

**DESIGN CHARGE
INDIA STREET NEIGHBORHOOD PILOT WORKSHOP
SUSTAIN SOUTHERN MAINE
TUESDAY, APRIL 30, 2013**

Objectives

Help the neighborhood and City express a vision for the India Street Neighborhood as the basis for a future neighborhood land use plan.

Explore ways to enhance the India Street Neighborhood as a complete, downtown-adjacent neighborhood.

Help assure that as the neighborhood grows it remains one of the most walkable in Portland.

In addition to these objectives, get insights on the following:

- the potential for job and residential growth in this pilot center
- the kinds of activities, goods and services that people living and working within this pilot center could access without having to leave the center
- how this center can accommodate housing for residents at different life stages and of different incomes.

Themes to Address

- Significantly increasing the residential base
- Supporting neighborhood commercial growth
- Transportation – including the street grid, connectivity, transit, walking/biking
- Building height and scale
- Public spaces
- Integrity of existing historic resources
- Variety of opportunities for growth:
 - Small, incremental additions & restorations on existing lots
 - Mid-size projects that may require some consolidation of lots
 - Larger scale projects on existing large lots or involving additional land assembly

Growth Targets

Housing: +500-625 units over 25 yrs (in addition to the 94 units in the Bay House development under construction), for a mix of incomes.

Jobs/Non-residential space: +50,000–75,000 sq. ft. of neighborhood-scale retail and service business space, and +75,000–100,000 sq. ft. of floor area for office, restaurant, cultural, and other non-residential space. This square footage may translate into 250 to 350 jobs, depending on the mix of uses.

Discussion:

Housing: A vibrant, downtown-adjacent neighborhood typically has a strong residential base. At present the residential base of the India Street Neighborhood is meager with fewer than 260 dwelling units as of 2010¹ though it is poised for some growth as the result of the Bay House development that is under construction². The increase of 500 to 625 units would represent 10% - 13% of Portland's projected housing unit growth over the next 25 years. (With Bay House, the share is 12% - 15%.) The housing should be designed for a mix of incomes. Most households in the eastern end of Portland's Peninsula are one- and two-person households, and the size and design of units can reflect this composition. This number of units may represent 650,000 to 800,000 sq. ft. of total floor area.

Jobs: The India Street Neighborhood is a job center as well as a residential neighborhood. It provides services to consumers both within and beyond the neighborhood and jobs in the Shipyard Brewery, hotels and offices with external markets. As of 2008 there were nearly 1,750 jobs in the defined neighborhood. This represented 2.6 % of all jobs in Portland.

A focus of this workshop is growth in neighborhood-based jobs. The objective of an enhanced, downtown-adjacent neighborhood includes developing a more complete array of goods and services needed day-to-day by the neighborhood. To achieve this objective, the India Street Neighborhood's commercial district does not depend solely on the population in the neighborhood itself for its support. The primary trade area for retailers and service businesses in the neighborhood extends beyond the neighborhood's boundaries to include at least Munjoy Hill and a portion of East Bayside, with a total population of more than 7,100 living in nearly 3,300 households. And, as indicated by its restaurant cluster, the neighborhood serves a population of workers and visitors that is larger than its own population of residents and drawn from a much wider area. Thus, the target of 500 – 625 new households within the immediate neighborhood would represent only part of the growth in potential demand for a broader set of neighborhood goods and services.

The types of businesses that may fit a neighborhood-scale market include:

- Additional specialty food stores and potential reintroduction of a general food store on a smaller, urban template than a supermarket
- Additional convenience goods stores such as hardwares and take-out foods such as sandwich shops
- Personal services (banking, beauty salons, affiliated health services, fitness, etc.)
- Entertainment (theaters, performing arts)
- Additional local professional offices

Job growth also might be in nonprofit, educational, or cultural enterprises with regional draws that want to locate or expand in the neighborhood; office uses that want to be close to but not in Downtown; and in home-based businesses and cottage industries. For the purpose of this workshop, the growth might include neighborhood-scale lodgings, such as bed-and-breakfasts or inns, but not franchise hotels with

¹ 357 total dwelling units if the blocks between Cumberland Ave. and Congress Street, from Franklin to Washington, also are included.

