



Growing Better



City of Portland
Bureau of Planning
June 1993

A Report to
the Planning Commission on
Phase I of the Livable City Project

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Jim Claypool, City Planner
Steve Gerber, Senior Planner
Cary Pinard, AICP, Senior Planner
Alf Siddall, Senior Planner
John Southgate, City Planner

Technical Support
Marge Hamlin, Word Processing Operator
Geoff Sauncy, Graphic Illustrator

Additional Support
Salauddin Ahmed, Illustrator, Office of Transportation
Kathleen Maloney, Regional Rail Program, Office of Transportation
Wendy Smith Novick, Regional Rail Program, Office of Transportation
Richard A. Potestio, AIA, Illustrator
Mary Volm, Communications Director, Office of Transportation

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the Planning Commission on
Phase I of the Livable City Project**



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For additional copies of this report, contact the Livable City Project staff at:
Portland Planning Bureau
120 S.W. Fifth Avenue, Room 1002
Portland, Oregon 97204-1966
(503) 823-7700

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List of Appendices

Note about Appendices:

The appendices are bound separately from this report. Copies are available from the Livable City Project in the Bureau of Planning. A few appendices are in draft form or will not be available until late June, 1993. This is noted below when applicable.

List of Appendices

- A. Central City Housing Report (draft)
- B. Neighbors West/Northwest Designed Infill Plan (available June 15)
- C. Southeast Uplift Main Streets Plan (available June 30)
- D. Central Northeast Neighbors Hollywood Transit Station Plan (available June 15)
- E. Designing Our Future: A Charrette at the Regional Rail Summit
- F. The Citizens Speak: Public Response to the Growth Concepts at the Second Annual Regional Rail Summit
- G. Picture This... The Results of a Visual Preference Survey™ (available late June 1993)
- H. Shape Your Future: Third Annual Regional Rail Summit Summary
- I. Portland Land Use and Planning Class, Winter, 1993, Course Evaluation
- J. Growth Concepts Booklet
- K. Infill Development: Market Trends and Prototypes
- L. Transportation Planning Rule: Planning Commission Discussion Draft
- M. Proposed Work Program for Phase II of the Livable City Project

Forward Thinking

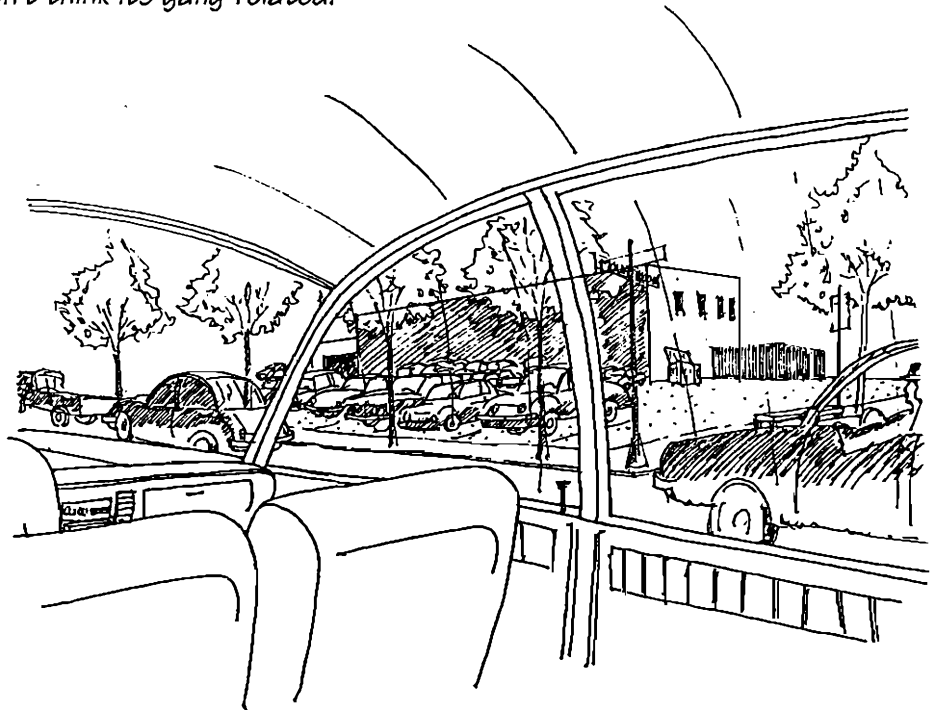
Life In the Big City

It's Tuesday, 8:02 am and you're on your way to work.

Rushed as usual, you head out the front door, set your coffee down and move the bike from the driveway (you've told them time and time again) and get into your car. Pulling out to your street, you tell yourself you've got to mow the lawn, if it'll ever dry out enough. You see traffic is moving slow on the main street so you cut down a side street to save some time. You work your way into the flow and head for the on-ramp. You pass by a strip mall which reminds you you've got to get to the mall this weekend to pick up a birthday present for your sister-in-law.

You make it to the freeway and fall in line to wait for your green light. You're finally catapulted in to a sea of bumpers and exhaust. As you inch forward, you have time to reflect on the other errands you have to do this weekend like pick up the cleaning, run out to the food warehouse to get the large size of laundry detergent, drive your child to a baseball game and you notice the windshield wipers squeak on the intermittent setting, (of course it's drizzling) so you'll go by that new auto store to pick up new blades.

The coffee's gone; one cup is not enough for the drive so maybe you should pick up one of those coffee pots for the car as well. The woman in the car next to you is putting on mascara. There's new graffiti on the wall at the freeway exit. The words don't make sense, but you don't think its gang-related.



Foreward Thinking

You circle your regular parking lot like those buzzards from an old western, hoping for a place close to the elevator so you don't have to walk as far. It's only 8:26 am — you've made good time this morning.

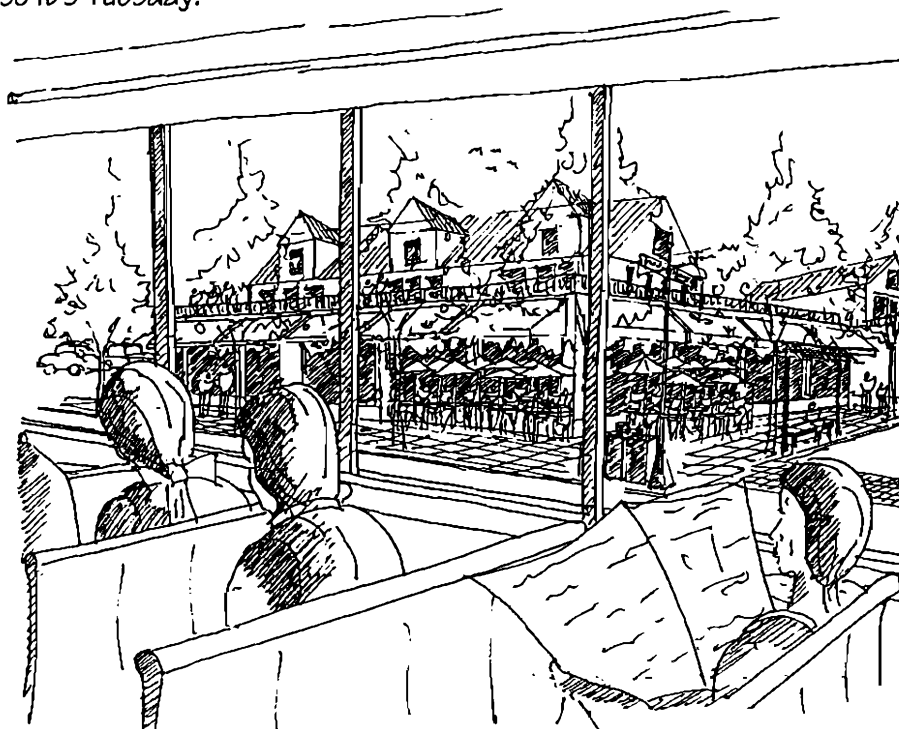
Tuesday, 4:52 pm and you're thinking about what to fix for dinner. You forgot to pull something out of the freezer so you'll have to stop at the store on the way home. You repeat the drive in reverse, except tonight there's a long line to get out of the parking garage. At least it's stopped raining. After another ride in the "bumper" cars, you finally get off the freeway and circle the grocery store lot for any open space. With the lot full, you realize there'll be a long line at the check out stand. Maybe the family will agree to go out for dinner, but you remember you have to get your daughter back to school for play practice tonight. Only a year and she'll get her driver's license and then she can drive herself.

You arrive home at 6:09 pm. You realize you have only 40 minutes to fix and eat dinner before you head out again. You decide to leave the dishes until later.

That's life. But for a moment, experience imaginatively a different lifestyle.

You still live in a single family neighborhood but your house is on a slightly smaller lot. A hedge of roses separates you from your neighbor. They just completed a remodel project where they added a granny flat. Maybe you could do that and move your teenager out there.

It's Tuesday, 8:02 am and you're on your way to work. Picture yourself walking out your front door towards the main street. The irises planted in the patch between the street and the sidewalk are in full bloom. On the corner, you notice the people who live directly above your dry cleaners have planted wisteria that hangs over their balcony. You drop the shirts off, because it's Tuesday.



Foreward Thinking

Within a minute, you're back out on the street greeted by the smell of the gourmet coffee . Coffee of the Day to go in hand, you hit the street just in time to see the bus pull away. No matter, the next one will be along in eight minutes. You sit down outside under the awning because it's drizzling (once again - it's Portland) and digest the front page of the paper before the bus comes. You get through the sports section on your way to work and are dropped off about a half a block away.

Tuesday, 4:52 pm and your stomach is growling. You catch the 5:03 bus and in fifteen minutes you're back in your neighborhood. You get off a stop early so you can stop by the corner market to pick up the milk and maybe that new flavor of Ben and Jerry's. It's not raining and you'd like to get out in the yard tonight and your daughter has play practice so you decide to pick up some fresh pasta and bread at Joe's deli. Joe's always got the latest news but he's not there tonight. You find out from Linda behind the meat counter that Joe's daughter has made him a new grandpa. In the shop next door, you see John Grisham has a new book out but you decide to wait for the paperback. You pass by the day care where one toddler has her nose right up against the glass. The shirts are ready, and as you turn on to your street, you hear a heated game of hoop in the neighbor's driveway.

It's 5:47 pm and if you hurry and get dinner ready, your daughter can do the dishes before she catches the bus for play practice.

There really isn't that much difference between the two scenarios. The amount of travel time is about the same, the cost associated with daily living remain constant. The basic difference is whether we focus our living place around us or our machines.

"If we learn the art of yielding what must be yielded to the changing present, we can save the best of the past."

- Dean Acheson, 1937

The Times, They are a' Changing.

Prior to 1940, most of the City of Portland was focused around transit. Trolley cars connected neighborhoods and the emerging downtown. Needs for daily living were met within the community, through the corner grocery store or shoe repair. People knew their neighbors.

By the 1950's, the automobile was commonplace and our growth reflected it. Residential housing spread out, farm to market roads grew into our main arterials and nothing was built without a parking space.

As a result of this type of growth, a group of forward thinkers in the 1970's created the Urban Growth Boundary. The state began requiring that urban areas establish growth boundaries to prevent productive farm and forest land from being consumed by what then Governor McCall called the "ravenous rampage of suburbia." Growth was encouraged inside the 362 square miles surrounding Portland.

Even with its good intent, the UGB has not changed growth patterns in the Portland region. Jobs, housing and shopping have moved farther and farther apart from each other, making it difficult, if not impossible at times, to get from one place to another without a car. It is easy to understand why, with only four percent population growth over the last ten years—auto use is up 43 percent according to the US Census Bureau.

Our auto-dominant society strongly influences the design and character of our community: more roads connecting separate pockets of development and parking spaces for cars at each destination. Sidewalks are not constructed as much for comfortable walking as they are for street erosion control. And bicyclists will tell you motorists aren't very good about sharing the road. As we've spread out, we make it difficult and costly to serve the region with mass transit.

At the heart of it all, we have to get around. Yet, the idea of spending a lot of time stuck behind the wheel in traffic is one of the top issues on people's minds. In a recent values and beliefs survey, residents of the Portland metro region ranked traffic congestion as one of their greatest fears. It's apparent mobility has always and will continue to play a primary role in our land use and development decisions.

The Growth Challenge

Density or sprawl? To most Portland area residents, neither alternative sounds attractive. Yet, the region is facing one of its most challenging times as it experiences growing pains. As planners and public service providers prepare for the influx of new residents, an estimated 500,00 over the next twenty years, citizens are faced with tough environmental and quality of life choices directly related to density versus sprawl.

Cities respond much like living organisms. If growth only occurs in suburbs, as has happened in many North American metropolitan centers, the city declines. If unplanned growth occurs within the city, it can cause severe mobility problems as we are seeing in places like Seattle. On the other hand, planned growth can provide revitalization opportunities that enhance the city's livability. In either case, growth or no-growth, the city keeps changing.

Most of us live in Portland by choice. As more people elsewhere find their own city becoming uninhabitable, Portland still offers a desirable setting to work, play and raise a family. The natural beauty, the home-town feel, the comfortable social pace, easy access to recreation and work and affordable housing will continue to attract new residents who are in search of the good life.

As the region gradually grows over the next couple of decades, we are facing another choice. Do we grow up or do we grow out? Recognizing a decision needs to be made will allow us to make the choice rather than the choice being made for us. And, not to decide is to decide. The lack of a decision will continue existing development patterns.

The Crossroads

Like it or not, the region's urban form will be going through dramatic changes. Portland can consciously plan and direct future urban form within the city. Oregonians are at a crossroads. Several laws and mandates restricting auto use, protecting the airshed and reducing impervious surfaces are looming on the horizon demanding implementation in the next few years. Failure to respond will seriously hamper our economic growth and viability, limit our federal resources and clearly compromise our quality of life. Portland will no longer be an attractive place to live for new residents, but most importantly, for ourselves.

"Let's make no mistake about this: the American dream starts with the neighborhoods. If we wish to rebuild our cities, we must first rebuild our neighborhoods. And, to do that, we must understand that the quality of life is more important than the standard of living. To sit on the front steps — whether it's a veranda in a small town or a concrete stoop in a big city — and talk to our neighbors is infinitely more important than to huddle on the living room lounge and watch a make-believe world in not-quite living color."

- Harvey Milk 1977

"If we are willing to face it, all of the ugly signs are there to see. It seems that we have lost hold of our communities. It seems as though our country is pulling apart into separate peoples who do not know one another."

- Edward M. Kennedy
1972

*"Forget the damned
motor car
and build the cities for
lovers and friends"*

*- Lewis Mumford
My Work and Days
1979*

Many things influence the community, not the least of which is land use and design. It is the character that people are looking for, that provides that sense of community. Design and public infrastructure creates or eliminates the opportunity to commune with each other and to move in ways that do not keep us isolated from each other and the necessities of life.

Our next choice will determine whether we push out the boundaries of the UGB to accommodate the projected growth or use/reuse differently the land we have set aside for urban development. As these decisions are being made on a regional level, Portland can and is preparing to preserve its livability, mobility and vitality through a new effort, the Livable City Project

Livable City

Over the last twenty years, most of the growth within the city of Portland has been as a result of annexation. In fact, there was a decline in population as the suburbs attracted both existing residents and new development. The tri-county area grew by 33 percent but the City's urban services area decreased by 3.4 percent. During the same time, housing units grew by 55 percent indicating a drop in the average household size. An even more foreboding statistic is the number of passenger automobiles increased by 76 percent.

To prevent the continuation of these trends and urban sprawl, the City of Portland is developing a strategy to attract a portion of the expected growth to locate within the city. By slightly increasing the density within existing neighborhoods and, at the same time, provide alternatives to auto use, these trends can be reversed.

In tandem with the regional decisions being made about growth patterns, transit development and land use, the City of Portland is advancing the Livable City Project. After public participation and discussion, four growth principles have emerged as viable ways to revitalize and intensify Portland's neighborhoods while still maintaining, even enhancing, livability.

Central City

The Central City contains the largest concentration of jobs in the entire state. It's only logical to provide housing and supportive services near those jobs. As in many other

cities, people are rediscovering the advantages of living in or close to the downtown area. Efforts are being made by the City through several different strategies to preserve existing housing as well as encourage new housing construction in the Central City. Proposals for the River District, North Macadam and Lloyd District properties could add 12,500 new housing units in just those three areas. These along with other initiatives must ensure the living environment is safe and attractive and supports daily living requirements.

Transit Stations

Encouraging higher density transit-oriented land uses around existing and future light rail stations has great public benefit. In addition to assuring greater transit use, which will replay public investment in the transit system, centralizing housing, jobs and services around transit stations minimizes the impact on adjacent neighborhoods. Development that provides transportation options with new pedestrian walkways, bicycle convenience and easy access to transit will reduce auto traffic and provide a focal point for the community.

Main Streets

Major transportation corridors have similar potential to transit stations. Mixed-use development encourages higher bus ridership resulting in more frequent transit service. This principle emphasizes continuous stretches of medium rise, human scale buildings providing housing with commercial development oriented toward the street. Development would mirror the character of adjacent single-family neighborhoods. Depending on the scale of the project, Main Street development may combine a number of strategies to create the community including street furniture, art, pocket parks, landscaping, shared parking lots, street trees, awnings, curb extensions and public telephones. A strong emphasis on pedestrian movement will enhance transit use along these main streets.

Neighborhood Infill

Abandoned buildings, vacant lots, unused garages all provide opportunities to turn what can be an eyesore for a neighborhood into an opportunity for the community. Carefully designed infill can be used to improve vitality in

"True belonging is born of relationships not only to one another but to a place of shared responsibility and benefits. We love not so much what we have acquired as what we have made and whom we have made it with."

*- Robert Finch
"Scratching"
Primal Place
1983*

commercial areas, residential neighborhoods and industrial areas.

These growth principles grew out of six growth concepts that launched the Livable City Project. Over the last eighteen months, much research and community involvement have refined the growth ideas into the principles mentioned above.

The Citizens Speak

"It's Your Community. It's Your Choice." Citizens played an instrumental role in defining how Portland will grow through many innovative outreach efforts. Citizen participation in dealing with growth management exceeded project goals and surprised and delighted those working on the project.

Portland residents were first introduced to the Livable City Project at the Second Annual Regional Rail Summit in February, 1992. Attendees heard how light rail is a planning tool for land use development. The growth concepts were transformed by citizen participants into architectural charrettes, maps identifying opportunity sites for increased density and pages of analysis on how these concepts could be implemented. A citizen group was developed to compile the data.

Citizens continued to participate throughout the following year through classes at Portland State University; organizing neighborhood walks to continue the discussion of the growth concepts by applying them in a visual way in their own community; presentations to various organizations and associations; a newsletter to interested citizens; and displays at conferences and public events.

The primary public outreach was the Visual Preference Survey™ that was presented at 34 locations throughout the Portland metropolitan area during January and February 1993. Over 3,000 adults and 1,500 students participated, 59 percent were residents of the City of Portland. The Visual Preference Survey™, a planning tool development by A. Nelessen Associates, provided valuable information regarding the acceptable forms of development. Participants viewed 240 slides of development in three categories (transit stations, main streets and residential neighborhoods) and were asked to give their "gut reaction" to the image.

The results were presented in March 1993, at the Third

Annual Regional Rail Summit. Surprisingly, there was remarkable consensus throughout the region. The results showed a strong preference for pedestrian-oriented mixed-use at transit stations and along main streets. In residential neighborhoods, there was a strong preference for narrow streets with small bungalows and pedestrian-oriented neighborhood commercial development.

In conjunction with the implementation of the Visual Preference Survey™, Partners for a Livable Community, a government-based outreach group interested in transportation, air quality and land-use issues, launched a public awareness campaign designed to generate interest in and awareness of growth management issues. The campaign encouraged interested citizens to get involved. The campaign generated over 4,000 phone calls and a high level of participation in the Visual Preference Survey™.

Citizen involvement is and will remain an essential element in the success of the Livable City project throughout implementation.

The Next Seven Generations

There is a belief among Native Americans that what we do on this earth must be not for ourselves but for the next seven generations to follow us. That is our responsibility.

It is the livability we enjoy that must be passed on to future generations. Our children and their children will want to walk through Forest Park, live in a safe and friendly neighborhood, spend quality time with their family instead of behind the wheel, work in the city they grew up in and where their friends and family live, breathe clean air, and enjoy the green natural environment that defines Portland.

