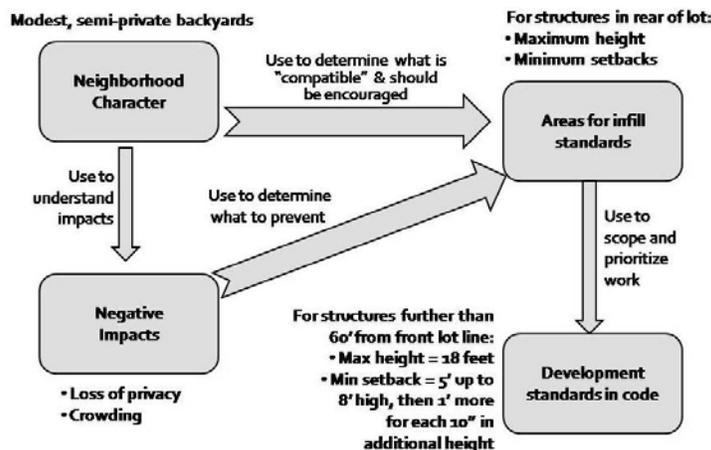


X. INFILL IMPACTS

This section focuses on the impact of infill – building an additional house or apartment on a lot with an existing residential structure or on a lot that’s adjoined by lots with existing residential structures. For reasons explained in the previous section on “Neighborhood Character,” much of the discussion of infill relates to the “S-JW” area, the mostly R-2 zoned, single-family/duplex residential area within the Jefferson Westside Neighbors (JWN).

The foundation for ICS and OS¹

The descriptions of neighborhood character and negative infill impacts in the JWN report lay the foundation for identifying appropriate infill compatibility standards, as well as site selection and project approval criteria under the Opportunity Siting process.



A clear description of the essential, positive elements of neighborhood character provides the basis for those development features and qualities that infill standards and OS incentives should encourage, while a clear identification of significant negative impacts from incompatible development provides the basis for what both infill standards and OS project

approval criteria should prevent.

Because these descriptions are primarily meant to be used in the ICS and OS projects, they have specific geographical and subject scopes. The descriptions generally cover the R-2 zoned areas of the JWN, although the character description of this area also applies fairly well to the older, mostly R-1 zoned area of Jefferson neighborhood, just east of the fairgrounds.

Some or all of the items on the list of negative impacts are also relevant to many other residential areas in JWN. Nevertheless, when you review these drafts, keep in mind the neighborhood area to which they specifically apply. The subject scope includes primarily those elements that have a direct or indirect bearing on land use and development standards and criteria, specifically the types of issues that are addressed by the ICS and OS projects. The descriptions would also be useful for transportation-related issues (e.g., the potential route for an EmX line to west Eugene), but may not fully cover important elements of neighborhood character that are relevant to other issues.

¹ NOTE: This section is identical to the “Foundation ...” section in the current draft “Understanding ‘Neighborhood Character’ in the S-JW Area” document. In the final “JWN Report,” this section won’t be repeated.

Westside Neighborhood Plan

Neighborhood character

“The Westside Neighborhood is one of Eugene’s oldest neighborhoods that still retains its character from an earlier day. ... The houses have a strong orientation to the street, with front porches that encourage interaction with pedestrians passing by.

...

To those who view the Westside as a place to live rather than a speculative investment, this area with its predominantly single-family nature, older homes, tree-lined streets, and mature vegetation is a place deserving to be fostered and protected as a unique asset to the community.” (p. 6-1)

The area encompassed by the proposed S-JW special area zone includes most of the lots zoned R-2 within the Jefferson Westside Neighborhood (JWN) boundaries and east of Polk Street. ([See map on JWN Web site.](#))

Incompatible infill has become a serious threat to this area’s livability and stability, primarily because the R-2 zoning standards have been changed to allow roughly *triple* the number of dwellings that were allowed by the R-2 zone when this area was originally built out with single-family houses, modest duplexes, and small accessory dwelling units (ADUs; e.g., “granny cottages”).

