:** The house size increases in proportion to the lot size as directed by the FAR. But at a certain point, the size of the house is capped until the next FAR standard applies.

**Post Meeting Clarification:** For example, on a 3,572 square foot lot, the FAR is 0.7 and the resulting house is 2,500 s.f. lot. Even as the lot size increases toward 5,000 s.f. the house size is capped at 2,500 s.f.

Each SAC member is asked to spend a few minutes reviewing the staff-proposed scenario and evaluating whether these changes are on target or how they might be improved. Then as a small group, SAC members is asked to discuss:

- Where does your group agree with BPS proposal?
- What does your group agree needs to change? And why
- What can't you live with? Is another distinct option needed that is more flexible than current or less flexible than BPS?

After discussing potential refinements to the proposed development standards, the three groups of SAC members are asked to contemplate:

- How should the standards be applied? Citywide, varied by pattern area, differentiate for centers? Specifically, what should vary? What is the basis for the differences?
- Should there be qualifying bonuses for additional floor area or bulk? (e.g. for multi-units, attached houses, existing houses)? Why or why not?
- How would these new standards impact remodels and new construction?

Upon completion, the groups will report out their results to all meeting attendees.

### ***Report Out***

**SAC Group #1:** Eli Spevak, Tatiana Xenelis-Mendoza, John Hasenberg, Teresa St. Martin, Jim Gorter, Linda Bauer, Michael Molinaro, Douglas MacLeod (Anne Pressentin - EnviroIssues and Kristin Cooper - BDS)

- Height: No consensus was reached.
- Setbacks: Prevent one house from moving too far up.
- Bulk: There is interest in floor area ratio (FAR), possibly higher or lower than proposed. A higher FAR should be applied in R2.5.
- Consider FAR bonuses for remodels, historic homes and attached houses.
- Garages: Discourage or prohibit. Incentivize rear garages for standard houses.
- Prohibiting on-site parking: No consensus was reached.
- How do proposed rules apply to existing houses? Houses should be allowed to evolve over time without the added financial costs for adjustments.
- Housing should meet the demands for households that want to stay in place as families evolve.

**Q:** Did SAC Group #1 discuss parking in setbacks?

**R:** No.

**C:** Proposed is a percent FAR increase for remodels.

**R:** A 0.5:1 bonus is too small for most houses.

**SAC Group #2:** Vic Remmers, Sarah Cantine, Alan DeLaTorre, Marshall Johnson, Barbara Strunk, Rod Merrick (Morgan Tracy and Todd Borkowitz - BPS)

- Eaves: There was some consensus on allowing them to encroach into the setback, as proposed.
- Houses in the R7 zone should have larger side setbacks but be allowed to average them.

- Height: 30 feet limit is okay. 23 feet limit will affect accessory dwelling units (ADUs) so allow height bonus for ADUs.
- Do not encourage one architectural style (ie modern, traditional, craftsman, etc.) over another.
- Explore options to better regulate houses through technology applications.

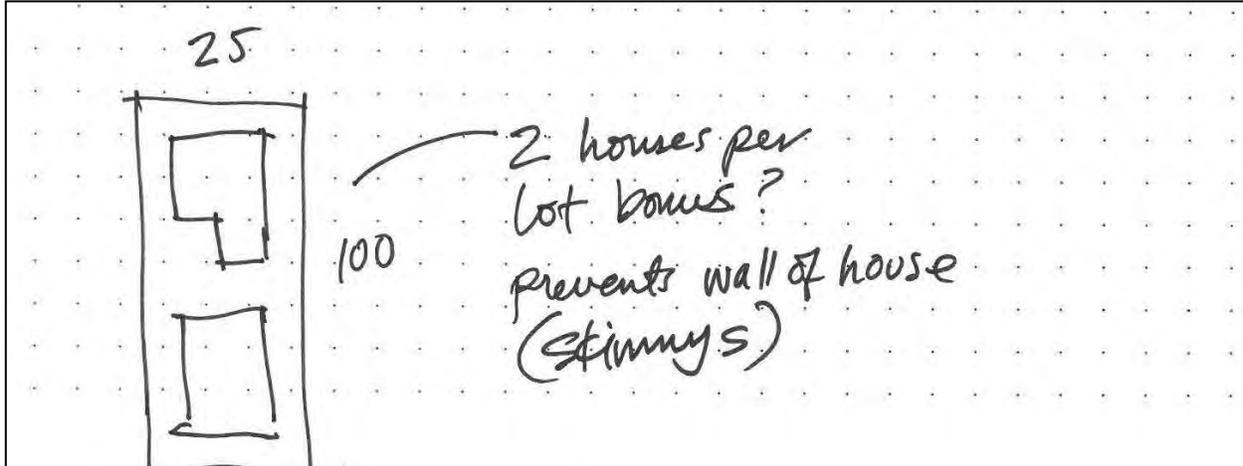


Diagram drawn by a SAC member from SAC Group #2.

**SAC Group #3:** Emily Kemper, Mary Kyle McCurdy, Maggie McGann, Mike Mitchoff, David Sweet, Eric Thompson, Garlynn Woodson (Sandra Wood and Julia Gisler - BPS)

- Height: 30 foot limit is okay. 35 foot limit is okay in the R2.5 zone if two dwelling units are built. Two stories should be allowed by right. Measuring from the low point is a good solution.
- Penthouses should be allowed if they cannot be seen from the street.
- Setbacks: 10 to 18 foot maximum range; 18-foot minimum garage setback.
- Bulk: Maximum 0.6:1 floor area ratio (FAR) for standard houses; SAC Group #3 did not discuss bonuses (building coverage and FAR should incentivize bonuses).

**Q:** Would height be measured from the lowest point five feet from the house?

**C:** If floor area ratio (FAR) governs bulk, then height limits are less relevant.

**C:** Keeping building lot coverage requirements makes the solution overly complex.

**C:** Should there be no height limit?

**C:** Height limits are less important in the context of floor area ratio (FAR).

**C:** Height limits should be applied for sloping lots.

**Q:** Once these rules become code, how is success measured and how is the code revisited?

**R:** This is done through the City's Regulatory Improvement Code Amendment Package (RIPCAP) process.

**Post Meeting Clarification:** Information on RICAP can be found at <http://www.portlandoregon.gov/bps/62880>: "The Regulatory Improvement Program is charged with developing projects that continually update and improve its building and land use regulations to foster desirable development. Suggestions for improving the City's development codes may be entered into the Regulatory Improvement Requests (RIR) database."

**C:** Most SAC groups did not address the scale of attached houses. On 50-foot by 50-foot corner lots, many of the rules being discussed would not work.

Facilitator Anne Pressentin (EnviroIssues) thanked SAC members for their discussion and asked that they complete worksheets provided by the project team on the scale of standard, narrow and attached houses.

## **TRANSITION TO NEXT PHASE OF PROJECT / ROUND ROBIN DISCUSSION**

Facilitator Anne Pressentin (EnviroIssues) asked SAC members to share any final thoughts on topics discussed, the project process and the upcoming public involvement phase.

**C:** In the 1970s, Saudi Arabia cut off the supply of its oil, leading to an energy crisis. While it was assumed that the crisis would end once this decision was reversed, it did not. Today's housing crisis has some similarities. It's an ongoing issue that must be dealt with into the future and is not just a short-term hurdle that society needs to get past.

**C:** Eight years ago, residential development in Portland was very different. Conditions are cyclical and will not always be the way they are today. More housing types is good for neighborhoods.

**C/Q:** There is an increasing trend of people moving to urban areas and cities must continually adapt. How do we cycle out housing? How will existing structures be dealt with in the future? How will garages be limited?

**C:** New construction is increasingly expensive, yet is also increasingly energy efficient as it moves towards 'net zero.' New houses are different from older ones. Walls are thicker, basements and roofs are constructed differently. Older houses raise many concerns. Many are unsafe and unhealthy. How should we be proactively removing these houses from the current supply?

**C:** The City of Portland is going through “growing pains” as it moves from a “teen to an adult.” Staff should challenge themselves to grow up and embrace the potential that exists. After seeing the transformations in areas like SE Division Street and N Mississippi Avenue, City planners and decision makers will “miss the boat” if they are not bold in their approaches. The city is at risk of “flaming out” and many not become the great metropolis it has the potential to become.

**C:** Mayor Hales showed concern for old neighborhoods, resulting in the commencement of the Residential Infill Project. Maintaining the same standards is “not going to fly.” Residents are continually asking ‘What will this mean for my neighborhood?’ New standards must reflect pattern areas and be variable by location.

**Q:** What can the SAC expect from the upcoming public outreach? What assurances do SAC members have that proposed scenarios will be vetted with them? Will SAC members have an opportunity to even see the proposed scenarios and influence them prior to them being shown to the public?

**R:** The proposed scenarios will be presented at the next SAC meeting.

**Post Meeting Clarification:** SAC Meeting #13 will take place on June 7<sup>th</sup>, 2016 from 6:00pm to 8:30pm, 1900 SW 4<sup>th</sup> Avenue, Portland, 2<sup>nd</sup> Floor – Room 2500.

**R:** There will be other future opportunities for SAC members to make their opinions known at public open houses and Portland Planning and Sustainability Commission (PSC) hearings.

**Post Meeting Clarification:** As previously shared with the SAC, Portland Planning and Sustainability Commission (PSC) hearings on the term sheets for the Residential Infill Project are not currently anticipated in 2016. The term sheets are scheduled to be before the PSC for a briefing and hearings are planned for City Council near the end of 2016.

**Q:** How long will SAC Meeting #13 (June 7<sup>th</sup>, 2016) be?

**Post Meeting Clarification:** As indicated above, SAC Meeting #13 is scheduled to last 2-1/2 hours. BPS staff will be presenting the final and revised scenarios based on SAC feedback, but will not be soliciting additional SAC comments on the scenarios.

**C:** The number one (and number two and three) goals for this project is housing affordability. The number four goal is the preservation of existing buildings. This should be the lens the proposed scenarios are looked through [the SAC member then read a quote about today’s housing crisis].

**C:** In three to five years, Portland will see its biggest changes ever to its single-dwelling zones. Accessibility will be a hugely important criteria.

**C:** The City has a goal of increasing density near centers. Density is currently not even being maximized in centers. The City should be careful about how it expands density beyond centers and should work with neighborhood groups so as not to lose control of the city.

**C:** According to a poll, 1/3 of San Franciscans are so dissatisfied with local housing prices and congestion that they are ready to leave the city. The housing crisis will not just go away. Is the City being bold enough in its proposed scenarios? It's not being bold enough to prevent increasing unaffordability. Are we making bad choices?

**C:** [A SAC member informed the group that he will be out-of-town during June's SAC meeting #13]. The project team is missing an opportunity for a "grand compromise" that will fix needed changes to the allowable building envelope and free up developable lots.

**C:** Boldness is needed to effectively address affordability. Increased supply is the only route to doing so – otherwise, things will only get worse.

