

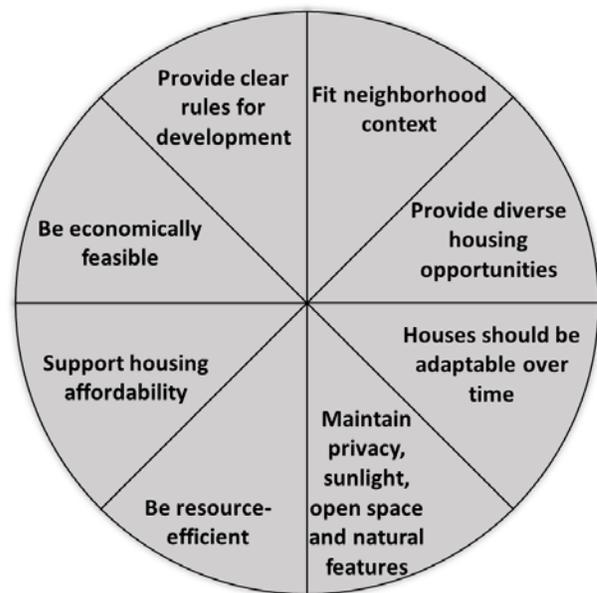
## Appendix A

# Guidance from the Comprehensive Plan

The goal of the Residential Infill Project is to adapt Portland’s single-dwelling zoning rules to meet the needs of current and future generations. Portland’s 2035 Comprehensive Plan helps further define the objectives of the Residential Infill Project, displayed in the accompanying diagram.

This appendix lists the relevant 2035 Comprehensive Plan Goals and Policies that support the objectives of the Residential Infill Project. Each objective also includes questions considered to assess and optimize project performance.

These objectives show the range of desired outcomes and highlight some inevitable trade-offs between them. Some objectives work together, such as ‘Provide diverse housing opportunities’ and ‘Support housing affordability’. Others may conflict with one another. The Residential Infill Project aims to identify potential impacts for each objective, and balance positive and negative impacts on the whole.



## Fit Neighborhood Context

***Would the proposed approach to development standards for infill houses better produce buildings that fit with the form – scale, massing, street frontage and transitions to adjacent houses – of blocks on which they are located?***

The proposed approach aims to significantly limit the potential for new houses to overwhelm neighboring properties. While new residential construction may be larger or taller than nearby, older homes, the proposed rules will decrease the scale of new homes to a fraction of the size allowed today. The size limits offer greater certainty that the scale of new homes and additions will better complement their neighborhood context.

These new size limits are also flexible to allow for a variety of house styles and not impede investment in neighborhoods. In situations where most houses on a block are larger, current rules provide an adjustment land use review process that can allow house sizes greater than the prescribed limit on a case-by-case basis.

Proposed increases to front setbacks in R2.5 and R5 zones along with allowances to reduce setbacks to match neighboring houses will help site new houses to better conform with established neighborhood setback patterns.

Changes to how building height is measured will restrict grade manipulation to achieve taller buildings as well as limit the visual impact of excessively tall facades. Where lots slope up from a street, this new measurement method ensures that the two to two and a half story height relationship between the street and the house is maintained.

Detached houses on narrow lots will generally not be allowed. Instead, the proposed rules favor pairs of attached houses that are more consistent with the wider houses built on wider lots which are predominant in most neighborhoods.

The proposed allowances and incentives encourage home reinvestment by providing for modest additions without being limited by FAR and offering additional housing unit potential. Historic resources help establish an area's character, provide a link to our past and history and provide visual examples of Portland's significant architectural lineage. Sites with historic resources are afforded increased flexibility and additional incentives for adaptive reuse.

### **Supporting Policies:**

**Policy 2.9 Community analysis.** Collect and evaluate data, including community- validated population data and information, to understand the needs, priorities, and trends and historical context affecting different communities in Portland.

**Policy 3.2 Growth and stability.** Direct the majority of growth and change to centers, corridors, and transit station areas, allowing the continuation of the scale and characteristics of Portland's residential neighborhoods.

**Policy 3.9 Growth and development.** Evaluate the potential impacts of planning and investment decisions, significant new infrastructure, and significant new development on the physical characteristics of neighborhoods and their residents, particularly under-served and under-represented communities, with particular attention to displacement and affordability impacts. Identify and implement strategies to mitigate the anticipated impacts.