Two other factors have contributed to the problem of incompatible infill: R-2 development standards allow much larger structures and reduced setbacks, and the applicable refinement plan policies to maintain the neighborhood character have been rendered essentially moot by Planning Director and Hearings Officials’ decisions on land use applications.

The character of this area has been the subject of numerous public discussions by residents and has also been assessed by several City planning projects. The following two governing refinement plans and accompanying findings adopted by City Council provide a foundation:

- [Westside Neighborhood Plan](#) and [Appendix](#) (1985-1987)
- [Jefferson/Far West Refinement Plan](#) and [Appendix](#) (1980-1982)

In addition there has been extensive community participation in the following projects and processes closely related to infill compatibility issues:

- [Downtown Area Housing Policy Analysis](#) (2001-2005)
- [Chambers Reconsidered project](#) (2004-2005)
- [Jefferson neighborhood “Area 15” redesignation](#) (2005-2006)
- [Minor Code Amendments Process](#) (MiCAP, 2006-2008)
- [Infill Compatibility Standards \(ICS\) process](#) (2007-present)
- [Opportunity Siting \(OS\) process](#) (2007-present)

Most recently, JWN members participated in two planning events, an Opportunity Siting (OS) project workshop in June and July 2008, and a JWN “PlanJam” workshop in November 2008 held as part of the neighborhood community process to develop infill compatibility standards. At both workshops and through a follow-up survey, JWN members contributed to development of a description of the S-JW area’s character.

The most detailed and helpful analysis was the product of the Oregon Department of Transportation (ODOT) grant-funded study known as the “Chambers Reconsidered” project. City staff, consultants, university faculty, and residents produced several reports on the character of an R-2 zoned section of Westside neighborhood that is highly similar

Downtown Area Housing Policy Analysis

Jefferson Neighborhood

“[This part] of the study area is generally characterized by single family houses situated along quiet residential streets. ...

The single family houses are generally set back fifteen to twenty feet from the sidewalk, and create a pedestrian friendly environment. Many of these houses have garages positioned on the rear of the lot. ...

The street tree canopy is a historic feature of the area, and includes a variety of species such as maple, fir, catalpa, birch, walnut, ash, cedar, locust, pine and redwood. ...

West 15th Avenue is a major bike path through the neighborhood, connecting readily to the much larger Amazon bike path. The Lane County Fairgrounds provides expansive open space to the area, in addition to Charnel Mulligan Park.” (pp. 42-44)

“Pride of ownership and a high level of maintenance are evident throughout the Jefferson study area. Many older houses exist in the Jefferson/Far West Study area, some designated as historic landmarks, others simply older homes of historic interest. These properties represent character defining elements of the neighborhood.” (p. 52)

to the S-JW area. This “Chambers Reconsidered” study area, which was called the “East Traditional Neighborhood”² (ETN), is roughly between W. 8th and W. 13th Avenues and between Polk and Fillmore Streets. The ETN area matches much of the S-JW area very closely in development history, neighborhood character, and problems arising from incompatible infill. The full description of this project is documented in three reports available on the JWN Web site:

[*Chambers Reconsidered – Promoting Compatible Development in a Mature Neighborhood*](#)³

[*Chambers Reconsidered – A Citizens Guide to Potential Design Guidelines for a Mature Neighborhood*](#)⁴.

[*Chambers Revisited Neighbors’ Report \(November 1, 2005\)*](#)⁵

The descriptions of the S-JW area draw upon the wealth of prior work as well as the two governing refinement plans and accompanying findings adopted by City Council (also available on the JWN Web site):

[*Westside Neighborhood Plan \(1985-1987\) and Appendix Jefferson/Far West Refinement Plan \(1980-1982\) and Appendix*](#)

Information on the workshops and other resources can be found on the JWN Web site at: jwneugene.org/infillstds .

JWN R-2 Areas

Within the JWN, there are several residential subareas with a range of characteristics. These are identified and described in the two applicable refinement plans. The S-JW area comprises most of the “Central Residential Area” in the Westside neighborhood and the “East Medium-Density Residential Area” in the Jefferson neighborhood.