**C:** Unlock the lot remnants and be flexible. Allow their development to occur everywhere. Treat all 25-foot by 100-foot lots equally. Promote different housing types in all neighborhoods everywhere.

**R:** Adding onto one SAC member's sense of optimism, recent shifts have occurred that resulted in a new paradigm in the City's approach to housing. This is just the beginning of a lasting change.

## **WRAP UP**

Facilitator Anne Pressentin (Envirolssues) thanked SAC members again and asked that they submit worksheets to project staff.

**Link to worksheet responses from SAC members:**

<https://www.portlandoregon.gov/bps/article/577016>

## **PUBLIC COMMENTS**

(None provided)

## **END OF SUMMARY MINUTES**

# Residential Infill Project – Stakeholder Advisory Committee (SAC)

## Meeting #13 Summary Minutes **APPROVED BY SAC**

**Date:** Tuesday, June 7, 2016

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

**Location:** 1900 SW 4<sup>th</sup> Avenue, Portland, 2<sup>nd</sup> Floor – Room 2500

**SAC Members in Attendance:** Linda Bauer, Sarah Cantine, Alan DeLaTorre, Jim Gorter, John Hasenberg, Marshall Johnson, Emily Kemper, Douglas MacLeod, Mary Kyle McCurdy, Maggie McGann, Rod Merrick, Mike Mitchoff, Michael Molinaro, Danell Norby, Vic Remmers, Teresa St. Martin, Barbara Strunk, David Sweet, Eric Thompson, Garlynn Woodsong, Tatiana Xenelis-Mendoza

**SAC Members NOT in Attendance:** Rick Michaelson, Douglas Reed, Eli Spevak

**Staff/Consultants in Attendance:** Camille Trummer (Office of Mayor Hales), Joe Zehnder (BPS), Sandra Wood (BPS), Morgan Tracy (BPS), Julia Gisler (BPS), Todd Borkowitz (BPS), Anne Presentin (EnviroIssues), Kristin Cooper (BDS)

**Others in Attendance:** Jeff Cole, Doug Klotz, Julie Swensen, Ovid Boyd, Kurt Nordback, David Schollhamer, Constance Beaumont, Jennifer Furniss, Allan Owens, Jeff Hilber, Beth Moore, Richard Lishner, Susan Lindsay, Sam Noble, Jim Brown, Mary Ann Schwab

### Meeting Objectives:

- Refine draft SAC report
- Shared understanding of public engagement plan and comment methods
- Shared understanding of BPS draft proposal
- Provide opportunity to reflect on process

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

### Post-Meeting Clarifications or Links



## **WELCOME AND MEETING INTRODUCTION**

Facilitator Anne Pressentin (EnvirolIssues) thanked SAC members for their attendance, identified the meeting objectives (see above) and highlighted the meeting agenda. She asked if any members had comments on the summary minutes from SAC Meeting #12 (May 3<sup>rd</sup>, 2016) or any other questions. None were indicated.

## **DRAFT SAC REPORT**

Anne presented edits to the draft SAC Report, a document requested by SAC members to document their work. The report offers a succinct and accurate overview of the SAC's parameters and process, and reflecting key SAC discussions observed by the project team. Additional SAC comments could be added to the document's appendices.

SAC edits to the original draft report are reflected by underlines (proposed additions) and strike outs (proposed deletions). Areas highlighted in yellow indicated where more direction from SAC members is needed. SAC members should indicate their willingness to live with an area with a thumbs up. An inability to live with should be represented by a thumbs down.

The two general areas of direction are referred to in the draft SAC Report as the "housing diversity group" and "neighborhood context group."

**Q:** Has the composition of the SAC changed since the group began?

**R:** Yes. The 26-member group dropped in members. Young Sun Song (Immigrant and Refugee Committee Organization) resigned from the group in early February. Brandon Spencer-Hartle (Restore Oregon) followed soon afterwards after accepting a position with the Bureau of Planning and Sustainability.

**C:** Douglas Reed (East Portland Neighborhood Office) has not attended a SAC event in a long time [since the January 2016 SAC Charrette].

**R:** As a result, the SAC is now at about 23 members.

Anne asked SAC members to send her additional comments as soon as possible so that the project team could promptly get another revised draft of the SAC Report out.

The context on how the SAC was formed was the first of three areas highlighted in yellow where the project team needs more direction from SAC members.

**C:** There is concern that after many SAC members spent significant time over the previous weekend reviewing the draft SAC Report, that dedicating additional meeting time to doing so would result in less time to review the draft Staff Proposal.

Anne acknowledged and thanked SAC members for their efforts in closely reviewing the draft SAC Report. She indicated that it will need to be completed regardless of the draft Staff Proposal and that this time is needed to reach general consensus on three outstanding issues.

**C:** Start with the draft staff proposal. The draft SAC Report can be revisited at the end of the meeting.

**R:** Please consider taking five minutes to discuss the changes to the draft SAC Report at this time.

**C:** Opinions on the draft SAC Report might be influenced by the outcome of the draft Staff Proposal.

**C:** The draft SAC Report is in relatively good shape. The public would probably prefer that the SAC spends its limited remaining time on the draft Staff Proposal.

**C:** Many SAC members support moving onto the draft Staff Proposal.

**C:** Good job on the draft SAC Report.

**Q:** Is it critical that the SAC resolve the highlighted areas in the draft SAC Report at this moment?

**R:** The intent of the draft Staff Proposal agenda item is for the project team to communicate its contents and answer any clarifying questions.

**C:** Demolitions and tree removal were not part of the original charge of the SAC. Mentioning it in the draft SAC Report may be confusing to some members of the public.

**C:** We should keep this wording, but add further clarification to it.

**C:** That's fine; so long as the SAC's role is clear.

**C:** There are some numbers identified in the report that might need be agreed upon by all members.

**R:** The two groups can hone these numbers and indicate the level of agreement on them. The project team did not want to make assumptions on the extent of agreement.

**R:** These concerns are why the project team wanted to discuss the draft SAC report first. As it will go to print this coming Friday, it's important to discuss now and get closer to agreement.

**C:** Let's keep moving on it!

**Post-Meeting Clarification:** It was decided to move on to the draft Staff Proposal and come back to the draft SAC report.

## **PRESENTATION: DRAFT STAFF PROPOSAL**

Project Manager Morgan Tracy (BPS) presented the draft Staff Proposal that will be presented to the public June 15<sup>th</sup> through August 15<sup>th</sup>, 2016. This proposal is greatly informed by past SAC discussions. Hard copies of a booklet containing the draft Staff Proposal was made available to all SAC members.

### **Link to Residential Infill Project Booklet of Draft Proposals:**

<http://www.portlandoregon.gov/bps/article/580581>

### **Key Take Aways:**

- The structure of the draft Staff Proposal includes an introduction with description of project objectives, zoning in Portland’s single-dwelling zones and the guiding draft Comprehensive Plan and City Council directives.
- The draft Staff Proposal keeps the format of the three major themes: scale of houses, housing types and historically narrow lots.
- There are eight proposed concepts: three each for scale of houses and housing types, and two for historically narrow lots. Each concept has bulleted details. The proposed concepts include:
  1. Limit the size of houses while maintaining flexibility in form.
  2. Lower the house roofline to better relate height to the street.
  3. Make front setbacks consistent with setbacks on existing, immediately adjacent homes.
  4. Allow more units within the same form as a house.
  5. Allow cottage clusters on large lots with a streamlined review and potential for bonus units.
  6. Establish a minimum unit requirement for R2.5 zoned lots.
  7. Allow new houses on historically narrow lots near Centers and Corridors within the R5 zone.
  8. Do not require on-site parking and do not allow front-loaded garages for houses on narrow lots.

**Post-Meeting Clarification:** The final wording of the proposed concepts was changed in the final version based on SAC feedback and the need for further clarity and accuracy.

- The report concludes with a two page description of the project’s public involvement, including a description of the SAC events, public survey/questionnaire and upcoming open houses.

**Q:** Does the draft Staff Proposal omit the current “1.2 times the width” rule for houses on new narrow lots?

**R:** Yes.

**Post-Meeting Clarification:** Per current code (33.110.215.B.2.a), exceptions to height, “R10-R5 zones: The maximum height for all structures on new narrow lots in the R10 to R5 zones is 1.2 times the width of the structure, up to the maximum [30 foot] height limit.”

**Q:** Would there be a new maximum building height for houses on new narrow lots in the R2.5 zone?

**R:** Yes, it would change from the current 35 foot maximum to 30 feet.

**C:** That is not shown.

**Q:** Do the proposed concepts shown on Page 9 (Scale of Houses – Height) apply to all zones?

**R:** Yes, in regards to height.

**Q:** Are there any differences in proposed maximum height based on zones?

**R:** No. Doing so would result in a complicated concept.

**Q:** Do proposed housing type changes only apply in areas within the near Centers and Corridors boundary [page 13]?

**R:** No. See page 14.

**Post-Meeting Clarification:** The proposed concept for cottage clusters would apply to large lots citywide. Similarly, minimum unit requirements would apply to any applicable R2.5 zoned lot within the city, regardless of the near Centers and Corridors boundary. The boundary shows areas where two ADU’s, duplexes, and triplexes on corners would be allowed.

**Q:** For the proposed concept for cottage clusters, what is considered a “large lot”?

**R:** Lots at least 15,000 square feet.

**Q:** Would any bonuses be allowed outside of the near Centers and Corridors boundary?

**R:** Only for cottage clusters.

**Post-Meeting Clarification:** The draft Staff Proposal was revised since SAC Meeting #13 to allow additional bonus units for cottage clusters on lots larger than 10,000 square feet for providing affordable units, accessible units or for retaining the existing house on a site.

**Q:** How does the 'a' overlay relate to this draft Staff Proposal? It could be made much clearer. It's difficult to determine the differences between R5 and R2.5.

**R:** There's not much in the 'a' overlay that's still applicable today. This question demands going into much more detail than project staff intends to go when communicating to the public.

**Q:** Why are attached houses being required over detached houses in the draft Staff Proposal?

**R:** Attached houses are only required when replacing an existing house that straddles more than one narrow lot. It's a form issue. The one house form resulting from two attached houses on a standard lot is generally reflective of the width of the house that is being replaced and similar to configurations of existing houses on a block.