Each and every one of us holds a piece of this responsibility. The Livable City Project is only a tool to guide our actions. It is a tool that will remind us that we each make choices on how we want to live and grow. It will provide guidance as we make transportation choices and investments. It's success is directly dependent on our individual commitment to a livable city.

"I look forward to an America which will not be afraid of grace and beauty, which will protect the beauty of our natural environment, which will preserve the great old American houses and squares and parks of our national past and which will build handsome and balanced cities for our future."

*- John F. Kennedy,
1963*



Introduction

The Livable City Project began in the fall of 1991 in response to the growth management goal of *Portland Future Focus*, Portland's Strategic Plan, adopted by the City in August of 1991. The growth management goal states:

"Manage regional growth to provide effective public services at the lowest responsible cost, to improve environmental quality, and to enhance the quality of life."

"Discount air fares, a car in every parking space and the interstate highway system have made every place accessible...and every place alike."

*- Ronald Steele
Life in the Last Fifty Years
1983*

The Livable City Project addresses many of the objectives of the *Portland Future Focus* goal. The mission statement for the Project is, "To preserve Portland's livability while accommodating the City's share of the expected growth in the region."

Growth

According to Metro projections, the Portland metropolitan region will grow by a half million people over the next 20 years. A continuation of the present development trends in the region will result in loss of more farmland, natural areas and other open space, increased traffic and congestion, additional air and water pollution, and an overall decrease in the quality of life. It was concern over issues such as these that caused the community leaders who participated in *Portland Future Focus* to recommend that the City of Portland attempt to accommodate a larger share of the projected growth in the region than will likely result from a continuation of present trends. If the city is to accommodate additional growth while

maintaining, or even improving Portland's livability, new approaches and new options will have to be found for future development in the city.

The recent *Oregon Values and Beliefs Survey* conducted by the Oregon Business Council found that many of the greatest fears of Oregonians are growth related. But, while people fear growth, they also believe that it is inevitable. The Livable City Project was created to explore the options of how growth might best be accommodated.

Region 2040

While the Livable City Project is exploring future growth options in the city, Metro is concurrently considering future region-wide growth options under the Region 2040 planning process. The City of Portland and other local jurisdictions are partners in this process. At this time, Region 2040 has identified three alternative development concepts for further evaluation. These concepts are:

...extending the UGB

A. Accommodating future growth primarily by expanding the Urban Growth Boundary. Under this alternative, most future growth would take place on the fringes of the presently urbanized area, and in areas which currently are rural.

...infill and redevelopment within the UGB

B. Accommodating future growth by infill and redevelopment of the area currently within the Urban Growth Boundary. Under this growth concept, there would be no expansion of the Urban Growth Boundary and new development would be encouraged to locate in higher density corridors and locations well-served by public transit.

...some expansion of the UGB, some infill and the creation or expansion of self-contained communities outside the UGB

C. The third development concept would accommodate additional growth by a combination of factors, including some expansion of the Urban Growth Boundary, some infill and the creation or expansion of self-contained communities beyond the boundary.

Which of these region-wide growth options is eventually selected as the preferred option has major impli-

cations for the City of Portland. The option selected will determine the future location of the regional Urban Growth Boundary and future regional transportation facilities. This, in turn, will influence numerous public and private investment decisions.

Consequences of Continued Sprawl

The Livable City Project and Metro's Region 2040 plan are intended to address many of the problems created by the auto-dominant, spread-out type of development patterns the country has experienced since the end of World War II. The environmental impacts produced by this sprawling development pattern, and the public costs involved, require us to consider viable alternatives.

A continuation of present trends means more and more roads and asphalt, more air and water pollution and less farmland, green spaces and natural areas. These trends threaten some of the things the region's citizens value most highly, such as the livability of the region, its overall scenic beauty, and ease of access to natural areas.

Growth, if poorly managed, can affect the public's sense of community, and has other consequences for the individual. For example, increased traffic congestion does not just add to air pollution, it also takes up increasing amounts of time, leaving less time for individual pursuits. As days become more stressed, with jobs, home, school, services, and recreation becoming more spread out and disconnected, people lose touch with their neighbors. A sense of community and belonging is diminished. Safety concerns grow as people lose their feeling of connectedness and stewardship.

Growing Up, Growing Better

The Livable City Project is exploring ways to counter these trends by using growth as a beneficial tool. Growth can lead to more committed neighbors, more jobs, more services, a richer cultural life, and a vital community, if it is properly integrated into the existing community.

We have one of the best examples of that fact anywhere in the world, right in Portland's downtown.

A continuation of present trends means more and more roads and asphalt, more air and water pollution and less farmland, green spaces and natural areas.

Twenty-five years ago the city's bus company was going bankrupt. Buildings were being torn down left and right for parking lots. The air was choked with illegal levels of carbon monoxide 120 days a year. Business were fleeing the downtown. At the end of each workday, downtown was a dirty, deserted, and dangerous place.

Today, through careful planning, and public and private investment, we've added 30,000 jobs and thousands of housing units to downtown, cleaned up the air, and created one of the most exciting and livable city centers in America. Downtown—and Portland's Downtown Plan—are proof that growth can be more than a "necessary evil" to be grudgingly accommodated. Well-planned growth can make up the building blocks of a stronger, healthier and more livable community.

Related Programs and Projects

There are many existing public and private programs which deal with one or more growth-related issues. The Livable City Project attempts to complement rather than duplicate these other programs and projects. One such program, the work required by the State Transportation Rule, is so closely related to the objectives of the Livable City Project that it has been fully integrated into the overall project.

The project also seeks to define alternative options for growth that will help implement the federal and state Clean Air Acts, and the Oregon Department of Energy's Emission Reduction Program. Other related programs include the Oregon benchmarks (set measures for various quality of life indicators, adopted by the state), and Tri-Met's Strategic Plan.

At the City level, the Livable City Project coordinates with related City programs such as Community Policing, transportation programs (including Regional Rail and Reclaiming Our Streets), and parks and fire programs. *Portland Future Focus* provides a unifying framework for these projects. The Livable City Project is also coordinated with related City-sponsored environmental programs, such as the NPDES (National Pollution Discharge Elimination System) storm water compliance program, and the federally-mandated Combined Sewer Overflow (CSO) project.

The Report

This report to the Planning Commission documents public outreach undertaken and information gathered in the first phase of the Livable City Project. It also makes recommendations for the work program in Phase II.

A detailed analysis of present trends and their implications are contained in the first two chapters of this report.

Phase I of the project began with the creation of a set of possible growth concepts as a basis for beginning discussions and research on the best options for accommodating growth while maintaining or even enhancing livability in Portland's neighborhoods. These original growth concepts are explained in the third chapter, Original Growth Concepts.

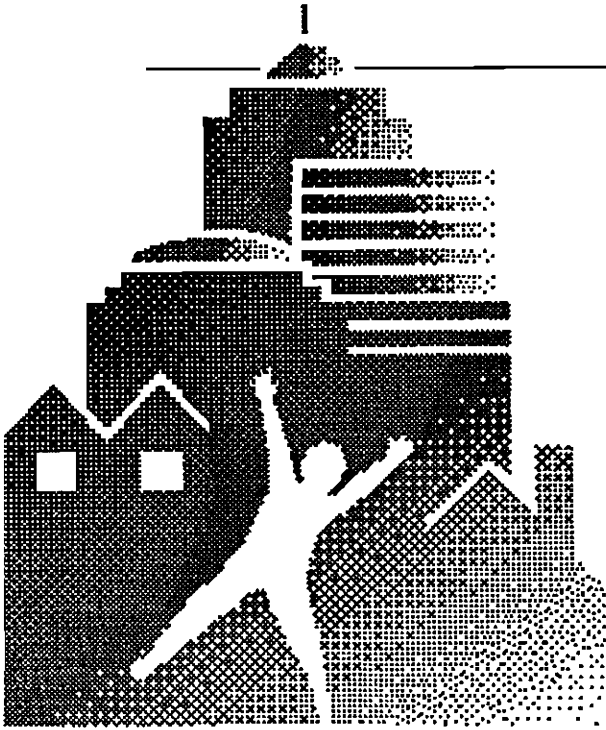
One approach to involving the public and testing the growth concepts has been through pilot projects in three different areas of the city. The pilot projects are detailed in the next chapter.

The growth concepts were first presented for public review at the second annual Regional Rail Summit in February of 1992. Since that time, public outreach and discussion has been one of the main efforts of the project. Other outreach and citizen involvement actions, including the Regional Visual Preference Survey™, are discussed in the chapter, Public Involvement: VPS™ and Other Strategies.

Other research has addressed market trends and financial feasibility. These efforts are covered in the chapter, Housing and Mixed-Use Feasibility. The following chapter discusses the State Transportation Planning Rule in relation to the Livable City Project.

The last two chapters incorporate the results of the analysis to-date with public response. The chapter, Proposed Growth Principles, outlines the evolution of the original growth concepts into more focused growth principles and strategies. The final chapter presents recommendation for implementation strategies to be undertaken in Phase II of the project.

Present Trends



Introduction

This section deals with some of the trends which took place in the city and the region between 1970 and 1990. Some of the key trends which were going on during this time were:

"Trends, like horses, are easier to ride in the direction they are already going."

*- John Naisbitt
Megatrends
1984*

- The Tri-county area added some 293,600 people for an increase of 33 percent. The population of the City's urban services area on the other hand, decreased by some 17,000 people, for a decrease of 3.4 percent.
- Over the 20 years, the number of housing units in the Tri-county area increased by 173,500 for an increase of 55 percent. The number of housing units in the City's urban services area increased by 27,900 for an increase of 12.5 percent. The reason why the number of housing units is increasing at a faster rate than the population is because of a decrease in the average household size.
- While the population in the Tri-county area increased 33 percent and the number of housing units by 55 percent, the number of passenger automobiles increased by 76 percent.

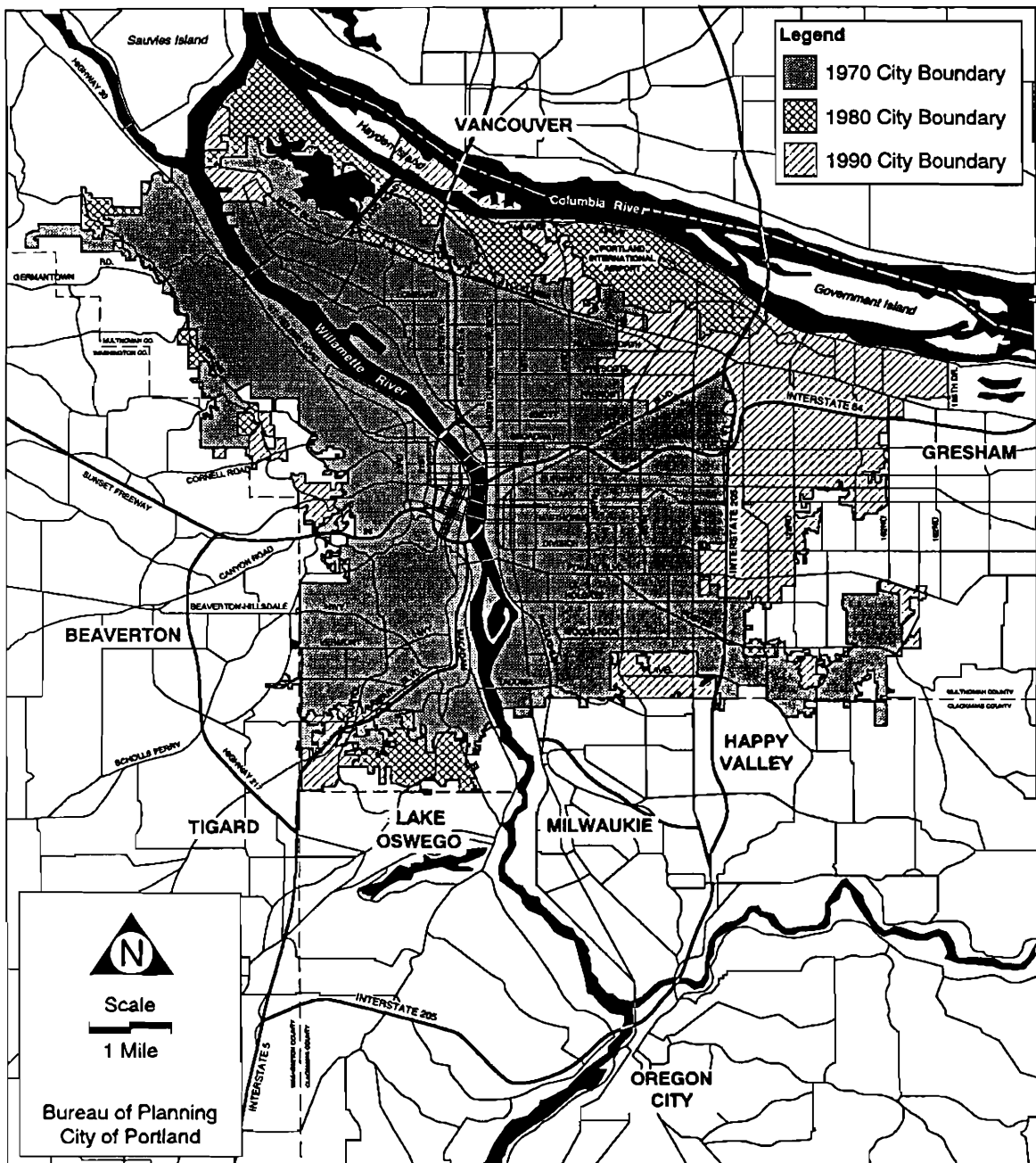
People are concerned about growth in both the city and throughout the region. In the city, however, growth has not been so much as an increase in population but an increase in the number of housing units and traffic, particularly the latter. The remainder of this section details the trends between 1970 and 1990

in—population, housing, building permits, employment and vehicle ownership. It concludes with a segment on the current vacant land supply in the city and its capacity to accommodate additional growth.

Population

- In 1970 the population of the City of Portland was 382,600 which increased to 437,300 by 1990. The addition of some 54,700 people represented an increase of some 14 percent.
- All this increase took place during the 1980s; during the 1970s the city actually lost some 16,200 people. Between 1980 and 1990, the population increased by some 70,900 people.
- The dramatic turn-around and reversal of the trend between 1970 and 1980 was brought about almost solely by annexation. Between April 1, 1980 and July 1, 1990, the City of Portland annexed over 66,000 people (Figure 1).
- While the population of the city as a whole has grown because of annexation, very few parts of the city actually saw an increase in population between 1970 and 1990.
- Figure 2 shows an area approximately equivalent to the City's urban services area, divided into 12 subareas. Nine of these subareas had a smaller population in 1990 than they had in 1970. Combined they contained 16,848 people less in 1990 than they had in 1970. Only two areas—the Southwest Corridor and Outer Southeast—actually experienced any significant population growth.
- The big decrease in population, over 25,000 people, took place in the 1970s. Since 1980 only the North Peninsula, Albina and Central Northeast subareas have continued to lose population; the remaining subareas have begun to show some increase.

While the population of the city as a whole has grown because of annexation, very few parts of the city actually saw an increase in population between 1970 and 1990.



- While the population in the City's urban services area dropped by almost 17,000 people between 1970 and 1990, the population of the Tri-county area grew by some 293,000 people. Clark County, Washington grew by an additional 110,000 people in the same time period. The population in most parts of the city has been decreasing at a time when a substantial increase has been taking place in the overall regional population.

Figure 1
1970, 1980, 1990
City Boundaries

Present Trends

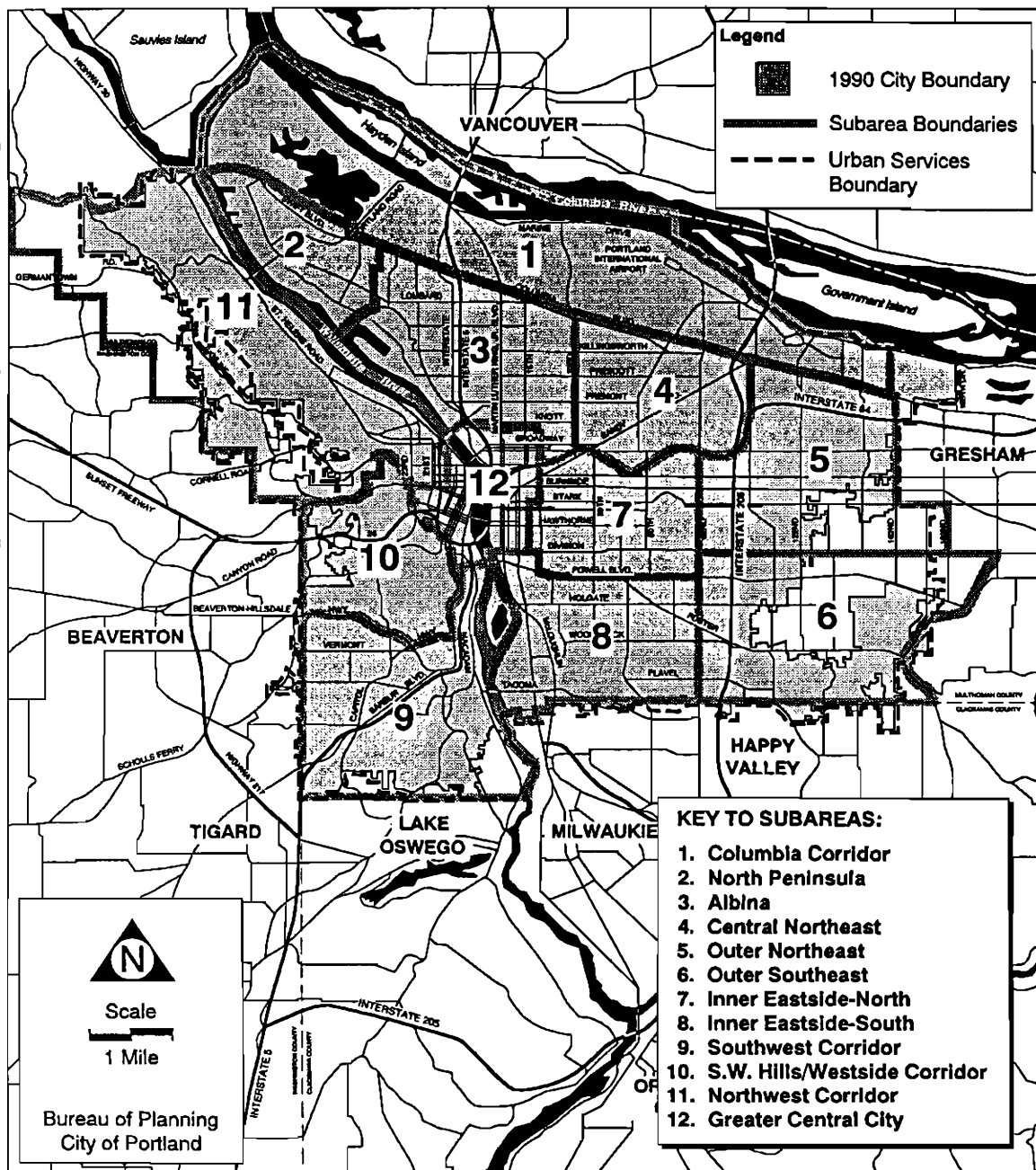


Figure 2
Subareas

Housing

- The number of housing units is increasing at a faster rate than the population, due to a drop in the average household size. In 1970, the average household size in the Tri-county area was 3.0 people, but by 1990 it had dropped to 2.6 people. In the City of Portland, it went from 2.6 in 1970 to 2.3 in 1990.

- As a result of the decrease in household size, while the population of the Tri-county area increased by 33 percent between 1970 and 1990, the number of housing units grew by 55 percent. At the same time, the City of Portland population increased by 14 percent and housing units by 30 percent.
- While the population in the City's urban services area in 1990 was nearly 17,000 less than in 1970, the number of housing units increased by almost 28,000.
- The number of housing units increased in almost every part of the city and the City's urban services area. The only two areas which, according to the U.S. Census, had less housing units in 1990 than they had in 1970 were the Northwest Corridor and the Albina area.
- The Northwest Corridor, which had 2,280 less people in 1990 than in 1970, had 213 less housing units. The Albina area, which had 10,036 less people in 1990 than in 1970, had almost the same amount of housing as in 1970.
- The areas which had the largest increase in housing units were the Southwest Corridor (7,055), Outer Northeast (6,069), and Outer Southeast (4,956). The Eastside area south of the Banfield Freeway, from the Willamette River on the west to 82nd Avenue on the east, showed an increase of 5,200 housing units.
- During the past 20 years, major changes have also been taking place in the type of households in the region and the city, and this has implications for the kinds of housing units in demand.
- In 1970, 67 percent of all households in the city were classified as family households while 33 percent were nonfamily households. In the region as a whole, the respective figures were 76 percent and 24 percent.

