Chapter 5: Housing

What is this chapter about?

The goals and policies in this chapter convey the City's intent to:

- Ensure adequate access to housing for a socially- and economically-diverse population.
- Support fair, equitable, healthy, resource efficient, and physically-accessible housing.
- Establish ways to mitigate gentrification and displacement.
- Concentrate new housing in and around centers and corridors near transit and services to reduce the housing/transportation cost burden.
- Maintain and promote a supply of permanently-affordable housing for Portland's most vulnerable residents.

Why is this important?

While a place to live is a basic human need, not all Portlanders have safe and healthy housing. Ensuring a fair and equitable housing market is essential to providing the opportunities and security people need to live healthy and successful lives. Economic, social, and physical barriers limit many Portlanders' access to adequate housing. People of color experience housing discrimination at much higher rates than do white Portlanders, and they often have fewer housing choices. Income, immigration status, Limited English Proficiency (LEP), sexual orientation, and disability can also limit choices.

In recent years, rising costs and declining incomes have strained household budgets for all but the most well-off. Greater housing and transportation costs mean that the cost burden is being felt not just by low-income households, but also by moderate- and middle-income households. In 2010, nearly one quarter of Portland's renter households were cost burdened, meaning that they spent more than 50 percent of household income on housing and transportation. There were many cost-burdened homeowners as well. Metro's long-range forecasts predict a steep increase in the number of cost-burdened households, particularly among low-income households.

HOUSING

The purpose of this chapter is to provide policies that will help Portland meet its need for quality, affordable homes for a growing and socioeconomically-diverse population, and to help ensure equitable access to housing. The Comprehensive Plan Map allows for a more-than-adequate supply of housing to meet the future needs. The challenge is to provide housing with a diverse range of unit types and prices in locations that help meet the needs of all, including low-income populations, communities of color, and people of all ages and abilities. Meeting this challenge requires coordinated action and public-private partnerships. A wide variety of stakeholders have a role, including agencies such as the Portland Housing Bureau and Home Forward, community development corporations and other nonprofit community organizations, and private sector real estate and development partners.

These goals and policies provide guidance for the regulations, programs, incentives, and partnerships that will help achieve Portland's housing goals.

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Goals

Goal 5.A: Housing diversity
Portlanders have access to high-quality affordable housing that accommodates their needs, preferences, and financial capabilities in terms of different types, tenures, density, sizes, costs, and locations.

Goal 5.B: Equitable access to housing
Portland ensures equitable access to housing, making a special effort to remove disparities in housing access for people with disabilities, people of color, low-income households, diverse household types, and older adults.

Goal 5.C: Healthy connected city
Portlanders live in safe, healthy housing that provides convenient access to jobs and to goods and services that meet daily needs. This housing is connected to the rest of the city and region by safe, convenient, and affordable multimodal transportation.

Goal 5.D: Affordable housing
Portland has an adequate supply of affordable housing units to meet the needs of residents vulnerable to increasing housing costs.

Goal 5.E: High-performance housing
Portland residents have access to resource-efficient and high-performance housing for people of all abilities and income levels.

Policies

Diverse and expanding housing supply

Portland is expected to add about 123,000 new households between 2010 and 2035.

Oregon's Statewide Planning Goal 10 — Housing and the Metropolitan Housing Rule require that cities provide adequate land and plan for a range of housing types that can meet the diverse housing needs of various types of households. The Portland Plan provides additional policy guidance on the benefits of locating high-quality housing in amenity rich centers and corridors.

The policies below set expectations for housing supply and growth. They identify specific types of housing needed to serve a variety of households, including multi-generational families, small and large households with children, older adults, and households that include people with disabilities who may need independent living services, assisted living, and skilled nursing care facilities.

Policy 5.1 **Housing supply.** Maintain sufficient residential development capacity to accommodate Portland's projected share of regional household growth.

Policy 5.2 **Housing growth.** Strive to capture at least 25 percent of the seven-county region's residential growth (Multnomah, Washington, Clackamas, Yamhill, Columbia, Clark, and Skamania counties).

Policy 5.3 **Housing potential.** Evaluate plans and investments for their impact on housing capacity, particularly the impact on the supply of housing units that can serve low- and moderate-income households, and identify opportunities to meet future demand.