Although these two areas have some differences, overall, they’re very similar, historically single-family/duplex areas;

² The name was used because it was in the east half of the Chambers Reconsidered study area. The ETN is actually the *westernmost* part of the Westside neighborhood.

³ Authored by: Allen Lowe, Greg Brokaw, and John Rowell, See previous footnote for their affiliations.

⁴ Authored by: Allen Lowe, Project Manager, City of Eugene Planning Division; Greg Brokaw AIA, John Rowell AIA, Howard Davis, Chad Kirkpatrick, Martha Bohm from Rowell Brokaw Architects; and Ronald Kellett, Professor of Landscape Architecture at University of British Columbia.

⁵ Authored by JWN residents who were members of an *ad hoc* group known as Chambers Area Families for Healthy Neighborhoods (CAFHN).

and they face similar threats due to their R-2 zoning. Thus, a common set of infill compatibility standards is appropriate.

Despite being zoned (or, some might say mis-zoned) mostly as R-2, overall this area still retains its unmistakable character as a “traditional,” compact, single-family neighborhood originally built up during the 1920s through 1940s.

Most houses are one- to one-and-a-half⁶ story structures, with a few full, two-story houses. Most pre-war houses have a Craftsman-influenced design, while houses built after the war are generally more modest and have a simple, design based on a Cape Cod style. Almost all houses have a strong orientation towards the street, including porches in front and garages set back on the side of the house or completely behind the house. A number of blocks have alleys that provide access to the rear of properties and, more recently, to residential infill along the alleys.

The houses are generally close to one another on a side-by-side dimension, and share a fairly consistent setback and depth. Many houses also have moderate-sized back yards adjacent to one another, typically separated by hedges or fences three to six feet high. This siting pattern provides outdoor areas that are relatively private and yet open (i.e., not walled-in by adjacent buildings), even within the relatively compact layout of the neighborhood.

The S-JW area has almost no internal or adjacent commercial property. The area is almost completely built out, with few vacant lots remaining. Because the area is mostly zoned R-2, it has been subject to a significant number of infill projects, including duplexes and multi-unit apartments built on the back of lots behind an existing house.

In the “Identifying the S-JW character” section, we provide a more detailed description of the elements and patterns that define the area’s character.

Adjoining or transecting these single-family areas are local collector or through streets – including W. 8th, 11th and 13th Avenues and Polk Street. These streets are developed with a combination of single-family homes, duplexes and multi-unit apartments built more recently.

In contrast to some other areas in the JWN (e.g., in the Westside from Jefferson Street towards downtown), most of the S-JW area has little immediate threat from commercial or high-density development under current zoning and availability of vacant land. This area has, however, already experienced significant multi-unit infill and has the potential for more. Much of the current infill is viewed by residents as having degraded adjacent properties and eroded the character of the area as a whole. With continuing pressure to add more infill, residents in this area are keenly focused on residential infill standards.

For a more comprehensive description of this area’s character, see [“Understanding ‘Neighborhood Character’ in the S-JW Area”](#) on page XX.

⁶ In a typical S-JW “one-and-a-half story” house, the second story is encompassed by a sloped roof. Small dormers are commonly found on these houses, as well. By contrast a full two-story house has all or most of the roof above the ceiling of the second story.

General observations on infill in the S-JW special area area

A good way to appreciate the impact of infill in the S-JW area is to walk around the area and observe the infill that's been built since the 1980s, as the R-2 zoning standards were dramatically changed to allow more dwelling units and larger structures.

Several things stand out.

- Many of the infill projects with two or more additional units have degraded adjacent properties and are incompatible with the overall character of the neighborhood, as described above. The impacts of infill apartments in this category stem from their poor siting, design, and/or construction quality.
- Few, if any, two-story, multi-unit apartments provide examples of appropriately designed and sited infill. The lot configurations in this area make it very challenging to add a two-story, multi-unit apartment to a lot with an existing house and not significantly degrade the privacy, view, and/or sunlight exposure on one or more of the adjacent properties.
- The *cumulative* impact of several inappropriate infill projects on the same block significantly destabilizes the block. There are several blocks in the R-2 area that show moderate to severe degradation due to this cumulative effect.
- Although the negative impacts of infill have been substantial, the total number of additional units added by infill, over what the original R-2 zoning would allow, is relatively small, especially when considered in the context of Eugene's overall population growth.

