



Shelter ▶ to Housing Continuum

PSC Breifing

Tuesday,
November 10,
2020

Project Purpose

- Provide more entry opportunities from houselessness to supportive shelter and more transition opportunities from shelter into permanent housing.
- Do this by amending city codes to facilitate the work of agencies and nonprofits that provide shelter, housing and supportive services, and for builders of market rate affordable housing.

Three Areas of Focus

- Facilitate the temporary and permanent siting of shelters and supportive facilities such as lockers, bathrooms, showers and meal services.
- Establish Outdoor Shelters as a new type of community service.
- Provide more opportunities for group living.

Project Origin



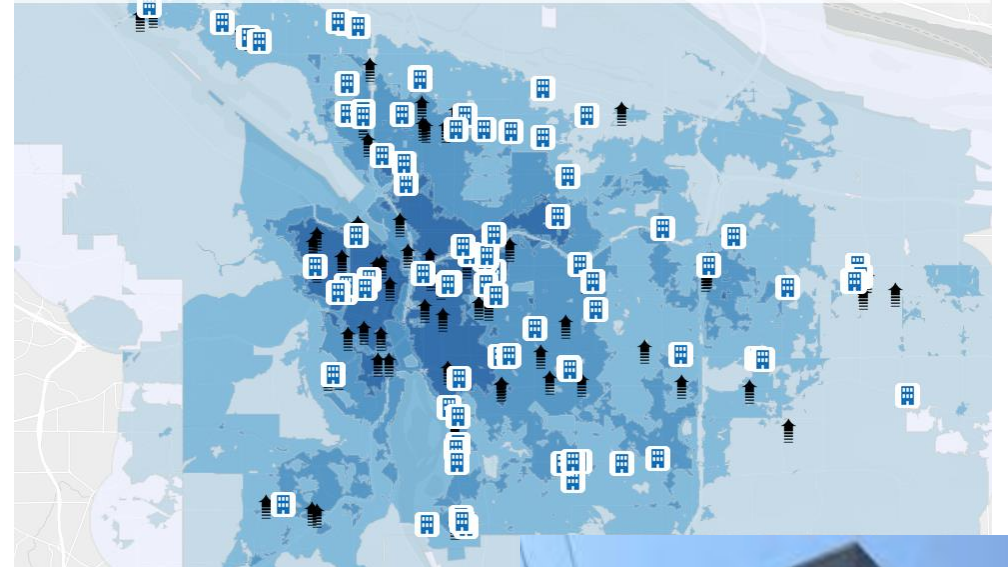
- BPS was directed by City Council on February 19, 2019 to undertake this work through Ordinance No. 189387, which extended the City's State of Housing Emergency to April 4, 2021.
- The directed Code changes are expected to be in place before the expiration of the State of Housing Emergency.

Accomplishments under the Housing State of Emergency

Strategic Initiatives by PHB since 2015:

- Portland Housing Bond (and now Metro Bond)
- North/Northeast Neighborhood Housing Strategy
- Inclusionary Housing
- Supportive housing plan
- Rental Services Office
- Transition to JOHS in 2016

INCLUSIONARY HOUSING UNITS & OPPORTUNITY AREAS



Accomplishments under the Housing State of Emergency



Strategic Initiatives by JOHS since 2015:

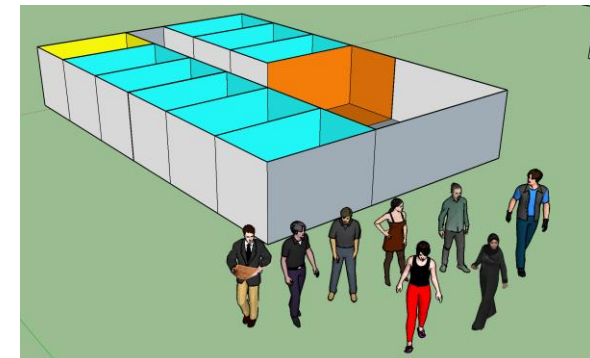
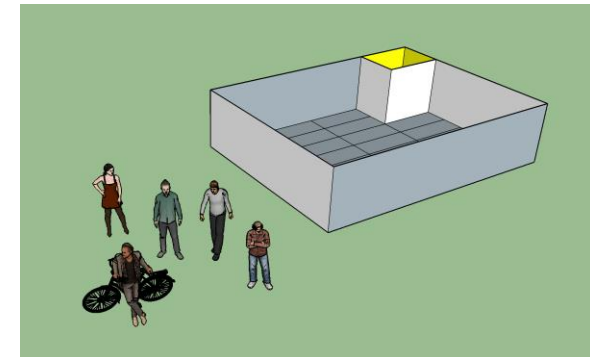
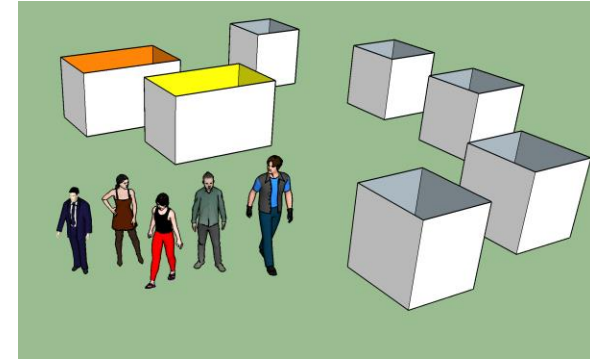
- Doubled the number of government-funded year-round beds, now at more than 1,400.
- Transformed adult shelter with 24-hour spaces, embedded services, and low-barrier access: pets, partners and personal belongings
- Transformed family shelter, with every family receiving a space of their own instead of sharing large rooms.
- Doubled the number of people supported in housing on any given night, to 12,000
- More than halfway toward 10-year goal of adding 2,000 of new supportive housing units by 2027, in partnership with PHB
- Created a shared, robust winter and severe weather shelter and outreach response
- System transformations toward housing helped set the stage for Metro supportive housing ballot measure

Terminology

	Min./Max. Stay	Zoning Use Category	Occupants are
Shelter	None <i>(but intended to be transitional)</i>	Community service	Clients or guests
Housing	30 days min.	Residential	Tenants or owners

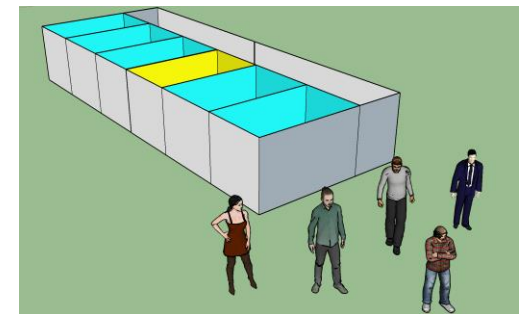
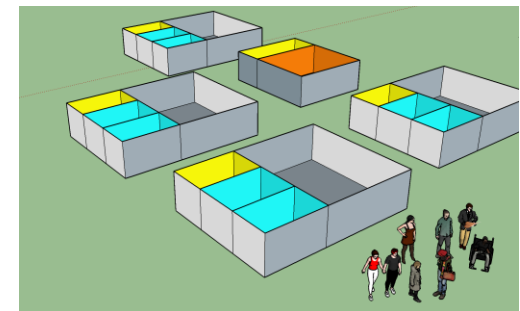
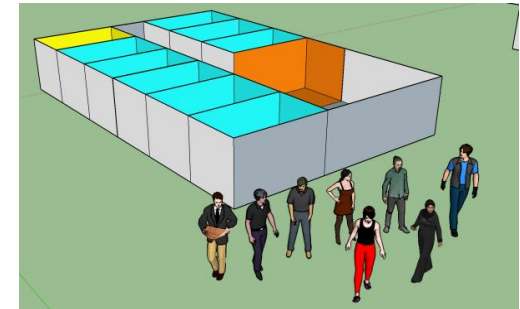
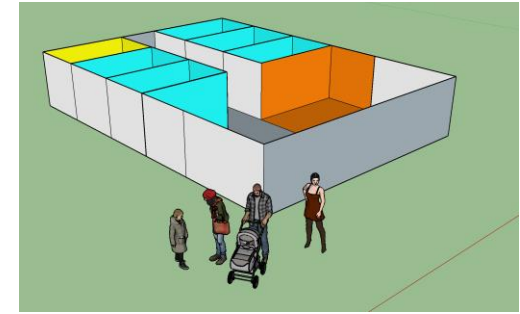
Terminology - Shelter