**Post-Meeting Clarification:** This question relates to draft Staff Proposal Concept #7, which states:

- 7. Allow new houses on historically narrow lots near Centers and Corridors within the R5 zone.*
- Allow new houses on historically narrow lots located near Centers and Corridors.*
  - Do not allow new houses on historically narrow lots outside of areas near Centers and Corridors.*
  - Require units to be attached on lots where an existing house was removed.*
  - Allow tandem houses (flag lots) when retaining an existing house.*

**Q:** Did this concept result from SAC discussion?

**R:** Yes, when the SAC discussed maintaining the rhythm of a block.

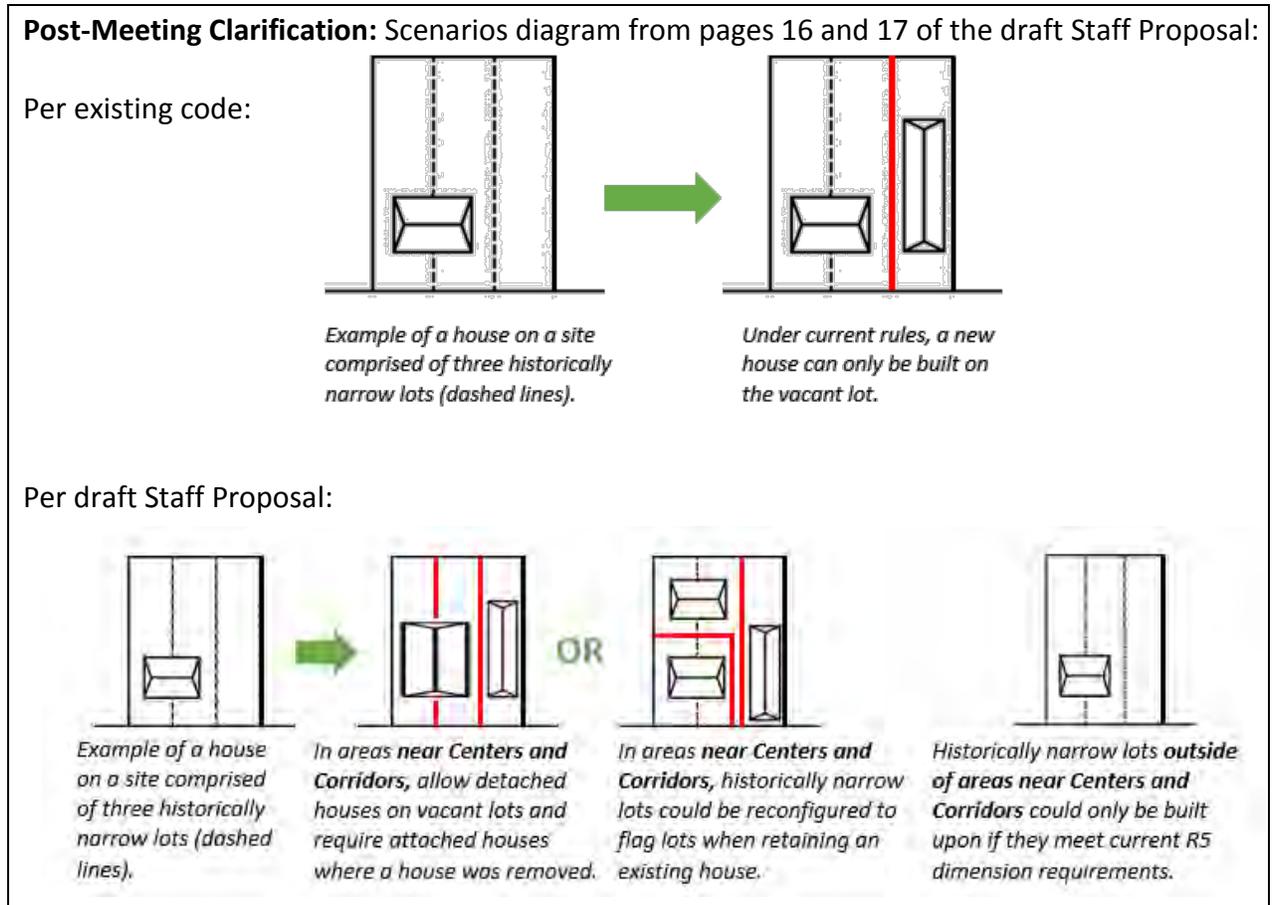
**C/Q:** There seem to be other proposed SAC recommendations that are not addressed in the draft SAC Report. Were some recommendations ignored/deleted, or just simplified?

**Q:** Does the draft Staff Proposal not reflect majority opinions from the SAC Report?

**R:** Correct. The draft Staff Proposal includes many of the code concepts developed by the SAC, but not all of them. Other SAC concepts remain in the draft Staff Proposal but may have been modified to some extent.

**Q:** Does the incentive for attached houses replace the 'vacancy' rule?

**R:** If an existing house is demolished on a lot that is near Centers and Corridors and contains historically narrow lots, it must be replaced with an attached house or configured with two house on a flag lot.



**Q:** Would the vacancy rule still apply?

**R:** No. Inside the centers and corridors boundary, lots would not need to be vacant. Outside those boundaries, narrow lots would not be able to be built on (unless combined to meet minimum lot size/width)

**Q:** Per draft Staff Proposal, would the vacancy rule ever apply?

**R:** No. The vacancy rule would no longer be an option.

**Post-Meeting Clarification:** To 'confirm' an R5 lot with underlying lot lines – a process distinct from a land division – the lot must be vacant for at least five years and meet other development standards.

**Post-Meeting Clarification:** More information on lot confirmation requirements: <https://www.portlandoregon.gov/bps/article/554303> (SAC Meeting #4a - November 17<sup>th</sup>, 2015) and <http://www.portlandoregon.gov/BDS/article/115434>.

**Q/C:** Were historically narrow lots outside of areas near Centers and Corridors ever discussed by the SAC? There was consensus amongst the majority of SAC members that development on narrow lots citywide be allowed.

**C/Q:** Agreed. Why was this missing from the draft Staff Proposal?

**C:** This was the majority SAC opinion, not the full SAC opinion.

**R:** The project team heard a lot from the SAC. There were often conflicting viewpoints regardless of whether or not it was from the 'majority' or 'minority' opinion. As the project progressed, City Council provided more explicit direction on where middle housing types should be allowed.

**Q:** How is the majority opinion reflected in the draft Staff Proposal?

**C:** The SAC was not a voting group, just an advisory group.

**Q:** What were the guiding principles that the project team used for developing the draft Staff Proposal?

**R:** It is reflective of the Centers and Corridors/amenity-rich areas focus in the 2035 Comprehensive Plan.

**Q:** While understandable, Portland's current housing affordability crisis will not be addressed as effectively as it could if the project proposes only a modest increase of opportunities to increase housing supply. In addition, there are many purple areas [historically narrow R5 lots outside of areas near Centers and Corridors] just on the outer edge of the near Centers and Corridors boundary but within the same vicinity as pink areas [historically narrow R5 lots near Centers and Corridors].

**R:** The near Centers and Corridors map in the draft Staff Proposal is very conceptual. Future fine tweaking will occur as the boundary gets examined more closely.

**Post-Meeting Clarification:** City Council gave direction to modify the boundary via the Middle Housing provision (Policy 5.6 and previously known as amendment #P45) to the 2035 Comprehensive Plan, which states [bold added for clarity]:

*Enable and encourage development of middle housing. This includes multi-unit or clustered residential buildings that provide relatively smaller, less expensive units; more units; and a scale transition between the core of the mixed use center and surrounding single family areas. **Where appropriate**, apply zoning that would allow this within a quarter mile of designated centers, corridors with frequent service transit, high capacity transit stations, and within the Inner Ring around the Central City.*

**Q:** How many units are allowed in the cottage cluster concept?

**R:** This has not yet been determined.

**C:** It's concerning that all of East Portland is not near Centers and Corridors, and thus, unable to take advantage of cottage cluster allowances that could offer more affordable housing opportunities there.

**R:** Look at the zoning in East Portland. There is significant opportunity for more affordable housing opportunities throughout East Portland given extensive multi-dwelling zoning.

**C:** The proposed boundary is a reasonable first step. If this model proves successful in creating more opportunities for increased housing affordability, the boundary can be expanded further. Until that time, this boundary should remain to limit increased density to only some single-dwelling areas.

**C:** It's unfortunate that more housing affordability information within the draft Staff Proposal could not be put into tables.

**R:** The project team's economic planner is currently developing a scope of work for the consultant.

**Q:** What's the timeframe on having this data?

**R:** Project staff is aiming to have by the first open house.

**Post-Meeting Clarification:** Upon consulting with our economic planner (Tyler Bump), the project team determined that the economic analysis should be conducted after we have a more clear direction from the open houses. The discussion at the open houses has been for the Draft Concept, and the Residential Infill Project team will take feedback from these to inform the Recommended Draft. The Draft Concept that is being discussed at the open houses is more big picture thinking to facilitate community level brainstorming before the legislative process and the Recommended Draft.

**C:** It'll be very valuable to have.

**C:** Kudos to the project team for consolidating information into a very good draft that will allow for an effective discussion with the public. This was a "pleasant surprise."

**R:** Thank you. The SAC really helped hone the messages in the draft Staff Proposal.

**C:** The project team did a great job on the Scale of Houses section, especially in regards to garages/parking and height. This should have remarkable results towards reducing the scale of new housing.

**C:** As cottage clusters would only allowed on lots greater than 15,000 square feet and the number of allowed units is yet determined, it's difficult for SAC members to effectively assess the strength of the cottage clusters concept.

**R:** The project team acknowledges the lack of detail in the proposal for cottage clusters.

**C:** The draft Staff Proposal needs some sort of well-developed solution.

**C:** Agreed. Many single-dwelling areas are lacking housing options. This part of the draft proposal should go much further as cottage clusters have much more potential.

**Q:** In this proposal, could a fourplex ever be developed on a corner lot?

**R:** Yes, it would be allowed on a corner lot if near Centers and Corridors meeting the requirements for a density bonus if providing an affordable unit, an accessible unit or internally converting an existing house.

**Q:** What does the dark area on the maps [on pages 13 and 17] represent?

**R:** They're outside of areas near Centers and Corridors.

**C:** There are some good things in the draft Staff Proposal. Still, there needs to be flexibility for FARs [floor area ratios, which would limit the size of houses while maintaining flexibility in form] as the maximum house sizes proposed might be too big or too large, depending on the neighborhood. In addition, the near Centers and Corridors boundary should be discussed with neighborhoods – especially ones near frequent transit corridors.

**R:** Consultation with neighborhoods regarding the near Centers and Corridors boundary was directed in City Council's middle housing Comprehensive Plan amendment.

**C:** Change the minimum lot square feet required for cottage clusters from 15,000 to 10,000.

**Post-Meeting Clarification:** In the version that the SAC reviewed, the lot size was not specified. Staff mentioned 15,000 square feet as a starting place. The draft Staff Proposal now proposes a 10,000 square foot minimum lot size for cottage clusters (Proposal #5)

**C:** What building heights are proposed in the draft Staff Proposal?

**Post-Meeting Clarification:** All single-dwelling zone houses would have a height maximum of 30 feet (pitched roofs) or 25 feet (flat roofs).

**C:** Proposal #4 on page 15 (Allow more units within the same form as a house...) should apply only near Centers and Corridors.

**R:** This was a project team error and will be changed.

**Post-Meeting Clarification:** The language for Proposal #4 now reads: "Allow more units within the same form as a house near Centers and Corridors."