An implication of this observation is that infill that adds one to four units behind some existing houses in a small area of Eugene is not going to have a significant quantitative impact on Eugene's growth patterns, specifically on reducing sprawl.

Sadly, the evidence in the S-JW area is that most infill, other than small-scale, single-unit cottages and garage or attic conversions, is poorly sited, badly-designed, and/or overbuilt. The result is significant erosion of the neighborhood character and destabilization of the area.

So, while considering the specific negative impacts of poorly sited and designed infill described next, keep in mind that infill as it has occurred in the S-JW area has not demonstrated a level of benefit that warrants the observable degradation caused to our healthy, close-in, compact, single-family/duplex neighborhood.

List of impacts

The following sections describe a variety of negative impacts with concise statements of how a poorly sited or designed infill house or apartment building impinges on residents in an existing house or apartment on an adjacent property. Some of the impacts are described in terms of their impact at a broader level, such as the block or neighborhood.

For some easily-recognized impacts we provide only a brief description. For others, we provide longer explanations, examples, or comments from neighbors. A few items are

repeated in more than one category because they have multiple kinds of impacts (e.g., functional and aesthetic).

As mentioned above, these descriptions are based on JWN members' input, as well as published reports by City staff and consultants. Among the sources was the December 6, 2004 [“Visual Design Preferences Survey Results Memorandum”](#) produced by the Chambers Revisited project consultants. When there is a good example from this report, a reference with “VPS: *x*” is included, where *x* indicates one of the seven categories used in the survey:

1. Mass & Scale
2. Relationship to Neighbors
3. Parking and Garages
4. Alleys
5. Relationship to Street and Building Façade
6. Landscape and Pedestrian Realm
7. Commercial

There are additional comments for some VPS references. This report doesn't attempt to integrate all observations the consultants reported, and both documents are valuable to gain a full understanding of neighbors' concerns.

Functional impacts on immediate neighbors

This category covers direct impacts of a structure, its associated driveway/garage/parking and the use of structures, driveways and alleys on residents and owners of adjoining and nearby properties.

Reduced privacy impacts (P)

Impacts of this type arise from taller structures with windows that look into adjoining backyards or that don't follow the “front-to-rear” pattern of development and thus impinge on privacy in adjacent dwellings.

See VPS: 2 – Relationship to Neighbors

P1. Views into adjacent dwelling. New infill creates close, direct view into room(s) of an existing dwelling that are typically unscreened in this neighborhood's development pattern.

Notes: The proximity, height, and slope of both the existing and new structures' adjacent walls, roofs, and dormers are factors that affect this type of impact. Window placements in both structures are also factors.

P2. Views into adjacent backyard. New infill creates close, direct view into the backyard of an existing home.

Notes: The proximity, height, and slope of the new structure's adjacent wall, roof, and dormer(s) are factors that affect this type of impact. Window placement in the new structure structures is also a factor.

Crowding and reduced view impacts (V)

High, vertical walls close to adjoining backyards and adjacent dwellings also can create a strong sense of crowding by blocking the viewscape. This impact increases with higher and wider walls. Walls without articulation or windows increase the sense of crowding, although note that adding windows often increases the negative impacts on adjoining neighbors' privacy, as described above.

See VPS: 2 – Relationship to Neighbors.

V1. Excessive wall adjacent to existing dwelling. New infill places excessively high wall too close to rooms of an existing dwelling from which people typically look out for full or partial view in this neighborhood's development pattern.

Notes: The proximity, height, and slope of both the existing and new structures' adjacent walls and roofs are factors that affect this impact.

V2. Excessive wall adjacent to existing backyard. New infill places excessively high wall too close to backyard of an existing backyard.

Notes: The proximity, height, and slope of the new structure's adjacent wall, roof, and dormer(s) are factors that affect this type of impact.