Type	In a building?	Has bedrooms?	Kitchens and baths?
Outdoor Shelter	No	No	Shared
Mass Shelter	Yes	No	Shared
Short Term Shelter	Yes	Yes	Shared or Private



Terminology - Housing

Type	Building Types?	Bedrooms?	Kitchens and baths?
Household Living (must be in dwelling units)	houses, duplexes, triplexes, fourplexes, ADU, multi-dwelling structures	Yes - 6 or fewer	Yes – within each dwelling
Group Living (may be in dwelling units, but not required)	houses, duplexes, triplexes, fourplexes, ADU, multi-dwelling structures	Yes - 7 or more	Yes – within each dwelling
	Other congregate structures (SROs, dorms, some senior care facilities)	Not required	Kitchens not required, baths may be shared



Terminology – “Household”

Current code: “One or more persons related by blood, marriage, domestic partnership, legal adoption or guardianship, plus not more than 5 additional persons, who live together in one dwelling unit; or one or more handicapped persons as defined in the Fair Housing Amendments Act of 1988, plus not more than 5 additional persons, who live together in one dwelling unit.”



1: Traditional Sheltering

Government-supported Adult, Family and Youth Shelters in 2015

2015 Adult, Family and Youth Shelters

 All items

Prior to the declaration of the state of emergency, year-round shelter supported by the City of Portland and Multnomah County was limited and concentrated in the downtown core – far from the neighborhoods where people were landing on the streets, in the communities where they'd already had connections, as housing prices increased.

The urgency under the state of emergency, alongside expanded funding for shelter operations that's continued year after year, has allowed thousands more people to access basic safety and housing case management than before 2015.



BLOGTOWN

NEWS

City Council Passed an Ordinance Declaring an Official Housing Emergency in Portland

by [Shelby R. King](#) · Oct 7, 2015 at 5:29 pm



Kristyna Wentz-Graff | For The Oregonian/OregonLive
Emergency housing plan in Portland

1 / 20

County commissioner Jules Bailey (left) and city commissioners Dan Saltzman and Nick Fish talk after the press conference as Multnomah County Chairwoman Deborah Kafoury hugs Portland Mayor Charlie Hales (right) after Portland and Multnomah County pledged \$30 million in support of an emergency housing plan, September 30, 2015, at City Hall in Portland. The funds will increase shelter space and create affordable housing. Kristyna Wentz-Graff/Staff [BUY IMAGE](#)

Government-supported Adult, Family and Youth Shelters in 2020

2020 Adult, Family and Youth Shelters

 All items

This map shows a significant expansion in year-round, publicly funded shelters for adults, people in families and youths in Multnomah County since a state of emergency was declared in 2015.

The expansion includes not only additional beds, but new locations in places where people hadn't previously been served, purposed-designed buildings, and a transformation in how shelter is provided.

Among other changes, new shelters now have services embedded on site, are open 24 hours, offer beds for couples, allow pets and possessions, and end the practice of nightly queuing for beds.