**Policy 3.42 Diverse residential areas.** Provide a diversity of housing opportunities in the Inner Ring Districts' residential areas. Encourage approaches that preserve or are compatible with existing historic properties in these areas. Acknowledge that these areas are historic assets and should retain their established characteristics and development patterns, even as Inner Ring centers and corridors grow. Apply base zones in a manner that takes historic character and adopted design guidelines into account.

**Policy 3.89 Inner Neighborhoods infill.** Fill gaps in the urban fabric through infill development on vacant and underutilized sites and in the reuse of historic buildings on adopted inventories.

**Policy 3.91 Inner Neighborhoods residential areas.** Continue the patterns of small, connected blocks, regular lot patterns, and streets lined by planting strips and street trees in Inner Neighborhood residential areas.

**Policy 3.96 Eastern Neighborhoods corridor landscaping.** Encourage landscaped building setbacks along residential corridors on major streets.

**Policy 3.98 Western Neighborhoods village character.** Enhance the village character of the Western Neighborhoods' small commercial districts and increase opportunities for more people to live within walking distance of these neighborhood anchors.

**Goal 4.A: Context-sensitive design and development** New development is designed to respond to and enhance the distinctive physical, historic, and cultural qualities of its location, while accommodating growth and change.

**Goal 4.B: Historic and cultural resources.** Historic and cultural resources are identified, protected, and rehabilitated as integral parts of an urban environment that continues to evolve.

**Policy 4.1 Pattern areas.** Encourage building and site designs that respect the unique built natural, historic, and cultural characteristics of Portland's five pattern areas described in Chapter 3: Urban Form.

**Policy 4.3 Site and context.** Encourage development that responds to and enhances the positive qualities of site and context — the neighborhood, the block, the public realm, and natural features.

**Policy 4.6 Street orientation.** Promote building and site designs that enhance the pedestrian experience with windows, entrances, pathways, and other features that provide connections to the street environment.

**Policy 4.8 Alleys.** Encourage the continued use of alleys for parking access, while preserving pedestrian access. Expand the number of alley-facing accessory dwelling units.

**Policy 4.15 Residential area continuity and adaptability.** Encourage more housing choices to accommodate a wider diversity of family sizes, incomes, and ages, and the changing needs of households over time. Allow adaptive reuse of existing buildings, the creation of accessory dwelling units, and other arrangements that bring housing diversity that is compatible with the general scale and patterns of residential areas.

**Policy 4.16 Scale and patterns.** Encourage design and development that complements the general scale, character, and natural landscape features of neighborhoods. Consider building forms, scale, street frontage relationships, setbacks, open space patterns, and landscaping. Allow for a range of architectural styles and expression.

**Policy 4.46 Historic and cultural resource protection.** Within statutory requirements for owner consent, identify, protect, and encourage the use and rehabilitation of historic buildings, places, and districts that contribute to the distinctive character and history of Portland’s evolving urban environment.

**Policy 4.48 Continuity with established patterns.** Encourage development that fills in vacant and underutilized gaps within the established urban fabric, while preserving and complementing historic resources.

**Policy 4.60 Rehabilitation and adaptive reuse.** Encourage rehabilitation and adaptive reuse of buildings, especially those of historic or cultural significance, to conserve natural resources, reduce waste, and demonstrate stewardship of the built environment.

**Policy 9.12 Growth strategy.** Use street design and policy classifications to support Goals 3A-3G in Chapter 3: Urban Form. Consider the different design contexts and transportation functions in Town Centers, Neighborhood Centers, Neighborhood Corridors, Employment Areas, Freight Corridors, Civic Corridors, Transit Station Areas, and Greenways.

## Provide Diverse Housing Opportunities

***Would the proposed approach help to produce housing types that accommodate diverse needs and preferences of future and current residents?***

Portland’s demographics are changing, yet, the city’s current housing supply is not necessarily well suited for to accommodate this change. The Portland’s average household size is decreasing, and the average age of the City’s total population is getting older. The current housing supply is lacks the insufficiently diversity needed to successfully respond to meet Portland’s changing housing needs.

Approximately 56 percent of Portland’s housing supply is made up of houses. Another 39 percent is multi-dwelling buildings. The middle housing types envisioned by this project (duplexes, triplexes and additional accessory dwelling units) are in short supply in Portland, accounting for roughly 5% of the housing stock. Increasing housing opportunities increases individual housing choice and thus positions the city to more effectively respond to these changes.