In 1990, 35 percent of all households in the city consisted of a single individual living alone.

- By 1990 family households had dropped to 55 percent in the city, while nonfamily households increased to 45 percent. In the Tri-county area, family households had dropped to 65 percent and nonfamily households had increased to 35 percent.
- Both single-person households and single-parent family households are much more common in the city than they are in the rest of the region.
- In 1990, 35 percent of all households in the city consisted of a single individual living alone. With nearly 65,400 such households in 1990, the city accounted for 52 percent of all the single person households in the region. Also in 1990 the city accounted for 44 percent of all one-parent family households in the region.

Building Permits

- According to the U.S. Census there were 46,477 more housing units in the City of Portland in 1990 than there had been in 1970.
- According to building permit data over the 20-year period, the city experienced a net increase of over 19,900 housing units. The large discrepancy between these two figures is due primarily to annexation and partly to the creation of new housing units without building permit approvals.
- During the economic boom of the 1970s, building permits were issued for some 18,800 new housing units in the City of Portland. In the recession-plagued 1980s, building permits were issued for less than half that number, for some 8,900 new units.
- The above figures represent new construction. When units demolished or converted are also taken into consideration, the net increase in housing is somewhat less. There was a net increase in the number of dwelling units in the city of some 13,900 units between 1970 and 1980 and

some 6,000 units between 1980 and 1990.

- In the peak years of 1971, 1972 and 1978, building permits were issued for 3,200, 2,900 and 2,800 new residential units. But, in the height of the recession (between 1981 and 1985), permits averaged less than 650 units per year.
- In the 1970s, the building permits issued for multi-family housing units in the City of Portland were more than double the number of permits approved for single-family units (almost 12,700 multifamily units to 6,100 single-family units).
- In the 1980s, however, 58 percent (5,100) of the units approved for construction were for single-family homes, while 42 percent (3,800) were for multifamily units.
- On a region-wide three-county basis, according to Metro data, 51 percent of all residential units approved from January 1, 1984 to January 1, 1991 were for single-family units and just under 49 percent were for multiple-family units.
- In the same time period, 1984 through 1990, the City of Portland accounted for 23 percent of all new housing units authorized by building permits in the three counties.
- The city accounted for 33 percent of the three-county population in 1980 and 37 percent in 1990, so its share of the building permits for new residential construction is substantially below its share of the population.

The city's share of the building permits for new residential construction is substantially below its share of the population.

Employment

- In 1970, out of a Tri-county total of 331,500 jobs, some 208,000 (or 63 percent) were located within the City of Portland.
- According to Metro estimates, in 1990 the number of people working in the Tri-county area had increased to 626,000 of which 367,700 (58 percent)

There has been a substantial increase in the number of people commuting to work in the city.

By 1990, the number of total vehicles had increased by 70 percent while private autos increased by 76 percent.

worked in the city.

- The city has been much more successful at retaining its share of the regional employment than it has been at retaining its share of the population. Over the 20-year period, 1970 to 1990, the number of jobs increased by 159,700 while the population within the City's urban services area actually decreased by 17,000 people. As a result, there has been a substantial increase in the number of people commuting to work in the city, despite the substantial increase which has also taken place in suburban employment.

Motor Vehicles

- In 1970 there were a total of 625,000 motor vehicles registered in the Tri-county area, of which 509,000 were private automobiles. By 1990, the number of total vehicles had increased by 70 percent (to 1,067,000) while private autos increased by 76 percent (to 897,000).
- In the 20-year period, the number of private autos increased by 24 percent in Multnomah County; by 166 percent in Clackamas County; and by 178 percent in Washington County. In 1970, Multnomah County accounted for 65 percent of the private automobiles in the Tri-county area. In 1990 it accounted for 46 percent.
- The growth in the number of vehicles has been accompanied by growth in the number of vehicle miles traveled.
- Between 1980 and 1990 in the Tri-county area the number of vehicle miles travelled has increased at four times the rate of population growth.
- Forty percent of downtown workers now use transit to get to and from work. On a city-wide bases eleven percent of all workers use transit, but on a region-wide basis only 5.2 percent of the work force uses transit to get to and from work. Most people drive alone to work.

Vacant Land Supply

- According to the data currently in Metro's Regional Land Information System (RLIS), within the 12 subareas shown on Figure 2, there are presently 6,520 acres of vacant residentially zoned land; 490 acres of vacant commercial land; and 4,940 acres of vacant industrial land.
- Assuming an average household size of 2.3 persons per household, the vacant residentially zoned land could accommodate an additional population of 103,000 people at presently allowed development densities. At 70 percent of the maximum development level, it could house 72,000 more people above the current population level.
- These estimates do not include any consideration of additional population which might be accommodated by:
 - residential development in nonresidential zones. All the city's commercial zones, for example, allow residential units;
 - redevelopment of existing residential land at higher than currently allowed densities; and
 - redevelopment of nonresidential land for residential uses.
- There are a number of major problems in any attempt to maximize the development potential of currently zoned residential land, at currently allowed densities. Much of the land is scattered throughout the city in relatively small parcels which do not lend themselves to the economies of scale which can be achieved in developing large tracts of land in the suburbs. The most extensive areas of vacant residentially zoned land in the 12 subareas are found in Southwest Portland (Areas 9 and 10), the Northwest Hills (Area 11) and the Outer-Southeast area (Area 10). Physical limitations such as slope, geologic hazards and wetlands may limit development in some areas.
- The density of development in the city is signifi-

Present Trends

The typical lot size for single-family residential development in the city is 5,000 square feet. The typical lot size in the suburbs, on the other hand, is 7,500 square feet.

cantly higher than the average density of development in the suburbs. Apart from the West Hills, the typical lot size for single-family residential development in the city is 5,000 square feet. The typical lot size in the suburbs, on the other hand, is 7,500 square feet. Suburban development is much more land consumptive than development in the city.

Conclusion

It is apparent from the data on population and housing that it is going to require major changes if the city is to successfully attract and accommodate a substantially larger portion of the growth projected for the region. It will take changes by many interests. Without such change, the city and the region face the combined problems of suburban sprawl and inner-city stagnation, or even decay as has occurred in other metropolitan areas.

The fact that nearly all real growth has been taking place in suburban areas, combined with the relatively low density of much of this development, has major implications for both the city and the region. These are discussed in detail in the following section.



Implications of Present Trends

The previous chapter outlined some of the major trends which have been taking place in the city and the region over the past 20 years. If these trends continue over the next 20 years and beyond, there are major implications for the city and the region. What does it mean for virtually all the projected growth in the region to take place on the edges of the urbanized area, with relatively little growth in the city.

"We accept the verdict of the past until the need for change cries out loudly enough to force upon us a choice between the comforts of further inertia and the irksomeness of action."

**- Learned Hand
Speech
1942**

Consumption of Land Resources

One of the consequences of the current pattern of development is that it is particularly consumptive of land resources, which in turn has a number of implications. Most suburban development occurs at low densities due to the relatively cheap cost of land. This is true whether it is single-family development, multi-family, commercial, or industrial development. The



density of residential development is lower; a larger acreage is needed to accommodate the automobile (particularly for parking); commercial and industrial development are scattered and often on large acreage. Some of the results of this development trend is a rapidly depleting stock of acreage for development within the Urban Growth Boundary, and a commensurate pressure ultimately to expand the UGB, resulting in the loss of even more farm land and open space.

The amount of vehicle miles traveled per capita increased at four times the population growth rate.

Air and Water Resources

The environmental implications of our present patterns of development include increasing air and water pollution. Between 1970 and 1990, the amount of vehicle miles traveled per capita increased at four times the population growth rate. This has resulted in longer commute times, more commuter traffic on neighborhood streets, and a longer "peak traffic period".

Low density sprawl requires relatively large amounts of paved surfaces. The storm water runoff from roads contains contaminants which work their way into the water system. Therefore, the trend of low density urban sprawl contributes to water pollution as well as air pollution.



Public Transit Ridership

Another consequence of low density suburban development is that it is heavily dependent on the private automobile. In order for transit to be cost-effective, mass transit requires certain minimum residential densities. Other kinds of development can also be best served where development is similarly concentrated, for example, in mixed-use centers. If development is instead at a low density with few housing units per acre, with scattered commercial and industrial development, then transit service will be costly and service will likely be infrequent. As the region is about to invest \$750 million in its second light rail line, the public has a vital stake in making transit as economically feasible as possible. Not only will this help repay the public investment, it will also reduce the potential auto traffic and resulting air pollution which will otherwise occur.

In order for transit to be cost-effective, mass transit requires certain minimum residential densities.

Traffic Patterns/Congestion

Low density development, difficult to serve by public transit, means increased traffic and traffic congestion. Major arterials become clogged with



The average household in a relatively high-density, central city location, drives only half as much as the average household in a low-density, outer suburban location.

Development patterns which rely solely on the automobile, and which thereby generate a high level of auto emissions, can discourage economic development.

peak hour traffic and commuters are drawn to neighborhood collectors to avoid the traffic jams. This, in turn, diminishes the quality of the neighborhoods through which these streets pass. The auto driver on the other hand, has to deal with the aggravation of traffic jams, gridlock and competition for parking spaces and the "emotional" cost involved. More and more, this aggravation is not limited to the rush hours—like Seattle and California, it is becoming more common to face traffic woes during non-peak periods and weekends.

Compact communities reduce the need to travel. The average household in a relatively high-density, central city location, drives only half as much as the average household in a low-density, outer suburban location according to David Goldstein and J. Holtszclaw in *Efficient Cars in Efficient Cities* (Natural Resources Defense Council, 1990).

Employment

In addition to the negative environmental ramifications of many of the current patterns and trends in the metropolitan area, there are negative economic consequences as well. Although industry currently contributes a relatively small portion of the total air pollutants in the Portland region (7 percent), as stricter emission controls are imposed, they conceivably could impact on future economic development. Reportedly, the tougher air pollution restrictions here was one of the reasons Intel decided not to locate its newest plant in this area. According to the Director of the Oregon Department of Environmental Quality, we face a growing "trade-off between jobs and automobiles", the major source of pollution. Development patterns which rely solely on the automobile, and which thereby generate a high level of auto emissions, can discourage economic development.

Cost of Public Services

One of the major reasons for encouraging more development in the city, and other older areas of the region, is to make maximum utilization of the existing public investment in infrastructure and public services. This includes not just transportation facilities,



but also water, sewer, parks and other public facilities. A very large public investment has already been made in such facilities, and additional major investments are underway or planned. The mid-county sewer project and the Combined Sewer Overflow project are two such projects. Encouraging additional growth in the area already served by public facilities, as opposed to development on the fringe of the urban area, will be more cost-effective and help repay the cost of such investments.

On the other hand, the cost of serving totally new suburban development can be much higher. The September, 1992 issue of "Development" reported on the costs of serving new residential subdivisions. The article notes that "numerous studies dating back to 1955 all point toward the same conclusion: sprawl is a significant burden on both home-buyers and taxpayers". One study from Rutgers University reports that it costs \$12,000 to \$15,000 more to serve suburban homes than homes in more compact urban settings. Some communities now charge impact fees to try to capture this cost, but off-site development costs (trunk sewers, water mains, schools, fire stations, treatment plants, widened arterials, etc.) are usually

Sprawl is a significant burden on both home-buyers and taxpayers.

borne by taxpayers at large. Another consequence is the inequity in taxing rates: few taxing districts impose higher taxes on the homes which are the most expensive to serve.

Sprawl is enormously and unnecessarily costly. The Rutgers University Study concluded that planning for compact versus sprawl development would save \$1.38 billion in roads, water, sewer and school construction in New Jersey over the next 20 years. It would also save \$400 million in annual municipal and school operating costs.

Social Impact/Quality of Life

In addition to the environmental and economic consequences of the current development patterns and trends, there is a third broad category which might be called "social", or "quality of life" aspects. The fact that most of the growth in the region is taking place in the suburbs, and that much of this new development tends to be in higher than average valued homes or rental residential development, is resulting in a growing gap between housing in the suburbs and housing in the city. Affordable housing for many people is limited to the older areas of the region. In turn this reflects on the cultural make-up of communities, with the suburbs tending to be more economically and culturally homogenous, and with the income gap widening between city and suburbs. One of the greatest challenges to the City is to demonstrate the advantages of urban living. These include better proximity to jobs and culture (and the resulting reduction in transportation costs and commute times), and the richness of urban life.

Neighborhood Schools

One of the reasons people are attracted to the suburbs is better schools, though in some cases this may be more perceived than real. In the city on the other hand, the loss of school-age students may result in the closure or threatened closure of schools. Schools are frequently the heart of a neighborhood, and suburban flight represents a serious threat to school viability. Conversely, increasing the numbers of school age children (through an increase in the number of hous-

ing units) would help to assure that schools remain open.

Public Safety

The loss of inner-city population and vitality also bears on the issues of safety and crime prevention. Community policing works best with densities large enough to facilitate police on foot rather than in cars. Low-density, spread-out development requires police to use automobiles. Moreover, traditional mixed-use development contributes to neighborhood safety. Businesses and apartment buildings which turn their backs on the street (i.e., with blank walls on ground floor facades) create a much more dangerous streetscape than is the case when there is a strong pedestrian orientation to buildings.

Traditional mixed-use development contributes to neighborhood safety.

Design

Yet another negative consequence of sprawl concerns aesthetics: low densities can't sustain a strong pedestrian environment—businesses and residences are located too far apart from each other. On the other hand, higher density, and particularly mixed use development, creates at least the potential for better, pedestrian oriented design. This type of development sets the stage for a richer street life, with sidewalk cafes, opportunities to window shop and to "people watch."

Conclusions

This chapter has addressed the most critical consequences which are likely to occur if current trends continue—more dispersed development; loss of farmland and natural areas; greater dependency on the auto, and increased traffic congestion; more air and water pollution; less mobility; and higher service costs. In a word, Portland and the region stands to lose much of its livability.

To counter these trends and their negative implications, Portlanders must address not merely how to attract and accommodate more growth, but how to make growth appealing as well. Well-designed, higher density/mixed-use development can make the

City a more desirable place to live, creating a richer pedestrian environment and supporting a diversity of services and features which meet the economic, social, and environmental needs of people. Much of the rest of this report addresses how the Livable City Project might help achieve this richer urbanity.



Conclusions

The report concludes that the city's current trends are leading to a more vibrant and pedestrian-friendly environment. This is achieved through a combination of factors, including the revitalization of urban centers and the promotion of diverse services and features. The Livable City Project is presented as a key initiative to support these goals, aiming to create a richer urbanity that meets the needs of its residents.



Original Growth Concepts

Introduction

In February 1992, the Planning Bureau published a booklet which briefly outlined six growth concepts. The concepts were proposed as ways in which the city might accommodate additional development, while at the same

time preserving the livability of city neighborhoods. The six concepts are:

- Existing Patterns
- Central City Plan Area
- Transit Stations
- Main Streets
- Design Infill
- Opportunity Sites

"Nothing needs to be invented; everything needs to be rediscovered."

*- Luigi Snozzi
Swiss architect*

The six concepts were the basis for much of the outreach and research conducted during the first phase of the Livable City Project. The remainder of this Chapter describes the concepts with relevant background information. The strategies which have evolved from these original concepts are presented in the later Chapter, "Proposed Growth Principles."

Existing Patterns

Existing patterns of development is the development which is taking place right now. It includes both single-dwelling houses on vacant infill sites and in new subdivisions, as well as multidwelling housing in apartments, condominiums and rowhouses.

According to building permit records, during the ten-year period, 1971 to 1980, the City of Portland showed a net gain of 13,899 housing units. The U.S.



Much of the multifamily residential construction occurred in the suburbs, particularly Washington County.

Census, on the other hand, shows an increase of 16,020 units during this same period.

The recession of the 1980s resulted in a much slower rate of new housing construction. From 1981 to 1991, the number of building permits issued in the city showed a net increase of only 6,020 new housing units. The census information on the other hand, shows an increase of 30,457 housing units. This very large discrepancy is due primarily to annexation, but also includes housing units created through unrecorded conversions.

City of Portland between 1980 and 1990 was less than 30 percent of what it had been between 1970 and 1980. What happened was that not only was there a recession, but also much of the multifamily residential construction occurred in the suburbs, particularly Washington County.

The City of Portland still has a considerable amount of vacant residentially-zoned land. According to the Metro Regional Information System, there are a total of 6,520 acres of vacant residentially-zoned property within the City's urban services area. Of this total, 5,890 acres are zoned for single-dwelling units and 630 acres are zoned for multidwelling units.

Central City Plan Area

As in many other cities, people are rediscovering the advantages of living in or close to the downtown area, especially when faced with the alternative of increasingly time-consuming commuting. There are advantages to living in the Central City which no other area can claim.

The Central City contains the largest concentration of jobs in the entire state. Current employment is estimated at over 130,000. Living in the Central City not only provides easy access to employment, but also the largest shopping concentration in the metropoli-

tan area, as well as arts, entertainment, sports and cultural festivities.

Both the Downtown Plan and the Central City Plan called for increasing the supply of Downtown/Central City housing. The Central City Plan called for the construction of at least 5,000 new housing units in the Central City by the year 2010. More recently, the Central City Transportation Management Plan (CCTMP), currently in progress, has suggested a revised goal of 15,000 new housing units in the Central City. The CCTMP has found that there is more than sufficient land to accommodate an additional 15,000 new housing units and the development of additional housing in the Central City appears to be one of the most significant transportation investments the City of Portland could make.

The City currently employs multiple strategies to preserve the existing Central City housing stock and encourage new housing construction. These include:

- Specific goals, policies and objectives to encourage Central City housing—including the Central City Plan, the Downtown Plan, the various urban renewal plans and programs such as the Downtown Housing Preservation Program;
- Land use controls to encourage housing, including RH and RX high density residential zones; required housing areas; floor area and height bonuses for housing and residential bonus target areas;

Additional housing in the Central City appears to be one of the most significant transportation investments the City of Portland could make.





- Land acquisition, site control and public infrastructure investment; and
- A variety of financing assistance including—equity partnership, direct loans and grants, federal tax credits, and property tax abatement.

The rate of new Central City housing construction which these strategies helped produce in the period 1988-1992 was such that if continued it would soon result in the accomplishment of the 5,000 new housing

units goal of the Central City Plan. The current uncertainty of tax increment financing, however, could jeopardize possible achievement of this goal. Achieving the high growth scenario of the CCTMP would require tripling the recent rate of Central City housing construction.

At the same time, however, there are a number of projects and proposals which, if built, could dramatically change the future outlook for new Central City housing.

Proposals for the River District, North Macadam and the Lloyd District have the potential to add 12,500 new housing units in the Central City. Additional information related to the Central City growth concept is contained in the report on Central City Housing (Appendix A).

Transit Stations

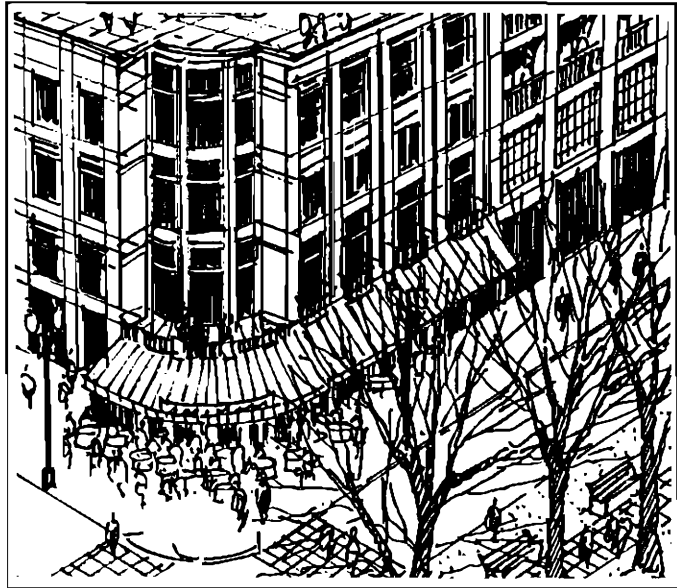
The transit stations area development growth concept, like the Central City and Main Streets concepts, is directed at accommodating a mix of commercial and multifamily development. All three concepts are closely tied to the availability of public transit. The Central City concept is focused on the area with the best transit service in the region and the hub of the regional transit system. The Main Streets concept is a

corridor development concept, focusing on the most heavily serviced transit routes. The transit stations area concept is a nodal development concept which focuses on encouraging higher density transit-oriented land uses and design features around existing and future light rail stations.

