

Zoning & Planning Committee Report

City of Newton In City Council

Monday, November 14, 2022

Present: Councilors Crossley (Chair), Albright, Danberg, Wright, Leary, Baker, Krintzman, and Ryan

Also Present: Councilors Lucas, Lipof, Downs, Greenberg, Laredo, Kalis, Oliver, Malakie, and Norton

Planning & Development Board: Kelley Brown (Chair), Kevin McCormick, Amy Dain, and Peter Doeringer

City Staff: Barney Heath, Director of Planning; Jennifer Caira, Deputy Director of Planning; Zachery LeMel, Chief of Long Range Planning; John Sisson, Economic Development Director; Nevena Pilipovic-Wengler, Community Planning/Engagement Specialist; Jonathan Yeo, Chief Operating Officer; Andrew Lee, Assistant City Solicitor and Jaclyn Norton, Committee Clerk

For more information regarding this meeting, a video recording can be found at the following link: 11-14-22 Zoning & Planning Committee Meeting | (newtv.org)

#489-22 Requesting review and discussion for the creation of as-of-right zoning for

animal service establishments

<u>HER HONOR THE MAYOR</u> requesting amendment to Chapter 30, Newton Zoning Ordinance, to allow animal service establishments by-right in BU1 and BU2

zones.

Action: Zoning & Planning Held 7-0 (Councilor Baker not voting); Public Hearing set for

12/12/2022

Note: John Sisson, Economic Development Director explained that it came to his attention recently, when a pet grooming business wished to establish in Newtonville, that animal service establishments are omitted from the use table in the adopted 2015 revised Ch30 ordinances. Currently, 6 animal service establishments exist in BU1 and BU2 zones, but are legally noncompliant, due to what is believed to be an error in the table. He noted that the proposed amendments are to allow these uses in business zones, a desirable use in village centers across the City. Multiple Committee members agreed, and moved to set a public hearing quickly to remedy this issue. Andrew Lee, Assistant City Solicitor noted that the public hearing notice can be written broadly in response to a Councilor proposing that these establishments may be allowed in BU3 and BU4 zones as well. Seeing no concerns, the Committee voted 7-0

(Councilor Baker not voting) on a motion to hold and set a public hearing for 12/12/2022.

Kelley Brown, Chair of the Planning & Development Board also set a public hearing for 12/12/2022 through chair's discretion.

#38-22 Discussion and review relative to the draft Zoning Ordinance regarding village centers

ZONING & PLANNING COMMITTEE requesting review, discussion and possible ordinance amendments relative to Chapter 30 zoning ordinances pertaining to Mixed Use, business districts and village districts relative to the draft Zoning Ordinance. (formerly #88-20)

Action Zoning & Planning Held 8-0

Note: Nevena Pilipovic-Wengler, Community Planning/Engagement Specialist, presented the results of the recent community engagement period (attached). Ms. Pilipovic-Wengler noted that this phase of community engagement was built on a multi-year effort. The purpose of this engagement period was to raise community awareness about and collect feedback on the proposed zoning framework workshopped by the Committee in June.

Methods

The engagement consisted of four methods:

- 1. the feedback tool developed with the Stanford Crowdsourced Democracy Team,
- 2. library exhibit (in-person at Newton Free Library and online PDF),
- 3. equitable focus groups (to reach renters and a younger (18-44) demographic),
- 4. the community engagement network (over 80 volunteer network leaders to community/ neighborhood groups).

The feedback tool focused on three (3) questions:

- **Scale:** whether the proposed three districts are the right tool to accommodate the diversity of scale in our village centers,
- Mapping: what districts should be mapped in which village centers, and
- **Parking**: whether the on-site parking requirements for each use on the mark.

Importantly, each question allowed for open ended responses that did help to qualify responses.

These questions were designed to get at core reasoning and received 1,078 completed submissions. This tool did not require identification so as to increase accessibility, but Stanford noted that these results are valid and nefarious actors did not have a substantial impact on the main conclusions. The library exhibit illustrated all parts of the framework, and the feedback tool incorporated all information needed to answer the questions within the tool, including links to the entire exhibit in PDF form, which remains available on the City's website. In the exhibit, the Planning Department showcased the various ways that density can be regulated.

Structuring equitable focus groups were made possible through a grant from MAPC (Metropolitan Area Planning Council). renters, individuals with disabilities, and young people;

gathered at community events and staffed library visits. Numerous community engagement network leaders helped to test drive the feedback tool along with doing outreach and having meaningful discussions with Newton residents.

