LOOKING AT: The DIVISION STREET corridor
URBAN DESIGN TOOLKIT

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Background

Communities across Portland are grappling with how to address new urban infill in response to an intensity of new multifamily apartments at a scale and rate that, in many neighborhoods, has been unprecedented. Community members across the city have expressed concerns that the design and architecture of many new developments are often not well integrated with the context and character of the existing neighborhood and there are many conflicts with large projects adjacent to existing lower scale residential developments. There has also been little to no design review requirements on these projects, leaving residents with minimal opportunity for meaningful input in response to rapidly growing development pressure.

The Urban Design Toolkit was developed in order to provide a framework, or guide, for other communities to address similar issues. The Toolkit provides a method of identifying a community’s character, context, and growth patterns in an attempt to properly address future expansion. The Division Street corridor provides an excellent case study for similar communities to look to as it is experiencing rapid development due to a recent mixed-use real estate upturn. In addition, Division Street has historically been an area of “traditional” single-family character with tree-lined streets, one to two story homes, and light commercial uses. Key concerns, as identified by residents, include: Density, equity, sustainability, context sensitive design, community involvement, integration of new and old developments, and access.
Growth Projections: What to Expect

Transport Analysis Zones: Division St. 11th-60th:

As a measure of population projections, Metro issues a Transport Analysis Zone (TAZ) Forecast Allocation of 25 year growth outlooks, as public documentation every 5 years. By segmenting the metropolitan region into hundreds of TAZ zones (like the SE Division St study area), more of a specific study area can be defined. To provide a main focus on population change in our area, selection of TAZ along Division were selected (116, 136, 137, 138, and 139). The five TAZ along Division in this study had a 2005 population of 11,530 people. With a 2030 projection at 13,292, the increase in 25 years would be 1,762 people or 15.3%. Finding the ratio of change between the 35% and 30% at 1.167, then multiplying that into the 15% increase would factor the 2035 change into the previous (2030) forecast. Using the 17.85% increase and multiplying that into the 2005 population, an adjusted 2035 projection of these five TAZ would be 13,588.

Population Forecast:
2005: 11,530
2035: 13,588
Develop a Framework: How Does it Work?
The Division Street area can be defined by Districts, Hubs, Connections, Gateways & Transitions

A district is an area that has unique character that sets it apart from other nearby areas or other parts of the city. The type of businesses, housing, architecture, history, and others can form the district. The Division Street area has several different DISTRICTS:

1. The **Ford District** at 11th/12th: Dining, Shopping, Activity hub for Ladds Addition residences
2. The **Seven Corners** around 20th: Transportation, Shopping, Night Life
3. The **Clinton Theater District** around 26th: Bars, Cafes, Theatre, Night Life
4. The **Central Division Commercial District** from 21st-36th: Dining, Shopping, Small Business, Studio Apartments
5. The **Health Services** District from 39th to 43rd: OHSU, Pharmacy, walk-IN
6. The **Residential Neighborhood District**: Homes, School, Green Space

![Diagram of Division Street area with key to districts and other elements]
HUBS:
Hubs are points of major forms of transportation intersect. Some examples are:

• 11th/12th and Division
• 39th and Division
• 50th and Division

CONNECTIONS:
Connections are pathways from one district or community to another. Some examples:

• 34th Avenue
• Clinton Street
• 11th/12th Avenues

THE FORD BUILDING: SE 12th & Division

CONNECTION HUB: SE 12th (shown at Clinton)
GATEWAYS:
Gateways are major entrances to a community and should have some type of sense of arrival. Primary Gateways:

- 11th/12th Avenues
- 50th Street

TRANSITIONS:
Transitions are areas that are not districts themselves but transition from one District to another. Transitions along Division include the section from 43rd to 50th, from 41st to 37th and from 30th to 26th.

- 20th to 30th Streets
- 37th to 41st Streets
- 43rd to 48th Streets

LAURELHURST GATEWAY: SE 32nd & Burnside

TRANSITION AREA: SE 44th and Division

As can be seen from the list an area can serve multiple purposes. Also note that the gateway at 11th/12th will become even more important when the MAX line opens in September, 2015.
What will the FRAMEWORK look like in the future?