Policy 5.4 **Housing types.** Encourage new and innovative housing types that meet the evolving needs of Portland households, and expand housing choices in all neighborhoods. These housing types include but are not limited to single-dwelling units; multi-dwelling units; accessory dwelling units; small units; pre-fabricated homes such as manufactured, modular, and mobile homes; co-housing; and clustered housing/clustered services.

Policy 5.5 **Housing in centers.** Apply zoning in and around centers that allows for and supports a diversity of housing that can accommodate a broad range of households, including multi-dwelling and family-friendly housing options.

Policy 5.6 **Middle housing.** Enable and encourage development of middle housing. This includes multi-unit or clustered residential buildings that provide relatively smaller, less expensive units; more units; and a scale transition between the core of the mixed use center and surrounding single family areas. Where appropriate, apply zoning that would allow this within a quarter mile of

designated centers, corridors with frequent service transit, high capacity transit stations, and within the Inner Ring around the Central City.

Policy 5.7 **Adaptable housing**. Encourage adaption of existing housing and the development of new housing that can be adapted in the future to accommodate the changing variety of household types.

Policy 5.8 **Physically-accessible housing.** Allow and support a robust and diverse supply of affordable, accessible housing to meet the needs of older adults and people with disabilities, especially in centers, station areas, and other places that are proximate to services and transit.

Policy 5.9 **Accessible design for all.** Encourage new construction and retrofitting to create physically-accessible housing, extending from the individual unit to the community, through the use of Universal Design Principles.

Housing access

Housing supply and household income are not the only factors that determine access to housing. Discrimination in the housing market, gentrification, and the changing nature of households over time also influence access to desired housing.

The following policies address discriminatory barriers to fair and equitable access to housing and the impact of gentrification and displacement, particularly for under-served and under-represented populations.

Policy 5.10 **Coordinate with fair housing programs.** Foster inclusive communities, overcome disparities in access to community assets, and enhance housing choice for people in protected classes throughout the city by coordinating plans and investments to affirmatively further fair housing.

Policy 5.11 **Remove barriers**. Remove potential regulatory barriers to housing choice for people in protected classes to ensure freedom of choice in housing type, tenure, and location.

Policy 5.12 **Impact analysis.** Evaluate plans and investments, significant new infrastructure, and significant new development to identify potential disparate impacts on housing choice, access, and affordability for protected classes and low-income households. Identify and implement strategies to mitigate the anticipated impacts.

Policy 5.13 **Housing stability.** Coordinate plans and investments with programs that prevent avoidable, involuntary evictions and foreclosures.

Policy 5.14 **Preserve communities.** Encourage plans and investments to protect and/or restore the socioeconomic diversity and cultural stability of established communities.

Policy 5.15 **Gentrification/displacement risk.** Evaluate plans and investments, significant new infrastructure, and significant new development for the potential to increase housing costs for, or cause displacement of communities of color, low- and moderate-income households, and renters. Identify and implement strategies to mitigate the anticipated impacts.

Policy 5.16 **Involuntary displacement.** When plans and investments are expected to create neighborhood change, limit the involuntary displacement of those who are under-served and under-represented. Use public investments and programs, and coordinate with nonprofit housing organizations (such as land trusts and housing providers) to create permanently-affordable housing and to mitigate the impacts of market pressures that cause involuntary displacement.

Policy 5.17 **Land banking.** Support and coordinate with community organizations to hold land in reserve for affordable housing, as an anti-displacement tool, and for other community development purposes.

Policy 5.18 **Rebuild communities**. Coordinate plans and investments with programs that enable communities impacted by involuntary displacement to maintain social and cultural connections, and re-establish a stable presence and participation in the impacted neighborhoods.

Policy 5.19 **Aging in place.** Encourage a range of housing options and supportive environments to enable older adults to remain in their communities as their needs change.

Housing location

The Portland Plan's Healthy Connected City strategy provides policy guidance to expand opportunities for Portlanders to live in complete communities offering a mix of desirable services and opportunities. Housing that is located in a walkable neighborhood near active transportation, employment centers, open spaces, high-quality schools, and various services and amenities enhances the general quality of life for its residents. Neighborhoods in Portland offer varying levels of opportunity (*see Figure 5-1 – Housing Opportunity Map*), with housing in high-opportunity neighborhoods tending to be expensive compared to more affordable housing in areas that offer fewer opportunities. However, there are also small areas of Portland that are lacking in both opportunities as well as quality affordable housing units.