Demographics

The demographic data from the feedback tool shows a disproportionate number of responses received from certain demographic groups. For example, a higher proportion of responses came from individuals above 45 years of age than reside in Newton. A disproportionately higher number of responses also came from homeowners versus renters and white people. In their report (but not in the Planning memo) the Stanford team provided 'adjustments' of the feedback tool results to show what the feedback would look like should the demographics of the respondents have been proportional to Newton's actual demographic. Ms. Pilipovic-Wengler presented some of these charts from the Stanford report in her PowerPoint (attached), but emphasized that the numbers are actual counts in the Planning department memo. She affirmed that these 'adjustments' are shown alongside the unadjusted responses in the Stanford report, in response to clarification sought by Councilors.

Variety of Zoning Districts scaled to Village Centers

When asked for feedback on having a variety of zoning districts in village centers respondents overall expressed positive interest in the proposed districts with 36.6% indicating that the proposed districts are appropriate. Adjusting for age and homeowners v. renters a 9.4 and 8.8 percentage point increase respectively were noted. Open-ended responses revealed that some respondents who selected 'goes too far', also indicated a desire for no changes to the current zoning or to require less than 2 floors by-right. Others selected 'doesn't go far enough', while indicating a desire for higher density. Ms. Pilipovic-Wengler noted in the staff takeaways that overall, respondents slightly favored the variety seen in the framework with focus groups also expressing general support.

Mapping

Respondents were asked to identify which proposed zoning districts should be applied to each village center. Results were mostly mixed with responses for some village centers trending to a particular scale. Ms. Pilipovic-Wengler noted that the Stanford team did not show adjusted calculations for this section in their report, due to insignificant changes in results. Focus groups echoed these mixed results in terms of support for increasing density. Two main takeaways were found with this question with the first being that defining a village center as 'small', 'medium', or 'large' was useful in the beginning but not a helpful distinction for this exercise. Respondents showed a strong interest in concentrating medium and large districts near public transportation.

Parking

This question sought to gauge interest in the proposal to reduce on-site parking requirements for new residential, retail, and office buildings in village centers. In the takeaways from the responses, staff saw slightly more support for the proposal in all 3 uses, however, the number

of responses decreased from residential to retail, to office. Focus group responses were mixed overall with concerns over decreases in accessible parking being noted. Staff also noted common sentiments among respondents regarding the consideration of EV charging infrastructure and impacts on village centers without public transportation.

Discussion

Councilors expressed overall enthusiasm for the work of the Planning Department and Stanford team along with an appreciation for receiving this community input. Several councilors asked similar questions about the methods used to adjust the data, and requested additional analysis from the Stanford team. Staff emphasized that the Stanford work to develop the feedback tool and data analyses were done on a pro-bono basis, and that answers to those questions might be difficult to obtain according to Mr. Heath. It was as well clarified several times that the Planning department memo includes only the actual numbers of responses. The presentation tonight as well included Stanford's analyses adjusting for Newton's demographic.

Peter Doeringer, a member of the Planning & Development Board, described three data points that stood out for him. First was the amount of work undertaken to reach underrepresented groups, and that reaching out to these groups helps to engage small business owners and individuals in lower income census tracts. Second, Mr. Doeringer recommended adding gender demographics to the results of the feedback tool. Last was regarding the contribution of respondents and how much Newton residents engage with multiple village centers. He also mentioned the long-term implications of such data on the City's transportation policy, parking policies, and business development activities. The Chair stated that this engagement period has helped to raise awareness regarding village center zoning redesign. It was also noted during the discussion that the data is not presented as a scientific survey and shouldn't be treated as such. Ms. Pilipovic-Wengler mentioned that this engagement period helped to also educate the public about zoning terminology.

Conclusion and Next Steps

Ms. Pilipovic-Wengler noted that this process was successful with the feedback tool receiving over double the initial response goal and a majority of network members wanting to see something similar in the future. It was also stated that the library exhibit while successful was very labor intensive and that the City needs to prioritize engaging communities that were underrepresented in the feedback tool responses. Mr. Heath stated that the draft zoning text will be presented to the Committee at our next meeting on November 28th and until the end of the year, the draft maps presented at the October 24th meeting will be on display in City Hall through the rest of the year. The Planning Department will also be conducting information and input sessions with property and business owners along with meetings with Councilors.

Committee members voted 8-0 on a motion to hold from Councilor Krintzman.

#490-22 Reappointment of Michael Kaufman to the Urban Design Commission

HER HONOR THE MAYOR reappointing Michael Kaufman, 24 Turner Terrace, Newtonville as a full member of the Urban Design Commission for a term of office

to expire on December 31, 2025. (60 Days: 01/06/2023)

Action: Zoning & Planning Approved 8-0

Note: The Chair read items #490-22 and 491-22 into the record. Committee members expressed no concerns relative to the reappointments and voted 8-0 on a motion to approve from Councilor Albright.