Limiting the size of new houses and encouraging smaller units in the form of duplexes, triplexes and ADUs will better respond to Portland’s shrinking average household size, while the predominant, larger unit housing stock in single-dwelling neighborhoods can continue to accommodate larger families.

Moreover, as additional units are built, requirements for some to be “visitable” will ensure that they are more age-friendly and better accommodate people with limited or impaired mobility. More types of housing in more neighborhoods give residents options to stay in their neighborhood as their housing needs change, and allows older adults to age amongst their familiar resources and social networks within their communities.

### **Supporting Policies:**

**Policy 3.4 All ages and abilities.** Strive for a built environment that provides a safe, healthful, and attractive environment for people of all ages and abilities.

**Policy 3.32 Housing.** Provide for a wide range of housing types in Town Centers, which are intended to generally be larger in scale than the surrounding residential areas. There should be sufficient zoning capacity within a half-mile walking distance of a Town Center to accommodate 7,000 households.

**Policy 3.36 Housing.** Provide for a wide range of housing types in Neighborhood Centers, which are intended to generally be larger in scale than the surrounding residential areas, but smaller than Town Centers. There should be sufficient zoning capacity within a half-mile walking distance of a Neighborhood Center to accommodate 3,500 households.

**Policy 3.39 Growth.** Expand the range of housing and employment opportunities in the Inner Ring Districts. Emphasize growth that replaces gaps in the historic urban fabric, such as redevelopment of surface parking lots and 20th century auto-oriented development.

**Policy 3.42 Diverse residential areas.** Provide a diversity of housing opportunities in the Inner Ring Districts’ residential areas. Encourage approaches that preserve or are compatible with existing historic properties in these areas. Acknowledge that these areas are historic assets and should retain their established characteristics and development patterns, even as Inner Ring centers and corridors grow. Apply base zones in a manner that takes historic character and adopted design guidelines into account.

**Policy 4.5 Pedestrian-oriented design.** Enhance the pedestrian experience throughout Portland through public and private development that creates accessible, safe, and attractive places for all those who walk and/or use wheelchairs or other mobility devices.

**Policy 4.8 Alleys.** Encourage the continued use of alleys for parking access, while preserving pedestrian access. Expand the number of alley-facing accessory dwelling units.

**Policy 4.15 Residential area continuity and adaptability.** Encourage more housing choices to accommodate a wider diversity of family sizes, incomes, and ages, and the changing needs of households over time. Allow adaptive reuse of existing buildings, the creation of accessory dwelling units, and other arrangements that bring housing diversity that is compatible with the general scale and patterns of residential areas.

**Policy 4.18 Compact single-family options.** Encourage development and preservation of small resource-efficient and affordable single-family homes in all areas of the city.

**Policy 4.61 Compact housing.** Promote the development of compact, space- and energy- efficient housing types that minimize use of resources such as smaller detached homes or accessory dwellings and attached homes.

**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.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.

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

**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 5.6 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 5.8 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.

**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 5.19 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.

**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 5.23 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 5.29 Permanently-affordable housing.** Increase the supply of permanently- affordable housing, including both rental and homeownership opportunities.

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

**Policy 5.43 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 5.53 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.

## Houses Should Be Adaptable Over Time

*Would the approach yield additional housing that can be adapted over time to accommodate changing household needs, abilities and economic conditions and help older adults “age in place”? Would it provide flexibility within the building envelope for future additions?*

Allowing more accessory dwelling units (ADUs) could benefit homeowners seeking to leverage their home’s equity and gain supplemental rental income, make space for other family members or friends, or create opportunity to downsize into an ADU while renting the primary house a larger household. Similarly, allowing opportunities for internal conversions within existing houses to create multiple units could add additional value and longevity to older, larger houses, while giving greater flexibility towards meeting changing household needs.

Some Portlanders have expressed concerns that restrictions on future additions could result in disinvestment and lead to more demolition of older houses. In response, the proposed rules include an allowance for a modest expansion of existing houses beyond the proposed limits on house scale, balancing concerns about house scale while adding flexibility for future additions and remodels.