As Division Street continues to expand, we feel that the Ford District, between 11th & 12th Avenues, will merge with the Central Division Commercial District, 21st to 39th, forming a continuous corridor of mixed-use developments. This corridor will service the social and commercial needs of the 1,700 incoming residents, as projected by Metro. This district is at present experiencing major development and we expect that to continue.

The transition from the Ford District to the CDCD will be buffered by a residential zone known as Ladd’s Addition. Ladd’s Addition is an established Historic District and therefore will not be as affected by new development. The community will need to have a major voice in this process in order to ensure desired uses, patterns, scale, and aesthetic.

The analysis also shows that the 39th Hub will continue to develop into a major residential corridor.
Establish Guidelines
How to Enhance the Framework

Looking to the future of Division Street, we outlined six guidelines that can assist with preventing undesirable conditions as a result of expansion. These Guidelines were based on urban design conditions that have been observed on Division Street by the community, as well as topics of concern. We found that it was important to identify guidelines, in hopes of avoiding future issues.

1. **Connection**: Fractured districts, character, and uses, landscape
2. **Context**: Preservation, restoration, place making, identity
3. **Access**: Unsafe, uncrossable, and difficult streetscapes
4. **Public Space**: Lack of green space, plazas, forums, enclaves
5. **Equity**: Affordability, mixed housing types, diversity of business
6. **Community Voice**: Involvement, governance, coordination, strategy
Creating Performance-oriented Guidelines
Vs. Prescriptive Guidelines

These Guidelines describe elements of urban form that must be addressed in the ongoing development of Division Street. The Guidelines serve two purposes:

• To provide prospective institutions, developers, and designers with a checklist of issues that must be addressed in their development proposals to be in concert with or add to the Vision for Division Street

• To provide an overall conceptual approach and consistent basis for the evaluation of development proposals by the City of Portland

The Guidelines should be performance oriented and not prescriptive. They should address the general look, feel, and function of Division Street and should be applied to each proposed public and private development. The Guidelines create an environment for design excellence to occur, for small actions to have a major cumulative effect, and have a mechanism for checking the progress of the vision implementation. If the guidelines are properly followed, each and every development increment will contribute to a better-defined and coordinated urban form. These guidelines work with the Framework Plan and will provide guidance to developers, city officials, and the community in their efforts to achieve the aspirations for Division Street

Example of the 11th/12th Gateway intersection after implementing guidelines.

• Seating, Streetscape, lighting and open space activate the sidewalk

• Landmarks, street art, and street trees provide an identity and visual guide thru the space

• Parking “bays” and streetscape provide visual separation of street and sidewalk
Creating Cohesion

1) **Draw People & Activity Into Division**

Division Street is strategically situated to be both a local and regional focal point. Developments should lend themselves to attracting a variety of pedestrian activities with linkages internally as well as to adjacent neighborhoods and campuses. Entry points into Division Street should establish a sense of arrival.

2) **Scale of the Street**

Building heights adjacent to a street edge should be at least as tall as half the width of the right of way. Existing buildings would improve the street scale with vertical expansion. Street trees can also be used in meeting the height goal. A combination of taller buildings and trees will create the appropriate scale for the street.

3) **Building Setbacks**

A continuous street edge contributes to the pedestrian health of Division Street. Buildings should front the sidewalk. In addition, buildings placed close to side and rear property lines should be designed with sensitivity to future development on adjacent properties and to potential public spaces within the block.

4) **Pedestrian Interaction**

Buildings and exterior space should foster activity and interaction of citizens at a pedestrian scale. Encourage a variety of uses within walking distance for residents, employees, and visitors. Employ appropriate sidewalk widths and weather protection to encourage use and activity.

5) **Buildings as Good Neighbors:**

Each building should be designed to fit into, and contribute to the future vision of Grand Center. Each building should enhance the public experience of itself and of the abutting buildings. Undesirable elements of buildings should either be screened or hidden from view.

6) **A Place of Multiple Activities**

When practicable, include multiple users in building structures, as well as using exterior spaces as extensions of interior uses. Create combinations of public rights of way and open space within blocks to create places that can accommodate multiple activities.
Guideline Format: using graphic examples
Street Section: Multiple Uses, active street, signage and way finding, cohesive streetscape, lighting, pedestrian interaction

Like many great places, Division Corridor needs a landmark that can become the gateway of Division.

Active sidewalk by adapting parking spaces into seating areas.