The recently published book, *Planning and Design for Transit* (Tri-Met, 1993) states:

Transit supportive development is a strategy to (a) increase concentrations of population and employment in corridors and nodes of good transit service, (b) encourage a mix of appropriate land uses and (c) design developments and public right-of-way improvements to be pedestrian oriented. In many cases current development projects could become transit supportive with minor modifications. In other cases, market forces will need to be encouraged to produce transit supportive development.

Light rail transit station areas are logical places to encourage higher density residential development and a mix of uses including residential, commercial, and certain other employment-generating uses. Concentrating development in such areas serves multiple public benefits. It helps encourage greater use of the transit system and, through higher transit ridership and increased transit income, it helps repay the large investment the region has made in the light rail transit system. Like the Main Street concept, it concentrates higher density development in limited areas, and thereby minimizes the potential impact on adjacent neighborhoods. The creation of a transit/pedestrian environment in the station vicinity helps to reduce auto traffic and creates a focus for public and



The creation of a transit/pedestrian environment in the station vicinity helps to reduce auto traffic and creates a focus for public and private investment.

It can help provide a focus for the neighborhood with more convenient local shopping, professional services and community facilities.

private investment. The resultant local neighborhood centers help provide local services for the entire area.

Main Streets

Main Streets is a development concept which involves encouraging higher density mixed-use development along selected arterials, with a minimum impact on adjacent neighborhoods. If properly designed, the intensification of development along a Main Street can benefit an entire neighborhood. It can help provide a focus for the neighborhood with more convenient local shopping, professional services and community facilities. The entire neighborhood also benefits from the higher level of transit service which can occur.

Possible Main Streets are arterial streets in predominantly low and medium density commercial/residential areas which are directly served by public transit. They have the potential for increased commercial use and for providing multifamily residential housing. Although no existing streets in the city embody the entire Main Streets concept, portions of streets such as S.E. Hawthorne, S.E. Belmont, S.E. Division, N.E. Broadway, N.W. 21st, N.W. 23rd and S.W. Capitol Highway in Multnomah contain many elements of the concept.

Main Streets would be developed as mixed-use corridors with frequent transit service. The overall density of the development would be related to the existing neighborhood character and the level of



transit service. At major intersections of two transit corridors, development nodes would be created to help form local service centers.

The development form along Main Streets would emphasize continuous stretches of medium rise (2-5 stories), human-scale buildings of high quality design. It would include small and medium density multifamily buildings as well as mixed-use buildings with ground-level commercial development facing the street.

The Main Street concept includes a strong street orientation, creation of a pedestrian-friendly environment, and on creating a focus for the adjacent area. Compatibility with surrounding neighborhoods is essential.

The Planning Bureau, the Office of Transportation, Tri-Met, as well as individual private citizens have suggested various streets and segments of streets which might be developed as Main Streets. All together, these potential Main Streets total some 98 miles of city streets.

Not all segments of potential Main Streets need be developed as medium density, mixed-use development, oriented particularly to pedestrians. Some segments may continue to have a greater emphasis on a variety of single-use buildings. The primary emphasis in these areas is to encourage a greater mix of uses at densities and in locations that support the use of transit.

Designed Infill

The designed infill concept seeks to increase the number of residential units in residential zones, while at the same time preserving the single-family character of these areas. Carefully designed infill development can not only be compatible with existing neighborhoods, but can actually enhance them.



Compatibility with surrounding neighborhoods is essential.

In order to ensure that new development is compatible with the existing community, some form of design control is essential.

The main element of the design infill concept is add-a-rentals, whereby additional dwelling units are created by adding compatible accessory rental dwellings to existing single-dwelling homes. The growing demand for more affordable housing has resulted in many communities considering allowing such development. The second unit can be added by such means as—conversion of a garage, an addition over a garage, use of an attic or basement, or by a dormer addition to the second story. In order to ensure that new development is compatible with the existing community, some form of design control is essential.

The existing city code allows for accessory rental units (add-a-rentals) in certain situations to:

- allow for more efficient use of large, older homes
- provide for more affordable housing
- provide additional density with minimum loss and disruption to existing neighborhoods
- maintain the single-dwelling character of the house

Accessory rental units are currently only allowed as an auxiliary rental unit in an existing house. The accessory rental unit may be created only through the internal conversion of the existing living area, basement or attic. An accessory rental unit may not be



created through the conversion of a garage. The home must be owner-occupied and must continue to be owner-occupied. The home in which the new unit is added must also be at least five years old.

Building permit information indicates that the existing code provisions for accessory rental units has resulted in a modest increase in the number of housing units in the city. In the five years between 1982 and 1986, there were 40 building permits issued for new accessory rental units. However, the large discrepancy

between building permit data and census housing data indicates that many more accessory rental units are created without benefit of a building permit. The main reason why so many more “illegal” accessory rental units are created than legal ones is probably economic. People may seek to avoid the likely increase in property taxes, and also the building and development permit fees involved with a legal accessory rental unit. These fees can account for a significant percentage of the total cost of creating the accessory unit.

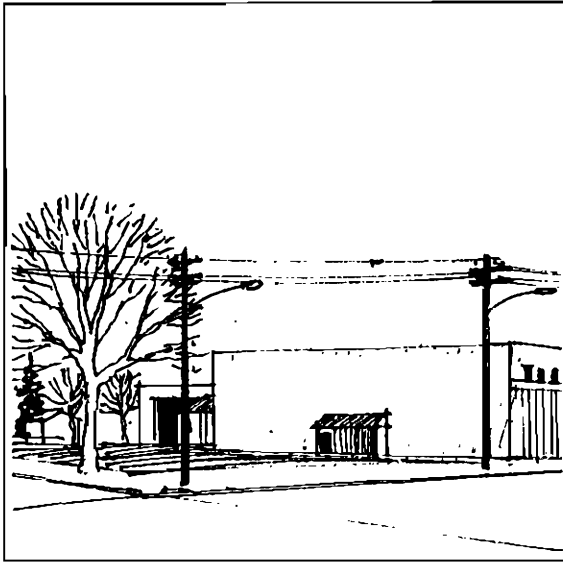


The Alternative Design Density Zone being considered as part of the Albina Community Plan would expand the ways in which add-a-rentals might be allowed in the city. The primary residence would still have to be owner-occupied, but add-a-rentals would no longer be limited to the existing house frame. It would be possible, for example, to convert an existing garage or build a rental unit above a garage so long as the garage is 40 feet back from the street.

In addition to the add-a-rental provisions, the Albina Community Plan also contains a number of other provisions aimed at increasing the supply of affordable housing in the city. It would allow the construction of two housing units instead of one on lots in the R5 zone which have been vacant for five years or more.

The zone also allows multifamily structures which do not conform to the current code if an existing structure is accidentally destroyed. In such cases, the property owner would be allowed to rebuild at the old density and the previous development standard.

The Alternative Design Density provisions being proposed as part of the Albina Plan would be city-wide. However, in order for them to apply to a specific property, the property would have to have an “a” overlay zone designation. The “a” overlay zone would be applied through the Community Planning



They range from vacant, weedy, abandoned lots to under-utilized or boarded-up commercial properties, to large tracts of land that may be in transition—such as rail yards and old gravel pits.

Process. See the chapter on Proposed Growth Principles for more discussion of coordination between the Albina Community Plan and the Livable City Project on this subject.

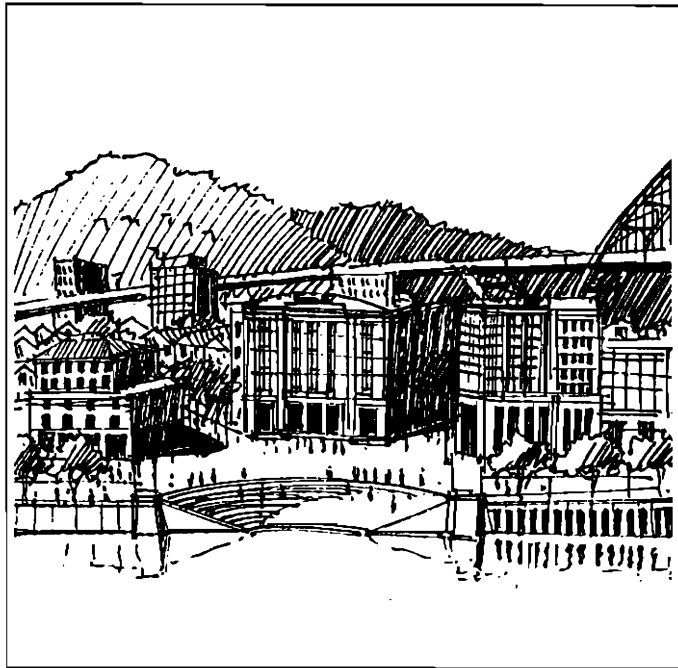
Opportunity Sites

Scattered throughout the City of Portland are sites of varying sizes which represent frequently unrealized opportunities for the development of housing or mixed-use projects. Development of these sites has the potential to improve the surrounding neighborhood. They range from vacant, weedy, abandoned lots to under-utilized or boarded-up commercial properties, to large tracts of land that may be in transition—such as rail yards and old gravel pits.

Opportunity sites consist of:

- 1) All vacant properties currently zoned for some nonresidential use (i.e., commercial, industrial) which have potential for future residential or mixed-use development.
- 2) All developed but under-utilized properties which are zoned for some nonresidential use (i.e., commercial, industrial) which have potential for redevelopment for residential or mixed-use.
- 3) Developed residentially-zoned property which is not actually in residential use, but which has the potential for redevelopment for residential or

- mixed-use (an example might be a school site which is no longer required for use as a school and which is zoned residential).
- 4) Residentially-zoned property which is currently developed for residential use and which due to the current condition and/or location of the property has the potential for redevelopment at a significantly higher residential density.
 - 5) Vacant residentially-zoned parcels.



Although Central City development is considered under a separate growth concept, the Central City area can be used to provide some outstanding examples of "Opportunity Sites" which have either already been redeveloped for residential and mixed-use development, or where such redevelopment is currently being planned.

The River Place development at the southern end of Downtown, is a prime example of redevelopment of an opportunity site. For decades this multi-acre parcel was devoted to single-story warehouses, industrial operations and a power plant. In the last ten years, it has been gradually redeveloped into a major mixed-use project with housing, an hotel, retail development, an athletic club, boat moorage and auxiliary parking.

The River City development proposed for north of Downtown is another example of an "opportunity site" redevelopment of a large area. In this case, the former rail yards and the adjacent areas are currently being planned for future residential and mixed-use redevelopment. The North Macadam area also represents another large opportunity site. On a smaller scale, the conversion of old warehouses in the Pearl District into new loft apartments, is yet another example.

Many cities are currently rediscovering the redevelopment potential which lies in some of the older

They often constitute local “eyesores”, but they can also be regarded as opportunities.

industrial and commercial areas of the city. The City of Vancouver B.C., for example, already has or is in the process of converting much of its former industrial properties into new residential or mixed-use development. Similar opportunities exist in Portland and not just in the Central City.

Opportunity parcels, however, are not limited to large parcels. There is a multiplicity of small opportunity sites in many neighborhoods in the city. Right now they often constitute local “eyesores”, but they can also be regarded as opportunities.

The following is a listing of some of the larger potential opportunity sites which could conceivably be redeveloped for residential or mixed-use development over the next 20 years or so.

- Brooklyn railyards
- Cully gravel pits
- Portland Meadows Racetrack
- Foster Drive-in
- Publishers Paper site
- Expo Center Parking
- Dwyer site
- Eastport Plaza
- Mt. Scott Fuel Company site
- Consolidated Freightways property (part)

These are only a handful of the potential opportunity sites. Both the Albina Community Plan and the work done for the Southeast Plan list many more smaller sites. Encouragement of the redevelopment of these opportunity sites is particularly desirable when such redevelopment would also help advance other objectives—such as increased development in the vicinity of light rail stations or along potential Main Streets. There could also be other target areas in which redevelopment of opportunity sites might be particularly encouraged such as in the vicinity of colleges and hospitals. Emmanuel Hospital, for example, is such a facility with a number of small opportunity parcels in the vicinity of the hospital.

Pilot Projects



Introduction

A key component of the Livable City Project is the series of three pilot projects addressing how the growth concepts might apply to specific sites in three neighborhoods. The pilot projects were undertaken by the Portland

Planning Bureau in cooperation with three neighborhood district coalition offices, with assistance from the State Department of Land Conservation and Development's Urban Growth Management Grant Program. The State's interest was to test how the concept for specific development planning might work state-wide. Some advantages of the specific development planning process are listed below:

"Most new things are not good, and die an early death; but those which push themselves forward and by slow degrees force themselves on the attention of mankind are the unconscious productions of human wisdom, and must have honest consideration, and must not be made the subject of unreasoning prejudice."

*- Thomas Brackett Reed
North American Review
1902*

- Bring together adjacent property owners, existing residents and businesses to create a vision for the neighborhood;
- Increase the mix and density of infill development by designing it into plans developed and approved with the neighbors;
- Gain approval and certainty for both developers and neighbors for housing and community uses which often encounter opposition;
- Encourage and secure the benefits of mixed-use development;
- Carry out transit and pedestrian-oriented community designs in metropolitan areas; and

The process provided "hands on" experience for residents interested in molding the growth concept to their neighborhood.

- Grant local government planners and residents an active role in designing the community, rather than reacting to developers' proposals.

The projects involved working committees composed of residents of the neighborhood and constituent interests such as landowners, financiers and developers. The goal was to create a model development plan for specific sites which could have broader city-wide applications. After each neighborhood produced its plan, the Planning Bureau assessed how well the model plan complied with the current zoning code. The process provided "hands on" experience for residents interested in molding the growth concept to their neighborhood and tested how certain site-specific plans evolving from the growth concepts fitted into present zoning.

What is a Specific Development Plan?

A specific development plan refers to a proactive approach to public planning which results in private, phased development that responds to specific neighborhood and city objectives for new development. The plan acts as a mechanism for securing the cooperation of property owners within a given planning area. In California, specific development plans have been applied to large areas.

A slight variation of the specific development plan approach was undertaken with the growth concept pilot projects. The pilot projects were much smaller scale than the typical 100-acre plus California plans, and were designed to "retrofit" fully or partially developed areas. The three Livable City growth concepts that were tested included "Designed Infill" by Neighbors West/Northwest, "Main Streets" by Southeast Uplift, and "Transit Stations" by Central Northeast Neighbors at the existing MAX Hollywood Transit Station.

The main goals and objectives of the projects were as follows:

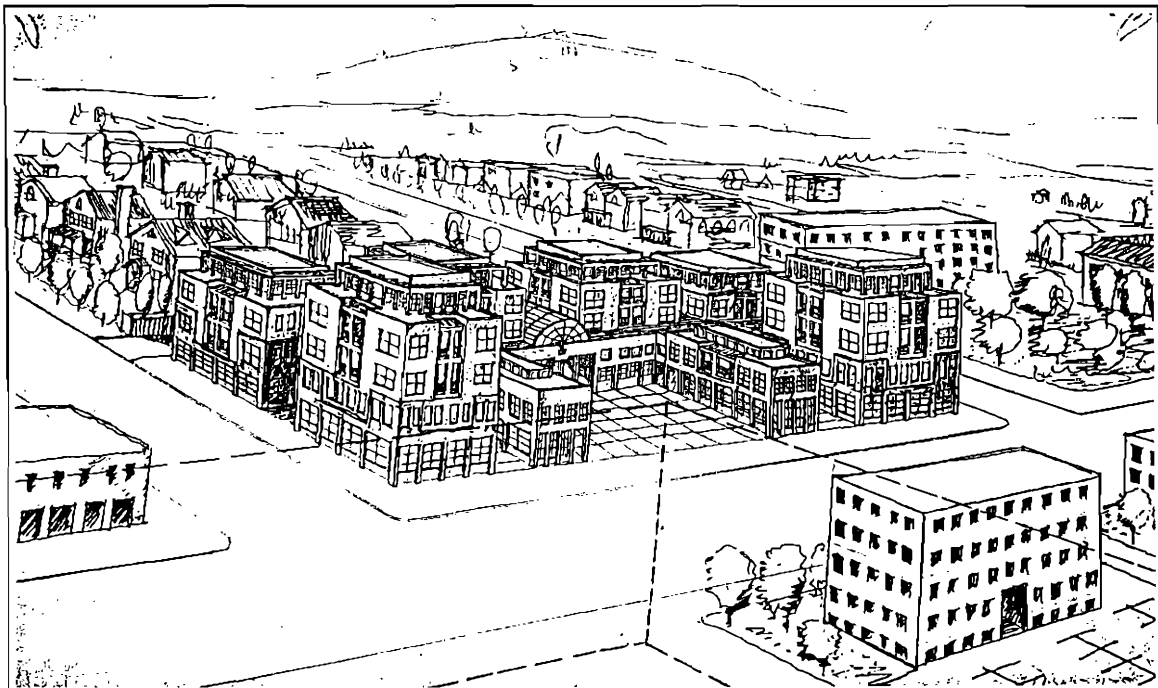
1. Provide for a working partnership of each neighborhood's citizen advocates, landowners, developers, financiers and the City to achieve

consensus within the neighborhood on scale, character and quality of potential infill development in the neighborhood.

2. Develop an inventory of deficiencies in the area immediately surrounding the site, followed by a long range vision and action plan that identifies responsible parties and funding mechanisms for correcting the deficiencies.
3. Propose model building designs with plans for land use, streetscape, density and infrastructure (especially transportation-related) agreed to by the committee.
4. Provide a model process for future planning efforts in Portland and elsewhere.

Designed Infill—Neighbors West/Northwest

The Neighbors W/NW Coalition initially announced the project in neighborhood newsletters, calling upon neighborhood residents to select potential sites and attend workshops to address infill. Four neighborhood associations (Forest Park, Goose Hol-



zones, except the open space zone. The 45-foot height limit in the CS zone poses some challenge. The preferred height of buildings was the subject of much discussion by the working group because the neighborhood currently has extreme variations of existing and zoned building heights. It was recommended that 4-5 stories be considered as the optimum height for infill in most locations. The plan offers some excellent suggestions for design qualities which new construction should incorporate, to better integrate with the varied elements making up the character of Northwest Portland. Currently, the CS zone does not have any such design standards.

The parking aspects of the plan are generally in accord with the zoning code. Shared use parking is allowed and even encouraged in the code. This is a particularly useful tool in the CS zone, where there are no minimum parking requirements—therefore, one need not limit a certain number of parking spaces to a specific use. Informal discussions between the project's managers and Good Samaritan Hospital have concluded that options for housing above retained existing surface parking should be considered as part of the Infill Plan.

The OS zone currently applies to the publicly-owned Collins Circle which has been incorporated in one scenario into a mixed use development with open space. While the model plan would actually increase the amount of usable open space, the mixed use nature of the project would be prohibited under OS zoning.

Summary

Highlights of the Designed Infill Pilot Projects included two workshops in late 1992, addressing principles of infill. In addition, the results of the Designed Infill process were presented to both the Goose Hollow and NWDA Boards. Design and use issues discussed showed support for 4-5 floors of mixed retail, residential and small office uses with center-block open space. There was a recurring notion throughout the process to try to involve the residents and landowners/developers early in the development process in order to address design principles or guidelines which are acceptable to the

It was recommended that 4-5 stories be considered as the optimum height for infill in most locations.

neighborhood. Finally, the Neighborhood Design Review Conference held on Saturday, May 8, 1993, was attended by 130 people.

Main Streets—Southeast Uplift

This project fit perfectly into the “vision of Southeast Portland” work already underway by Southeast Uplift in 1992. Initially, there were five potential “Main Street” areas that were two to three blocks long (a reasonable study area considering the time and resources available) as noted below:

- Belmont Street between 33rd and 35th Avenues
- Hawthorne Street between 22nd and 24th Avenues
- Division Street between 35th to 37th Avenues
- Stark Street between 78th and 81st Avenues
- Foster-Woodstock couplet between 91st to 93rd Avenues

Division Street was chosen based on criteria established by a selection committee (see Appendix C for Southeast Uplift Main Streets Plan).