**Q:** Has BPS staff considered writing a code specific to cottage clusters?

**Q:** And could this code have allowances for bonus units in cottage cluster developments?

**R:** The code permits these types of developments through the general flexibility afforded in the Planned Development review. However, no additional density is allowed, and the criteria are not specifically for creating "cottage clusters"

**C:** The 15,000 minimum lot square feet required for cottage clusters is too large. Change to 10,000.

**Post-Meeting Clarification:** The draft Staff Proposal was since revised to reflect this concern (see above).

**C:** Incentivize cottage cluster development in East Portland, where the City needs have a greater focus on developing walkable neighborhoods.

**C:** Reduce the draft proposed minimum 15,000 square feet lot requirement for cottage clusters to 5,000 square feet to incentivize creativity in arranging houses on a lot. To better ensure that more cottage clusters get built, train one BPS staff member to specifically focus on cottage clusters and work closely with builders and developers to overcome barriers.

**Post-Meeting Clarification:** The draft Staff Proposal was since revised to a 10,000 square foot lot minimum for cottage clusters (see above).

**C:** While there's some uncertainty on how unit bonuses (draft Staff Proposal) would apply, but limiting the conversion of very large houses is a missed opportunity. Is there a better way to encourage the preservation of existing houses? The draft Staff Proposal is a disservice to residents not near Centers and Corridors.

**C:** Use "outside of" [Centers and Corridors] instead of "not near." There needs to be a greater contrast between areas near and outside of Centers and Corridors.  
Project Manager Morgan Tracy (BPS) asked whether SAC members agree that advancing cottage clusters is a good idea.

**C:** Cottage clusters are a popular idea but incredibly hard to do.

**C:** The SAC never discussed how best building height should be determined. Height should be measured from the average or native grade on a lot. The draft proposed concept for height might have little effect on the scale of houses. Garage issues must be better addressed too.

**C:** The draft Staff Proposal should include a sliding scale FAR [floor area ratio]. In addition, a maximum main entrance height is lacking from this proposal.

**C:** The draft proposed 25 foot height limit for flat roofs would make it difficult for a house to include a garage.

**Q:** What changes are the project team anticipating from the draft Staff Proposal?

**R:** BPS staff will be evaluating the specific impacts of the proposed code changes.

Project Manager Morgan Tracy (BPS) noted that the SAC has one remaining meeting later in the year. It's tentatively scheduled for October 4, 2016. Confirmation of the final meeting will be provided in August.

**Q:** What is the best way for SAC members to get clarification on items in the draft Staff Proposal?

**R:** Email or call Project Manager Morgan Tracy (BPS):  
[morgan.tracy@portlandoregon.gov](mailto:morgan.tracy@portlandoregon.gov) / 503-823-6879

**C:** There are so many opportunities to increase equity through incentivizing the creation of more housing units in Portland. The draft Staff Proposal could do a lot more towards this goal.

**C:** While understanding the need to direct future growth, the near Centers and Corridors boundary deepens current demographic disparities.

**Q:** Are there any FAR [(floor area ratio)] or height bonuses in the draft Staff Proposal?

**R:** There are square foot bonuses for detached ADUs but no bonuses for height.

**Post-Meeting Clarification:** Per the draft Staff Proposal, basements, non-habitable attics and detached structures are excluded from draft proposed size limits. To encourage detached garages and accessory dwelling units (ADUs), an additional 800 square feet of building area would be allowed on a lot.

**C:** Per the draft Staff Proposal, a triplex on a standard 50 foot by 100 foot corner lot could only be up to 2,500 square feet in size. This is not enough. FAR and height bonuses are needed, even if only in R2.5 zones.

**Q/C:** Who [amongst the project team] is the lot grade 'guru'? The 20-foot height limit for houses with flat roofs on narrow lots is not sufficient and not realistically buildable.

**C:** Agreed. Earth Advantage [(a Portland-based non-profit that has a certification for green/energy-efficient homes)] demands even more space between ceiling and roof. 22 feet (vs. 20 feet flat roofs) and 25 feet (vs. 23 feet pitched roofs) are more desirable height maximums.

**C:** There will be major consequences to establishing too low of a maximum allowed building height.

**Q:** Can a dormer ever have a flat roof? Could more height be allowed if a second story is set back?

**C:** The draft Staff Proposal has a bias against modern architecture.

## **DRAFT SAC REPORT (REVISED)**

Facilitator Anne Pressentin (EnviroIssues) asked SAC members if there were any areas of agreement, as shown in the draft SAC Report (page 5, line 25).

**Q:** Are these areas of agreement by all or most SAC members?

**R:** These are areas of consensus by all SAC members.

**C:** Some SAC members still disagree on some of these items.

**C:** At minimum, delete the first two bullets [(lines 29, 30 and 31)].

**R:** The draft SAC Report would be stronger if it includes any areas of agreement.

**C:** Areas of agreement are very limited.

**C:** SAC members were willing to agree with one another as part of a 'grand bargain' where house scale would be reduced in exchange for increasing the number of units allowed.

**C:** Some SAC members object to the notion of a grand bargain.

**C:** The SAC achieved near consensus (less than five SAC members were not in agreement) on numerous ideas to advance alternative housing, yet much of this is absent from the SAC Report. This is very frustrating.

**C:** It would be great to identify areas of SAC agreement for the draft SAC Report, some of which were at the foundation on which the committee was based. The public expects the SAC to have reached some levels of consensus. The SAC should acknowledge this expectation.

**C:** Only advancing one item without compromising on others is problematic.

**R:** The project team is not seeing a good path forward.

**R:** Is the SAC suggesting that areas of agreement be more honed?

**C:** At minimum, the SAC illustrate its agreement on larger issues [like project principles]. If it's possible to agree on any details, all the better.

**Q:** What does it even matter what the draft SAC Report says is all that the public will be looking at is the draft Staff Proposal?

**R:** The draft SAC Report provides a valuable tool for discussing effective solutions with members of the public.

Facilitator Anne Pressentin (EnviroIssues) suggested moving ahead from areas of agreement in the draft SAC Report and asked SAC members to contact her with any new ideas on how to communicate any consensus.

**C:** The public should be presented with a series of scenarios, showing existing code and changes proposed by the project team, as well as the SAC majority and minority proposals.

**C:** The draft SAC Report should accurately communicate the work of the SAC. Use of the terms 'majority' and 'minority' are irrelevant.

**R:** Do SAC members have ideas on how best to do this?

**C:** Some SAC members really object to the 'majority/minority' labels.

**C:** There was never any intention to have voting as part of the SAC process.

**C:** Disagreed.

**C:** The SAC was never voting on anything.

**R:** Some SAC members want to remove 'majority/minority' labels from the draft SAC Report. Others want it. Is there a path forward from this current impasse?

**C:** Creative ideas that advance housing diversity was one idea that all SAC members agreed on.

**C:** While 'majority/minority' labels truly reflect SAC opinions, the draft SAC Report should also further define the differences of these two opposing sides.

**C:** Some SAC members also object to the 'pre-cooked majority' label. It's important to highlight that SAC members who support more housing diversity include not just members of the development community, but also many advocates.

**C:** Agreed.

**C:** Agreed. All SAC members came to the table to learn more about residential infill and wanting to advocate for increased housing diversity.

**C:** We support growth in a responsible way.

**C:** Do not refer to SAC members as majority or minority.

**C:** These are not negative terms, they just best reflect the levels of difference between two opposing positions. It is a disservice to not reflect what dominant SAC priorities. SAC members did not fall into 'majority' or 'minority' on every issue, but there was a common majority for most discussions.

**C:** Use majority/minority.

**R:** Five or six SAC members disagree.

**C:** Then communicate in other words.

Facilitator Anne Pressentin (EnvirolIssues) again asked SAC members if they any ideas for moving forward.

**C:** The minority lost their political battle, and that's just the facts of the case. It's unprofessional and unfair to not recognize the magnitude in the difference of opinion.

**R:** There is very clear disagreement.

**C:** When developing SAC groups for future projects, recognize that project complexities may result in some SAC members not speaking openly in groups. Group outcomes should not be assumed as majority or minority.

Facilitator Anne Pressentin (Envirolssues) suggested holding off on the planned SAC member discussion on the draft SAC Report section on housing diversity.

**Post-Meeting Clarification:** The SAC Summary Report was completed and accepted by the SAC with a number of subsequent revisions to capture and respond to the concerns identified above. The summary report is available here:  
<https://www.portlandoregon.gov/bps/article/581953>

## **PUBLIC OUTREACH**

Public Involvement Lead Julia Gisler (BPS) discussed planned public outreach activities to help inform the public of the Residential Infill Project, present the draft Staff Proposal and SAC Report, listen to resident concerns and accept public feedback.

### **Key Take Aways:**

- Extensive public dialog on the Residential Infill Project will be encouraged during the eight-week public involvement period (June 15<sup>th</sup> thru August 15<sup>th</sup>, 2016).
- A series of public open houses are being planned in different areas of the city. All will have identical formats and agendas.
- An online open house will complement the public open houses, containing project information identical to the public open houses.
- The online open house will include a questionnaire with opportunity for public comment. Printed questionnaires will also be available at all project events during the public outreach period.
- The project team will present the draft Staff Proposal and answer questions at forums hosted by Neighborhood Coalition and other groups like Anti-displacement PDX and the Oregon Opportunity Network. Project staff will also join City district liaisons at scheduled public 2035 Comprehensive Plan planner drop-in events throughout Portland to answer questions specific to the Residential Infill Project.
- Blog/social media posts and press releases will be part of the outreach communication.

**C:** It's frustrating that no public outreach information is available by SAC Meeting #13.

**Q:** Is June 6<sup>th</sup>, 2016 the scheduled launch date for public outreach?

**R:** The questionnaire will be available concurrently with the online open house, which is scheduled to launch on June 15<sup>th</sup>, 2016.

**Q:** Could SAC members receive a paper version of the questionnaire?

**Link to Summer 2016 Questionnaire:** <https://www.portlandoregon.gov/bps/article/581576>

**Q:** Will the project outreach materials be translated into other languages like Spanish or Russian?

**R:** There were mixed results when translating the Winter 2015/2016 Questionnaire. Only three non-English speakers (out of over 7,000 questionnaire respondents) completed it. Thus, the project team does not see enough value in translating the Summer 2016 Questionnaire, particularly given the technical language used in the draft Staff Proposal.

**Q:** Will any language interpretation be made available at public events?

**Post-Meeting Clarification:** The statement below is included in all public outreach material for the Residential Infill Project.

*The Bureau of Planning and Sustainability is committed to providing equal access to information and hearings. If you need special accommodation, please call 503-823-7700, the City's TTY at 503-823-6868, or the Oregon Relay Service at 1-800-735-2900.*

**Q/C:** Will all public meetings for the Residential Infill Project be advertised online? Where and when?

**R:** Yes. Everything will be posted online by June 15<sup>th</sup>, 2016.

**Link to the updated City of Portland, Bureau of Planning and Sustainability webpage of the Residential Infill Project:** <https://www.portlandoregon.gov/bps/67728>

**Link to the online open house of the Residential Infill Project:**  
<http://residentialinfill.participate.online/>

**Q:** Can SAC members receive multiple copies of the Residential Infill Project Booklet of Draft Proposals?

**R:** Given the cost (\$4 each), BPS staff will be unable to provide many additional prints.

**C:** Posting the booklet online would at least be helpful.

**R:** The Booklet of Draft Proposals will be posted online.

**Q:** Will the project team be reaching out specifically to renters, first-time home buyers and people who want to buy a home in Portland but cannot afford to?