Mini Public Park on parking spaces on street.

Urban Plaza to create a distinct characteristic while providing a welcoming place to Division Corridor.

A small scale mixed use building ground floor retail upper floor office spaces can replace the current building.
Creating Connections

1) Visual Linkages
Design interior and exterior spaces that recognize and promote visual linkages to other defining elements, such as monuments, civic spaces, outlooks, water features, and other natural and man made landmarks that orient the user.

2) Axial Relationships and Monuments
Recognize existing and potential axial relationships of places and buildings. In building form, monuments, or in water features, incorporate extensions or terminations of these relationships.

3) Street Trees
Selection of trees along street edges should create a unifying canopy for the street. Trees should be chosen to ensure commercial views from the street.

4) Signage
Business identity signs, while conforming to other requirements of the sign ordinance, should add to the quality and character of the street. Signs should also relate to the building’s character and provide identity and focus for the use. Signs should be readable from vehicular as well as pedestrian views.

5) Public Art
Public art can enhance the landscape and provide focus within public spaces. Incorporate permanent public art in strategic locations to create a better visual environment, and provide locations for temporary installations that are interactive and interpret experiences for both children and adults. Integrate the design work of artists, with a focus on local artists, into new development.

6) Safe Environments
New development and civic improvements should use crime prevention techniques wherever possible. Design options that reduce the opportunity for crime and nuisance activities should be explored, such as “eyes on the street” and the principles of Crime Prevention Through Environmental Design (CPTED), to create a safer environment.
Creating Spaces Through Landscape

1) Civic Rooms
Development of public spaces should contribute to the formation of “civic rooms.” Within these rooms, specific commercial and public uses, circulation patterns, public art, and cultural recognition shall be encouraged to reinforce the “room” and its linkages internally to Division Street and surrounding neighborhoods and campuses.

2) Areas of Many Functions
Create pathways, open spaces, and enclosed or sheltered public spaces to be flexible and to accommodate a number of functions, whether organized or casual.

3) Open Space Defined by Buildings
The spaces in-between buildings should enhance the public experience through building design, form, and organization.

4) Roofscaping
The rooftops of buildings within Division Street Corridor present an opportunity for “green” design and upper level activities. New development should be encouraged to create eco-roofs and/or opportunities for places where activity could enhance the street.
Creating Spaces Through Architecture

1) **Building Form**
Single-purpose buildings should be treated as “stand-alone” structures with style and size appropriate to use. Mixed-use buildings should be designed to relate contextually to the surrounding buildings.

2) **Active Buildings Along Pedestrian Oriented Streets**
As street configurations change to become more pedestrian oriented, active uses should be developed to support them. Division street edges should reinforce the pedestrian environment by providing transparency and active uses in the building.

3) **Outside the Wall**
The “outside wall,” the building’s presentation both to passers-by and to users, should invite participation. Upper levels of buildings facing the street should incorporate decks, balconies, or other devices that activate the wall enclosing the street, any open space, pathways, or alleys.

4) **Building Entrances**
Building entrances should support and enhance the pedestrian oriented quality of Division Street. Design entrances to give identity to buildings and uses therein. Create literal and figurative “front porches” where users of the building interact with the community.

5) **Service Areas**
Since service access and trash holding areas are expected to be in the alleys and adjacent to open spaces and pathways, care must be taken to avoid a back-door appearance to the building faces. Employ screening and landscaping to reduce the visual impact of service areas and consolidate service areas between properties.

6) **Parking Relationship to Building**
Parking areas and structures are to be integrated into new building designs. Surface parking should be limited to short-term parking internal to blocks to maintain an active street-front. Delineate surface parking from pedestrian ways by low vertical screening elements, such as masonry walls, fences.
STRATEGIC RESOURCES

The process of collecting inspiration for, identifying and implementing design and development guidelines for Division Street is grounded in the community, with a design committee providing adaptive leadership for the process as a backbone organization. The design committee consults with the community through an initial workshop, gathering inspiration for design guidelines from community members and additional stakeholders; publishes this inspiration and any ideation around the guidelines; and then outreaches to the community for follow-up consultation on the guidelines, so that communication is sustained.
Community Design Overlays: Create a separate overlay district that requires administrative review of projects to ensure compliance with the design guidelines and standards of a community design overlay. Produced is a plan specifying long-term objectives, articulating guiding principles for future designs and development, and extensively describing the character, socioeconomic status(es), land use patterns and zoning of the area. Adoption of a Community Design Overlay will ensure that the community will be able to play a larger role in design review and ultimately in the future of their neighborhoods.