Ed Starky, project coordinator, provided the services of University of Oregon students for marketplace analysis, and Thia Bankey contracted for architectural services. The Richmond Neighborhood and Division Street Merchants Association actively supported the project, and a series of workshops and open houses were held between February and May. Coincidentally, during the project’s mid-point, Nature’s Fresh Northwest opened its new store at 30th Avenue and Division Street which spurred property and business owners to request an extension of the project. With additional State planning funds, the project has now been extended from 35th Avenue westerly to 30th Avenue so that the final report will



include both sides of seven blocks on Division Street.

While the major focus for Neighbors W/NW was design and principles for infill, the focus for the Southeast Uplift project was financial analysis, development potential and related infrastructure improvements. Architectural renderings, structural analysis of some buildings, space design and business surveys have been compiled for the 35-37th Avenue segment, and will be completed in early July for the extension to 30th Avenue.

Zoning Analysis

As mentioned above, the Main Streets project has received a grant bonus and extension of the project to include five more blocks. The additional funds includes provisions for Southeast Uplift to address zoning implications of the entire project, however, with the extension, this analysis will be completed in mid-June, 1993.

Summary

The Main Streets Pilot Project showed substantial interest among landowners and businesses to join in the planning project. Market studies on existing buildings show that some renovations to include housing additions and structural code upgrade are economical. Also, preliminary estimates are that it would take \$265,000 for two blocks of infrastructure improvements to make a transit and pedestrian-friendly streetscape. Most importantly, there has been interest from one of the building owners to actually proceed with plans to add two floors of housing to an existing single-level commercial structure.

Market studies on existing buildings show that some renovations to include housing additions and structural code upgrade are economical.

Transit Stations - Central Northeast Neighbors

By the very nature of the Transit Stations Growth Concept, the study site for this project was defined as a 1/4 mile radius, or a five minute walk from the station. The Elks Club site immediately across from the Hollywood Transit Station was selected as the primary site for the model plan, with other surround-

ing vacant land bounded by I-84, Sandy Blvd. and NE 43rd also under consideration (see Appendix D for Central Northeast Neighbors Hollywood Transit Stations Plan).

This was the only project in which the site was selected before the working group got underway, which affected the working group's full ownership of the project. Also, the transition of owners caused by the sale of the Elk's Club site to Gold's Gym midway through the project prevented continuity from the landowner's perspective.

There were many issues already needing to be addressed when this project got underway, including the "future of Hollywood", parking (existing and proposed), elderly housing, the relationship of the area to Providence Hospital, and many vehicular circulation issues relating to the 1986 Hollywood Transportation Improvement Project. Because of the complexity of these issues, in addition to the project's primary orientation to a transit station model plan, Thomasina Gabriele, an independent project coordinator, was asked to manage the project with James Pettinari, whose University of Oregon architectural students attended the meetings.

Zoning Analysis

The draft Hollywood study describes opportunities for five subareas. Subarea 1 represents the core of the study area. The proposal calls for medium to high density, vertically mixed-use development in the core, with retail focused along Halsey Street. The CS zone allows this range of uses, although the 45-foot height limit could preclude the taller structures described later in the report. Subarea 2 represents the commercial corridor along Sandy Boulevard. Virtually all of this subarea is zoned CS, like the core area. Likewise, the same range of uses are allowed, although the taller "landmark" buildings proposed at the edges of this subarea would require adjustments to exceed the 45-foot height limit.

Subarea 3 is described as the transition zone between the most intense development in the core and residential areas further east. This subarea also is zoned CS, except for the RH zoning at 44th Avenue

and Halsey Street. This area is targeted for infill housing development, primarily on existing surface parking lots (see parking comments, following paragraphs). Subarea 4 represents the eastern edge of the study area. It is targeted for minimal change—primarily incremental residential infill. Finally, the Copeland Lumber site on the south side of Halsey is zoned CS, which allows the proposed office use.

The parking issues which the plan raises are generally in accord with the zoning code. Shared-use parking is allowed and even encouraged in the code. This is a particularly useful tool in the CS zone, where there are no minimum parking requirements—therefore, one need not limit a certain number of parking spaces to a specific use. However, parking lots in residential zones cannot be used for commercial use. Shared-use parking therefore only works in the commercial zones.

The provision of off-street parking for infill development can be a challenge. While the suggestion of minimum parking ratios for new development may have some merit, there is currently no mechanism to require parking in the CS zone. In addition, the minimum parking ratio in the R1 zone is one space per unit, regardless of the number of bedrooms per unit. In the RH zone, the off-street parking requirement is only one space for every two units. The greatest challenge is for small infill lots, such as the typical 5,000 square-foot lot in the R1 zone. Surface parking requires five-foot landscaped buffers, which is a considerable area on a 5,000 square-foot lot, however, the economics of small-scale development does not support underground or otherwise “hidden” parking.

The structured parking at 39th Avenue & Halsey Street may also have some merit over the long term. This strategy of compensating for surface parking lost to infill development by building a common-use parking structure has been supported in the downtown area. Commercial parking is allowed in the CS zone, so this doesn't pose a problem. How large a structure would have to be determined. The height and FAR limits that apply to commercial development apply to parking structures.

The CS zone includes some requirements which

could diminish the deleterious effects of a parking structure. These include the maximum setback requirement, coupled with the ground floor window requirement. Taken together, these requirements compel a retail base, at least on the street edges of the structure.

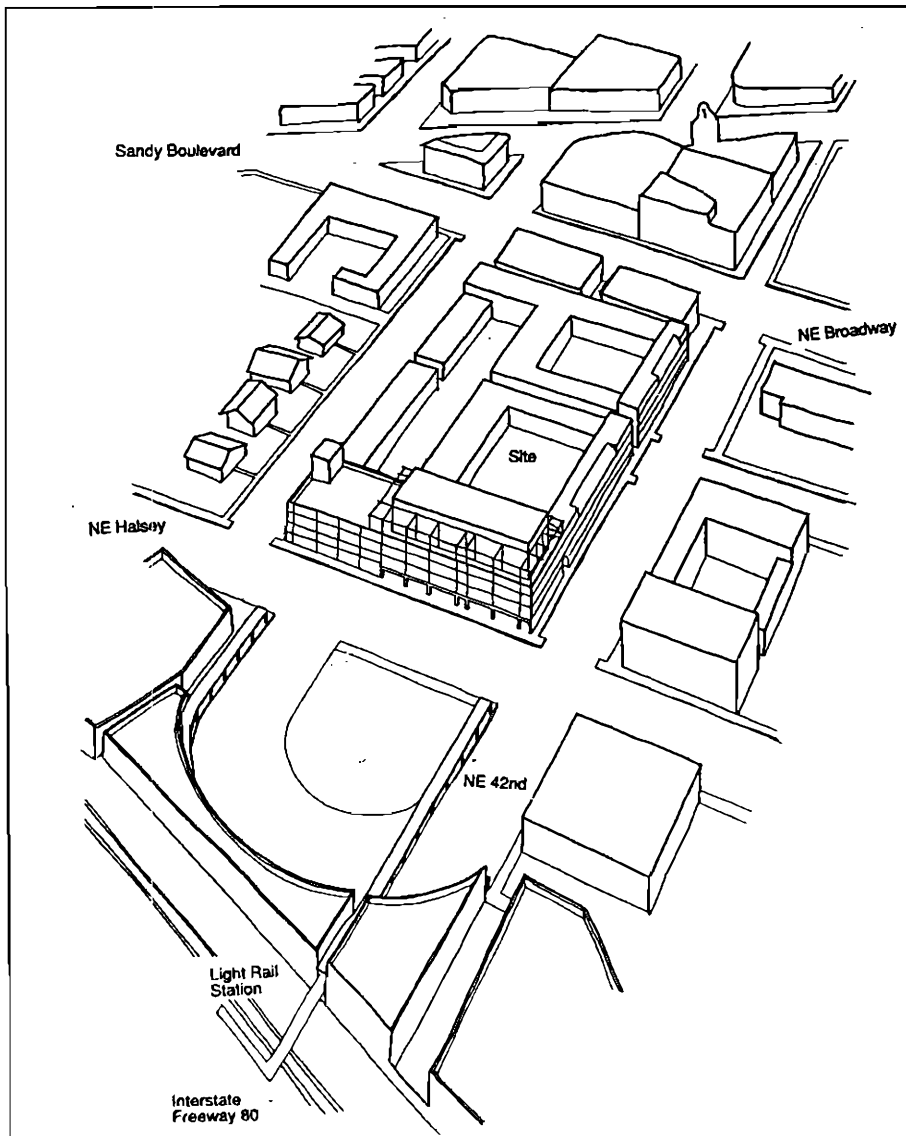
Some site or area specific provision would have to be created in the CS zone in order to incorporate a minimum parking requirement for new development. The “parking in the core area” section also calls for minimizing the size of surface parking lots. This concern is addressed by the CS requirement of a minimum building coverage of 50 percent. This effectively limits the size of surface parking and encourages underground or structured parking when a sizable number of spaces is desired.

The section on “Public Open Space and Pedestrian Systems” offers suggestions for concentrating pedestrian-oriented uses in specific locations. Although the CS zone has a ground-floor window requirement, the use of the space behind the windows is not dictated. That is, there is no distinction between pedestrian and nonpedestrian uses. Banks, title companies, auto repair and the like are all allowed in this kind of setting, even though they are probably less pedestrian-oriented than restaurants, bookstores, or other retail establishments. However, with good design, the less pedestrian-oriented uses can be pedestrian-friendly. In order to specify particular commercial uses in particular locations, more than the base zone requirements of the CS zone would be required.

The signature “landmark” buildings at certain locations in Hollywood support transit use and the development of a neighborhood center. An occasional taller building can strengthen identity in addition to providing higher densities which support street life and transit use. Adjustments to exceed the 45-foot height limit of the CS zone may be applied for, but this is an inappropriate mechanism. Rather, some kind of specific area plan which provides for taller buildings of a prescribed height in prescribed locations, and designed in prescribed ways, seems more appropriate.

Another point about the signature “landmark” buildings—the plan offers some suggestions which

The signature “landmark” buildings at certain locations in Hollywood support transit use and the development of a neighborhood center.



would ameliorate the effect of taller buildings in an area which currently lacks these structures. These suggestions include building articulation, scale, and relationship of voids (windows and other openings) to solids (columns, walls, etc.). Currently, the CS zone does not have any such design standards.

The proposal for upper-floor housing fits with the CS zone, which prescribes no density limit on housing. However, the 45-foot height limit could pose a challenge to this aspect where the taller buildings are proposed.

The section on "Building Character in the Core Area" offers some excellent suggestions for design qualities which new construction should incorporate

to better integrate with the historic architectural context of Hollywood. Some advantage should be taken of the distinctive triangular shaped lots along Sandy (something unique to this commercial district). As noted above, there are no design standards currently in the CS zone. The most likely mechanisms are—creation of a design district, introduction of design-related standards in the zone, or implementation of a specific area development plan.

Summary

Based on the above analysis, the draft Hollywood Transit Station Specific Development Plan Project would require the following issues to be resolved:

- The height limit of the CS zone is 45 feet. This would preclude the two or three highrise “landmarks”. It could also limit some of the core area mixed-use structures, since 45 feet would only accommodate about three and a half stories.
- The CS zone has no minimum parking requirement. Proposals calling for minimums (including higher parking requirements for larger residential units) could not be carried out under the existing zoning.
- The CS zone also has no provisions which would prescribe use or design. Suggestions in the proposal calling for specific uses in particular locations, or calling for specific design treatments, could not be enforced through the current base zoning.
- Shared parking facilities are allowed in the CS zone, but they are not allowed in residential zones. This could be a disadvantage, especially in the case of small infill lot development in the R1 zone, where it is difficult to provide required parking and required landscape buffers on site.

Overall, the Hollywood Station area planning process was a success. Model development plans were prepared for building “envelopes”, uses, facades,

parking, etc. for six blocks immediately north of the Hollywood Station. Many focused discussions also took place over the past six months and brought some consensus on some outstanding development issues. The project's working group intends to continue pursuing the model plan concept with the City as well as the business and residential community, and explore options for a community development corporation.



Public Involvement: VPS™ and Other Strategies

Introduction

Public outreach was one of the main goals of the first phase of the Livable City Project. This section describes many of the outreach activities. The pilot projects that also had a large outreach component were described in the

previous chapter. The response received from these activities has been incorporated into the recommendations for future strategies described in the chapter on Growth Principles and also influenced the recommendations in the chapter on Implementation Strategies for Phase II.

The Livable City Project worked closely with the Office of Transportation, Regional Rail Program due to the similarity in messages between the projects. Outreach staff from the Regional Rail Program assisted with outreach for the Livable City Project.

*"We travel together,
passengers on a little
spaceship, dependent on
its vulnerable reserves of
air and soil; all committed
for our safety to its security
and peace; preserved
from annihilation only by
the care, the work and, I
will say, love we give our
fragile craft."*

*- Adlai E. Stevenson
Exploring New Ethics for
Survival
1972*

Initial Outreach

Second Annual Regional Rail Summit

The Growth Concepts were first presented for public review at the Second Annual Regional Rail Summit at Benson High School on February 8, 1992. Over 600 people attended this free one-day conference co-sponsored by the City and Tri-Met. The Summit focused on two issues: how will a regional light rail system affect the livability of our neighborhoods, and how will we pay for it. To address the first question, the morning of the conference focused on the Livable City Project growth concepts. The growth concepts were explained through a presentation, slide show, and video. Participants then broke into small work groups. The information generated



The design of the new development was to be compatible with the character of the surrounding neighborhoods.

was recorded by each work group. This information was transcribed and turned over to the data summary group explained below.

The growth concepts were also tested at the 1992 Summit through a day-long design charrette or workshop. The charrette consisted of ten design teams made up of local architects, landscape architects, planners, design students, and representatives from neighborhoods. Each team was assigned a light rail station site or a main street site.

Each team was asked to design potential development that would accommodate approximately 1500 new housing units in a range of densities and the retail and services needed to support this additional housing. The design of the new development was to be compatible with the character of the surrounding neighborhoods. The resulting display boards have been exhibited at many locations in the metropolitan region over the past 18 months. Detailed results of the charrette are contained in *Designing Our Future: A Charrette at the Regional Rail Summit* (Appendix E).

Data Summary Group

Following the Second Annual Regional Rail Sum-

mit, a working group of eight citizens was formed to condense and summarize the sixty pages of data from the Summit's small work group sessions. The data summary group strove to condense and summarize the data and avoid any personal bias in its work. The working group took several months to prepare the data for public review. It has been published in a document, *The Citizen's Speak: Public Response to the Livable City Project Growth Concepts at the Second Annual Regional Rail Summit* (Appendix F).

In general, this first public response to the growth concepts was very positive. None of the concepts were considered inappropriate. Concerns expressed included noise, how the concepts would be implemented, how parking congestion could be dealt with, especially during the interim period until alternative modes of transportation were more widely used, and how to incorporate adequate open space in the form of small pocket parks or plazas.

Visual Preference Survey™ and Third Regional Rail Summit

The Portland Region Visual Preference Survey and the Third Annual Regional Rail Summit were the major public outreach activities of the Livable City Project this year.

Goal of Survey

The Livable City staff wanted to determine the acceptability of various forms of development. The Visual Preference Survey™ is a technique developed by the firm of A. Nelessen Associates to elicit this type of information. Staff approached planning representatives of the other jurisdictions in the region with the suggestion of a joint survey to obtain information on public preferences in the region as a whole. Together the sponsors decided to focus the survey on three areas: Development within walking distance of transit stations, along potential main streets or commercial corridors, and within neighborhoods.

Mechanics

The Portland Region Visual Preference Survey consisted of a slide show of 240 slides. The slides

Public Involvement: VPS™ and Other Strategies



represented a range of different development forms, some from the Portland region and some from other locations. Participants were asked to rate each slide on a scale of positive 10 to negative 10 with zero reserved for neutral responses. Participants listened to an introductory explanation of the process and were asked to give their "gut" reaction to the slides. There were 80 slides in each of the three issue areas mentioned above. The scores were tabulated and averaged for the region as well as for various subareas within the region.

Participation

The survey was given 34 times between January 14 and February 16, 1993 at locations throughout the metropolitan area. It was also given an additional 12 times to groups of school children. In total, over 3000 adults and over 1500 children participated in the survey. Fifty-nine percent of the adult participants were from the City of Portland. The tremendous turn-out easily exceeded the goal of 2000 regional participants.

Results

The results of the survey were presented on March 6, 1993 at the Third Annual Regional Rail Summit. The results showed a remarkable consensus throughout the region. There was a strong preference for

In total, over 3000 adults and over 1500 children participated in the survey.

There was a strong preference for pedestrian-oriented mixed-use development at transit stations and along main streets.



pedestrian-oriented mixed-use development at transit stations and along main streets. In the city, a higher intensity of development around transit stations was preferred compared to the eastern and western suburbs. In the residential neighborhood category, a street with small bungalows was the highest rated single-family slide. There was also a strong preference for pedestrian-oriented neighborhood commercial development.

Detailed results are presented in a separate document: *Picture This... The Results of a Regional Visual Preference Survey*. This document is expected to be published by the end of June, 1993. It is included as Appendix G to this report.

Third Annual Regional Rail Summit

Over 800 people attended the third annual Regional Rail Summit on March 6, 1993 at Benson High School. In the morning, Anton Nelessen, partner in A. Nelessen Associates Inc., showed 53 representative slides while presenting the results of the survey. The results of the survey was also the focus of 4 of the 14 afternoon workshops and tours. A detailed summary

A street with small bungalows was the highest rated single-family slide.



of the Summit is presented in a separate document: *Shape Your Future: The Third Annual Regional Rail Summit Summary* included as Appendix H of this report.

Other Public Involvement Strategies

Other public involvement strategies have included—neighborhood walks, a PSU class, presentations to various groups, a public awareness program, and publications and displays.

Neighborhood Walks

A series of 14 Neighborhood Walks sponsored by the Livable City Project and SE Uplift were conducted in the summer of 1992. There were several outreach objectives for the walks. One was to actively involve citizens at the community level, in the visionary and practical process of maintaining and enhancing their community. Having citizens take a proactive role in shaping their community is one of the main objectives of the Livable City Project. Another outreach objective was to provide a forum to bring varying related interests together to discuss the growth concepts. Varying interests included architects, developers, lenders, community activists, business and community leaders, neighbors, as well as Realtors and other

Having citizens take a proactive role in shaping their community is one of the main objectives of the Livable City Project.

marketing interests. A third objective was to get direct feedback on how specific citizens saw the applicability of the growth concepts in their neighborhoods.

Several of the neighborhoods enjoyed the project so much the first time, they coordinated a second series of Neighborhood Walks in their community. The southeast neighborhood associations coordinating the walks were:

Brooklyn	Creston-Kenilworth
HAND	Montavilla
Mt. Scott-Arleta	Buckman
Pleasant Valley	Richmond
Sunnyside	Sellwood-Moreland
Woodstock	

In addition to local residents and business people, each walk included a neighborhood coordinator, a Bureau of Planning or Office of Transportation staff member, a Livable City advocate and, when possible, a design professional who would draw renderings of particular growth concept options along the way. Each group also carried a camera and a corresponding photo log, to photograph and record sites they wanted to discuss further.

Over a hundred people participated in the Neighborhood Walks with many more expressing interest in organizing a Neighborhood Walk in their community.

PSU Class

Thirty-two students enrolled in the eight-week course series entitled Portland's Land Use and Planning. The educational series was affiliated with the PSU Extended Studies Program and was made possible by a grant to the Bureau of Planning from the Department of Land Conservation and Development for education on infill and redevelopment.

The purpose of the course was to respond to citizen volunteers in the neighborhood network who have an interest in land use and transportation issues. Nearly half of the students were affiliated with neighborhood associations, while over one-third received scholarship assistance, also covered by the grant. Planning

students, developers, planning commission members and other community groups impacted by the land use process were invited to participate. The series included an historical planning perspective of the region as well as panel discussions by regional decision-makers. The course outline and evaluation are included in Appendix I.