The following policies support efforts to provide equitable access to locational opportunities for under-served and under-represented populations in Portland.

Policy 5.20 **Coordinate housing needs in high-poverty areas.** Meet the housing needs of under-served and under-represented populations living in high-poverty areas by coordinating plans and investments with housing programs.

Policy 5.21 **Access to opportunities.** Improve equitable access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities in areas with high concentrations of under-served and under-represented populations and an existing supply of affordable housing.

Policy 5.22 **New development in opportunity areas.** Locate new affordable housing in areas that have high/medium levels of opportunity in terms of access s to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities. *See Figure 5-1 — Housing Opportunity Map*.

Policy 5.23 **Higher-density housing**. Locate higher-density housing, including units that are affordable and accessible, in and around centers to take advantage of the access to active transportation, jobs, open spaces, schools, and various services and amenities.

Policy 5.24 **Impact of housing on schools.** Evaluate plans and investments for the effect of housing development on school enrollment, financial stability, and student mobility. Coordinate with school districts to ensure plans are aligned with school facility plans.

Housing affordability

Housing affordability is a growing concern for Portland. Many households in the city have to spend significantly more than the recommended 30 percent of their income on housing. Households are considered cost-burdened if they spend more than 50 percent of their income on housing and transportation. More and more households are falling into this category because of steep increases in home prices, a tight rental market, increases in gasoline prices and transportation costs, and falling household incomes. Population projections for 2030 indicate that 25 to 30 percent of households in several parts of Portland will be housing cost-burdened.

The following policies respond to the challenges of housing affordability through regional cooperation, housing preservation and production efforts that lower housing costs, and provide homeownership opportunities for under-served and under-represented populations.

Policy 5.25 **Housing preservation**. Preserve and produce affordable housing to meet needs that are not met by the private market by coordinating plans and investments with housing providers and organizations.

Policy 5.26 **Regulated affordable housing target.** Strive to produce and fund at least 10,000 new regulated affordable housing units citywide by 2035 that will be affordable to households in the 0-80 percent MFI bracket.

Policy 5.27 **Funding plan.** Encourage development or financial or regulatory mechanisms to achieve the regulated affordable housing target set forth for 2035.

Policy 5.28 **Inventory of regulated affordable housing.** Coordinate periodic inventories of the supply of regulated affordable housing in the four-county (Clackamas, Clark, Multnomah and Washington) region with Metro.

Policy 5.29 **Permanently-affordable housing.** Increase the supply of permanently-affordable housing, including both rental and homeownership opportunities.

Policy 5.30 **Housing cost burden.** Evaluate plans and investments for their impact on household cost, and consider ways to reduce the combined cost of housing, utilities, and/or transportation. Encourage energy-efficiency investments to reduce overall housing costs.

Policy 5.31 **Household prosperity.** Facilitate expanding the variety of types and sizes of affordable housing units, and do so in locations that provide low-income households with greater access to convenient transit and transportation, education and training opportunities, the Central City, industrial districts, and other employment areas.

Policy 5.32 **Affordable housing in centers.** Encourage income diversity in and around centers by allowing a mix of housing types and tenures.

Policy 5.33 **Central City affordable housing**. Encourage the preservation and production of affordable housing in the Central City to take advantage of the area's unique concentration of active transportation access, jobs, open spaces, and supportive services and amenities.

Policy 5.34 **Affordable housing resources**. Pursue a variety of funding sources and mechanisms including new financial and regulatory tools to preserve and develop housing units and various assistance programs for households whose needs are not met by the private market.

Policy 5.35 **Inclusionary housing.** Use inclusionary zoning and other regulatory tools to effectively link the production of affordable housing to the production of market-rate housing. Work to remove regulatory barriers that prevent the use of such tools.

Policy 5.36 **Impact of regulations on affordability**. Evaluate how existing and new regulations affect private development of affordable housing, and minimize negative impacts where possible. Avoid regulations that facilitate economically-exclusive neighborhoods.