**R:** Yes, the project team is aiming to do so.

**C:** It's important to do so as these are voices that are not well-represented on the SAC but are an increasing demographic in Portland.

**C:** This should be the focus of one of the project team's outreach meetings.

**Q:** How will the project team follow up with people who provide feedback?

**R:** Qualitative data from the questionnaire will be reviewed, summarized and communicated in a manner similar to the Winter 2015/2016 Questionnaire.

**Q/C:** Could you follow up with each person who submits feedback online so they know if and how their comments are being addressed? People want to know if/how their feedback is being used by BPS staff.

**Post-Meeting Clarification:** Given limited resources, BPS staff is unable to individually respond to each questionnaire comment received.

**C:** On July 8<sup>th</sup>, 2016, there is an opportunity for the project team to meet with the Portland Commission on Disability.

**Post-Meeting Clarification:** The meeting with the Portland Commission on Disability will engage older adults and people with disabilities in an inclusive and accessible manner. It will occur on Wednesday, July 20<sup>th</sup> from 4-6pm at Portland State University's Urban Center (506 SW Mill St., 2nd floor Parsons Gallery). Co-hosts include Portland State University's Institute on Aging, Age-Friendly Portland and possibly others.

**C:** BPS staff should do widespread outreach to local advocacy groups by sending hard copies of the Residential Infill Project Booklet of Draft Proposals to executive directors and following up with them.

**R:** Please note the Oregon Opportunity Network public forums included in the list of outreach events. This umbrella group includes many key organizations that the Residential Infill Project team seeks feedback from.

## **PUBLIC COMMENTS**

Facilitator Anne Pressentin (Envirolssues) thanked SAC members again and asked that they listen to public comments prior to final remarks.

**Robin Harman:** [Robin was absent but asked the project team to read her statement aloud – see ‘Written Public Comments’ below].

**Doug Klotz:** It’s good to see the project team’s progress on housing types/ allowing more units within the same form as a house near centers and corridors. There is concern about the small size limits (2,500 square feet on 5,000 square foot lots) for triplexes. Accessory dwelling units (ADUs) should be allowed to be rented out with unique addresses. Cottage clusters should be allowed on lots 10,000 square feet and larger. R2.5 should be a zone that allows a step up in height from other single-dwelling zones to higher density residential and commercial zones; a reduction to the 35-foot height limit [the draft Staff Proposal reduces height from 35 to 30 feet and 25 feet for flat roof houses] will take away this transition. R2.5 should have more allowances than other single-dwelling zones.

**Mary Ann Schwab:** Thanks to Project Manager Morgan Tracy and BPS colleagues on their work on the draft Staff Proposal. Code enforcement mechanisms are missing. Residents do not have the funds to take the SE Peacock Lane debate to the Oregon Land Use Board of Appeals (LUBA). There is concern that Portland is allowing building to occur too fast and with materials of too little quality; “We are building tomorrow’s slums.” What kind of houses are we building?

**David Schollhamer:** David is Chair of the Sellwood-Moreland Neighborhood Association. Parking is a major concern. Under the draft Staff Proposal, where will people park? The magnitude of change happening in neighborhoods is also concerning. What will happen if the draft Staff Proposal gets fully implemented? The extent of change, extending from the Willamette River to SE McLoughlin Boulevard, is also alarming. At full buildout, will all single-dwelling neighborhoods change to multi-dwelling?

**Susan Lindsay:** Susan had never attended a Residential Infill Project SAC meeting before and is incredibly disturbed seeing people on the committee who may directly benefit from committee decisions. New, smaller multi-dwelling units being built are having the opposite effect on affordability, resulting in haphazard development and a loss of affordable houses. There’s no certainty that neighborhoods would benefit from additional density. Therefore, the burdens of density should be shared citywide, not focused on only certain inner ring neighborhoods. Why should these neighborhoods suffer? Increase density allowances citywide!

**Sam Noble:** Sam echoes the need to increase density allowances citywide, not just in select areas. He owns property in an inner ring neighborhood and has concern about changing the height measurement and its impact on his gently-sloping lot, as well as the new limits making his house non-conforming. The draft Staff Proposal will make it difficult to build reasonable additions. Earth Advantage homes, which demand about 2 feet of insulation, will also be impacted by the draft proposed code.

**Jennifer Furniss:** How will schools be affected? They will feel pressures. Increased developer fees could assist. BPS staff should outreach to parents and community advocates for kids. How will Portland deal with what could become a very large infrastructure problem?

## **FINAL REFLECTIONS**

Chief Planner Joe Zehnder (BPS) thanked all SAC members for their many months of participation. The thinking that went into the draft Staff Proposal and draft SAC Report reflects what the project team has absorbed and learned from the committee. Work on the Residential Infill Project is just beginning. The SAC is needed to “get people’s heads around big issues” related to growth and Portland’s future. Similarly, Portland’s elected officials will need to be continually reminded of SAC’s well-informed ideas and opinions developed through its dialog. Thanks again to all SAC members for adding significant value to this project and getting the project team to this point.

## WRITTEN PUBLIC COMMENTS

Provided by Robin Harman on 6/7/16:

Dear RIPSAC members and staff,

As a concerned citizen I have attended the majority of meetings and observed the actions of the committee over the last 10 months.

I am voicing my concerns here regarding the appearance of lack of public openness to the process, which is mandated by state law.

For example, no notes for the first 5 months of meetings were posted until I brought it to staff's attention. As of today, it does not seem that many of the meeting notes are readily available on the website. In fact, despite my interest in finding them, most of the important meeting notes seem to be buried.

Many of the citizens who attended meetings and signed up to receive updates seemed to have been curiously deleted from the email list and have not been receiving any updates.

Open Houses : There does not appear to be an adequate plan for press to get the word out about the Open Houses. Will it be posted in the Oregonian ? A staff member at the Oregonian indicated that the City routinely "Hides" public notices in the Daily Journal of Commerce because is cheap and so few people read it (circulation is 3000, vs 165,000 for the Oregonian). The entire list of Open Houses doesn't seem to be easily found on the website. Nor is information regarding the forthcoming on line forum. These should be posted prominently, not hidden behind multiple drop down menus.

Also, the meetings themselves, instead of being a really open forum for discussion, have the appearance of staff leading the committee to fulfill an agenda of those in higher offices. I have heard quite a number of SAC members express that they feel like they are being led to a pre-determined conclusion.

The use of the term "Middle Housing" seems to be an excuse to end the rights of homeowners in neighborhoods zoned for single family.

Are we going to allow our entire city to be effectively re-zoned without going through the zoning process ?

And do you really believe that the builders who are knocking down livable, affordable homes are really interested in affordability ? They are jumping on the bandwagon to build most anything, anywhere to make a dollar.

If the committee is actually interested in public input into the draft proposals, then you should exhaust all possibilities for press releases and notices to encourage attendance.

Sincerely,

**END OF SUMMARY MINUTES**

# Residential Infill Project – Stakeholder Advisory Committee (SAC)

## Meeting #14 Summary Minutes **APPROVED BY SAC**

**Date:** Tuesday, October 18, 2016

**Time:** 7:00 p.m. to 9:00 p.m.

**Location:** 1900 SW 4<sup>th</sup> Avenue, Portland, 2<sup>nd</sup> Floor – Room 2500

**SAC Members in Attendance:** Linda Bauer, Sarah Cantine, Alan DeLaTorre, John Hasenberg, Marshall Johnson, Emily Kemper, Douglas MacLeod, Mary Kyle McCurdy, Maggie McGann, Rod Merrick, Rick Michaelson, Michael Molinaro, Danell Norby, Vic Remmers, Teresa St. Martin, Eli Spevak, Barbara Strunk, David Sweet, Eric Thompson, Garlynn Woodsong

**SAC Members NOT in Attendance:** Jim Gorter, Mike Mitchoff, Douglas Reed, Tatiana Xenelis-Mendoza

**Staff/Consultants in Attendance:** Joe Zehnder (BPS), Sandra Wood (BPS), Morgan Tracy (BPS), Julia Gisler (BPS), Todd Borkowitz (BPS), Kristin Cooper (BDS), Brandon Spencer-Hartle (BPS), Tyler Bump (BPS), Love Jonson (BPS), Anne Presentin (EnviroIssues), Mandy Putney (EnviroIssues)

**Others in Attendance:** Terry Parker, Terry Griffiths, Gary Whitehill-Baziuk, Jesse Simpson, Zan Gibbs, Karlene McCabe, Daniel Johnson, Sarah Condon, John Urbanowski, Doug Klotz, Annie Rose Shapero

### Meeting Objectives:

- Gain a shared understanding of public engagement results
- Gain a shared understanding of revised concept recommendations and key changes
- Provide opportunity for SAC reflection and thoughts moving forward

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

### Post-Meeting Clarifications or Links



## WELCOME AND MEETING INTRODUCTION

Facilitator Anne Pressentin (Envirolssues) thanked SAC members for their attendance, identified the meeting objectives (see above) and highlighted the meeting agenda.

Summary Minutes from SAC Meeting #13 (June 7, 2016) are now posted on the project webpage [<https://www.portlandoregon.gov/bps/article/583609>].

## PUBLIC INVOLVEMENT ON DRAFT PROPOSAL: WHAT WE HEARD

Mandy Putney (Envirolssues) gave an overview of public feedback from this summer's draft proposal for the Residential Infill Project public involvement events (June 15<sup>th</sup> – August 15<sup>th</sup>).

**Link to Mandy's Presentation:** <https://www.portlandoregon.gov/bps/article/595703>

### Summary of Public Involvement:

- 545 people attended the six in-person open houses
- 8,604 people visited the online open house
- More than 200 people attended additional meetings where staff presented the draft proposal
- 2,375 respondents submitted feedback via the questionnaire
- 1,562 comments received from questionnaires, comment forms, flip chart notes, emails and letters

### Questionnaire Response Rate:

- 2,500 people started the questionnaire
- 2,375 answered at least one non-demographic question
- 610 completed every question
- 1,213 answered the open-ended question

### Questionnaire Respondent Profile:

- Homeowners (85%)
- 45 years old or older (56%)
- Have a household income greater than \$75,000 (55%)
- Have lived in Portland for 10 years or more (71%)
- Identify as white/Caucasian (89%)
- Live in a single or two-person household (62%)
- 97202 (Eastmoreland) was the ZIP code with the most responses (12%; 274 responses)
- Around a third of all questionnaire respondents live in three ZIP codes: 97202, 97213 and 97214 (Figure 24). By comparison, around 14 percent of Portland's population live in these ZIP codes. ZIP codes in northwest and southwest Portland (excluding Hillsdale, Multnomah Village and South Burlingame) and east of I-205 were underrepresented.