#491-22 Reappointment of Visda Saeyan to the Urban Design Commission

<u>HER HONOR THE MAYOR</u> reappointing Visda Saeyan, 7 Marcellus Drive Newton Centre as a full member of the Urban Design Commission for a term of office to

expire on December 31, 2025. (60 Days: 01/06/2023)

Action: Zoning & Planning Approved 8-0

Note: This item was discussed concurrently with #490-22.

The meeting adjourned at 10:12pm.

Respectfully Submitted,

Deborah J. Crossley, Chair

ZAP

City of Newton's Engagement Results Phase II: Village Center Zoning Framework

Monday, November 14, 2022

Department of Planning + Development



Agenda

Calendar

Engagement review (methods + participation)

Takeaways on zoning framework input

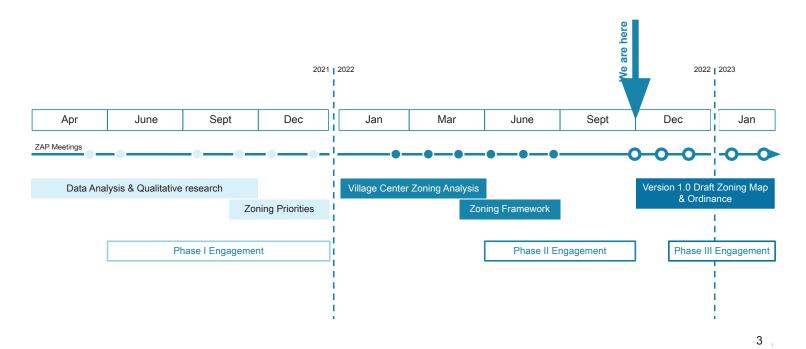
Learnings for civic processes + equity

Next steps

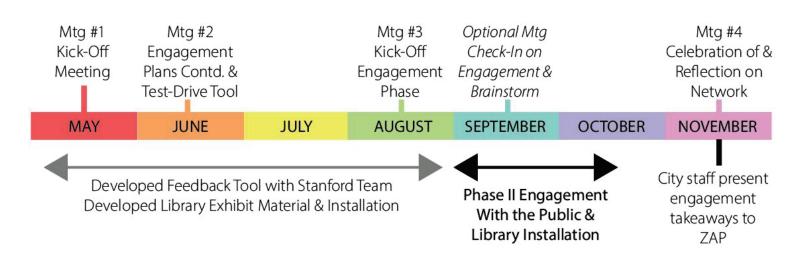
Where to find information

Timeline: Where we are

Building Upon A Multi-Year Effort



Phase II Engagement - Calendar



Zoning framework engagement_ purpose

To collect community input on the proposed zoning framework for village centers (that ZAP workshopped in June 2022)

Received **1,078** feedback tool submissions and additional emails

Newton North High School students mark where they live, study and work in Newton



Zoning framework engagement_methods

- Feedback Tool: Where all community members will give their input
- **Library Exhibit** (in-person at Newton Free Library and as an online PDF)
- Equitable focus groups
- Zoning Redesign Community Engagement Network

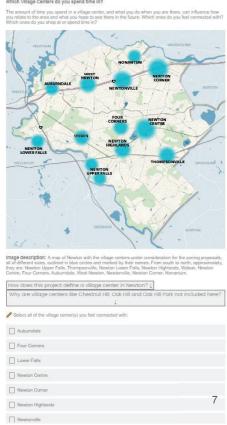
Zoning framework engagement_methods Feedback tool

Online informational survey co-designed with the Stanford Crowdsourced Democracy Team (identified through previous working relationship for Participatory Budgeting efforts)



Included drop-downs for more information // overview of ZAP councilor deliberation // open-ended responses for each multiple-choice question

Did not require identification in order to increase accessibility (pros outweigh the cons)



Zoning framework engagement_methods_ Feedback tool

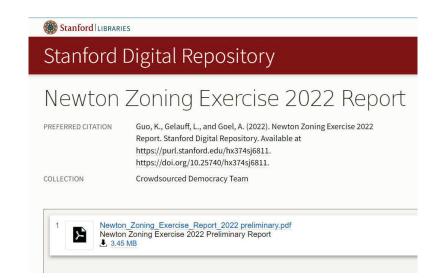
Recognizing that it would probably be laborious and inaccessible to engage community members on each of the framework's 12 proposals, City staff attempted to condense all of this information into 3 questions to get at the core reasoning:

- 1. **Scale:** Should there be different zoning districts for different village centers?
- 2. Mapping: Which heights do you think are appropriate for village centers?
- 3. **Parking:** Do you agree with the proposed reductions to parking requirements?