Policy 5.37 **Mobile home parks.** Encourage preservation of mobile home parks as a low/moderate-income housing option. Evaluate plans and investments for potential redevelopment pressures on existing mobile home parks and impacts on park residents and protect this low/moderate-income housing option. Facilitate replacement and alteration of manufactured homes within an existing mobile home park.

Policy 5.38 **Workforce housing**. Encourage private development of a robust supply of housing that is affordable to moderate-income households located near convenient multimodal transportation that provides access to education and training opportunities, the Central City, industrial districts, and other employment areas.

Policy 5.39 **Compact single-family options.** Encourage development and preservation of small resource-efficient and affordable single-family homes in all areas of the city.

Policy 5.40 **Employer-assisted housing**. Encourage employer-assisted affordable housing in conjunction with major employment development.

Policy 5.41 **Affordable homeownership**. Align plans and investments to support improving homeownership rates and locational choice for people of color and other groups who have been historically under-served and under-represented.

Policy 5.42 **Homeownership retention**. Support opportunities for homeownership retention for people of color and other groups who have been historically under-served and under-represented.

Policy 5.43 **Variety in homeownership opportunities**. Encourage a variety of ownership opportunities and choices by allowing and supporting including but not limited to condominiums, cooperatives, mutual housing associations, limited equity cooperatives, land trusts, and sweat equity.

Policy 5.44 **Regional cooperation**. Facilitate opportunities for greater regional cooperation in addressing housing needs in the Portland metropolitan area, especially for the homeless, low- and moderate-income households, and historically under-served and under-represented communities.

Policy 5.45 **Regional balance**. Encourage development of a "regional balance" strategy to secure greater regional participation to address the housing needs of homeless people and communities of color, low- and moderate-income households, and historically under-served and under-represented communities throughout the region.

Homelessness

Understandably, the homeless population is most vulnerable to decreasing affordability and declining household prosperity. Unified guidance by the City of Portland, Multnomah County, and Home Forward is provided through their jointly authored plan, *A Home for Everyone: A United Community Plan to End Homelessness in Multnomah County* (2013). This plan focuses resources to support priority populations, particularly families with children, unaccompanied youth, adults with disabilities, women, and veterans. It focuses investments in six program areas to prevent and end homelessness, including housing, income and benefits, health, survival and emergency services, access to services, and systems coordination. The purpose of the plan is to prevent homelessness, and reduce the time people spend being homeless. The following policy provides land use support for the priorities identified by this plan.

Policy 5.46 **Housing continuum**. Prevent homelessness and reduce the time spent being homeless by allowing and striving to provide a continuum of safe and affordable housing opportunities and related supportive services including but not limited to rent assistance, permanent supportive housing, transitional housing, micro housing communities, emergency shelters, temporary shelters such as warming centers, and transitional campgrounds/rest areas.

Health, safety, and well-being

Having a place to live does not guarantee health and safety. A critical connection exists between the quality of the housing unit and the health of its occupants.

A safe housing unit is largely free of hazardous materials such as lead and radon. It is also free of mold, is not in a state of disrepair, and has emergency safety features such as carbon monoxide monitors, smoke alarms, and emergency exits. Access to open spaces, opportunities for social interactions, green features, and adaptability also influence the health of a community. The following policies focus on building and maintaining Portland's housing stock in ways that foster community health.

Policy 5.47 **Healthy housing**. Encourage development and maintenance of all housing, especially multi-dwelling housing, that protects the health and safety of residents and encourages healthy lifestyles and active living.

Policy 5.48 **Housing safety.** Require safe and healthy housing free of hazardous materials such as lead, asbestos, and radon.

Policy 5.49 **Housing quality.** Encourage housing that provides high indoor air quality, access to sunlight and outdoor spaces, and is protected from excessive noise, pests, and hazardous environmental conditions.

Policy 5.50 **High-performance housing.** Encourage energy efficiency, green building practices, materials, and design to produce healthy, efficient, durable, and adaptable homes that are affordable or reasonably priced.

Policy 5.51 **Healthy and active living.** Encourage housing that provides features supportive of healthy eating and active living such as useable open areas, recreation areas, community gardens, crime-preventive design, and community kitchens in multifamily housing.

Policy 5.52 **Walkable surroundings.** Encourage active transportation in residential areas through the development of pathways, sidewalks, and high-quality onsite amenities such as secure bicycle parking.