V3. Insufficient setback between structures. Crowding also arises from insufficient setbacks of structures in the particular context. For example, the new development on W. 11th Ave., between Jackson and Van Buren Streets, almost entirely covers two lots with four, two-story, "block-style" apartments that are separated from each other by only ten feet. The design creates a sense of crowding on the development site, as well as adjacent properties. One participant at the first JWN PlanJam workshop expressed the point this way:

"Setbacks [should be] sufficient to encourage social interaction between neighbors, i.e., when buildings are TOO close together walls actually deter social interaction – [dwellings] need those buffers that are inviting, green rather than concrete, hard surface."

Obstruction of sunlight or air circulation impacts (O)

O1. Sunlight obstruction. New infill has proximity and height that excessively reduces sunlight reaching an existing dwelling's windows or yard. New obstruction may be on east or west, as well as south, side of existing dwelling's windows or yard.

Note: The existing siting pattern of the immediate neighborhood provides an important comparative reference point. In the S-JW area, typical houses on the numbered "avenues" face either north or south with yards in the rear of the house. Typical houses on the "presidents" streets face east or west, also with yards in the rear. There are typical solar exposure patterns associated with each of these compass orientations and whether a house is on a corner or mid-block lot.

See VPS: 2 – Relationship to Neighbors.

O2. Air circulation obstruction. New infill has proximity and height that excessively reduces air circulation reaching an existing dwelling's windows or yard.

Excessive light and noise intrusions (I)

I1. Excessive exterior area lighting. New infill has exterior lighting (e.g., spotlights) that cast excessive light into an existing dwelling's windows or yard.

I2. Excessive noise from building-related equipment. New infill has exterior machinery or venting (e.g., heat pump, A/C compressor, gas furnace powered vent) that emits excessive noise nearby an existing dwelling's windows or yard.

I3. Excessive noise, exhaust smell, or unhealthy fumes from parking and/or driveway traffic adjacent to existing dwelling or backyard. Vehicle traffic associated with new infill creates excessive noise, exhaust smell, or unhealthy fumes (e.g., CO and CO₂) from cars driving or parking on property.

Note: See also I4.

See VPS: 3 – Parking and Garages.

I4. Excessive noise, dust, exhaust smell, or unhealthy fumes from alley traffic adjacent to existing dwelling or backyard. The cumulative effect of multiple units on a single alley block can lead to excessive alley traffic, which creates noise, dust, exhaust fumes.

See also: AU1 under Alley use conflicts

Reduced parking (PK)

PK1. Diminishment of on-street parking near residences. Because many homes in the area have a small driveway suitable for at most one vehicle, parking on the curb in front of the home is a common practice. When additional dwellings are added with insufficient on-site parking, the residents of the new development will use on-street parking. When the parking demands in an immediate area get high enough, residents may be unable to park in front of (or near) their homes.

Financial costs (FN)

FN1. Financial burdens on existing property owners. These include: Reduced property value because of surrounding development and City assessments for alley improvements. (Eugene's Growth Management Policy #14 states that the developer or City should cover a new development's infrastructure costs, but this isn't the way that alley improvements work.)

Alley use conflicts (AU)

AU1. Use conflicts on alleys used for primary access. This area's alleys are too narrow to handle two-way traffic and have no sidewalks because they were intended only for utilities and occasional access by adjacent property owners. Consequently, when additional infill dwellings take primary access via the alley, there are increased conflicts with other vehicle use and with pedestrians who walk in the alleys. Parking adjacent to the alley and illegal parking on substandard alleys can also obstruct emergency vehicle access.

Increased vehicle use of the alleys also further deteriorates the unpaved alleys' conditions, creating large potholes that become filled with water in the winter. This

creates difficult and, in some cases, unsafe access and also prevents pedestrian and bicycle access and use.

Other immediate impacts (OI)

OI1. Excessive, poorly located, and/or poorly screened on-site parking. When an excessive amount of a property is used for parking, or the parking is poorly located and/or inadequately screened, it degrades adjacent properties' immediate surroundings.

See also VPS: 5 – Relationship to Street and Building Façade.

Functional impacts on area residents, pedestrians, and bicyclists

This category covers direct impacts that affect a wider range of residents, as well as pedestrians and bicyclists walking and riding in the area.