### Supporting Policies:

**Policy 3.4 All ages and abilities.** Strive for a built environment that provides a safe, healthful, and attractive environment for people of all ages and abilities.

**Policy 4.8 Alleys.** Encourage the continued use of alleys for parking access, while preserving pedestrian access. Expand the number of alley-facing accessory dwelling units.

**Policy 4.15 Residential area continuity and adaptability.** Encourage more housing choices to accommodate a wider diversity of family sizes, incomes, and ages, and the changing needs of households over time. Allow adaptive reuse of existing buildings, the creation of accessory dwelling units, and other arrangements that bring housing diversity that is compatible with the general scale and patterns of residential areas.

**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 5.7 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.

**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.

**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.

## Maintain Privacy, Sunlight, Open Space and Natural Features

*Would the approach result in development that responds to positive qualities of the natural setting and site conditions? Would it accommodate sustainable stormwater solutions and help better meet tree canopy goals? Would the approach preserve the comfort and privacy of living areas and provide adequate and usable yard area for gardening and enjoyment of the outdoors?*

Tree canopy and stormwater retention can be improved through the proposed increases to front setbacks and decreases to house footprints. Proposed floor area limits and options for increasing yard area and reducing building coverage could result in two-story houses covering less yard area than is currently allowed.

On sites where additional units are allowed, required outdoor area will be double for duplexes and triple for triplexes to better ensure adequate yard area for additional households. This will also increase room for trees and stormwater infiltration. Additional flexibility for cottage cluster development will promote innovative site design and featured open spaces that provide more privacy, sunlight, open space and preservation of a site's natural features.

The proposed rules aim to balance privacy and solar access with retention of open space and natural features. However, retaining open space and trees on a lot can often require taller houses, while increasing shade and privacy is best achieved with single-story houses more spread out on a lot. The proposed rules for limiting house size through floor area ratio (FAR) offer builders more flexibility to either maximize outdoor area or tree retention with taller buildings that cover less of the lot, or maintain privacy and solar access with shorter buildings that cover more of the lot.

### Supporting Policies:

**Goal 4.C: Human and environmental health.** Neighborhoods and development are efficiently designed and built to enhance human and environmental health: they protect safety and livability; support local access to healthy food; limit negative impacts on water, hydrology, and air quality; reduce carbon emissions; encourage active and sustainable design; protect wildlife; address urban heat islands; and integrate nature and the built environment.

**Policy 4.3 Site and context.** Encourage development that responds to and enhances the positive qualities of site and context — the neighborhood, the block, the public realm, and natural features.

**Policy 4.11 Access to light and air.** Provide for public access to light and air by managing and shaping the height and mass of buildings while accommodating urban-scale development.

**Policy 4.12 Privacy and solar access.** Encourage building and site designs that consider privacy and solar access for residents and neighbors while accommodating urban-scale development.

**Policy 4.16 Scale and patterns.** Encourage design and development that complements the general scale, character, and natural landscape features of neighborhoods. Consider building forms, scale, street frontage relationships, setbacks, open space patterns, and landscaping. Allow for a range of architectural styles and expression.

**Policy 4.73 Design with nature.** Encourage design and site development practices that enhance, and avoid the degradation of, watershed health and ecosystem services and that incorporate trees and vegetation.

**Policy 4.74 Flexible development options.** Encourage flexibility in the division of land, the siting and design of buildings, and other improvements to reduce the impact of development on environmentally-sensitive areas and to retain healthy native and beneficial vegetation and trees.

**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.

**Goal 7.C: Resilience.** Portland’s built and natural environments function in complementary ways and are resilient in the face of climate change and natural hazards.

**Goal 7.D: Environmental equity.** All Portlanders have access to clean air and water, can experience nature in their daily lives, and benefit from development designed to lessen the impacts of natural hazards and environmental contamination.

**Policy 7.2 Environmental equity.** Prevent or reduce adverse environment-related disparities affecting under-served and under-represented communities through plans and investments. This includes addressing disparities relating to air and water quality, natural hazards, contamination, climate change, and access to nature.

**Policy 7.5 Air quality.** Improve, or support efforts to improve, air quality through plans and investments, including reducing exposure to air toxics, criteria pollutants, and urban heat island effects. Consider the impacts of air quality on the health of all Portlanders. Coordinate with the Oregon Department of Environmental Quality to incorporate up-to-date air quality information and best practices into planning and investment decisions.