Revising the existing Main Street Overlay: The commercial node(s) on Division Street are part of an existing Main Street Overlay District. Integrating design standards determined by the community into the existing overlay would serve to enhance existing tools for guiding development on Division.

Amending the Main Street Corridor Overlay Zone: By adding strict building height limits, the building heights of future developments would not obstruct the natural lighting opportunities on and character of Division Street. The current building height limit is 35 feet, but developers have managed to circumvent the limit thus far.

Adding Neighborhood Approval requirements: The existing “Neighborhood Contact Requirements” mandate that future developments should be communicated to neighboring residents. By adding majority neighborhood approval requirements, future developments will be required to meet the standards of the neighborhood association or a related neighborhood governance entity.

“Watchdog” Monitoring: Regulations are in existence that should have ensured that recent developments would be more aligned with the neighborhood’s vision. Section 33.30.030 (per chapter 33.130) regarding commercial zoning requires that building size should be restricted “to promote a local orientation and to limit adverse impacts on neighboring residential areas…and ensure compatibility with scale.”
COMMUNITY OUTREACH

Flyer Distribution: Distributing a small flyer can garner community support and involvement. Constructing the message to highlight how the resident is affected by changes and including ways to get involved are effective communication strategies.

Visioning & Charette Sessions: visioning and charettes provide residents with the opportunity to help construct any future plans or changes to the community. It is inclusive, fun and hands-on; [http://www.nrel.gov/sustainable_nrel/pdfs/44051.pdf](http://www.nrel.gov/sustainable_nrel/pdfs/44051.pdf), [http://www.wdg.org/resources/charrettes.php](http://www.wdg.org/resources/charrettes.php)

Value Mapping: Value mapping is a great exercise that highlights and gives insight to what, geographically, residents value most. This can include places that hold anywhere from sentimental value to use-value; [http://www.communitysolutions.com.au/pdf/valuesmappingpaperfinal.pdf](http://www.communitysolutions.com.au/pdf/valuesmappingpaperfinal.pdf)

Web Presence: In efforts to be completely inclusive and transparent, an online outreach method should be established for those who are unable to be present for physical meetings. It is also a great way to keep established community members involved and updated. Options include a blog with a news stream, calendar, literature and comment features, a Facebook page, or a simple website.

Portland Bylaws Resources:
BEST PRACTICES

Door-to-Door outreach
A half-sheet flyer to be delivered- not necessarily handed to residents. The flyer should be about the neighbor and how they are affected, including ways to be involved in the process.

Visioning/Charette guide
http://www.wbdg.org/resources/charrettes.php

Value Mapping
Interactive and fun. Allows for a more defined approach to collective desires.

Online presence
Not all are able to be involved physically or face-to-face. However, having alternative options will garner greater community input and backing. Having
Tools for Funding & Implementation

**Bureau of Planning and Sustainability**: As Portland’s municipal planning agency, “BPS” is an invaluable resource for adjusting or implementing current regulations.

**Portland Design Commission**: “PDC” assists with design-related planning and implementation, as well as providing funding opportunities: http://www.portlandoregon.gov/bds/article/168799/.

**Land trusts or land banking strategies**: A land trust is a nonprofit organization that conserves land by acquiring or stewarding a easement on the land; a land bank is property acquired by a private or public organization for future development or alternative disposal.

**Courtyard Housing**: A courtyard house is an [often large] structure oriented around a central courtyard. Courtyard housing is a popular strategy for densification and has proved quite successful in Portland: http://www.courtyardhousing.org/.

**Infill development**: Also being innovated in Portland is infill development, the practice of developing unused or under-used land; Portland’s Infill Design Toolkit could be a very helpful resource for Division Street: https://www.portlandoregon.gov/bps/49254.

**Community Development Entity (CDE)**: A CDE is a corporation or partnership that can facilitate lending, investments or financial counseling in low-income communities.

**Community Development Financial Institution (CDFI)**: A CDE is a corporation or partnership that can facilitate lending, investments or financial counseling in low-income communities.
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