Traffic, parking, and pedestrian safety impacts (T)

See VPS: 3 – Parking and Garages and 6 – Landscape and Pedestrian Realm

T1. Parking or excessive driveway surface in front of structure (i.e., between structure and street), or excessive curb cut. These practices degrade pedestrian safety and the walking appeal of the affected side of the block.

T2. Diminished pedestrian and bicyclist safety; reduced appeal of walking and bicycle riding. These impacts arise from a variety of factors, including: Increased traffic on local streets and alleys; increased traffic crossing sidewalks via alleys or curb cuts; loss of trees in front yards and along alleys; dwellings that don't engage the street; etc.

Cumulative impacts on the neighborhood

This category concerns the individual and cumulative impacts on the “nature” of a block or the neighborhood as a whole. The concept of a cumulative impact can best be illustrated with an example. Suppose you live on a typical S-JW area street with eight or so single family houses on each side of the street. Replace one of those houses with an exceptionally well-designed four-unit apartment complex and the block may retain the general character of single-family, mostly owner-occupied residences. But, replace four of the houses on the same block with multi-unit apartments and the block will inevitably “tip” to the point where the now fragmented single-family owner/occupants no longer have the same sense of immediate community.

Despite this being a difficult design element to quantify, it's crucial to deal with because the cumulative effects of multi-unit infill can dramatically destabilize the neighborhood even if each individual apartment meets minimum siting and design standards.

Eugene's land use policies recognize the importance of cumulative effects, as evidenced by the fact that both the Westside Neighborhood Plan and the Jefferson/Far West Refinement Plan have explicit policies that call for block level planning.

Neighborhood impacts (NG)

NG1. Loss of permeable surfaces. Cumulatively, when infill covers too much additional land with impervious surfaces, it leads to excessive storm water runoff. This creates problems with storm water runoff capacity and pollution, as well as ground water supply for large-scale vegetation.

Note: See also SS5.

NG2. Loss of arable surfaces, large- and small-scale vegetation, habitat, and wildlife. These are interrelated impacts that arise from excessive lot coverage, as well as the location and mass of structures which may prevent large-scale vegetation and habitat even where an arable surface exists.

NG3. Increased load on infrastructure, including streets, alleys, sidewalks, water system, sanitary sewer, storm sewers. Much of the infrastructure in the area is old and has limited capacity to handle a major increase in the number of dwellings served. The alleys are clearly not adequate to handle increased vehicle use from infill. In addition, local streets were designed for much less use than would result from a full buildout at current R-2 densities. There's already occasional flooding from storm sewers that appear in need of repair or enlargement. The capacity of the water system and sanitary sewers may also be overstretched with major increases in the number of dwellings.

NG4. Reduced safety, weakened social fabric, and diminished appeal to long-term residents from dwellings that don't engage the street. These impacts can arise from a variety of factors, including: lack of a front entry way facing the street; garages and parking in front of house; a front setback that is too close or too far from sidewalk; etc.

NG5. Degraded interrelationships of lots and dwellings from irregular lot configurations. The highly regular pattern of rectangular lots with a consistent frontage is fundamental to defining the interrelationships among residents. Increasingly, infill developments have used lot divisions and lot line adjustments to create irregular shaped and sized lots on which dwellings are then placed in ways that are inharmonious with surrounding development or that don't engage the street.

The lot pattern also provides homes on small lots (e.g., 50x50) with "shared greenscape and viewscape from adjoining rectangular lots' backyards. Breaking this pattern has a general effect of diminishing privacy an open space and increasing the sense of crowding and other impacts identified above.

NG6. Demolition or removal of existing dwellings. Existing, compatible dwelling(s) are demolished or removed and not replaced with dwelling(s) of similar scale and use (e.g., single-family). This directly diminishes the historical and cultural character of the neighborhood.