**Policy 7.6 Hydrology.** Improve, or support efforts to improve, watershed hydrology, through plans and investments, to achieve more natural flow and enhance conveyance and storage capacity in rivers, streams, floodplains, wetlands, and aquifers. Minimize impacts from development and associated impervious surfaces, especially in areas with poorly-infiltrating soils and limited public stormwater discharge points, and encourage restoration of degraded hydrologic functions.

**Policy 7.14 Natural hazards.** Prevent development-related degradation of natural systems and associated increases in landslide, wildfire, flooding, and earthquake risks.

**Policy 7.26 Improving environmental conditions through development.** Encourage ecological site design, site enhancement, or other tools to improve ecological functions and ecosystem services in conjunction with new development and alterations to existing development.

**Policy 7.54 Floodplain restoration.** Enhance Johnson Creek floodplain functions to increase flood-storage capacity, improve water quality, and enhance fish and wildlife habitat.

**Policy 7.56 Reduced natural hazards.** Reduce the risks of landslides, streambank erosion and downstream flooding by protecting seeps, springs, trees, vegetation, and soils that absorb stormwater in the East Buttes.

## Be Resource-Efficient

*Would the approach encourage the development and preservation of compact, resource- and energy-efficient homes? Would it support the use of technologies, techniques and materials that result in less*

***environmental impact over the life cycle of the structure? Would it better utilize surplus capacity in existing public infrastructure?***

The proposed rules support resource efficiency in four key ways. First, they limit the maximum allowed size of houses, resulting in less material consumption and construction waste. Second, they encourage retention and reuse of existing houses, thereby reducing waste going to landfills. Third, they allow for multiple smaller, less energy- and material-intensive dwelling units to be built in neighborhoods normally occupied by single houses, thereby efficiently accommodating more households. Fourth, the approach encourages attached houses, whose shared walls require less energy for heating and cooling than detached houses.

In areas where infrastructure is sufficient and surplus capacity exists, the proposed rules make better use of infrastructure by allowing additional dwelling units within the same size building allowed for new single-dwelling houses. In areas where surplus capacity does not exist, focusing public infrastructure and service investment in and around centers and corridors is a key strategy of the 2035 Comprehensive Plan. These planned investments will attain a greater benefit to more households and more efficiently deliver services where additional households are located.

**Supporting Policies:**

**Goal 3.B: A climate and hazard resilient urban form** Portland’s compact urban form, sustainable building development practices, green infrastructure, and active transportation system reduce carbon emissions, reduce natural hazard risks and impacts, and improve resilience to the effects of climate change.

**Policy 3.5 Energy and resource efficiency.** Support energy-efficient, resource-efficient, and sustainable development and transportation patterns through land use and transportation planning.

**Policy 3.6 Land efficiency.** Provide strategic investments and incentives to leverage infill, redevelopment, and promote intensification of scarce urban land while protecting environmental quality.

**Goal 4.D: Urban resilience** Buildings, streets, and open spaces are designed to ensure long-term resilience and to adjust to changing demographics, climate, and economy, and withstand and recover from natural disasters.

**Policy 4.17 Demolitions.** Encourage alternatives to the demolition of sound housing, such as rehabilitation and adaptive reuse, especially affordable housing, and when new development would provide no additional housing opportunities beyond replacement.

**Policy 4.18 Compact single-family options.** Encourage development and preservation of small resource-efficient and affordable single-family homes in all areas of the city.

**Policy 4.19 Resource efficient and healthy residential design and development.** Support resource efficient and healthy residential design and development. See other related policies later in this chapter and in Chapter 5: Housing.

**Policy 4.60 Rehabilitation and adaptive reuse.** Encourage rehabilitation and adaptive reuse of buildings, especially those of historic or cultural significance, to conserve natural resources, reduce waste, and demonstrate stewardship of the built environment.

**Policy 4.61 Compact housing.** Promote the development of compact, space- and energy- efficient housing types that minimize use of resources such as smaller detached homes or accessory dwellings and attached homes.

**Policy 4.69 Reduce carbon emissions.** Encourage a development pattern that minimizes carbon emissions from building and transportation energy use.

**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 5.50 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 7.4 Climate change.** Update and implement strategies to reduce carbon emissions and impacts, and increase resilience through plans and investments and public education.