Zoning framework engagement_methods_

Feedback tool

Stanford Crowdsourced
Democracy Team conducted
analysis of the feedback tool
results and can be found here:
https://purl.stanford.edu/hx374sj6
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Zoning framework engagement methods_

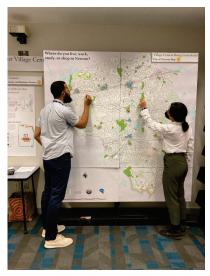
🏥 💻 Library exhibit

The library exhibit broke down every part of the proposed zoning framework:

- (1) Introduction (including map with pins)
- (2) Zoning history
- (3) Zoning framework Development standards
- (4) Zoning framework Review process
- (5) Zoning framework The zoning map
- (6) Next steps (+ engagement table)









City and MAPC staff acted as docents and used the exhibit for high school class visits

Zoning framework engagement_methods_ Library exhibit

Offered as a PDF as well, for community members to access from their computers or to present & deliberate over through virtual meetings (click here to access)

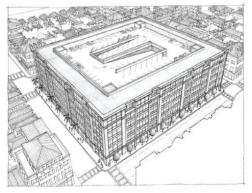


Snap-shot of the first 22 pages of the PDF of the library exhibit

Zoning framework engagement_methods_ Library exhibit

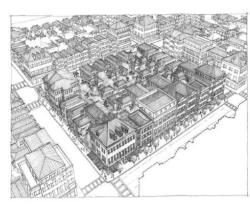
The zoning framework addresses concerns about increased density through required development and design standards:

Poor Standards: "Texas Donut" Urbanism



An all-too-common building type proposed across the United States, an Anyplace USA. It is a 6-story building wrapped around a parking garage covering the entire city block and only has windows facing the street. No public or private travers mayer is provided.

Good Standards: "Place Based" Urbanism



The same city block developed with a variety of buildings and open space that draws inspiration from the surrounding forms and architecture. This development pattern has the same number of units as the "Texas Donut" but in buildings no taller than 4.5 stories and with significant space left for light, air, and gardens.

Zoning framework engagement **methods**_

Equitable focus groups

Received a \$5K grant through the MAPC (Metropolitan Area Planning Council) Technical Assistance Program to be library docents and help carry out focus groups for equitable engagement.

MAPC synthesized the focus groups' meeting minutes, available here

- -> Renters (8 participants)
- -> Disability community (4 participants)
- -> Young people (16 participants)
- -> Tabling & facilitated library visits:

Tabled at Indigenous Peoples Day event and a Chamber of Commerce's young adults event. Hosted the Youth Commission and 4 Newton North High School class visits, consisting of over 100 high school students.

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Zoning framework engagement **methods**

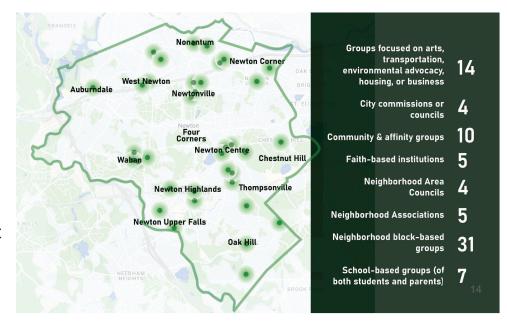


Community engagement network

Test-drove the feedback tool (and a lot of input was incorporated)

Facilitated thoughtful & important conversation about civic discrimination against renters in Newton

Community members spread word and hosted engagement sessions with their respective spaces



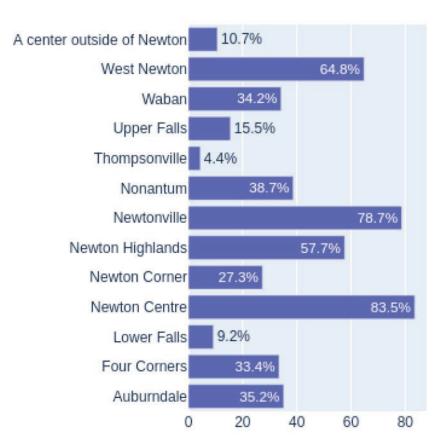
Zoning framework engagement_participants



Zoning framework engagement _participants

Feedback tool question:

Which village center(s) do you relate to?



percent

Zoning framework engagement_participants

1,078 feedback tool submissions

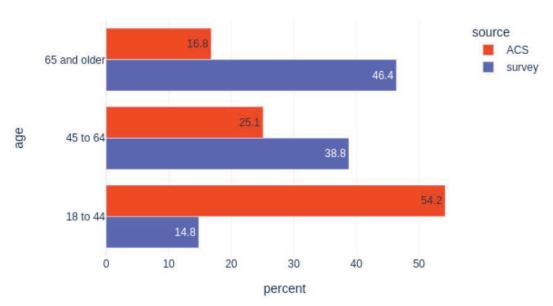
Validity of responses, per the Stanford Crowdsourced Democracy Team's report:

"In order to check whether there were many responses from a single participant, we checked whether a large number of responses was submitted from the same IP-address (it should be noted that IP-addresses can be manipulated). The highest number of responses for a single address was 25, and 8 IP addresses were used for 5 or more submissions. This is not unusual, and could simply point to public access points such as a library, coffee shop or even a large family. We also analyzed the geo-location associated with the IP-addresses used for the submissions and 82% of these addresses can be associated with the geographic area of Newton or Boston and 88% with Massachusetts. It should be noted that geo-location is not always reliable and that the fact that an IP-address is associated with a location far away could simply indicate to the database being incorrect, or the more and more common practice of using IP-masking technology.

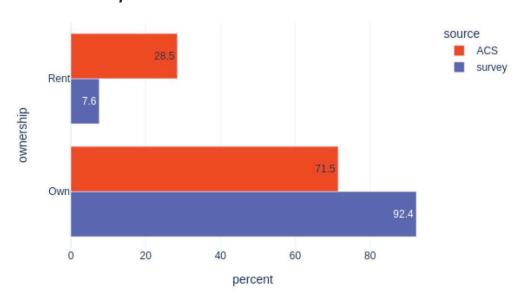
These signals do not constitute hard evidence that all submissions are cast individually, by people targeted by the City. However, we also don't see evidence that suggests that the main conclusions were substantively affected because of such behavior." - p. 18

17

Zoning framework engagement_demographics age

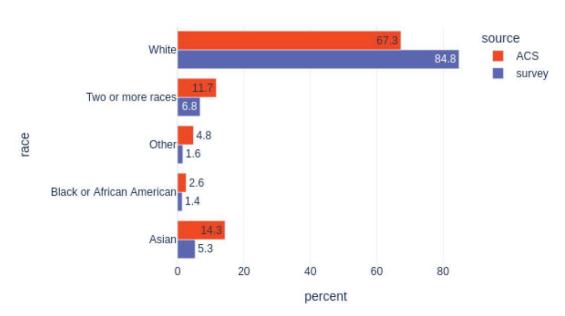


Zoning framework engagement_demographics _house ownership



19

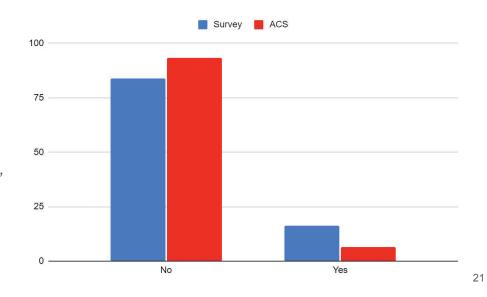
Zoning framework engagement_demographics _race



Zoning framework engagement_demographics _disabiltiy

Question: Do you, or does someone you live with or care for in Newton, currently have a disability?

*This was followed by a definition provided by the ADA of what 'people with disabilities' includes.



Zoning framework engagement_demographics

As a result of the disproportionate demographic representation, Stanford Crowdsourced Democracy Team conducted 'adjustments' of feedback tool results so that "responses from groups with relatively low participation are weighed up." (p. 1). They 'adjusted' for age and home ownership.

Takeaways_proposed variety of VC zoning districts



Question: Do you think there should be a variety of zoning districts for the variety of village centers?

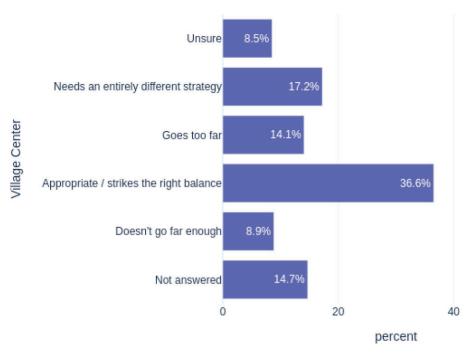
- □ Doesn't go far enough there should be more variety of scales
- Appropriate/ strikes the right balance
- ☐ Goes too far there should be fewer variety of scales
- Needs an entirely different strategy
- Unsure

Open-ended responses show that people also chose:

'Goes too far' to highlight a want for no changes from current zoning (or to require less than 2 floors by-right)

'Doesn't go far enough' to highlight a want for higher density proposals)