Presentations

Project staff have given presentations on the Livable City Project at several conferences in other regions and over 50 local presentations to various organizations and associations, including the following:

- AIA Urban Design Committee
- AIA Housing Committee
- Association for Portland Progress Leaders Group
- Business Associations
- City Club Friday Forum
- City Club Land Use and Transportation Committee
- Downtown Living Council
- Metro Staff
- Metropolitan Home Builders
- Neighborhood Associations
- Neighborhood Walks
- Oregon Chapter, APA: Visioning Workshop
- Regional Rail Advocate meeting
- Retail Task Force

Public Awareness of Growth Issues

The Livable City Project, as a sponsor of the Regional Visual Preference Survey, was fortunate to have the benefit of a major public awareness program focusing on growth management issues. The program was designed and implemented by Partners for a Livable Community, a group which includes the City of Portland, Metro, Tri-Met, Oregon Department of Transportation, Oregon Department of Environmental Quality, Oregon Department of Energy, Port of Portland, Clackamas County and Washington County.

The goal of the first phase of the program was to generate interest in and awareness of growth issues by encouraging participation in the Regional Visual

Preference Survey. To generate interest, a newspaper and radio ad campaign was created, along with a television public service announcement. The ads discussed the growth expected in the region and the decisions that must be made. Tagged with "Its Your Community, Its Your Choice", each ad ended with a phone number to call "to get involved". Callers were then mailed the flyer and schedule of the Visual Preference Survey™ sessions. The four-week campaign generated over 4000 calls and added tremendously to the successful turn-out at the Visual Preference Survey™.

Publications and Displays

One of the first products of the Livable City Project was the creation of a 13-page booklet illustrating and explaining the growth concepts. The document contains 35 line drawings of the concepts, many of them depicting a "before and after" scenario. To-date, over 3000 copies have been distributed locally and over 500 distributed nationally and in Canada. This document is attached as Appendix J.

A periodic newsletter and progress report is also sent to interested citizens on the Livable City Project mailing list.

Finally, the Livable City Project has produced a display describing and illustrating the growth concepts. This display has been used at several conferences and public events throughout the region over the past 15 months, including:

- American Institute of Architects Regional Conference: The Making of Place
- Earth Day - Walk Your Talk
- Metro's Regional Growth Conference
- Neighborhood Walks - Meeting Places
- Regional Rail Summit
- Neighborhood Transportation Workshops
- Oregon Chapter, American Planning Association: Visioning Workshop

"Its Your Community, Its Your Choice"

IT'S YOUR COMMUNITY. IT'S YOUR CHOICE.

797-4242

YES

Name _____

Address _____

City _____

State _____

Zip _____





Housing and Mixed-Use Feasibility

Introduction

One of the tasks undertaken in the first phase of the Livable City Project was to determine the likely future market trends for infill development, and second to begin to develop a bridge with the lending and development

community. The consulting team of Tashman Associates/Leland Consulting Group addressed the market trends question in a report on *Infill Development: Market Trends and Prototypes*. Appendix K is a full copy of the report.

"In summer, when door-step life dominates, the natural quality of the neighborhood comes out."

**- Mary Kingsbury
Simkhovitch
Neighborhood, 1938**

Infill Development: Market Trends and Prototypes Report

The primary conclusions of this study were:

- The dramatic increases in nonfamily households (single persons, non-married couples, etc.) and single-parent families point to a shift in housing preferences.
- The space needs of smaller, "non-traditional" family households are different, and the need for convenient access to jobs and services is greater than that of the traditional two-parent family household. As housing costs increase faster than income, the demand for alternatives will grow. These factors create opportunities for smaller, more affordable housing products which can be developed on infill sites.
- In the short-term, the greatest opportunities for



increasing the number of housing units may be found in the development of small lot, single-family detached housing, and lower-scale and moderate density attached and multifamily projects within neighborhoods. Higher density, multifamily housing products located along arterials or collector main streets are more likely to develop in the long-term.

- In established neighborhoods and neighborhoods in transition upwards, property values will increase and development will be supported by the market. In weak neighborhoods, on the other hand, market values will be insufficient to support new development. In such cases, infill housing may require some form of public subsidy until such time as development costs can be borne by the market alone.
- Misconceptions in the development/banking community can affect infill potential. These misconceptions range from lack of information on—the supply of suitable sites, the changing nature of the housing market, to the perception of such things as crime and education.

These misconceptions range from lack of information on—the supply of suitable sites, the changing nature of the housing market, to the perception of such things as crime and education.

- One of the most significant actions the City of Portland can take to promote infill development is to address these misconceptions. To do so will require that the City know more about how infill development opportunities are perceived and know more about the actual conditions in neighborhoods that are critical to successful infill development.

Discussions with the Development/Lending Community

The primary conclusions from a meeting of lenders, developers and city staff, organized by the Association for Portland Progress were:

- Until market demand is thoroughly documented, lenders will continue to have difficulty in approving loans for some types of development.
- Lenders are particularly concerned about the risk during the lease-up period for multifamily residential and mixed-use projects. They require persuasive evidence of market demand for the



Lending institutions are averse to financing a type of product for which there is no proven track record

- product and its location. This makes larger projects particularly difficult to start.
- Lenders have indicated the greatest comfort with small scale multifamily developments which are in the \$2-3 million range (20-30 units) up to a maximum of \$100 million (100-125 units).
 - Small and medium size multi-unit residential developments which have adequate parking and nearby amenities such as good transportation, convenience shopping, parks and views will have a lower level of risk and are more attractive to lenders. However, as projects grow in size with an increase in lease-up risk, and as new uses are introduced (retail and/or office) the risk factor is compounded.
 - Discussions with individual developers indicate that while they might like to do mixed-use projects, the financing is often difficult to arrange. Lending institutions are averse to financing a type of product for which there is no proven track record. A complicating factor in borrowing money to do a mixed-use project is the division within banks between commercial and residential lending.
 - Because of the difficulties in arranging financing, and because in a mixed-use development the retail component often tends to carry the residential component, it makes more sense to the developer to simply develop a single-story retail project rather than a multistory mixed-use project.
 - Where mixed-use development does prove feasible, three stories is the likely threshold for such development apart from unique areas such as the Central City. Per unit costs for fire and life safety, electrical and other building code requirements escalate for buildings over three stories. Also, wood-frame construction is allowed for three or four story buildings, but stronger construction is required for taller buildings.

Possible Next Steps

Some possible next steps related to housing market and mixed-use feasibility in the Phase II work program are as follows:

- Further develop the necessary data to document the demand for various types of housing and mixed-use development in the city.
- Develop the necessary information to provide a thorough understanding of how neighborhood conditions affect the feasibility of infill development.
- Develop a marketing strategy to promote Portland infill development opportunities.
- Continue to work with representatives of the development and banking industries to determine the necessary steps which need to be taken to implement the infill marketing strategy.
- Involve other decision-makers, such as property appraisers, in the process as indicated. Property



appraisers are responsible for the market assessment leading to a determination by the lender as to project feasibility.

- Work with neighborhood groups to determine how infill can best be accommodated and help enhance local neighborhoods.
- Develop demonstration projects. Both the consulting team for the infill development study and the lender/developer group cited the importance of successful demonstration projects as a key ingredient to prove the market for development while at the same time showing it can be compatible with local neighborhoods.



Transportation Planning Rule

Introduction

The State of Oregon adopted the Transportation Planning Rule in 1991. It serves as the administrative rule for the Land Conservation and Development Commission (LCDC) Goal 12, Transportation. The rule regulates trans-

portation planning and project development at the local, regional and state-wide levels. The rule is specifically aimed at reducing dependence on the automobile. The city's program to comply with the Transportation Planning Rule is integrated into the Livable City Project since both projects emphasize better accommodation for transit and pedestrians.

In recent years, the use of the automobile has increased at a rate four times faster than the population. This ever increasing reliance on the automobile contributes to a number of problems or concerns, including air and water pollution, commuter traffic congestion, energy consumption, and adverse impacts on livability. These concerns led to the adoption of the State Transportation Planning Rule.

The purpose of the rule states, in part, "Through measures designed to reduce reliance on the automobile, the rule is also intended to assure that the planned transportation system supports a pattern of travel and land use in urban areas which will avoid the air pollution, traffic and livability problems faced by other areas of the country." (OAR 660-12-000)

The rule requires a transportation system plan. Local and regional governments are required to employ a systematic approach to the provision of transportation facilities and improvements. Prior to the adoption of the required transportation system

*"Wither goest thou,
America, in thy shiny car
in the night?"*

*- Jack Kerouac
On The Road
1957*



One of the more common concerns about the rule, is that it challenges the American love of and dependence on the automobile.

All (studies) show that people can be convinced to change their travel patterns quite dramatically in response to changes in conditions affecting their choices.

plan, the rule requires that local jurisdictions adopt "interim" amendments to land use and land division ordinances that provide for new development that better accommodates pedestrians, bicycles and transit. The Office of Transportation has the lead role in responding to the rule, while the Bureau of Planning is responsible for implementing the "interim" amendments to the land use and land division ordinances.

One of the more common concerns about the rule, is that it challenges the American love of and dependence on the automobile. However, most planning and transportation experts agree that much of our dependence on the automobile was strongly influenced by post-war government policies that encouraged and subsidized the use of the automobile. Reversing or eliminating those policies will result in a change in our perception of the transportation choices available. "All (studies) show that people can be convinced to change their travel patterns quite dramatically in response to changes in conditions affecting their choices." (Martin Wachs, *Policy Implications of Recent Behavioral Research in Transportation Demand Management*, Journal of Planning Literature, Vol. 5, No. 4, May 1991.)

What the Rule Requires

The Transportation Planning Rule requires implementation in two phases. By November 1993, land use and land division ordinances are required to be amended as necessary to provide for new development that is pedestrian, bicycle and transit friendly. The second and more comprehensive element of the rule, to be implemented by local jurisdictions in 1996, requires the development of a transportation system plan that addresses all modes of transportation, and transportation facility operation, maintenance, and repair.

In the City of Portland, the Bureau of Planning is responsible for compliance with the rule as it affects private property and the Office of Transportation is responsible for compliance as it affects the public right-of-way and other public facilities. The first element of the rule specifically requires bicycle parking for new retail, office, institutional and multifamily residential developments. It requires "safe and convenient" facilities for both bicycle and pedestrian use, including sidewalks and bikeways. Such facilities are required to be "reasonably free from hazards", and to "provide a direct route of travel". Requirements also include provision of "internal pedestrian circulation" for new office parks and commercial development. New retail, office and institutional uses near existing or planned transit stops are required to orient building entrances to the transit stop, and buildings are required to locate "as close as possible" to transit stops. The Bureau of Planning proposal for compli-

...the rule requires...
 ...the rule requires...
 ...the rule requires...
 ...the rule requires...
 ...the rule requires...



ance with the rule, *Transportation Planning Rule, Planning Commission Discussion Draft*, is contained in Appendix L.

The second element of the rule, the transportation system plan, is being carried out by the Office of Transportation with continuing input from the Bureau of Planning. This is an on-going project, due to be implemented in full by 1996. The transportation system plan will include road, bicycle, pedestrian, port, airport and rail facilities, and major regional pipelines and terminals.

How the Rule Relates to the Livable City Project

- Creating opportunities for a multimodal transportation system by requiring pedestrian, bicycle and transit-oriented development directly supports the Livable City objective of accommodating growth while increasing livability.
- The street system in the city is virtually complete. New development in the City of Portland cannot provide new automobile capacity, except perhaps in the immediate vicinity. Additional transportation capacity must therefore come from more efficient use of the existing street system. Providing opportunities for a greater use of alternative modes of transportation will increase the efficiency of the existing transportation system. By increasing the transportation options available, more people can use the existing street system, giving the city additional growth capacity without major capital improvements or dislocation of business and residential properties for street widening.
- Requiring new development to be pedestrian, bicycle and transit friendly will contribute to the opportunity for the success of mixed-use, compact communities. One of the key components of a mixed-use, compact community is access. Development which emphasizes human-scale encourages a sense of community. The provision of opportunities for the safe and convenient use of

Providing opportunities for a greater use of alternative modes of transportation will increase the efficiency of the existing transportation system.

alternate modes of travel will also contribute to the reduction of vehicle miles traveled, as required by the rule.

- The requirements of the rule for a transportation system plan is closely related to the plans to create a growth management plan for the city. A major factor in any growth scenario is the ability of the transportation system to meet the travel demands of both the existing and new growth. Perhaps more important than knowing whether sufficient capacity exists is a transportation strategy that maximizes the efficiency of the transportation system, in turn, lowering overall transportation costs.

One of the key components of a mixed-use, compact community is access.





Proposed Growth Principles

Introduction

The main focus of the first phase of the Livable City Project has been on basic research and generating feedback from the public. Since the Growth Concepts were first presented to the public in February of 1992, a

tremendous amount of information has been generated.

Originally, six general growth concepts were suggested as ways in which the city might accommodate additional growth and maintain the city's overall livability. As a result of extensive public involvement, these original six concepts have been reduced to four development principles. Three of these are basically the same as three of the original growth concepts. The fourth and new development principle, namely Neighborhood Infill, represents a consolidation and refinement of some of the aspects of the other three original growth concepts (Existing Patterns, Designed Infill, and Opportunity Sites). The remainder of this chapter focuses on suggested strategies which will help achieve each of the four development principles.

"If the earth does grow inhospitable toward human presence, it is primarily because we have lost our sense of courtesy toward the earth and its inhabitants, our sense of gratitude, our willingness to recognize the sacred character of habitat, our capacity for the awesome, for the numerous quality of every earthly reality."

- Thomas Berry
The Dream of the Earth
1988

Central City

The city has had a long-standing commitment to increase the supply of downtown housing and, since 1988, the housing supply within the entire Central City. As a result of this, there already exist multiple policies and programs directed at increasing the Central City housing supply and enhancing its overall livability as a place to live, work, shop and enjoy.

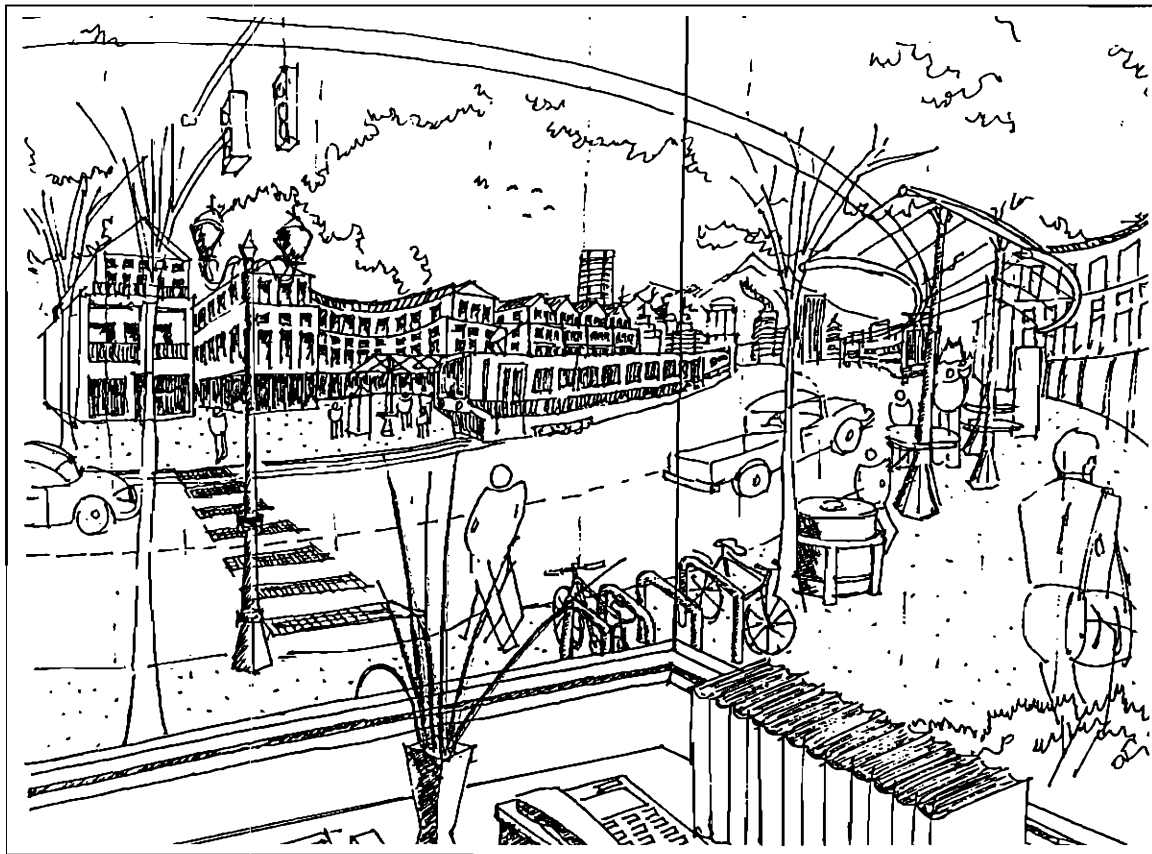
The report, *Central City Housing* (appendix A),

Proposed Growth Principles

In the Central City area, it is not so much a matter of developing new strategies to encourage development, but rather ensuring that the existing strategies continue.

prepared during the first phase of the Livable City Project, details the policies, regulations, and current assistance programs the city employs to encourage additional residential development in the Central City. In the Central City area, it is not so much a matter of developing new strategies to encourage development, but rather ensuring that the existing strategies continue. The following recommendations are directed to that end.

- Continue to pursue the proposed exemption of tax increment financing from the Measure 5 tax limitation and other means of being able to continue to assist Central City housing projects.
- With the property owners involved, prepare detailed plans for the redevelopment of the River District and North Macadam District, identifying the needed investments in public infrastructure and other measures to assist in the redevelopment of these areas.



- Continue to implement the recommendations of the Central City Plan which will help further create a safe and lively Central City living environment.
- Adopt the proposed revised goals of the Central City Transportation Management Plan to add 75,000 new Central City jobs and 15,000 new housing units.

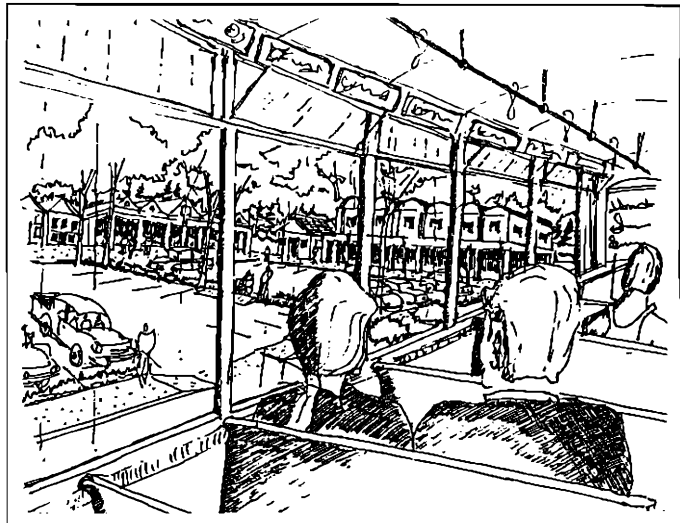
Transit Stations

The Transit Station Area principle for future development around light rail stations outside the Central City envisions a mix of housing, shopping and public land uses within a quarter mile of the transit stop.

Tri-Met, in its book *Planning and Design for Development*, refers to the type of development involved as "urban neighborhood" development. It would consist of moderate to medium-high density housing with retail and local service uses at ground level.

The retail center would be the focus of the local neighborhoods. Its size and scale would vary based on the site's location in the region. Some limited small-scale office development could also be included. Housing would be located above the ground floor retail development. In most cases this would likely be two to three floors of housing, but in particular key locations this might increase to six to eight floors. The pilot project developed for the Hollywood neighborhood envisioned housing at a density of approximately 40 units per acre.

Other key elements of this development principle are a well-connected network of local streets and a healthy pedestrian environment which includes good pedestrian connections and pedestrian amenities (such as street furniture, telephones, street trees, etc.).



The key need is to achieve the best possible "fit" between land use and transportation prior to any light rail construction.

The main strategy employed so far to encourage development around light rail stations has been some form of land use policy and/or regulations. In the past, there also has not been a consistent approach to planning around future light rail stations. The variety of regulations which exist today are the result of responses to particular situations, rather than any overall policy.

In planning for future light rail, the key need is to achieve the best possible "fit" between land use and transportation prior to any light rail construction. The fact that it was the first light rail line constructed, plus the cost of alternative designs, resulted in a poor "fit" between the transit station and the adjacent areas at some of the MAX light rail stations, most notably at Hollywood, 60th Avenue and 82nd Avenue. Once a transit station location is fixed, it is much more difficult to adjust the future pattern of development in order to maximize the development opportunity the station presents.