**Policy 9.22 Public transportation.** Coordinate with public transit agencies to create conditions that make transit the preferred mode of travel for trips that are not made by walking or bicycling.

## Support Housing Affordability

*Would the standards help to reduce the cost of housing for homeowners and renters by increasing the availability of housing citywide that is affordable to a wide spectrum of household types and sizes? Would the approach promote equity and environmental justice by reducing disparities, minimizing burdens, affirmatively furthering fair housing, proactively fighting displacement and improving socio-economic opportunities for under-served and under-represented populations?*

The proposed rules promote additional housing rental and purchase opportunities in areas that are highly desirable to many residents due to good access to services and amenities. Allowing additional, smaller housing units in these service- and amenity-rich areas could increase housing supply and choice citywide, thereby helping reduce long-term pressure from Portland’s current imbalance between supply and demand.

Provisions that allow for a bonus unit when all the units on the site are affordable to those who’s monthly earnings are up to 80% of the median family income (MFI) were evaluated. Staff found that the likely shortfall for this development prototype was on average about \$200,000, or \$50,000 per unit. This means that under current market conditions, private market developers are not likely to utilize this provision. However, for non-profit housing providers and community development corporations (CDCs) this helps close a widening funding gap between land values and providing affordable units outside of multi-family apartments.

Overall, the potential for increased supply of housing units of various sizes, types, locations, and level of affordability promotes more opportunities for Portlanders to relocate and age within communities that they or their families may have lived in for many years or generations.

Areas of the city where these additional units can be created are well-served by transit and close to support services, jobs, retailers and other amenities. While rents and house prices may be comparatively lower outside these well-served areas, savings would likely be offset by increased transportation costs to access needed goods and services in other areas<sup>1</sup>. Locating more housing in amenity-rich areas can reduce income disparities by giving more people access to these goods and services while limiting cost burdens due to transportation.

City staff analyzed potential displacement impacts on vulnerable populations. This analysis informed the application of the overlay map proposals, reducing the potential of market pressures from disproportionately impacting susceptible, at-risk communities.

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<sup>1</sup> The annual cost to own and drive a sedan in 2015 ranged from \$6,700 to \$10,600, according to AAA. That is the equivalent of \$550 to \$880 per month. <https://publicaffairsresources.aaa.biz/wp-content/uploads/2015/04/Your-Driving-Costs-2015-Brochure.pdf>

## Supporting Policies:

**Policy 2.3 Extend benefits.** Ensure plans and investments promote environmental justice by extending the community benefits associated with environmental assets, land use, and public investments to communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision. Maximize economic, cultural, political, and environmental benefits through ongoing partnerships.

**Policy 2.4 Eliminate burdens.** Ensure plans and investments eliminate associated disproportionate burdens (e.g. adverse environmental, economic, or community impacts) for communities of color, low-income populations, and other under-served or under-represented groups impacted by the decision.

**2.4.a.** Minimize or mitigate disproportionate burdens in cases where they cannot be eliminated.

**2.4.b.** Use plans and investments to address disproportionate burdens of previous decisions.

**Policy 3.3 Equitable development.** Guide development, growth, and public facility investment to reduce disparities; encourage equitable access to opportunities, mitigate the impacts of development on income disparity, displacement and housing affordability; and produce positive outcomes for all Portlanders.

**Policy 3.9 Growth and development.** Evaluate the potential impacts of planning and investment decisions, significant new infrastructure, and significant new development on the physical characteristics of neighborhoods and their residents, particularly under-served and under-represented communities, with particular attention to displacement and affordability impacts. Identify and implement strategies to mitigate the anticipated impacts.

**Policy 4.17 Demolitions.** Encourage alternatives to the demolition of sound housing, such as rehabilitation and adaptive reuse, especially affordable housing, and when new development would provide no additional housing opportunities beyond replacement.

**Policy 4.18 Compact single-family options.** Encourage development and preservation of small resource-efficient and affordable single-family homes in all areas of the city.

**Policy 4.61 Compact housing.** Promote the development of compact, space- and energy- efficient housing types that minimize use of resources such as smaller detached homes or accessory dwellings and attached homes.

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

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

**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 5.6 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 5.10 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 5.14 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 5.20 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 5.22 New development in opportunity areas.** Locate new affordable housing in areas that have high/medium levels of opportunity in terms of access to active transportation, jobs, open spaces, high-quality schools, and supportive services and amenities.