² Other projects that were approved and contained residential units have been canceled or are on hold. These include Opechee Phase II on the former Jordan Meats site (included 18 dwelling units); River Walk adjacent to Turner Barker building (125 dwelling units); and Newbury Lofts between New Hampshire St. and Franklin Arterial (24 units).

large templates. Finally, it is not the intent to exclude or discourage expansion of existing industries such as Shipyard Brewing, but this is likely to have specifications peculiar to the industry and is not the focus of the workshop. The Eastern Waterfront and Marine Use areas are adjacent to, but not part of, the India Street pilot area, and their job growth also is not a focus of this workshop.³

March 16 Public Open House

The design charge is guided in part by the results of the Open House that asked for preferences of those who live in, work in, and visit the neighborhood. See the attached summaries.

Design Considerations

It is assumed that central to the neighborhood's vision are (1) to grow as a safe, energetic, downtown-adjacent neighborhood, and (2) to continue to be one of the strongest pedestrian-oriented sections of Portland. A central purpose of the workshop is to illustrate growth in a format consistent with this vision. It should explore several elements that seem to matter most to pedestrian-oriented design^{4,5}:

Intensity/Density of development: An urban intensity of development, including a FAR of at least 1.50-1.75 on their lots.⁶ The workshop should explore how to achieve this FAR while accommodating a reasonable level of parking, off-street and on-street. Residential densities should accommodate 500–625 new dwelling units intermixed with and within a short distance of the commercial services.

Building height and scale: An urban FAR with a predominance (though not a hard limit) of three-to-five-story buildings (35 to 55 feet). Horizontally along the street frontage, buildings should tend to be no wider than they are tall or, if they have greater widths, be articulated and have multiple points of building entry to serve different uses or to at least simulate narrower buildings. Height can be scaled to street width, so that height along Franklin Street would be expected to be greater than along India Street. For taller buildings, consider step-backs above four stories along the street wall.

Street-oriented buildings: High percentages of street frontage occupied by buildings so that there is a fairly continuous street wall to create a room-like quality along the street. Off-street parking in front of buildings should be limited or precluded. If limited parking is between the building and street, building height should be higher to maintain a good ratio of building wall-to-street width.

Fine-grained mix of land uses: Enhancement of the mixed-use character of the neighborhood, adding housing, filling gaps in uses typical of a neighborhood commercial center, looking for uses that have

³ As of 2008, the Eastern Waterfront area, east of Hancock Street, and the Marine Use area, including Ocean Gateway, Maine State Pier and other piers, hosted more than 1,300 jobs.

⁴ Ewing, Reid and Bartholomew, Keith. *Pedestrian and Transit-Oriented Design*, Urban Land Institute and American Planning Association, 2013.

⁵ Portland's *Design Manual* uses a number of pedestrian-oriented principles that apply to most of the zoning districts in the India Street neighborhood.

⁶ For comparison, Downtown's FAR overall averages about 2.5; India St.'s 4 blocks presently have FARs that range from 0.34 (Middle to Fore) to 1.15 (Congress to Federal); the 71-foot tall Bay House has 215,000 sq. ft. on a 1.15-ac parcel, for a FAR of 4.2.

synergies with the recently introduced hotels but that also could appeal to residents (such as recreation, entertainment, and cultural uses), and creating civic space that currently is lacking, in particular parks, parklets, space for public art, and plazas.⁷

Short blocks: Blocks that are a maximum of 400 feet long with block perimeters no more than 1,600 feet without mid-block pedestrian access. Most blocks in the India Street neighborhood are within these limits, though some may benefit from mid-block pedestrian access points. The workshop should explore meeting growth targets without consolidating existing blocks into superblocks.

Continuous sidewalks appropriately scaled: Sidewalks on both sides of all streets, sized according to intensity of activity (individuals passing each other need 5 feet; two couples passing each other comfortably need 12 feet).

Nearby parks and other public spaces: Public spaces (plazas, gardens, squares, playgrounds) located no more than 1/8-mile apart, as extensions of streets and sidewalks rather than isolated from them; and convenient both to homes, shops, and offices.

⁷ The land in a downtown-adjacent neighborhood might be distributed approximately as follows:

Land Use	Percent of Mix
Housing (of different types)	40 – 50%
Commercial incl parking	10 – 30%
Civic, rec and open space*	10 – 15%
Rights-of-way	20 – 25%
* In the case of India St. neighborhood, not including cemetery	

At present in the India Street neighborhood housing is under-represented, commercial incl parking is over-represented, and, except for religious buildings, civic/recreation/open space is under-represented.