Takeaways_proposed variety of VC zoning districts



Takeaways_proposed variety of VC zoning districts adjusted for age



25

Takeaways_proposed variety of VC zoning districts _adjusted for home ownership

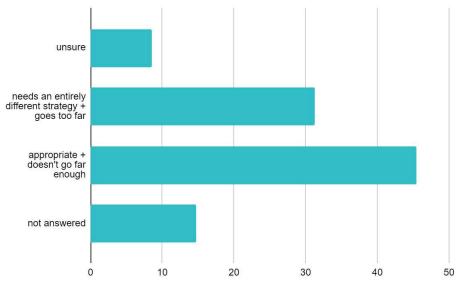


Takeaways_proposed variety of VC zoning districts

_staff takeaways

Shows respondents slightly favoring the proposed variety of zoning districts, especially when 'pro' and 'against' categories are grouped together

Focus groups also had general support



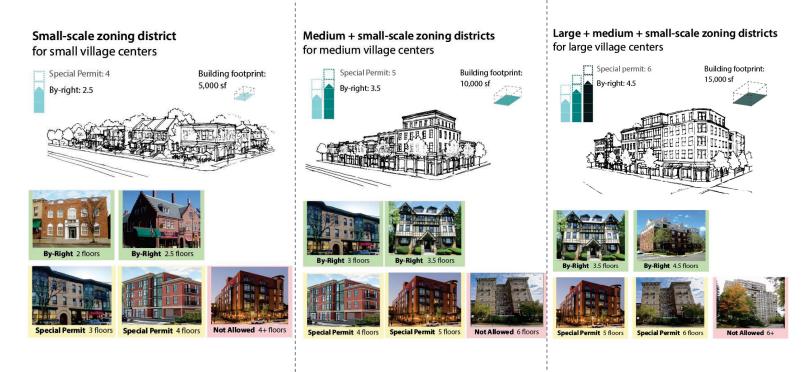
Original feedback tool results for 'scale' question, grouped together

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Takeaways mapping (possible heights for each VC)

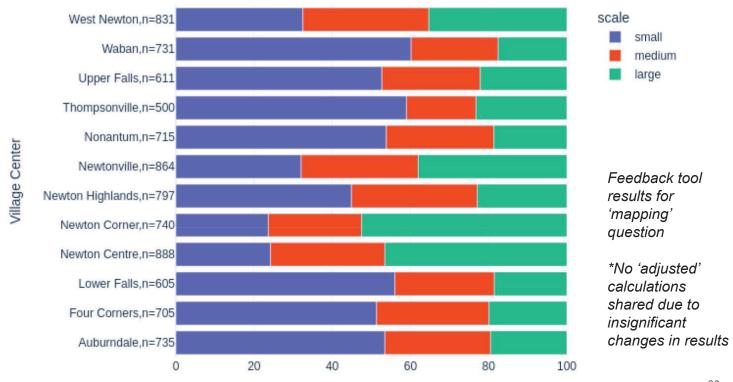
Question: The previous question asked, do you think there should be different zoning districts for differently sized village centers? This question asks, what heights should those new zoning districts allow, and for which village centers?

Small scale (2.5 floor by-right, 4 by special permit)	Small scale + medium scale (3.5 floors by right, 5 by special permit)	Small scale + medium scale + large scale (4.5 floors by-right, 6 by special permit)	No opinio
	floor by-right, 4 by	Small scale (2.5 floor by-right, 4 by special permit)	Small scale + Small scale (2.5 floor by-right, 4 by Small scale + medium scale + large scale (4.5 floors by-right, 5 floors by-right, 6



Images presented in feedback tool of existing buildings in Newton that correspond with proposed by-right, special permit, and 'not allowed' heights

Takeaways_mapping (possible heights for each VC)



percent

Takeaways_mapping (possible heights for each VC) _staff takeaways

Shows respondents a mix of interest in all 3 scales of zoning districts for every village center

Reveals slightly more interest in having only small-scale districts in half of the village centers and having medium/and or large districts in the other half

Focus groups showed a mix of support of increasing density (resonating with the mixed responses of the feedback tool)

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Takeaways mapping (possible heights for each VC)

Insert some contextual text here

Stronger support for only small-scale zoning district	Stronger support for medium-scale zoning district or mixed support for all options	Stronger support for large-scale zoning district
Waban	Newton Highlands	Newton Corner
Thompsonville	West Newton	Newton Centre
Lower Falls	Newton Corner	
Auburndale	Newton Centre	
Upper Falls	Newtonville	

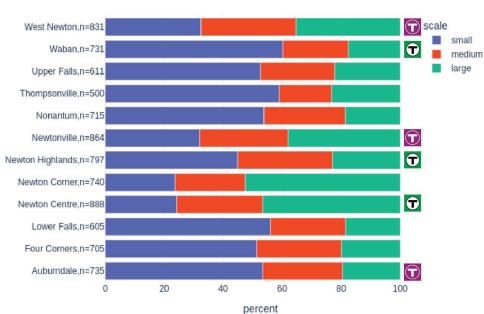
Takeaways_mapping (possible heights for each VC) _staff takeaways

Main takeaway 1: Defining whether village centers are 'small, medium or large' may have been useful for staff in the beginning, but turned out to ultimately not be a helpful framework. Instead, it is more useful and appropriate to focus on the scale of the zoning districts themselves - and where they go within each village center.