**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 5.25 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 5.29 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 5.36 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 5.38 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 5.41 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.

## Be Economically Feasible

***Would the approach allow for a reasonable return on investment for homeowners and developers, allowing the market to produce needed new housing to sufficiently accommodate the city's growing population? Would it catalyze desired development while minimizing undesired development and demolition of existing sound housing?***

The proposal does not prescribe any specific architectural styles (modern, traditional, etc.) or mandate design uniformity, as such regulation can unnecessarily increase complexity and costs to projects.

An economic feasibility analysis on the draft recommendations in the Residential Infill Project Concept Report confirms that the proposed house size reductions and additional housing allowances would provide a reasonable return on investment and would not stifle the market from producing new housing units. This analysis found that existing single-dwelling zoned houses will maintain their value specifically *because of* these proposed recommendations. Longer term value increases for existing larger single-dwelling zoned houses might occur, as all new R2.5, R5 and R7 zoned houses will be subject to the newly proposed limits on scale.

The economic analysis also concludes that proposed rules for housing choice will advance the project goal of increasing the supply of different housing types. The economic feasibility analysis conducted for the alternative housing prototypes indicates that these housing types would be more attractive than large-lot, new single-dwelling construction. The analysis indicates that these housing types could be delivered to home owners at lower costs than the large single-dwelling prototype.

A commonly heard concern that emerged from 2016 public feedback on the Residential Infill Project Concept Report centered on the potential for increased house demolitions. While demolitions will continue to occur in response to ongoing market pressures or as the consequence of deferred maintenance – *regardless of whether proposed new zoning code rules are adopted* – the proposal includes additional allowances and incentives to encourage home reinvestment. The retention and adaptive reuse of historic resources could be increased by additional flexibility such as waiving parking requirements, increasing building area allowances, and wider arrangements of housing units that allowed otherwise. Placing specific limits that restrict redevelopment/removal of these properties reinforces the comprehensive plan policies related to protecting historic resources while simultaneously promoting housing diversity goals.

In addition, the economic feasibility analysis forecasts a general reduction in one-for-one redevelopment scenarios, resulting from the proposed limits on house size. However, the analysis also predicts that proposed housing opportunity allowances will result in an increase in housing production of duplex, triplex, and accessory dwelling units over the long term at a price point lower than is currently being delivered with new, larger house construction. Additionally, there are far more buyers seeking a lower-price entry housing type than the number of buyers that can afford the larger single-family houses that are currently being delivered in the market.

### **Supporting Policies:**

**Policy 3.39 Growth.** Expand the range of housing and employment opportunities in the Inner Ring Districts. Emphasize growth that replaces gaps in the historic urban fabric, such as redevelopment of surface parking lots and 20th century auto-oriented development.

**Policy 4.57 Economic viability.** Provide options for financial and regulatory incentives to allow for the productive, reasonable, and adaptive reuse of historic resources.

**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 5.36 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 9.60 Cost and price.** Recognize the high public and private cost of parking by encouraging prices that reflect the cost of providing parking and balance demand and supply. Discourage employee and resident parking subsidies.

## **Provide Clear Rules for Development**

***Would the proposed standards be easy to use and understand and be consistently applied? Would the zoning rules be clearly reflective of the neighborhood character they would produce?***

Clear and consistent rules are imperative to help expedite the preparation of architectural plans and reduce delays in permit reviews. The proposed rules make strategic changes to existing, already well-understood, clear and objective development requirements relating to building heights and setbacks. While the

introduction of a proposed floor area ratio (FAR) tool is a new standard for Portland’s single-dwelling zones, it has been used in Portland’s Zoning Code governing Central City and commercial zones for many years.

The proposed FAR approach is not unique to Portland, with several other U.S. cities already applying this tool (See Appendix B). Reasonable floor area allowances for additions to and conversions of existing homes, as well as incentives to encourage ADUs and detached garages, while providing a high degree of flexibility requires a more innovative approach in these zones than what is possible through tweaks to existing bulk tools (height, building coverage, and setbacks).