Policy 5.53 **Responding to social isolation.** Encourage site designs and relationship to adjacent developments that reduce social isolation for groups that often experience it, such as older adults, people with disabilities, communities of color, and immigrant communities.

Policy 5.54 **Renter protections.** Enhance renter health, safety, and stability through education, expansion of enhanced inspections, and support of regulations and incentives that protect tenants and prevent involuntary displacement.
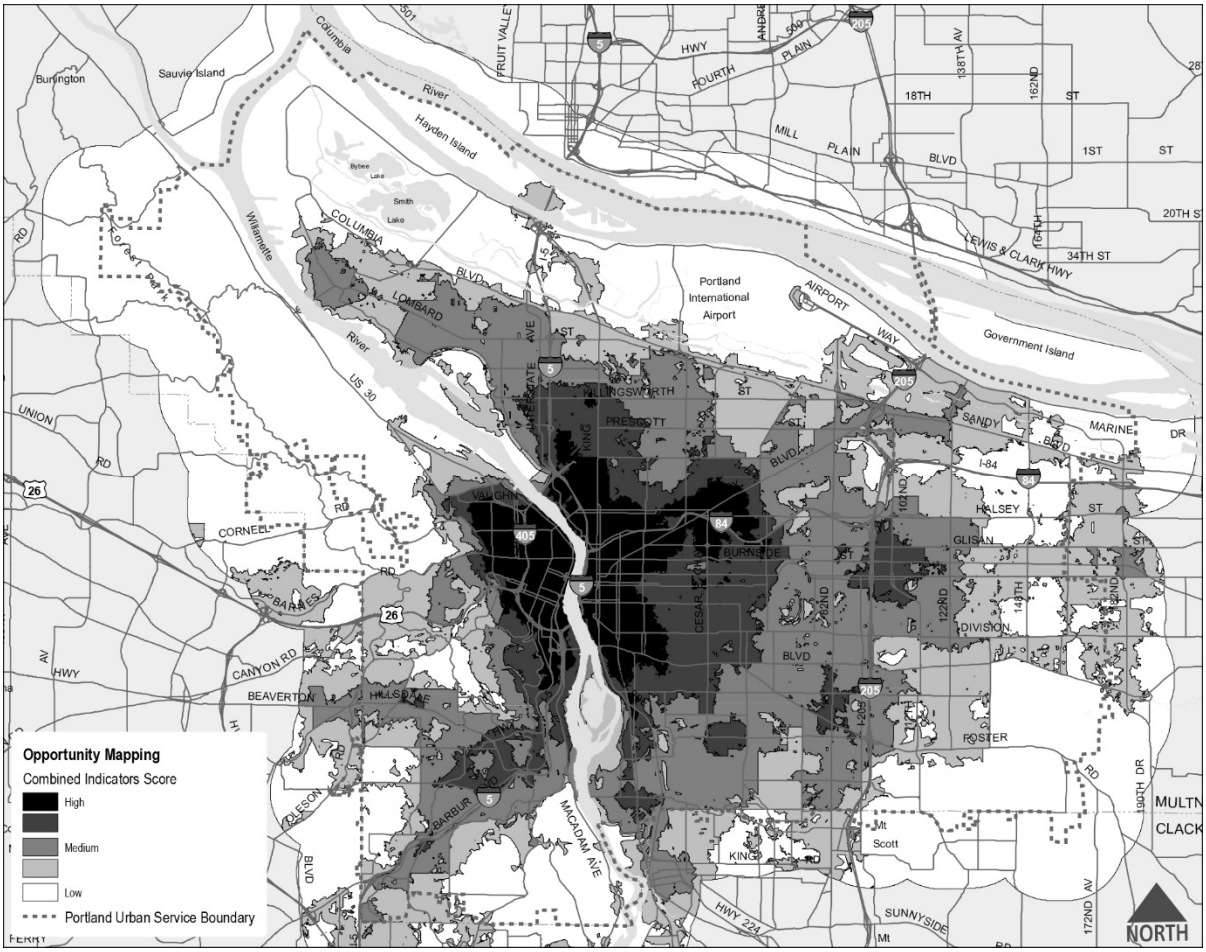
Figure 5-1. Housing Opportunity Map