The following steps need to be undertaken for future light rail station area planning:

- Examine the guidelines and recommendations in *Planning and Design for Transit* to determine what specific recommendations need to be further developed and applied in the City of Portland.
- Determine what future policies should be adopted to ensure a good "fit" between land use and transportation regulations and investments at future light rail transit stations.
- Undertake public/private development partnerships at selected light rail transit stations to demonstrate acceptable and attractive development which can serve as successful development models for other locations.
- Market light rail station area development opportunities.
- Develop a consistent set of development and design policies which can be applied at future light rail stations.

- Adopt policies to target public investments for such things as—other transportation improvements, vest pocket parks, and other public facilities and services—in the vicinity of light rail stations.

Many of the special assistance programs, which the Portland Development Commission is able to employ to assist development in the Central City, are generally not available to facilitate development in other areas of the city, outside urban renewal districts. As a result, the strategies which can currently be applied to encourage development around say light rail stations or along main streets, are therefore more limited than what can be used in the Central City.

Main Streets

The main streets development principle is a long-term approach to accommodate additional growth. It may take time before it has a significant impact on the overall development pattern in the city. With proper planning, however, the main streets principle can:

- help accommodate the increasing demand for multifamily rental housing;
- help make maximum utilization of the existing investment in public transit and other public

It may take time before it has a significant impact on the overall development pattern in the city.



facilities which foster development of local retail and services; and at the same time,

- preserve the livability of existing neighborhoods.

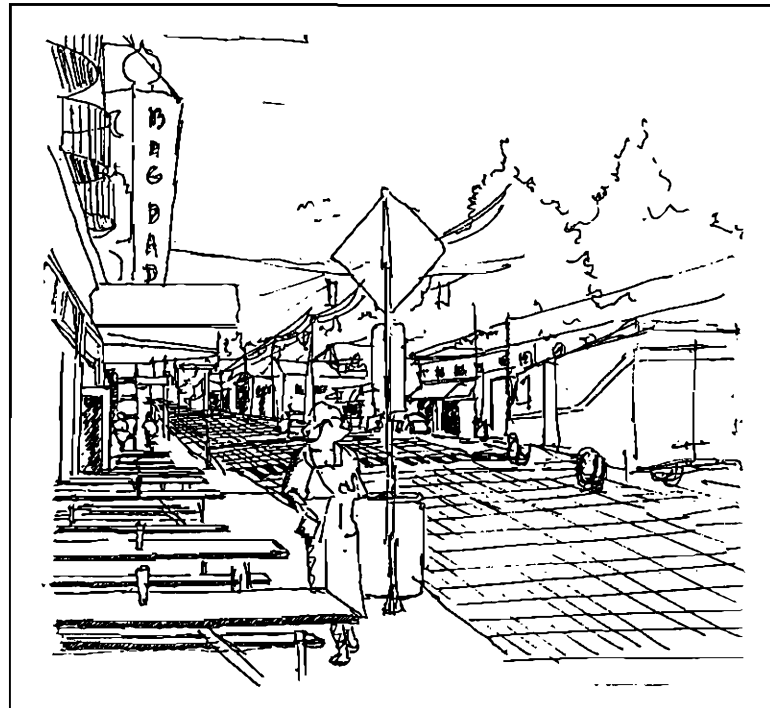
The Main Street development principle is a linear pattern of infill and intensification of development along selected main streets with good transit service. Usually they will be streets with existing local shopping. The Main Street principle envisions intensification of the retail/service development with two to three floors of residential above. A smooth transition would be made from the new higher-density housing to housing in existing surrounding single-family neighborhoods.

The mix of increased commercial and multi-family residential development along main streets will help provide services for the entire neighborhood and, in some cases, help revitalize neighborhoods.

The mix of increased commercial and multi-family residential development along main streets will help provide services for the entire neighborhood and, in some cases, help revitalize neighborhoods.

Main Streets would usually coincide with what Tri-Met calls Urban 10-Minute Bus Corridors.

The first phase (March 1992-April 1993) of the Main Street pilot project, undertaken as part of the Livable City Project, included potential main street development along a two-block segment of Division Street. The Division Street/Main Street project suggests the



following strategies to help create a main street environment.

- Slow vehicular traffic
- Increase the identity of the core district
- Soften the edges to residential neighborhoods
- Bus shelters
- Curb extensions
- Street trees
- Awnings
- Benches
- Public telephones

For larger main streets projects, more extensive private improvements and public investments might be undertaken including the addition of such facilities as—pocket parks; landscaping; and parking lots/ garages shared between various businesses and uses, including possibly some city-owned facilities. During Phase II of the Livable City Project, selected potential main streets will be analyzed to help develop a Main Streets policy. It is worth noting that the city of Toronto, Canada has a very active Main Street program with a special section of the planning department devoted to encouraging and facilitating housing and mixed-use development on "main streets."

Neighborhood Infill

Neighborhood Infill is a new development principle that takes elements from the growth concepts for Designed Infill, Opportunity Sites, and Existing Patterns. It clarifies some elements of those concepts and refocuses on three types of areas within neighborhoods: residential, commercial, and industrial. This principle and the subsections of it are not totally new. Rather, they take ideas from the original growth concepts and combine them differently to bring clarity to aspects of the concepts, in response to the feedback from public outreach and research that has taken place in the first phase of the Livable City Project.

The name "Neighborhood Infill" was chosen to include most of the city that does not fall within the definition of the first three development principles

Proposed Growth Principles

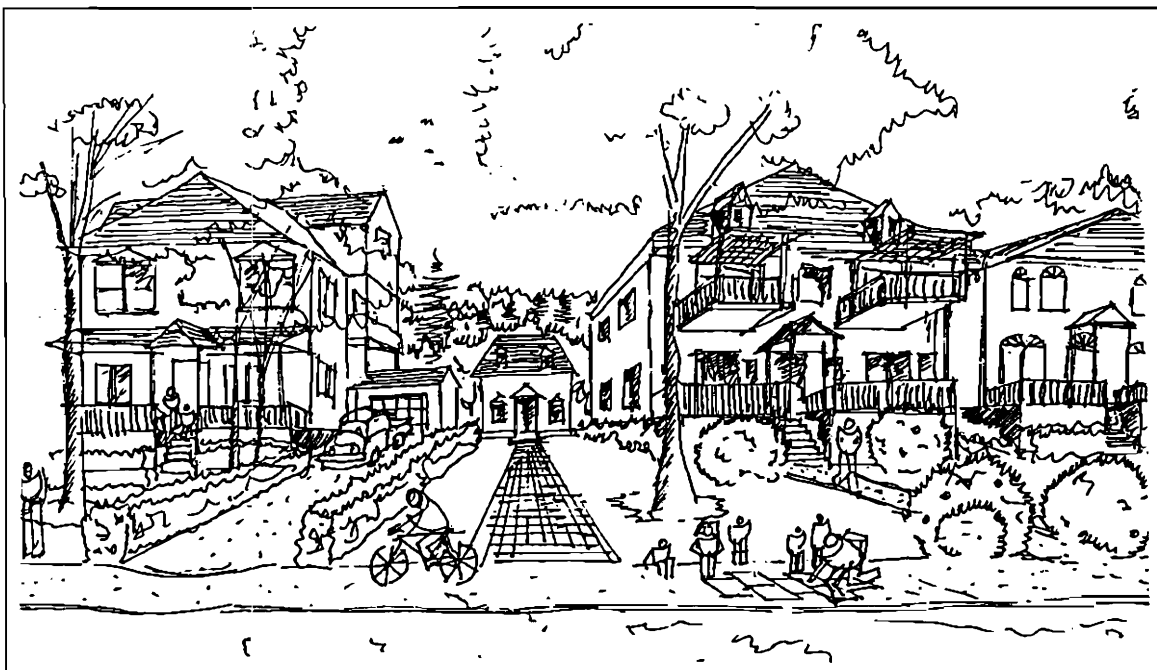
(Central City Housing, Transit Stations, and Main Streets). It acknowledges that Portland is made up of neighborhoods and that neighborhoods include more than strictly residential areas. It is not meant to imply, however, that all parts of the city are equally suitable to receive the same type or amount of infill development. It is divided into three subareas, each of which focuses on a potential principle for accommodating growth while improving livability. The three subsections are explained below.

Residential Areas

The Residential Areas strategy combines all of the ideas from the Designed Infill, Existing Patterns, and Opportunity Sites concepts that focus on infill development in residentially-zoned areas. It is the only strategy that concentrates on residential zones.

The residential areas strategy continues the core concepts of the original Designed Infill growth concept. It focuses on exploring ways to accommodate incremental additions of housing units in residential zones, while at the same time preserving the overall character and desirability of these areas. It continues the main Designed Infill concept of add-a-rentals whereby an additional (accessory) dwelling unit is added to a site with an existing single-family dwelling. It also continues other aspects of the concept

It focuses on exploring ways to accommodate incremental additions of housing units in residential zones, while at the same time preserving the overall character and desirability of these areas.



such as the potential for additional housing densities in specific circumstances. Additional housing units could replace existing vacant lots or incompatible development in residential zones if the height, scale, design and general appearance of the new housing is compatible with surrounding homes. For example, Vancouver B.C. has a program where apartments or condominiums can be built on selected sites if they are designed to look like the surrounding large older homes. The Residential Areas strategy continues to emphasize the importance of neighborhood character and excellent neighborhood design in maintaining stability, pride, and a sense of community.

Some of these ideas have been considered in the proposed "a" overlay zone as part of the Albina Community Plan process (as explained in the previous chapter on the growth concepts). After the Council has taken action on the currently proposed "a" overlay zone recommendations, the Livable City Project will then consider what further steps deserve further consideration.

The Residential Areas strategy also incorporates much of the focus of the original Existing Patterns growth concept. The Existing Patterns concept acknowledged and encouraged the type of housing development that is taking place now, including single-dwelling houses on vacant infill sites, and in new subdivisions, as well as multidwelling housing in apartments, condominiums, and rowhouses. As the chapter on the growth concepts documents, there is still a considerable amount of vacant residentially-zoned land in the city. Eventual 100 percent development of this acreage is unlikely if only because of physical limitations of the land. This is particularly the case with some of the single-family acreage. But development of vacant infill land is also complicated by other factors.

A substantial amount of the acreage is in small scattered parcels throughout the city. Small sites consisting of a single lot or a handful of lots can be relatively costly to develop. In addition, the local neighborhood conditions in some parts of the city deter investment in the vacant parcels available. What is needed in order to encourage development of these properties is an overall strategy to:

The Residential Areas strategy continues to emphasize the importance of neighborhood character and excellent neighborhood design in maintaining stability, pride, and a sense of community.

- 1) Develop prototype examples of affordable housing which can be developed on small infill sites. The American Institute of Architects and the Albina Community Plan have already done substantial work in this regard with the publication of the *10 Essentials for North/Northeast Portland Housing* and *New House Designs for North/Northeast Portland*.
- 2) Develop a better understanding of neighborhood conditions that affect infill development.
- 3) Develop strategies to encourage the banking and development communities to invest in infill development opportunities.

Because the strategies under Neighborhood Infill follow the pattern of predominant land use, the Residential Areas strategy also incorporates the residential portions of the original Opportunity Sites growth concept. Specifically included are the opportunity sites which consist of:

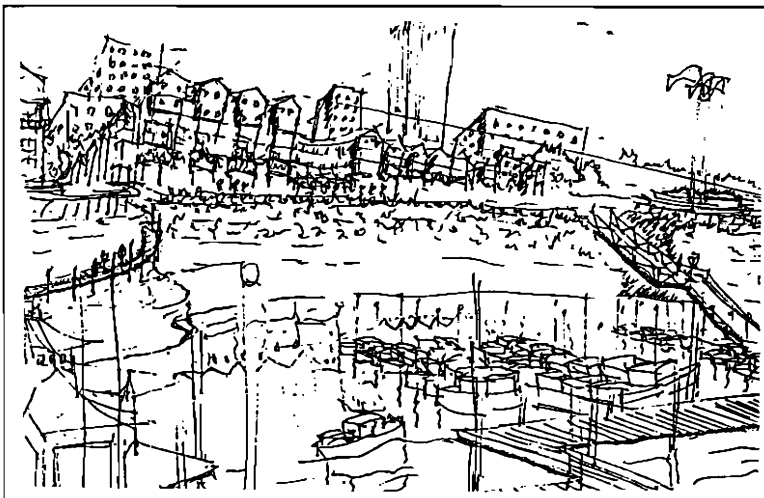
- Developed residentially-zoned property which is not actually in residential use, but which has the potential for redevelopment for residential or mixed-use (an example might be a school site which is no longer required for use as a school and which is zoned residential).
- Residentially-zoned property which is currently developed for residential use and which, due to the current condition and/or location of the property, has the potential for redevelopment at a significantly higher residential density.

The Residential Areas strategy was created to focus attention on potential positive housing opportunities in existing residential areas. These ideas did not get as much public attention during the first phase of the Livable City Project as did some of the other growth concepts. One reason for this was possibly the misleading name of the Designed Infill concept. The pilot project for the Designed Infill concept ended up

focusing attention on infill sites in commercially-zoned areas rather than in residentially-zoned areas. To accommodate that interest, the Commercial Areas strategy has been created and is discussed below. However, to fully realize the Residential Areas strategy, additional research and public outreach should be undertaken. Some specific actions for implementing this strategy are stated above. Additional actions will be determined after Council action on the Albina Community Plan.

Commercial Areas

The Commercial Areas strategy combines the ideas from the Opportunity Sites growth concept that focus on commercially-zoned sites, with the response from the Designed Infill pilot project. This pilot project, conducted in the Neighbors West/Northwest Neighborhood Coalition, created potential development designs for several sites and explored options for compatible infill development through design guidelines and the design review process. Mixed-use development usually with retail, employment or service uses on the ground floor and housing on the upper floors was a common theme to both the Opportunity Sites concept and the pilot project. The strategy also gains some initiative from the Existing Patterns concept as it recognizes that some of the housing that has been constructed in Portland recently has been in commercial zones. This is true even outside of the Central City area as evidenced by mixed-use development on NW Flanders and NW Thurman.



The Commercial Areas strategy can focus on smaller infill opportunity sites in areas with good transit service.

In many ways, the Commercial Areas strategy is similar to the Main Streets growth principle. Both focus on mixed-use development that is pedestrian-friendly and facing onto streets with good transit service. Many of the areas identified by both strategies currently have commercial zoning. The difference is largely one of degree. The Main Streets principle emphasizes longer continuous areas of mixed-use development along a transit street with excellent service. These streets will generally be limited to streets identified as “Urban Corridors” in Tri-Met’s strategic plan and will have extensive transit improvements. In contrast, the Commercial Areas strategy can focus on smaller infill opportunity sites in areas with good transit service. As evidenced by the pilot project, the sites do not have to be contiguous, but each needs to take its context from surrounding development.

Because of the similarities in the two strategies, most of the implementation actions for the Main Streets principle will be of value to the Commercial Areas strategy. Care will have to be taken to assure that considerations of the Main Streets principle, (such as the value of specific transit improvements, etc.) are not applied to the Commercial Areas strategy without adequate analysis.

Industrial Areas

The Industrial Areas strategy takes the remaining portions of the Opportunity Sites growth concept — those vacant or under-utilized sites in industrial zones (IH, IG1, IG2) and employment zones (EG1, EG2) outside of the Central City area. Because much of these areas are currently covered by the City’s Industrial Sanctuary policy (where new housing and large commercial development is prohibited or discouraged) the implementation of the Industrial Areas strategy must be carefully applied. This will be done through the community planning process as it updates the application of the comprehensive plan.

Generally the opportunity sites in industrial areas that have been tentatively identified in phase one of the Livable City Project have been under-utilized sites or sites in transition such as abandoned rail yards or gravel pits. Of the other smaller sites that have been

tentatively identified, many are vacant or are considered neighborhood eyesores. Many of these due to size, location, or changes in industrial practices may no longer be suited for industrial development. As in the original Opportunity Sites concept, the Industrial Areas strategy envisions mixed-use pedestrian-friendly development including housing, employment, commercial, and other service uses.

Several steps must take place before new mixed-use development can be implemented in areas that are currently zoned for industrial uses.

- Criteria for further identifying potential sites must be determined.
- The need to remove the Industrial Sanctuary designation would be reviewed and clarified.
- Identified sites must be analyzed in light of competing policies.
- Redesignation and rezoning to an appropriate zone and Comprehensive Plan designation must be completed.
- Other actions to assure appropriate development, such as specific plan areas, should be considered.
- Finally, where specific public benefits are concerned, some form of incentive might be considered to encourage suitable development of industrial land no longer needed for industrial use.

Because of the limited scope of the Livable City Project, the staff proposes that the implementation steps for the next phase be limited to the refining the list of identifying characteristics, and to clarifying policy language for reviewing the application of the Industrial Sanctuary policy. After this, the strategy would then be applied in the Community Planning process.

The Industrial Areas strategy envisions mixed-use pedestrian-friendly development including housing, employment, commercial, and other service uses.

Financing of mixed-use projects and the larger multifamily housing developments face particular difficulties.

Issues Common to All Growth Principles

- The economic feasibility of certain kinds of infill development was one of the major concerns expressed in the first phase of the Livable City Project. Financing of mixed-use projects and the larger multifamily housing developments face particular difficulties. The overall economic attractiveness of some parts of the city to the private market is also a concern.
- Compatibility of the new infill development with the local neighborhood in scale, use, and design is essential. Some form of design control is therefore necessary for certain kinds of development, or development in particular areas, such as main streets for example.
- Adequate provision for pedestrians and bicycles must be made. With larger developments, this should include not just improvements to the pedestrian system, but measures to enhance the pedestrian environment with such features as benches, street trees, and public telephones.
- The development must be well-related to the transit service in both its actual design and in the right-of-way provisions made for transit, such as the location of bus shelters.
- The impact of the development on vehicular traffic and vice versa is also a frequent issue. The development must be related to the adequacy of the local circulation system while in some cases measures to reduce or slow traffic may be necessary.
- Parking is frequently an issue. On the one hand there is concern about the impact infill development can have on existing on-street parking. On the other hand, there is a question of whether with good transit service, existing parking requirements in some cases might be modified. Other parking issues include the possibility of multiple-use of common parking facilities, as

opposed to each development providing all its own parking, and whether some form of assistance might be warranted for some such facilities.

- Finally, measures to enhance the overall attractiveness of areas proposed for more intense development are also important. This can range from simple landscaping improvements to the provision of plazas and vest pocket parks, open space and passive recreation areas. Throughout the public involvement process, there was concern about providing adequate open space in areas of higher density development. The Visual Preference Survey™ also gave particularly high ratings to facilities such as pocket parks.
- In order to address the concerns raised in the first phase of the Livable City Project, it will require close coordination with other government agencies and interests. The economic aspects of encouraging growth, for example, require the involvement of the Portland Development Commission, the transportation aspects require the Portland Office of Transportation, while park and open space issues necessitate coordination with the Parks Bureau. The following chapter includes further discussion on the kind of partnerships needed with other government agencies and with private and nonprofit interests.



Implementation Strategies for Phase II

Introduction

Implementation of the Livable City Project, through code and policy amendments, through partnerships with other agencies and with the private and nonprofit sectors, and through demonstration projects, represents a critical part of the project. The thrust of the Livable City Project is not to develop a plan that comprises mere words and pictures. Rather, it is hoped that the project will result in action, and that it will serve to encourage public and private investments consistent with the growth principles. In turn, these investments will help to create more livable neighborhoods and a more richly urban city.

This section of the report addresses the various avenues which the City might pursue to best achieve greater livability. The section is divided into four general areas:

- Bureau of Planning programs, policies, and codes which serve as potential implementation mechanisms for the Livable City Project.
- Demonstration Projects.
- Coordination with Livable City Project "partners" in the private and nonprofit sectors.
- Coordination with other agencies at the city, regional, and state level.