NG7. Diminished diversity of housing types; loss of "historical" structures; creating an imbalance of home owners and renters. There are very few areas in Eugene that are as appealing to a wide range of household types and income levels and that offer as many different sizes and cost of lots and dwellings. To cover just a few categories, there are tiny, detached, single family homes on 2,500 square foot lots and large, two-story bungalows on 9,600 square foot lots. Single-family homes fill a range from mid-\$100,000s to over \$500,000. There are also small- and medium-sized single-family

homes with yards for rent, as well as small duplexes, and a variety of “granny flats” and other ADUs.

Much of the recent infill has been relatively low-quality, multi-unit apartments or conversion of older homes to multiple apartments. The result has been the loss of some dwellings of types that aren’t being replaced in kind (e.g., small, detached dwellings). While some infill may provide apartments with rents in the lower range, this doesn’t replace small houses that are (relatively) more affordable to buy.

The displacement or conversion of existing detached housing also causes the loss of houses which form part of the historical fabric of the community, even if these houses aren’t formally designated as “historic.” Another result of the displacement or conversion of existing detached housing is an increasing imbalance in the R-2 and surrounding areas between owner-occupied and rental housing.

For a neighborhood to maintain both diversity and stability, both kinds of tenure are important. In the JWN, roughly 25 percent of dwellings are owner-occupied and 75 percent are rentals. The JWN Opportunity Siting workshops held last summer demonstrated that there’s significant potential for additional apartment development in well-suited areas of the JWN. However, there’s little potential for new, detached, owner-occupied development; and thus it’s important to minimize the displacement and conversion of the existing dwellings in this category. (According to market research, most families with children seek single-family, detached homes, and children of all ages are important to a diverse and vibrant community.)

Note: Different types of infill contribute at different magnitudes to cumulative effects. For example, on a single block, two lots with four-unit apartments have much more impact on the neighborhood character than four lots with a single-family house on the street and a small, single-unit “granny cottage” in back.

NG8. Diminished attractiveness of the S-JW area as a long-term “home” for a wide range of household types and incomes. This final impact is ultimately the most important, but it’s listed at the end because it arises from many of the negative impacts described above. The S-JW area is a notable neighborhood community that is close to the urban center, has a relatively compact form, offers (along with adjacent R-1, R-3, and R-4 areas) a tremendous diversity of housing types and costs, with a variety of household types and income levels living together in a safe, attractive community that is inviting to pedestrian and bicyclists.

The attractiveness and diversity of this neighborhood has led to a large number of residents, including home owners and renters, who have lived in the neighborhood for a long time and/or have a sense of long-term commitment to the neighborhood. Here’s how one participant at the first JWN PlanJam workshop expressed it:

“A stable population of long-tem residents tends to enhance the happiness and safety of residents who know each other and will socially interact. A cohesive neighborhood, with continuity of residential population, makes for more vigorous participation in local self-government processes.”

Unfortunately, this area’s diversity and stability are threatened by the growing amount and scale of incompatible infill. Across the spectrum of residents, there’s been a continuing effort to make City officials aware of the fact that the kind of incompatible

infill development that's now being allowed will gradually destroy this irreplaceable neighborhood community if not brought under control by effective infill standards. As City staff and consultants have documented, under current zoning, this area is destined for redevelopment as dense, block-style, multi-dwelling apartments, such as those recently built on W. 11th Ave.

As incompatible infill creates more negative impacts in more locations in the S-JW area, the cumulative effect will be to make the area unattractive to most economically-mobile households, whether home owners or renters. Eventually, the area will become more a "warehouse" for residents who live there because of necessity, rather than choice. Upper income households that leave the area because of its decline will likely move further away from the city center, thus exacerbating development pressure near the UGB). Lower income households will no longer find a pool of relatively affordable small homes and duplexes on small lots available to buy or rent and will have even fewer attractive housing alternatives than currently exist.

Appearance or aesthetic impacts

This category covers the aesthetic or "style" characteristics of a structure and associated driveway/garage/parking, particularly in relationship to the surrounding structures. This includes things like placement of the dwelling and garage on the lot, roof styles, relationship to the street, setbacks, etc. Most of this type of consideration is purely a question of: "Does this structure fit in with the area visually."