**Questionnaire Key Findings:**

- A majority of questionnaire respondents think the BPS proposal will be “very effective” or “somewhat effective” at meeting almost all of the project’s key objectives
- While there are some differences between demographic groups, the general consensus is that the proposal is moving in the right direction
- There is more agreement around recommendations related to housing scale than the recommendations related to housing types and narrow lots
- There is disagreement on where new housing types and development on historically narrow lots should occur

**Open-ended Comment Analysis Key Findings:**

- Affordability was mentioned in almost a third of all public comments by individuals and over three quarters of letters from organizations
- Concerns related to new housing types and narrow lot development are mostly tied to demolition, density and parking

**Q:** Was there a disaggregation of data with regard to income?

**R:** Yes. It is included in the summary report.

**Link to Summary Report – Public Comments on the Draft Proposal:**

<https://www.portlandoregon.gov/bps/article/590169>

**RECOMMENDED CONCEPT REPORT TO CITY COUNCIL**

Project Manager Morgan Tracy (BPS) presented the revised draft proposal for the Residential Infill Project, included in the Concept Report to City Council. Key wording changes were made to bring the recommendations back to a conceptual (not as detailed) level and refine the intended meaning of certain words. The three main topics – Scale of Houses, Housing Choice (formerly Housing Types) and Narrow Lots (formerly Historically Narrow Lots) – remain generally intact. The Concept Report to City Council includes three appendices: a draft economic analysis, an internal conversions report and a report on using of floor area ratios (FAR) for single family zoning. Like with the previous draft recommendations, the project team developed a four-page summary of these recommendations.

**Link to Residential Infill Project Concept Report to City Council and appendices:**

<https://www.portlandoregon.gov/bps/article/594795>

**Appendix A:** <https://www.portlandoregon.gov/bps/article/594796>

**Appendix B:** <https://www.portlandoregon.gov/bps/article/594797>

**Appendix C:** <https://www.portlandoregon.gov/bps/article/594798>

**Link to Summary of the Concept Report to City Council:**

<https://www.portlandoregon.gov/bps/article/594799>

## Key Changes:

- Change to Scale of Houses: In addition to differentiating by lot size, differentiate by zone when calculating the allowable size of house.
- Changes to Housing Choice:
  - Establish a Housing Opportunity Overlay Zone to be applied where additional housing types will be allowed.
  - Revise the study boundary of where to apply the Housing Opportunity Overlay Zone to include more amenity-rich areas and exclude the David Douglas School District.
  - Require design controls for projects with more units than currently allowed by the base zone.
  - Create new incentives to retain existing houses.
- Change to Narrow Lots: Rezone to R2.5 to reflect lot size.

Morgan indicated that the project team's attempts to bring back the recommendations to a conceptual level meant that many of the specific measurements for scale were removed. The exact numbers will be determined later once a refined concept direction is given by City Council.

**Q:** When can SAC questions be asked?

**R:** After the presentation of each project topic.

Morgan highlighted and explained the three proposed concept recommendations and sub-recommendations under the Scale of Houses topic. They include:

1. Limit the size of houses while maintaining flexibility.
2. Lower the house roofline.
3. Improve setbacks to better match adjacent houses.

**Q:** Why move away from precise numbers in some recommendations and not others?

**R:** Recommendations for items like building height and dormers were not fully vetted and the project team determined that they were not confident in proposing specific measurements until more analysis was done.

**C/Q:** Dormers were not part of many discussions. In the proposal, will dormers be allowed or not?

**R:** Under current rules, dormers allow builders to create building heights beyond the maximums that Portland's zoning code intends. Proposed recommendations aim to ensure that dormers are a secondary roof mass that do not make houses appear larger.

**Q:** Would the proposed 0.15 bonus square footage (bonus 0.15 FAR) for detached accessory structures trump current zoning rules?

**R:** The earlier recommended draft proposed an allowance for a bonus 800 square feet for detached accessory structures within *all* single-dwelling zoned lots. The current proposed rule would make the bonus allowance proportional to a lot's size and would not result in any changes to current rules limiting the maximum accessory dwelling unit to a percentage of the primary unit.

**Post meeting clarification:** It should also be noted that larger detached structures could be allowed, but any additional square footage above the .15 FAR would be "borrowing" from the primary structure. For example a 1,000 s.f. detached garage/ADU on a 5,000 s.f. lot equals 0.20 FAR. The 0.15 FAR allowance means that the additional 0.05 FAR would be subtracted from the house, leaving in essence 0.45 FAR for the house itself.

**Q:** What does "Exclude basements and low attics with low ceiling heights from house size limits" [Recommendation 1.b] mean?

**R:** It relates to building mass and whether or not basements or attics contribute to this massing [It is assumed that attics with sufficient headroom for living space do contribute to scale, while basements and/or low attics with low ceiling heights contribute less so].

**Q:** Under this proposal, would tuck-under garages be included in FARs?

**R:** No. They would be counted like basements and not count towards FAR.

**Q:** Will the proposed rules encourage detached garages to take up back yard space or result in more houses built with tuck-under garages?

**R:** Yes. Correct.

**C:** There will be unintended consequences to building up yards with detached garages.

**C:** There are perverse results to this proposed rule.

**R:** That's one opinion.

Morgan then highlighted and explained the three proposed concept recommendations and sub-recommendations under the Housing Choice topic. They include:

4. Allow more housing types in select areas and limit their scale to the size of house allowed.

5. Establish a Housing Opportunity Overlay Zone in select areas.
6. Increase flexibility for cottage cluster developments on large lots citywide.
7. Provide flexibility for retaining existing houses.

The proposed Housing Opportunity Overlay Zone includes the originally proposed Centers and Corridors geography (1/4 mile of designated centers, corridors with frequent transit, high capacity transit (MAX) stations, as well as within Inner Ring neighborhoods around the Central City), but now also:

- Includes medium to high opportunity neighborhoods, as designated in the new Comprehensive Plan.
- Excludes areas within the David Douglas School District until its capacity issues have been addressed.

In addition, the Housing Opportunity Overlay Zone boundary will be further refined to produce a boundary that considers property lines, physical barriers, natural features, topography and other practical considerations.

**Q:** How is the newly proposed Housing Opportunity Overlay Zone reflected in the map [Page 14 of the Council Report to City Council]?

**R:** It is the yellow hatched area. It includes all R2.5, R5 and R7 zones within the proposed Housing Opportunity Overlay Zone.

**Q:** Is the latest proposed geography larger or smaller than what was previously proposed?

**R:** It's slightly more, affecting 1,000 to 2,000 additional lots (netting out David Douglas). One should keep in mind that the area within the David Douglas School District would only be excluded until capacity issues have been addressed and that the proposed boundary will be further refined.

**Q:** Excluding the David Douglas School District, what is the percentage increase in the quantity of lots in the R5 zone between the previously proposed Centers and Corridors geography and the current proposed Housing Opportunity Overlay Zone?

**R:** The project team has not calculated this increase. However, the Housing Opportunity Overlay Zone covers about 64 percent of all of Portland's single-dwelling lots; this takes into consideration the lots proposed to be excluded that are within the David Douglas School District.

**Q:** When will the David Douglas School District capacity issues be addressed?

**R:** This is unknown. Funding must be secured for them to be addressed.

**Q:** What will be the mechanism for ensuring that the proposed Housing Opportunity Overlay Zone will be revised once the David Douglas School District capacity issues are addressed?

**R:** While, resolved capacity issues will result in future tweaks to the proposed Housing Opportunity Overlay Zone, the details for accomplishing this have not yet been determined.

**Q:** Is the David Douglas School District's capacity planning assuming that the district's growth will be per the new 2035 Comprehensive Plan or per the Residential Infill Project direction?

**R:** The growth projections for 2035 households remain the same under either scenario.

**C:** Using a land use plan to address school capacity issues is "cockeyed."

**R:** The project team will follow up with the SAC on this issue.

**R:** The new 2035 Comprehensive Plan uses residential growth capacity and population projections identified in the Buildable Lands Inventory.

**Q:** Does this include the David Douglas School District?

**R:** Yes.

**Q:** Before the City Council hearings, will the project team be making detailed maps for the proposed Housing Opportunity Overlay Zone, similar to what was done for the previously proposed Centers and Corridors geography?

**R:** The project team is still evaluating the benefits of making detailed maps for the proposed Housing Opportunity Overlay Zone. The detailed maps proved to be a distraction from the merits of the overall concept. Plus, the proposed geography has not changed significantly.

**C:** The detailed map in the Council Report to City Council [Page 14] differ from the previously proposed Centers and Corridors maps posted online, potentially creating some confusion.

**R:** Good point. The project team will consider how to minimize this confusion.

**Post Meeting Clarification.** The project team decided that updating the maps was the best way to reduce confusion and avoid incorrect speculation

**Link to conceptual Housing Opportunities Overlay Zone maps:**

<https://www.portlandoregon.gov/bps/71893>

**Q:** Per the Report to City Council recommendations, would new design controls be required for all projects seeking additional units in the proposed Housing Opportunity Overlay Zone [Recommendation 4.c]?

**R:** Yes.

**Q:** Where did this concept come from?

**R:** Concerns about the aesthetic of new developments with multiple units in single-dwelling zones, identified through this summer's public involvement process.

**Q:** Yet, there would be no new design controls for single-dwelling zone houses containing only one unit with or without an internal ADU [current code]?

**R:** Correct. Under the proposed rules, project applicants could meet design controls or opt go through a discretionary process.

**Q:** Where did the geography from previously proposed Centers and Corridors to the now-proposed Housing Opportunity Overlay Zone expand?

**R:** The primary areas now included are in the Eastmoreland and Irvington neighborhoods, as well as some areas in North Portland.

**R:** These were medium and high Housing Opportunity areas identified in the new 2035 Comprehensive Plan.

**Post-Meeting Clarification:** Per the 2035 Comprehensive Plan (June 2016):

*“The Portland Plan’s Healthy Connected City strategy provides policy guidance to expand opportunities for Portlanders to live in complete communities offering a mix of desirable services and opportunities. Housing that is located in a walkable neighborhood near active transportation, employment centers, open spaces, high-quality schools, and various services and amenities enhances the general quality of life for its residents. Neighborhoods in Portland offer varying levels of opportunity (see Figure 5-1 – Housing Opportunity Map), with housing in high-opportunity neighborhoods tending to be expensive compared to more affordable housing in areas that offer fewer opportunities.”*

**Link to the 2035 Comprehensive Plan (June 2016), Chapter 5 Housing** (note Page GP5-14 contains the Housing Opportunity Map (Figure 5-1):

<https://www.portlandoregon.gov/bps/article/579169>

**R:** The proposed Housing Opportunity Overlay Zone includes the previously proposed Centers and Corridors geography (1/4 mile of designated centers, corridors with frequent transit, high capacity transit (MAX) stations, as well as within Inner Ring neighborhoods around the Central City) – which is also consistent with the new 2035 Comprehensive Plan. The intention of the proposed Housing Opportunity Overlay Zone is to not completely change the forecasts of where projected growth will locate. This proposed overlay actually brings together two policy chapters of the new 2035 Comprehensive Plan and fills some major gaps in the previously proposed Centers and Corridors geography.