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Takeaways_mapping (possible heights for each VC) _staff takeaways

Main takeaway 2: The open-ended responses revealed a strong interest in making public transportation, in particular the Green Line, a main determinant of where medium and/or large-scale zoning districts go

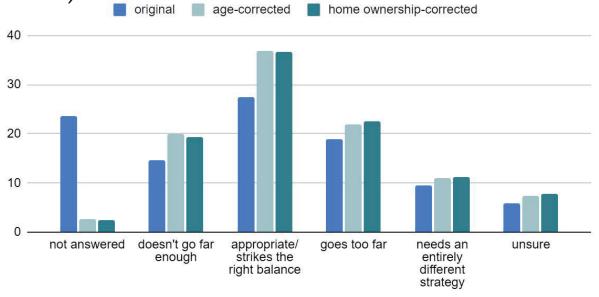


Takeaways_parking requirements

Question: Do you agree with the proposal to reduce the parking requirements for new buildings in the village centers?

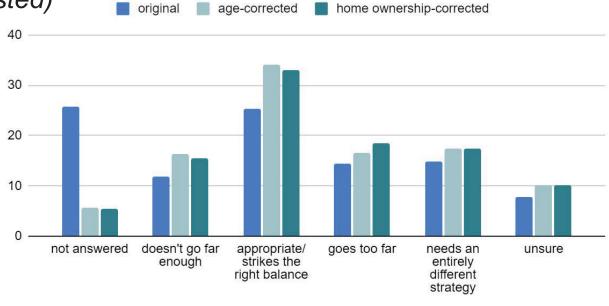
	Residential	Retail	Office	
Doesn't go far enough (there should be lower parking requirements or eliminated entirely)				
Appropriate/ strikes the right balance				
Goes too far (the current requirements work)				
Wrong direction (there should be more new parking spots required)				
Unsure				

Takeaways_parking requirements_residential (original + adjusted)



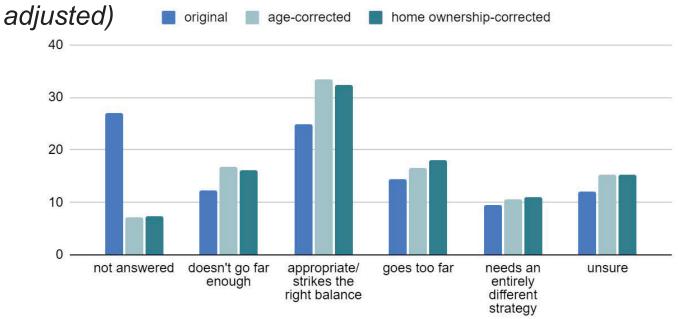
36

Takeaways_parking requirements_retail (original + adjusted) age-corrected home ownership-corrected



retail

Takeaways_parking requirements_office (original +



office

Takeaways_parking requirements

Results show slightly more support for the proposals for all 3 uses.

Number of responses decreased from residential, to retail, to office - possibly showing more investment in residential or retail, or more comfort to express opinion on these uses, or survey fatigue by this last question

Within the focus groups, there was a mix of responses, ranging from general to none. The most frequent opposing argument against the proposal was concerns about accessibility and fear that if parking requirements were reduced, this would disproportionately negatively impact Newton residents with disabilities, especially if the City maintains the same level of car usage

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Takeaways_parking requirements

Stronger patterns of community sentiments	Staff questions for future VC zoning iterations
Reducing parking requirements will negatively impact the disability community access to ADA parking spots	Is there a way to determine new retail parking is sourced completely or partially for ADA?
Reducing parking requirements will have harsher impacts on village centers without public transportation / parking requirements should be unique to each village center	Should there be different parking requirements for the village centers with varied access to public transportation?
General concerns about parking access community members brought up, regardless of the extent to which it was directed with the zoning proposal	Which area most addresses community members' opinions about parking: zoning regulations and/or parking management? (This extends to public parking, overnight parking, parking for people who work in village centers, etc.)
Electric vehicles should be considered in the proposals	Can electric car charging stations be required in zoning?