Zoning and development standards are only one of many ingredients that define neighborhood character. Street layout, topography, existing vegetation and the zoning mix (residential, commercial, open space, etc.) also have a strong influence in establishing neighborhood character. In addition, a neighborhood’s historical narrative, such as influences from major infrastructure or institutional investments or changing socio-economic compositions also define the distinct attributes inherent in different neighborhoods. Thus, the often-desired architectural variety and uniqueness of Portland neighborhoods was developed over time – not through fastidious zoning rules, but rather under broad historical and cultural trends that all followed uniform development requirements.

The message that “one size does not fit all” emerged during the public outreach for the Residential Infill Project Concept Report. It suggests that the proposed rules did not go far enough in recognizing the unique character attributes of Portland’s neighborhoods, blocks, or pattern areas. In recognition of the role that zoning and development standards do play, the proposed rules in the Concept Report were later revised to differentiate house size limits based on a combination of both lot size and zoning district, and not tied strictly to lot size – which could have resulted in a greater blending of zoning districts than would otherwise be desired.

The minimum front setback is proposed to be increased for both R2.5 and R5 zones, reestablishing the setback before it was reduced in 1991. The proposal includes provisions that allow the setback to be reduced to match homes on adjacent lots to recognize and reinforce existing setback development patterns.

Proposed height limits in the R2.5 zone are retained for attached house and/or rowhouse development, forms that are more consistent with this zone and serve as a transition between single-dwelling and higher-intensity zones.

Additional development standards are also proposed to improve how narrow lot houses transition these areas of change to better conform with the established pattern of existing development on wider lots.

## **Supporting Policies:**

### **Goal 1.D.: Implementation tools**

Portland’s Comprehensive Plan is executed through a variety of implementation tools, both regulatory and non-regulatory. Implementation tools comply with the Comprehensive Plan and are carried out in a coordinated and efficient manner. They protect the public’s current and future interests and balance the need for providing certainty for future development with the need for flexibility and the opportunity to promote innovation.

**Policy 8.9 Internal coordination.** Coordinate planning and provision of public facilities and services, including land acquisition, among City agencies, including internal service bureaus.

**Policy 8.29 System development.** Require private or public entities whose prospective development or redevelopment actions contribute to the need for public facility improvements, extensions, or construction to bear a proportional share of the costs.

**Policy 9.58 Off-street parking.** Limit the development of new parking spaces to achieve land use, transportation, and environmental goals, especially in locations with frequent transit service. Regulate off-street parking to achieve mode share objectives, promote compact and walkable urban form, encourage lower rates of car ownership, and promote the vitality of commercial and employment areas. Use transportation demand management and pricing of parking in areas with high parking demand. Strive to provide adequate but not excessive off-street parking where needed, consistent with the preceding practices.

**Policy 10.3 Amending the Zoning Map.**

**10.3.c.** When amending a base zone legislatively, the amendment may be to a corresponding zone or to a zone that does not correspond but is allowed. A legislative Zoning Map amendment may not be to a zone that is not allowed.

**10.3.e.** An amendment to apply or remove an overlay zone or plan district may be done legislatively or quasi-judicially, and must be based on a study or plan document that identifies a specific characteristic, situation, or problem that is not adequately addressed by the base zone or other regulations.

**Policy 10.4 Amending the Zoning Code.** Amendments to the zoning regulations must be done legislatively and should be clear, concise, and applicable to a broad range of development situations faced by a growing city. Amendments should:

**10.4.a. Promote good planning:**

1. Effectively and efficiently implement the Comprehensive Plan.
2. Address existing and potential land use problems.
3. Balance the benefits of regulations against the costs of implementation and compliance.
4. Maintain Portland’s competitiveness with other jurisdictions as a location in which to live, invest, and do business.

**10.4.b. Ensure good administration of land use regulations:**

1. Keep regulations as simple as possible.
2. Use clear and objective standards wherever possible.
3. Maintain consistent procedures and limit their number.
4. Establish specific approval criteria for land use reviews.
5. Establish application requirements that are as reasonable as possible, and ensure they are directly tied to approval criteria.
6. Emphasize administrative procedures for land use reviews while ensuring appropriate community engagement in discretionary decisions.
7. Avoid overlapping reviews.

**10.4.c. Strive to improve the code document:**

1. Use clear language.
2. Maintain a clear and logical organization.
3. Use a format and layout that enables use of the document by lay people as well as professionals.
4. Use tables and drawings to clarify and shorten the document.
5. Identify and act on regulatory improvement suggestions.