**Post-Meeting Clarification:** Per the 2035 Comprehensive Plan (June 2016), Policy 5.6:

*“**Middle Housing.** Enable and encourage development of middle housing. This includes multi-unit or clustered residential buildings that provide relatively smaller, less expensive units; more units; and a scale transition between the core of the mixed use center and surrounding single family areas. Where appropriate, apply zoning that would allow this within a quarter mile of designated centers, corridors with frequent service transit, high capacity transit stations, and within the Inner Ring around the Central City.”*

**Link to the 2035 Comprehensive Plan (June 2016), Chapter 5 Housing:** (See above).

Morgan indicated that proposed recommendations for cottage cluster developments were well received during the public involvement process. The proposed differences regarding them in the Concept Report to City Council pertained to adding some additional detail. The proposed maximum total square footage on cottage cluster sites would now be equivalent to the new FAR limits for each zone and be dependent on lot size. Floor areas of individual cottages would now be capped at 1,100 square feet. Density on cottage cluster developments would match those for other zone unit allowances and be dependent on whether inside or outside of the

overlay. If outside, one unit with an ADU would be allowed; if inside, two units with an ADU would be allowed.

**Q:** How was the 1,100 square foot limit for individual cottages determined?

**R:** There is “no real science” associated with this number, yet an upper limit slightly above the ADU allowance was sought to ensure a ‘cottage-like’ size.

**C:** Per the proposed rules, there is not much difference between townhouse clusters and cottage clusters.

**R:** Attaching townhouses result in a greater building bulk not always adaptable to single-dwelling zones. Cottage clusters would have smaller building bulks, making them more appropriate in these zones.

**Q:** On a 10,000 square foot R5 lot, how many dwelling units would now be allowed if within the proposed Housing Opportunity Overlay Zone?

**R:** Six.

**Post-Meeting Clarification:** Under current rules, the maximum allowed would be 2 houses on a single PD site totaling 9,000 square feet OR 2 houses plus 2 ADU’s totaling the 13,500 square feet. With the proposed change, the maximum number of cottages would be six, totaling 5,000 s.f. or roughly 833 s.f. each.

**Q:** Will 5,000 square foot lots, under the proposed rules, able to have cottage clusters?

**R:** Only if two 5,000 square foot lots were consolidated to create a 10,000 square foot site [the proposed minimum lot size for cottage cluster developments].

Morgan indicated that density bonuses for providing affordable or accessible units are still on the table [Recommendation 6.f.]. “Provide added flexibility for retaining existing houses” was also given its own recommendation in the Concept Report to City Council [Recommendation 7] with added parameters.

**C:** The word ‘conversion’ [used in ‘internal conversions’] is confusing.

**R:** It suggests ‘converting’ an existing, single-dwelling house into multiple units.

**C:** Or ‘convert’ to more livable space.

**C:** Internal conversions should be incentivized to ensure safety through seismic upgrade.

**C:** A basement does not need to be replaced to give an older house a seismic upgrade.

**R:** The project team will better clarify this language.

**Q:** Do the proposed recommendations allow additional dwelling units to be built outside of the proposed Housing Opportunity Overlay Zone?

**R:** Only if done through a cottage cluster development. Otherwise, current rules would still apply outside of the proposed Housing Opportunity Overlay Zone.

**Q:** Do the proposed recommendations allow additional dwelling units to be created in an existing house when the house is outside of the proposed Housing Opportunity Overlay Zone?

**R:** No, additional dwelling units will only be allowed within an existing house when it is inside the proposed Housing Opportunity Overlay Zone.

**C:** In Portland, one could make an existing house into an ADU of a new house.

**R:** That is correct, so long as the zone's development standards are met.

Morgan then highlighted and explained the three proposed concept recommendations and sub-recommendations under the Narrow Lots topic. They include:

8. Rezone historically narrow lots to R2.5 in select areas
9. Citywide improvements to the R2.5 zone
10. Revise parking rules for houses on narrow lots

**Q:** What is the issue being addressed by reducing the minimum lot width from 36 feet to 25 feet for land divisions [Recommendation 9.b]?

**R:** In many areas, R2.5 sites are 50 feet wide (before the land division). 36-foot minimum lot widths mean that these sites are either developed as flag lots, or additional narrow lot criteria must be met. Where an existing house is present, flag lots makes sense as a way to retain the existing house; however, for new development, street-oriented lots are seen as a better built form.

**Q:** Does this apply to both R5 and R2.5 narrow lots?

**R:** Only R2.5 narrow lots.

**Q:** Why does it matter if houses on narrow lots are attached or detached when a demolition occurs in the R2.5 zone?

**R:** Attached would be required so that the resulting house form would better match that of standard, single-dwelling houses.

**Q:** Why is this important?

**R:** To achieve a consistent rhythm between houses on a block.

**Q:** Was there actually public feedback on needing to achieve this rhythm?

**R:** The project team heard a lot of public feedback that skinny houses are not desirable housing forms.

**C:** Neighbors would not necessarily prefer attached houses.

**R:** If the City agrees to give up the five-year vacancy rule, it seeks to get back a building form resembling other nearby houses on standard lots.

**Post-Meeting Clarification:** The five-year vacancy provision refers to the current rule that requires that a historically narrow R5-zoned lot that is not 36 feet wide or 3,000 square feet must not have had a house on it for at least 5 years before it can be developed.

**Q:** Do the proposed recommendations maintain the current 35-foot height limit in the R2.5 zone [Recommendation 9.e would allow three-story attached homes and limit detached houses on narrow lots to two stories]?

**R:** The goal of Recommendation 9.e is to allow three-story attached houses in the R2.5 zone. The specific dimension will be developed in the future code-writing process.

**Q:** Do the proposed recommendations modify the setbacks in the R2.5 zone?

**R:** Current side and rear setback rules in the R2.5 zone would still apply, but the front setback would be adjusted per the proposed rules for single-dwelling zones [Recommendation 3 – Improve setbacks to better match adjacent houses].

The Concept Report to City Council also has a section that describes in more detail how the proposed recommendations balance the multiple objectives identified for the project.

**Q:** What are the current and proposed parking requirements for the R2.5 zone?

**R:** One space per dwelling unit beyond the 500-foot frequent transit buffer.

**Post-Meeting Clarification:** Per 33.266.110.D, “Minimum for sites well served by transit. For sites located less than 1500 feet from a transit station or less than 500 feet from a transit street with 20-minute peak hour service, the minimum parking requirement standards of this subsection apply. Applicants meeting these standards must provide a map identifying the site and TriMet schedules for all transit routes within 500 feet of the site.” **Link:** <https://www.portlandoregon.gov/bps/article/53320>

**Q:** Per the proposed rules, would parking be required for units created through internal conversions?

**R:** Yes. In the proposed recommendations, current parking rules would apply for additional units; one per primary dwelling unit and none for any accessory dwelling unit. However, the recommendations (#7b) also indicate pursuing additional flexibility to encourage internal conversions, including parking waivers or reductions.

**Q:** How many units would be allowed in different zones and different lot sizes?

**R:** Outside of the proposed Housing Opportunity Overlay Zone, current unit allowances in single-dwelling zones would remain unchanged, except that ‘primary’ dwelling units in cottage clusters would be allowed one ADU [current rules do not allow for ADUs in single-site Planned Developments]. Inside of the proposed Housing Opportunity Overlay Zone, one additional dwelling unit would be allowed beyond what is allowed under current rules. Duplexes would be allowed on any single-dwelling lot [assuming that minimum lot sizes are met]. Triplexes would be allowed on any corner lot [assuming that minimum lot sizes are met]. Single-dwelling houses would be allowed two ADUs – one internal and one external. All duplexes would be allowed one ADU. Cottage clusters citywide would still need to meet their base zone density [per new rules if inside of the proposed Housing Opportunity Overlay Zone] and would be allowed one ADU for each primary dwelling unit, and also possibly additional units when the units are affordable and accessible [terms that are not yet defined]. Beyond this, and applicable only within the proposed Housing Opportunity Overlay Zone, one additional unit would be allowed when converting an older house into multiple units or retaining an older house as part of new cottage cluster development.

**Q:** Will triplexes in single-dwelling zones be allowed an ADU?

**R:** No.

**Q:** Will duplexes on 5,000 square foot lots in single-dwelling zones be allowed an ADU?

**R:** Yes [only duplexes within the proposed Housing Opportunity Overlay Zone would be allowed one ADU].

**C:** This essentially rezones all of the R5 zone to R2.5.

**R:** This is only one part of the Concept Report to City Council, which recommends decreasing limits to the scale of houses while liberalizing the number of units allowed within the maximum building footprint.

**Q:** How will the proposed multi-dwelling allowances impact Portland's home ownership patterns?

**R:** The proposed rules do not address home ownership patterns.

**R:** Zoning defines much more than just ownership patterns. It also prescribes use, density, form and bulk.

**Q:** Given the proposed rules, wouldn't condominiums now be allowed in single-dwelling zones?

**R:** There are already exceptions that allow condominiums in Portland's single-dwelling zones.

**Q/C:** As a result of the proposed rules, would more units be allowed in the R5 zone than in the R2.5 zone? This is one potentially unintended consequence.

**C:** This statement just points out the dysfunctionality of the current rules for R2.5 zones.

**C:** The R5 zone means one house per 5,000 square feet.

**C:** In the interest of having enough time to discuss the Economics Analysis of Proposed Changes to the Single Dwelling Zone Development Standard [Appendix A, Concept Report to City Council], the SAC should move on from the current discussion.

## ECONOMIC ANALYSIS OF PROPOSED CHANGES

Senior Economic Planner Tyler Bump (BPS) summarized the initial findings of the Economics Analysis of Proposed Changes to the Single Dwelling Zone Development Standard [Appendix A, Concept Report to City Council] created by Johnson Economics.

**Link to Economics Analysis of Proposed Changes to the Single Dwelling Zone Development Standard (Appendix A, Concept Report to City Council):**

<https://www.portlandoregon.gov/bps/article/594796>

**Key Take Aways:**

- Modeling the decrease in overall square footage allowance (4,500 to 2,500 for new residential construction on a 5,000 square foot lot in the R5 zone) resulted in a decrease in projected building.
- The proposed rule changes are feasible but will result in a smaller yield of new construction due to lower residual land values.
- Duplexes perform better than triplexes; they'll result in low yield but are possible.
- Triplexes will be constrained by proposed FAR allowances.
  1. 0.4 FAR will yield limited new triplexes.
  2. 0.5 FAR will yield some triplex construction, but units will be difficult to bring to market at the price point necessary to drive new construction.
  3. 0.7 FAR performs best for triplexes, where residual values support a broader likelihood of this housing type.
  4. Overall, the higher the square footage allowed, the higher the yield.
- Changes to Portland's single-dwelling zones are occurring due to market conditions and many other variables. Proposed rule changes could result in less overall construction activity in higher-value R5 and R7 zones.
- Based on the proposed rules, redevelopment of existing houses is likely to decrease in response to reductions in square footage allowances.
- Increased unit allowances for duplexes in the proposed rules could increase unit production.
- Duplex allowances will increase building costs unless per-unit system development charges (SDCs) are reduced.