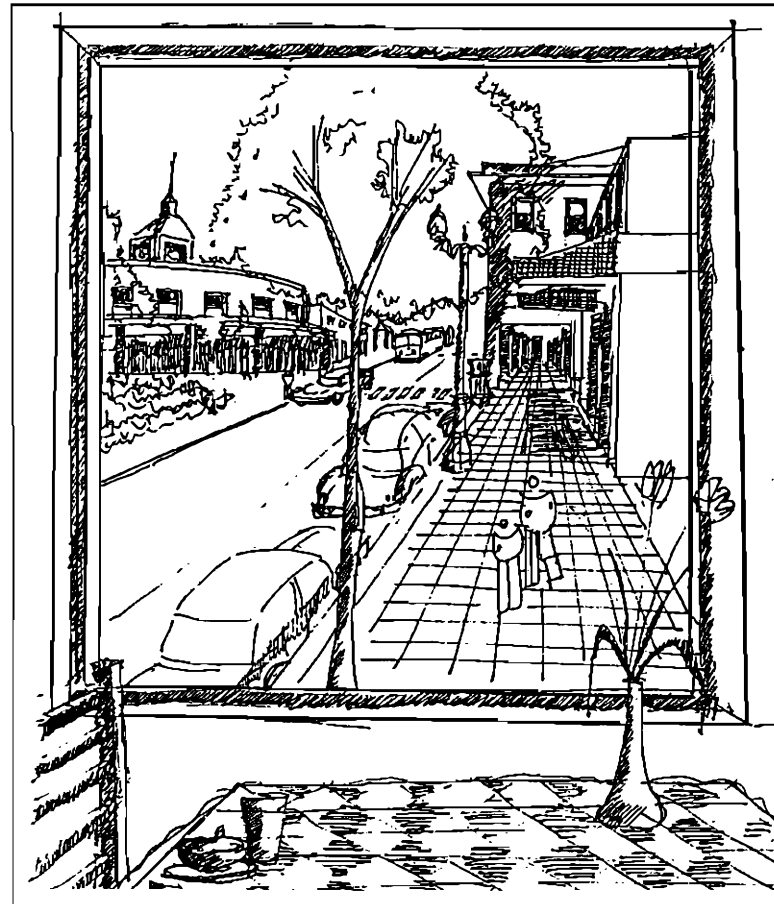
*"The need for change
bulldozed a road down the
center of my mind."*

*- Maya Angelou
I Know Why the Caged
Bird Sings
1969*

Bureau of Planning Implementation Strategies

Some of the most effective strategies for implementing the aims of the Livable City Project fall within the direct purview of the Bureau of Planning itself. The Comprehensive Plan and its attendant goals and policies, specific long range planning programs, and finally the zoning code and zoning map, all afford opportunities to encourage development in keeping with the project.

The Community Planning section of the Bureau of Planning is working on a long-term effort to update the Comprehensive Plan district by district. The effort includes a substantial accumulation of data which the Livable City Project staff will use to evaluate the growth concepts and strategies. The Community Planning process also is generating information on possible opportunity sites and other specific locations for higher density development.



The following is a partial list of zoning code amendments which, if enacted, could accommodate the type of development envisioned by the growth principles. This list has been derived from initial staff analysis of codes and policy documents, and from evaluation and assessment of the pilot projects. This listing is provided partly for discussion purposes, and in part to allow the reader to better understand the scope of amendments which might be pursued. It does not imply any endorsement.

- Consider allowing accessory rental units in new construction.
- In most commercial zones, review the floor area ratio and height limitations for potential incentives for housing development.
- In commercial zones, review height and parking requirements for residential uses.
- Review minimum lot size requirements in the R1 and RH zones, to see if these requirements pose a barrier to small lot infill development.
- Review rowhouse regulations to determine how to ensure better design, especially regarding how to diminish the presence of the automobile.
- Review CM zone for effectiveness in encouraging new mixed-use development; determine appropriate locations, such as Main Streets, for applying the zone.
- Consider creating a Specific Area Development Plan mechanism in the zoning code (see the chapter on pilot projects).
- Adopt amendments to the zoning code and Comprehensive Plan to comply with the State's Transportation Planning Rule (see the chapter on the Transportation Rule).

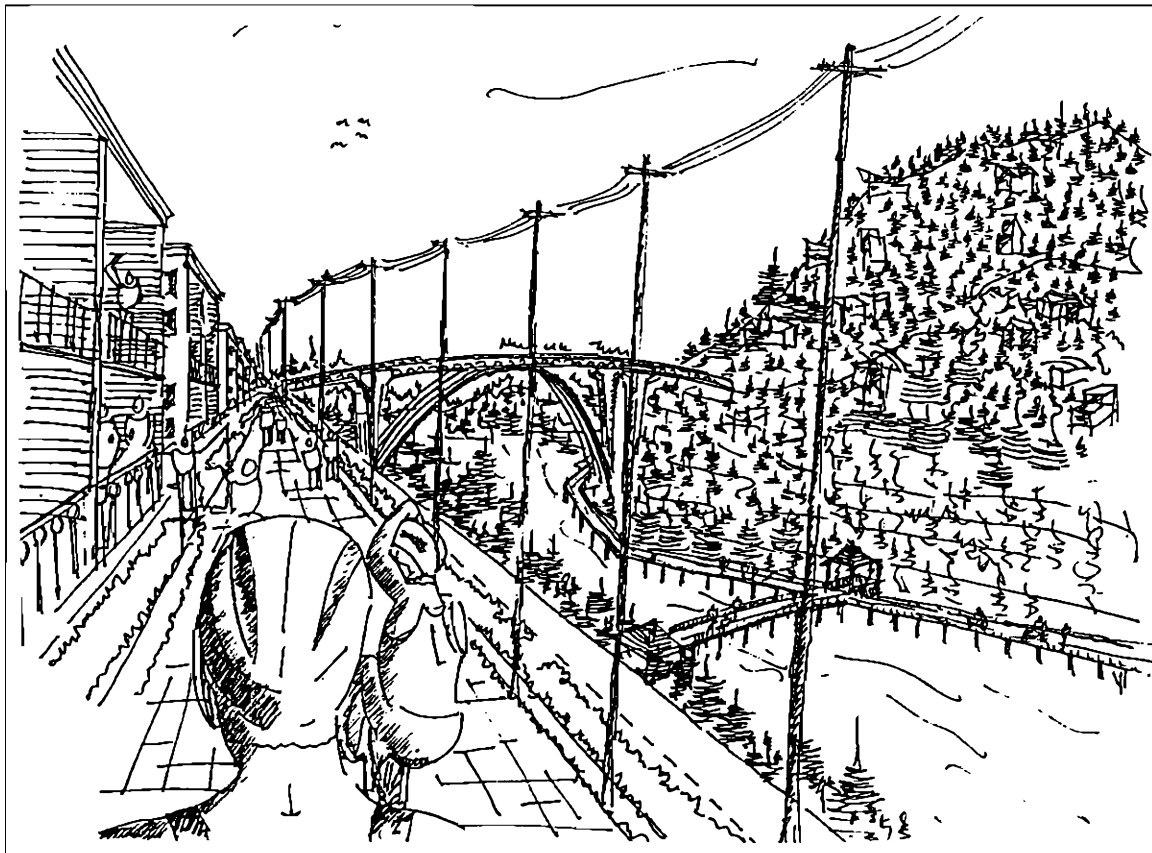
Zoning code amendments which, if enacted, could accommodate the type of development envisioned by the growth principles.

Demonstration Projects

One of the most intriguing and well-received components of the Livable City Project is the pilot project program.

If new higher density development types are to occur in Portland, it is likely that some demonstration projects will need to be built. The Tashman/Leland report identified this need (see the chapter on Housing and Mixed-Use Feasibility). Along these lines, one of the most intriguing and well-received components of the Livable City Project is the pilot project program. These projects, funded in part by a growth management grant from the Department of Land Conservation and Development, have enabled planners, property owners, and citizens to test three of the original growth concepts in three neighborhoods. The chapter on pilot projects addresses these in detail.

Work on the pilot projects and their implications continues and will form a key component of the Bureau's implementation efforts for the Livable City Project. The Southeast Uplift neighborhood office has received additional grant money to extend the Main Street pilot project by several blocks, due to owner interest. Owners of some of the other properties are



also interested in pursuing more refined design work along the lines of the pilot project designs. Meanwhile, the Livable City Project staff have assessed the regulatory and financial implications of the pilot projects. In addition, staff will prepare inventories of main streets, transit station areas, and designed infill sites (along with opportunity sites and Central City sites) which might serve either for additional demonstration projects or for actual development by private interests.

The pilot projects are not the only demonstration projects in which Livable City Project staff have participated. Another specific project is the Urban Street of Dreams (USOD). Livable City Project staff are working on this project with representatives from the Home Builders Association, the Housing Committee of the American Institute of Architects, and the State Housing & Community Services office. A target date of fall, 1994 or spring, 1995 has been set for this project. The purpose of the USOD is to demonstrate that middle-income, unsubsidized medium-density housing can be profitable and can also blend well with surrounding single-family residential areas, and meet objectives for transit and pedestrian-oriented development.

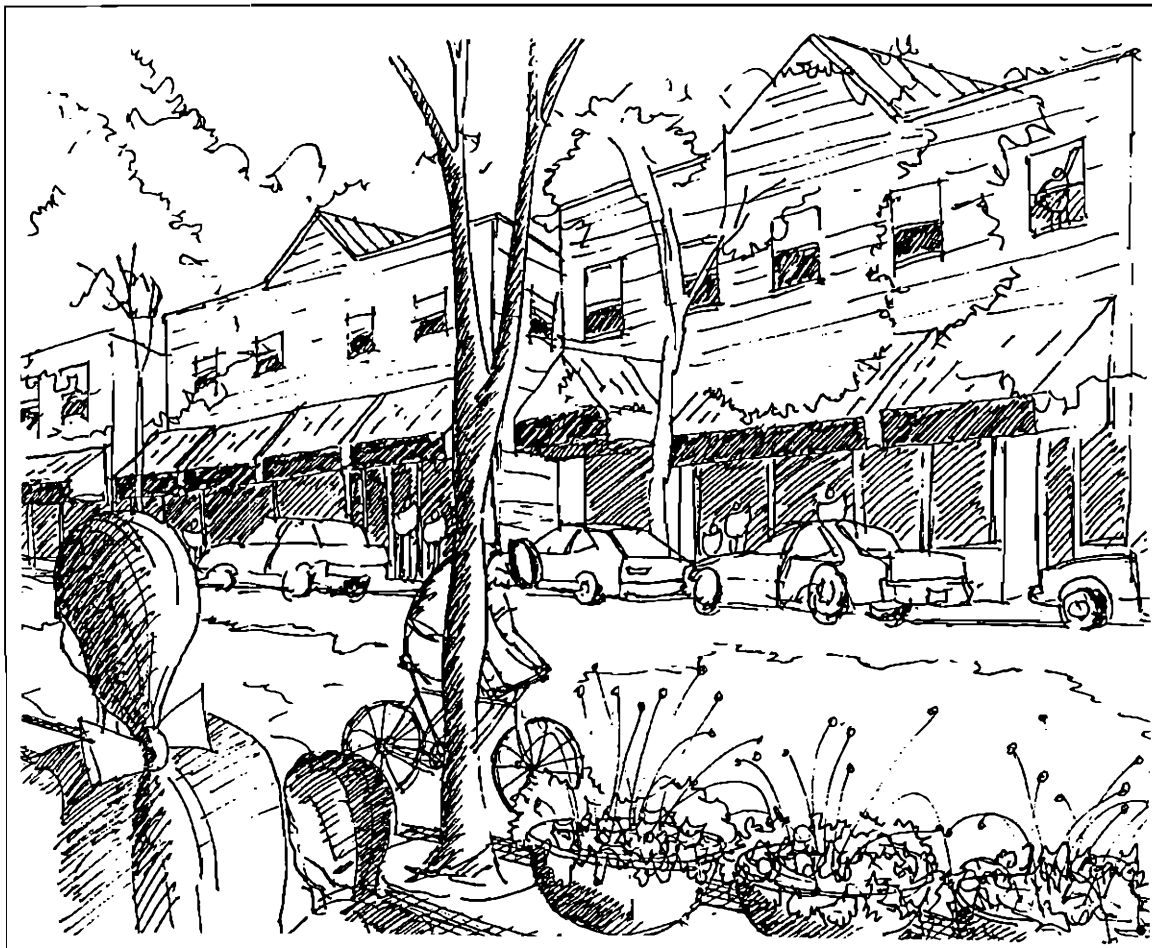
Other opportunities for demonstration projects, such as the PDC/Tri-Met projects at 18th/Morrison and near the Goose Hollow transit station, are also in progress.

Private and Nonprofit Partnerships

A number of private and nonprofit entities are emerging as partners in achieving the aims of the Livable City Project. There are several means by which project staff hope to engage these entities. The following discussion addresses these potential partners and the strategies to seek their input and assistance in achieving the goals of the Livable City Project.

Neighborhood associations, business associations, and various other citizen groups form a natural and very important set of partners in realizing the objectives of the Livable City Project. Outreach to these groups has been one of the chief undertakings of the

The purpose of the Urban Street of Dreams is to demonstrate that middle-income, unsubsidized medium-density housing can be profitable and can also blend well with surrounding single-family residential areas.



Project staff will continue discussions with the development community, to solicit their input in understanding whether there are regulatory barriers to this type of development.

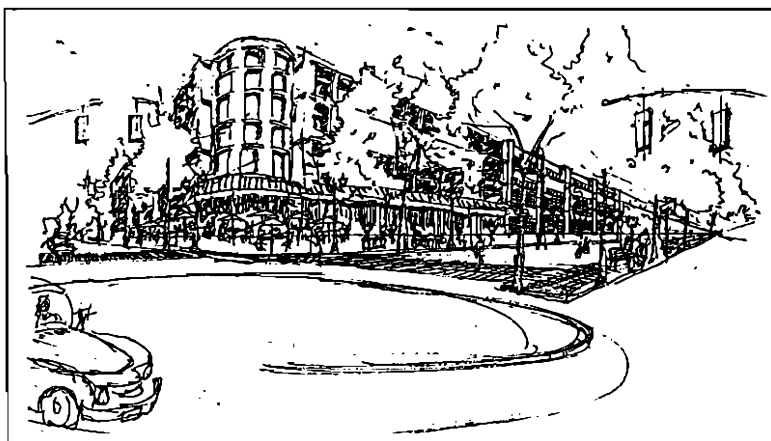
project thus far, and it will continue to be in the year ahead. This outreach takes several forms. It includes a quarterly newsletter describing recent developments in the various components of the Livable City Project. There is also a display panel with information handouts, which are shown at conferences such as the Regional Rail Summit and the Energy Symposium. Project staff also will continue to make presentations on the Project to various organizations.

The development community is another important partner in achieving the aims of the Livable City Project. Discussions thus far indicate extensive interest in developing mixed use, medium and higher density projects which would align well with the growth principles. Project staff will continue discussions with the development community, to solicit their input in understanding whether there are regulatory barriers to this type of development. Project staff will also work with developers to identify and

implement strategies to demonstrate to lenders the desirability and marketability of higher density, mixed-use development. Financing may be the single greatest barrier to this type of development at present.

Private/Nonprofit/Citizen Partnerships

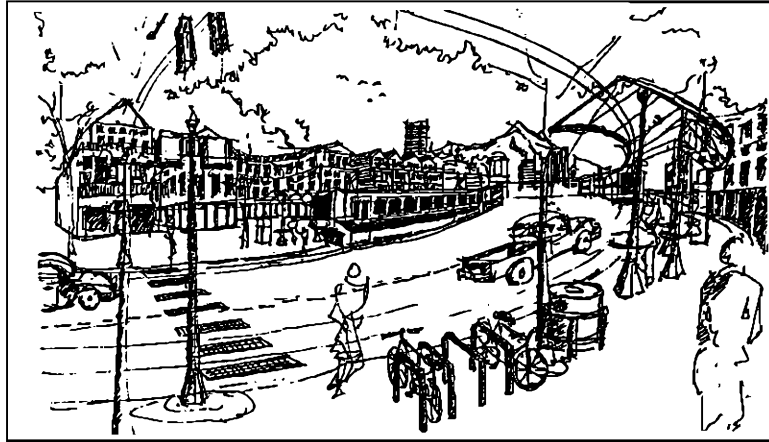
- Neighborhood Associations
- Development Community
 - Developers Roundtable (to identify code barriers to mixed-use transit/pedestrian-oriented development)
 - Case Studies Report
 - Developers Handbook
- Pedestrian/Bicycle Groups
- Home Builders Association
- American Institute of Architects, Portland Chapter
 - Urban Street of Dreams (A.I.A. Housing Committee)
 - Architecture Week
- City Club Land Use & Transportation Committee



Other Government Agency Partnerships

Many of the bureaus of the City of Portland, along with other regional and State agencies, play a significant role in the quality of the built environment. This role is often both indirect (through regulatory mechanisms) and direct (several agencies are responsible for the construction of various facilities, whether park land, infrastructure/services, or actual buildings). These agencies have the potential to dramatically affect development and investment decisions. The Bureau of Planning is only one link in the development process. The bureau will only succeed in ac-

These agencies have the potential to dramatically affect development and investment decisions.



completing the goals of the Livable City Project by involving other agencies as partners in this undertaking.

The Bureau of Planning will conduct meetings with these agencies to inform them about the project, and to seek their guidance and cooperation in fulfilling the project objectives. Along with the other agencies, project staff will seek to determine actions within those agencies which could help achieve project objectives.

The following is a list of agencies which are likely partners in this effort. The list is not necessarily exhaustive, but it indicates the breadth of areas in which Livable City Project objectives might be fulfilled. City agencies are listed first, followed by regional and then state entities.

- Office of Transportation
 - Regional Rail Program
 - Bicycle Program
 - Pedestrian Program
 - Transportation Planning
 - Transportation Engineering
 - “Reclaiming Our Streets” Program
 - Central City Transportation Management Plan
- Bureau of Environmental Services
 - Stormwater Program
 - Combined Sewer Overflow (CSO) Program
 - River District/Tanner Creek “Daylighting”
 - National Pollution Discharge Elimination System (NPDES) Program
- Building Bureau
- Portland Development Commission
 - Central City Housing

- Demonstration Projects along LRT lines
- Economic Development Policy Update
- Bureau of Parks & Recreation
- Bureau of Community Development
- Police Bureau
 - Community Policing
- Tri-Met
 - Strategic Plan
- Metro
 - 2040 Plan
 - RUGGO's
 - Future Vision
- Oregon Department of Transportation
- Oregon Department of Energy
- Department of Environmental Quality
- State Housing & Community Services
- Department of Land Conservation & Development
 - Growth Management Grant Program

Appendix M contains a suggested work program for the next phase of the Livable City Project.

Conclusion

This first phase of the Livable City Project has shown that with a continuation of present trends, most of the projected future growth in the Portland region will continue to take place on the suburban fringe of the metropolitan area. Out of a projected increase in population of some half-million people over the next 20 years or so, a relatively small proportion will actually locate within the City of Portland if current trends continue.

The chapter on Implication of Present Trends clearly shows that this will have a major impact on the future livability of both the city and the region. A continuation of low-density suburban sprawl will mean the continued disappearance of good agricultural land, unique environmental areas, and open space in general. It will impact on air and water quality and the low-density development will ensure that it remains predominantly auto-dependent. In addition, it will be very expensive to serve with public facilities and services.

At the beginning of this first phase of the Livable City Project, six growth concepts were suggested as ways in which the city might accommodate addi-

tional growth while preserving the livability of existing neighborhoods. These growth concepts have been the subject of extensive public discussion in a year-long outreach program. The region-wide Visual Preference Survey™ tested public response to three of the concepts—transit area development, main streets and designed infill. Three special pilot projects tested the application of the same concepts in specific neighborhoods.

A key conclusion of the outreach program was that higher density development would receive public support, provided:

- it is limited to certain areas (such as main streets and around light rail stations)
- the plans for the development involve all major affected parties, and
- it is designed so that it is both attractive and compatible to the local neighborhood.

In addition, consultant studies and discussions with developers have indicated a number of problems in financing future mixed-use development and the larger multifamily housing projects. They also have indicated a need for more information on local neighborhood conditions and the need to involve the banking/development community.

As a result of the extensive outreach work undertaken in Phase I, the original growth concepts were reduced to four growth principles:

- Central City
- Transit Stations
- Main Streets, and
- Neighborhood Infill

Some initial strategies have been suggested for these principles and they would be further refined in Phase II. Phase II would also continue to build to public and private partnerships it will take to implement the Livable City Project. If the City is truly to take a positive role in influencing the future development form of both the city and the region, it will take major commitment by many citizens.