The external appearance of a building and it's surrounding landscaping and driveway (or parking) are important both in how they please the eye of neighbors and in how they contribute to the hard-to-define "feeling" residents and visitors have about a neighborhood. In the Westside, the prevalent "traditional" single-family homes, with their generally modest size, sloping roofs, front porches, and a clear orientation to the sidewalk and street evoke the sense that this is a neighborhood where a regular part of your life includes walking and connecting with neighbors on the sidewalk, on your porch, or standing in your adjacent front yards.

In addition to encouraging pedestrian activity, the street orientation of this neighborhood's traditional character also enhances community safety. This benefit arises from the well-established role of "eyes on the street" in discouraging criminal activity.

Appearance – Generally applicable; related to neighborhood-wide character (SG)

There are numerous characteristics of infill which relate to their visual impacts. Many of these also have a tangible impact, as covered in the previous items.

Some of the "appearance" impacts might be considered merely individual preferences that have little concrete impact on other residents or property owners. However, for whatever subtle reasons, these impacts may individually or collectively contribute to the sense of whether the development "engages" or "turns its back on" the neighborhood community. A few of the commonly cited examples include: Structures that are out of scale in height, mass, and/or footprint; lack of pitched roofs on structures with multiple

floors; “snout-nosed” dwellings; unscreened multi-vehicle parking and use areas; sparse landscaping; large walls that lack windows or articulation; etc.

SG1. House or apartments adjacent to street aren’t oriented towards street. New infill entrance(s) don’t face the street; no visible front door(s); inappropriate front façade(s); etc.

See VPS: 3 – Parking and Garages and 5 – Relationship to Street and Building Façade. Note: Several of the following items are related to this impact.

SG2. “Snout-nosed” (garage in front) dwellings.

SG3. Apartment with open garage (carport) underneath, facing street or adjacent dwelling.

SG4. Parking (or excessive driveway surface) in front of dwelling structure.

There is an inherent problem in managing off-street parking as more units are added. The solution should not be to tradeoff the concerns among these related items. Instead, appropriate solutions should recognize that the area has a finite capacity for off-street, surface parking (as well as traffic on local streets), which create a practical constraint on the amount of infill that can be accommodated without serious negative impacts to the neighborhood community.

SG5. Excessive impervious surfaces. New infill covers too much of the site with its footprint, pavement, and other impervious surfaces.

An excessive cumulative footprint of buildings, parking, and driveways can prevent adequate private (and publicly visible) green space and fall short of the amount of uncovered ground that a *mature* shade tree needs in order to thrive.

SG6. Infill on alleys doesn’t meet appropriate aesthetic standards. New houses or apartments facing or accessed from the alley fail to meet relevant design standards e.g., orientation to the alley as a “lane,” landscaping, etc.

See VPS: 4 – Alleys.

Appearance – Related to site-specific or block-specific character (SS)

SS1. Excessive scale or mass. New infill is too high, too wide, too large, or inappropriately organizes the mass for site or setting.

See VPS: 1 – Mass & Scale.

SS2. Incompatible overall “style”. New infill has grossly incompatible style for site or setting.

Style elements that may be involved:

- Siding
- Roof line
- Articulation of walls
- Etc. (See prior section on S-JW area character.)

Example: A geodesic dome between two typical Craftsman-style houses.

See VPS: 5 – Relationship to Street and Building Façade.

SS3. Excessively plain wall facing street or adjacent to existing dwelling. New infill places excessively plain wall facing the street or an existing dwelling.

See VPS: 5 – Relationship to Street and Building Façade.

SS4. Incompatible setback to street. New infill front is setback too close or too far from street in relation to residences on the same block.

See VPS: 5 – Relationship to Street and Building Façade.

SS5. Inadequate landscaping.

Vegetation can soften some of the larger expanses of building and should present a “green” face to the neighbors. However, using landscaping as a screen should *not* be considered an excuse to allow substandard building design.”

There is a cumulative, positive effect of private, but publicly visible, greenery on a neighborhood. By contrast, excessive reduction of greenery, through the cumulative effect of individual infill, degrades the neighborhood.

See VPS: 6 – Landscape and Pedestrian Realm

SS6. Removal of existing mature trees.