**Q:** Will decreasing FARs make existing houses less attractive for demolition because the return of investment would be less?

**R:** Correct.

**C:** Demolitions will likely keep occurring even if the proposed rules are implemented.

**R:** Correct. There will only be a reduction in overall construction activity in single-dwelling zoned areas.

**Q/C:** What is the basis for the economic analysis? Doesn't it only reflect current market conditions? In the long-term, the proposed rules could result in a lot of demolitions.

**R:** The proposed rules could increase the price point for building smaller single-dwelling structures.

**C:** This statement seems like only a guess.

**R:** The economic analysis is actually pretty clear.

**C:** It seems like this is not a very thorough economic analysis.

**R:** Johnson Economics ran a model based on sound data. Its methods are well-documented in the Economics Analysis of Proposed Changes to the Single Dwelling Zone Development Standard report.

**R:** The project team does not want to overstate the results of this report. There is a marginal decrease in projected construction activity but the likelihood of one-to-one demolitions of single-family residences is less. Where demolitions do occur, it will be more likely that multiple smaller units will replace the single house, which helps achieve Portland's broader housing goals.

**Q:** Does the economic analysis report specifically breakdown projected demolitions and construction inside and outside of the Housing Opportunity Overlay Zone?

**R:** The results break down projected demolitions and construction based on 0.5 and 0.7 FAR. It does not take into account housing preferences.

**R:** A 6,000-unit reduction is probably too precise of an analysis. Not every unit that could redevelop will redevelop.

**R:** A lot of people are willing and able to pay \$400,000 for a house much more than \$800,000.

**R:** The current market for skinny houses is pretty strong.

**C/Q:** Under the proposed rules, duplexes on interior [non-corner] R5 lots would be allowed subject to FAR limits. Would these limits also apply to triplexes that, under proposed rules, would be allowed on corners?

**R:** Yes. Correct.

**R:** Johnson Economics did some scenarios with larger FARs.

**Q:** Did the economic analysis assume just one acquisition cost or multiple ones?

**R:** Acquisition costs vary greatly by region, neighborhood, and even block.

**Q:** What triggers rehabilitation versus new construction?

**R:** The thresholds on yields are the biggest determinant.

**Q:** This would have a negative impact on meeting the City's infill goals.

**R:** The economic analysis identifies a maximum FAR, not maximum goals.

**C:** The proposed FARs are too low. There needs to be FARs that incentivize the creation of more units.

**R:** Land values will eventually adjust over the next 25 years and "normalize out to a sweet spot" so that no development incentives are needed to create more units.

**C:** This project brings one additional project type towards affordability but leaves out other opportunities for bringing affordable units to market.

**R:** If affordable suggests a \$150,000 price point, nobody could build this.

**C:** It could be done.

**Q:** Does the economic analysis suggest fewer total units or fewer new units?

**R:** This is uncertain but the project team will confirm with the economic consultant.

**C:** That was a good question.

**C:** Per this analysis, more units are actually being added.

**R:** The project team will pull these numbers apart more.

## **PUBLIC COMMENTS**

Facilitator Anne Pressentin (Envirolssues) indicated that while time was reserved for public comment nobody had signed up to do so.

## INTERNAL CONVERSION REPORT

Historic Resources Planner Brandon Spencer-Hartle (BPS) summarized the findings of the Internal Conversion Report [Appendix B, Concept Report to City Council] created by DECA Architecture, Inc.

**Link to Internal Conversion Report (Appendix B, Concept Report to City Council):**

<https://www.portlandoregon.gov/bps/article/594797>

### Key Take Aways:

- Four typical Portland house prototypes were reviewed in determining their applicability for conversion through identification of opportunities and constraints while assuming that conversion options kept within exterior building walls.
- Any internal conversion to over two units would need to meet commercial building code, primarily to better protect against fire, sound and seismic issues, which could increase cost and permitting complexity and result in other changes that could impact the character of the existing house.
- The recommendations include the City pursuing limited changes to the State building code.
- Locally, the Bureau of Development Services (BDS) could help identify best practice ideas to work with applicants towards effective solutions.
- Complementary tools could include financial and non-regulatory incentives.
- Internal conversions could likely not accommodate additional on-site parking for the new units created and may demand a future revisiting of parking requirements in single-dwelling residential zones.

**Q:** What specific building code rules would the City ask the State to change?

**R:** Raise the threshold for commercial building code to allow three, four or five residential units in one house. Unfortunately, the State of Oregon just closed the request period for building code changes in the next legislative session.

**Q:** Could the City of Portland relax its code around seismic requirements?

**R:** Perhaps. It would depend on the building type.

**C:** Currently, it's nearly impossible to make remodels of old houses competitive, from an economic feasibility standpoint, with new construction. Under the proposed rules and currently available incentives, developers would not be looking for old houses if wanting to create four- or five-plexes.

**R:** Tandem house allowances [two duplexes on one lot] may be one solution to creating four or more units on one lot.

**Q:** Would/do all existing houses with over two units require sprinklers?

**R:** Not all. The code is not that straightforward.

**C:** A lot of the challenge for creating internal conversions has to do with the current culture within the building department [BDS]. It used to be easier to get adjustments. There is opportunity to push back in this area.

## **NEXT STEPS**

Supervising Planner Sandra Wood (BPS) indicated that the project team will be briefing City Council at 9:30am on November 1<sup>st</sup> (no testimony will be accepted) to acquaint commissioners with the Residential Infill Project. Public testimony on this project will be heard at City Council hearings on November 9<sup>th</sup> and 16<sup>th</sup> at 2:00pm. The hearings, at City Council's discretion, may result in work sessions and/or amendments. The expected result is a resolution that accepts the Concept Report "in concept." Following adoption would be four to six months of code writing [and mapping], during which time updates will be given to the SAC and via the project website.

Chief Planner Joe Zehnder (BPS) added that the Residential Infill Project is unique in that only a concept will be approved through resolution [code is projected to be adopted later through ordinance]. The concept direction will be general, such as limiting the size of houses and allowing more flexibility in the number of units that could be created within a new building envelope. It is important to get City Council buy-in on this generality.

**Q:** What exactly will project staff be presenting to City Council?

**R:** The staff report [the Concept Report to City Council].

**R:** There will be a lot of specifics for City Council to work out.

**C:** The SAC should advocate that City Council define both project concepts and exact [and desired] numbers.

**R:** The numbers identified in the Concept Report to City Council are "ballpark" but are not expected to change much.

**Q:** Is regulating FAR by lot size one of the "big ideas" that City Council will be weighing in on?

**R:** That's a big concept where feedback is needed.

**C:** Please let the SAC know in advance what "big ideas" will be proposed by the project team to City Council.

**R:** The SAC is the most knowledgeable audience and could really help the project team “nail the story.” The project team will try and provide the SAC its presentation materials in advance of the City Council briefing.

**R:** The project team will be seeking City Council buy-in on whether limiting “the size of the box” but allowing more units within it is a preferred direction. The team will be highlighting that this concept was generally supported by the SAC and that increasing the size of the box as the number of units increased was not something that the SAC was comfortable with.

**Q:** Will City Council feedback result in a revised version of the Concept Report to City Council?

**R:** Yes. There will likely be a future “as revised by [City] Council” version.

**Q/C:** How will historic districts be impacted by the Residential Infill Project? The Laurelhurst Neighborhood Association is mostly concerned about tear-downs and has made many disparaging comments about the SAC. There is a lot of misinformation about the project and neighborhood associations see creation of a historic district – not the Residential Infill Project – as the only way to stop demolitions.

**R:** The proposed rules will not result in different standards for historic districts. However, additional development rules currently and will continue to apply in these areas

Project Manager Morgan Tracy (BPS) suggested that the SAC take a break for cupcakes before final reflections.

## **FINAL REFLECTIONS**

Facilitator Anne Pressentin (Envirolssues) indicated that there was limited time for a round robin but hoped that SAC members would be okay with going a bit over the time allotted for final reflections.

She reminded the SAC about an exercise in SAC Meeting #1 (September 16, 2016) where members looked into the future (2025 - when the Residential Infill Project will be long-approved) and identified how success would be defined. She asked the SAC to share the one proposed recommendation that bring members closer to their view of project success.

**Sarah Cantine:** Recommendation #7 [Provide flexibility for retaining existing houses].

**Teresa St. Martin:** Recommendation #1 [Limit the size of houses while maintaining flexibility].

**Eric Thompson:** Increasing housing types in a larger box.

**Danell Norby:** Increasing housing types.

**Rick Michaelson:** Scale and height.

**Michael Molinaro:** Scale and height.

**Emily Kemper:** Increasing housing types.

**Garlynn Woodsong:** Diversity of housing types.

**Eli Spevac:** Increasing housing choices and walkable neighborhoods.

**Alan DeLaTrotre, Ph.D.:** The proposed rules do nothing to impact accessible housing.

**Maggie McGann:** Disappointed that there are no bonuses and devastated that there is nothing specific for affordable housing.

**Mary Kyle McCurdy:** Increasing housing types in more areas. Also agree with the words of Alan and Maggie.

**Doug MacLeod:** More housing types and more salient ways to develop.

**David Sweet:** More housing choice; “happy to see the holes now filled in.”

**Vic Remmers:** Thanks to everyone; learned a lot through this project. Map is “generous;” excited for opportunities. The project is missing some things, but it’s a good code.

**John Hasenberg:** More housing types. “Rubber hits the road” with code. Fears for a very overly-complicated code; the code should be simple. Create a vehicle for a “living code.”

**Marshall Johnson:** Learned a lot. Scale of Houses rules address most concerns. Supports housing diversity. People get this [the proposed rules and their intent] despite a lot of misinformation.

**Linda Bauer:** Scale; glad to see a decrease. Seeks analysis in whether these [proposed] rules will result in truly affordable housing. Hopes analysis is done.

**Garlynn Woodsong:** Added that he wishes that four-plexes could be developed in single-dwelling zones. Until four [units are allowed], one cannot provide affordability. Acquisition costs are ever-increasing. Sad that no form-based code or ability to get four units is proposed “as a baseline.”

Chief Planner Joe Zehnder (BPS) reiterated how appreciative he was for the SAC's efforts. Project Manager Morgan Tracy (BPS) highlighted (via cupcake medallion) that the SAC spent 1,091 hours communicating.

THANK YOU, SAC MEMBERS!

## WRITTEN PUBLIC COMMENTS

None provided.

## END OF SUMMARY MINUTES