Learnings for civic processes + equity

- Received over double the goal of feedback tool submissions
- **Example 2** Library exhibit was very labor intensive yet also successful (was it worth it?)
- wWidespread & equitable engagement around more technical phases of planning projects is important
- **Working with Stanford Crowdsourced Democracy Team** for pro-bono was an incredible addition to the engagement resources
- ▶The Network was an exciting civic experiment many lessons learned and, in the same breath, majority of Network members want to see it happen again in the future (perhaps with more focus on equitable democracy guiding the space)
- ▶ The extent to which renters, ages younger than 45, and people of color are underrepresented in the feedback tool reveals that the City at-large, not just the Planning Dept needs to seriously prioritize engaging these communities and to do so through increased resources. Do the Councilors have recommendations on how to do so?

Next steps: Draft text + maps incorporate results

November 28th ZAP meeting: review draft zoning ordinance text, that incorporates these engagement results

Until end of year: Draft map engagement

- Virtual info + input sessions on village center draft maps, with priority to hear from property owners and businesses in the respective village centers
- Input collected through online form (open-ended responses - open until end of 2022)
- Can visit the City Hall exhibit of the maps (first floor, open until December 23)
- Future mapping drafts will consider this input





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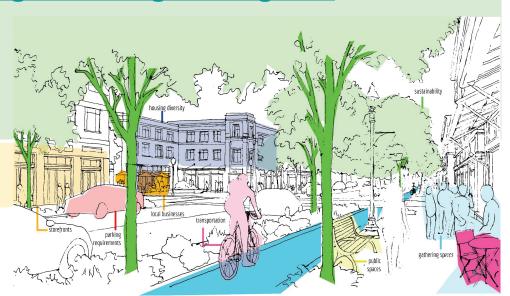
Where to find all information for zoning framework engagement:

https://newtonma.gov/zoningredesign/vc

For questions, email:

npilipovicwengler@newtonma.gov

zoningredesign@ newtonma.gov



Where to find all engagement information

https://newtonma.gov/zoningredesign/vc

Email with questions:

npilipovicwengler@newtonma.gov

zoningredesign@newtonma.gov

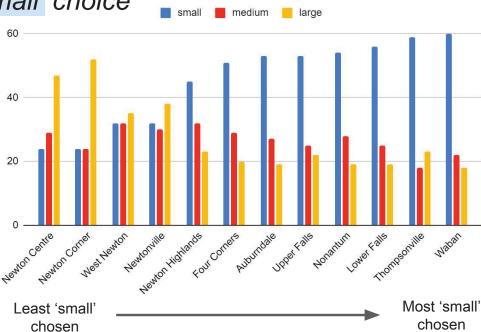
BACK UP SLIDES

45

Takeaways_mapping (possible heights for each VC)

_organized by 'small' choice

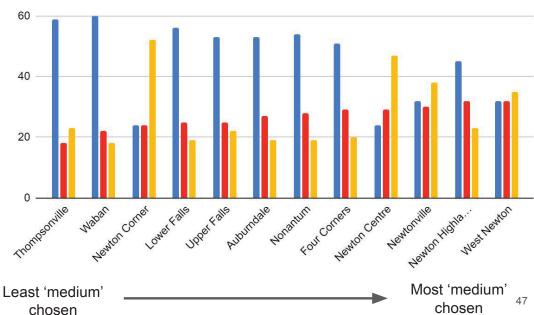
Original FT results



Takeaways_mapping (possible heights for each VC)

_organized by 'medium' choice small medium large

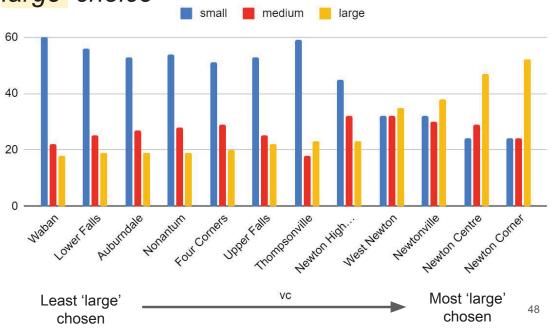
Original FT results



Takeaways_mapping (possible heights for each VC)

_organized by '<mark>large'</mark> choice





Takeaways_mapping (possible heights for each VC) _staff takeaways

Main takeaway 2: The open-ended responses revealed a strong interest in making public transportation, in particular the Green Line, a main determinant of where medium and/or large-scale zoning districts go

Stronger support for only small-scale zoning district	Stronger support for medium-scale zoning district <i>or</i> mixed support for all options	Stronger support for large-scale zoning district
Waban	Newton Highlands	Newton Corner
Thompsonville	West Newton	Newton Centre
Lower Falls	Newton Corner	
Auburndale	Newton Centre	
Upper Falls	Newtonville	49