Shelter: Expansion & Transformation

- 1400+ year-round shelter beds
- Population-Specific Models
- Community Based
- 7000+ people served



Shelters, Mass and Short Term

- Expand where shelters are allowed without Conditional Use.
- Increase allowed number of shelter beds in the CM2 and CI2 zones
- Clarify that clients may stay longer than 30 days in Short Term Shelters





Temporary Facilities

- Add an allowance for temporary shelters when an emergency is not in place.
- Also facilitates seasonal weather-related temporary facilities.

Short Term Shelter Allowances by Zone

Zone Category	Current Code	Proposed Code
Open Space	Prohibited	Prohibited
Single dwelling	Conditional Use	Conditional Use
Multi dwelling	Up to 15 beds allowed if on the site of an institutional use; otherwise a Conditional Use	Up to 25 beds allowed if on the site of an institutional use; otherwise a Conditional Use
Commercial	Allowed	Allowed
Institutional	Allowed in CI2; allowed up to 15 beds in IR; otherwise Conditional Use.	Allowed in CI2, allowed up to 25 beds in CI1 and IR; otherwise Conditional Use
Employment	Allowed	Allowed
Industrial	Prohibited	Prohibited

Mass Shelter Allowances by Zone

Zone Category	Current Code	Proposed
Open Space	Prohibited	Prohibited
Single dwelling	Conditional Use	Conditional Use
Multi dwelling	Allowed up to 50 beds in RM3, RM4 and RX. In RM1, RM2, and RMP up to 15 beds allowed if on the site of an institutional use; otherwise a Conditional Use	Allowed up to 50 beds in RM3, RM4 and RX. In RM1, RM2, and RMP up to 25 beds allowed if on the site of an institutional use; otherwise a Conditional Use
Commercial	Allowed up to 200 beds in CX, CM3, and CE; up to 75 beds in CM2; and up to 25 beds in CM1 and CR; otherwise a Conditional Use	Allowed up to 200 beds in CM3 CX, CE; up to 140 beds in CM2; up to 25 in CM1 and CR; otherwise a Conditional Use
Institutional	Allowed up to 15 beds in IR, up to 25 beds in CI1; and up to 75 beds in CI2; otherwise a Conditional Use	Allowed up to 25 beds in IR and CI1; up to 140 beds in CI2; otherwise a Conditional Use
Employment	Allowed up to 200 beds in EX; otherwise Conditional Use.	Allowed up to 200 beds in EX; otherwise Conditional Use.
	EG1 and EG2 Zones. Conditional Use.	EG1 and EG2 Zones. Conditional Use.
Industrial	Prohibited	Prohibited



Day facilities

- Clarify allowances for day storage and hygiene facilities
- Clarify that institutions (such as churches) may provide meal programs

2: Outdoor Shelters, New Models of Transitional Housing



KENTON
WOMEN'S
VILLAGE



KENTON/
NORTH
PORTLAND

ST. JOHN'S VILLAGE



ST. JOHN'S/
NORTH
PORTLAND

VILLE" concept plan



Outdoor Shelters

- Facilities may be sited quickly for 180 days as a temporary activities, two ways to make sited facilities long term.
- Expand (but still limit) allowance for Outdoor Shelter in industrial zones.

Outdoor Shelter Allowances by Zone

Zone Category	Current Code	Proposed Code
Open Space	NA	Prohibited.
Single dwelling	NA	Up to 20 accommodations is a Conditional Use; otherwise Prohibited.
Multi dwelling	NA	Up to 20 accommodations is allowed on the site of an institutional use; otherwise Conditional Use.
Commercial	NA	Up to 20 accommodations is allowed; otherwise Conditional Use.
Institutional	NA	In CI1 and IR up to 20 accommodations is a Conditional Use, otherwise Prohibited. In CI2, up to 20 accommodations is allowed; otherwise Conditional Use.
Employment	NA	In EX, up to 20 accommodations is allowed; otherwise Conditional Use. In EG - Conditional Use.
Industrial	NA	Conditional Use if under 2 acres, publicly owned, and not on certain kinds of industrial land; otherwise prohibited.

3: Housing flexibility through Group Living



The History of SROs in Portland

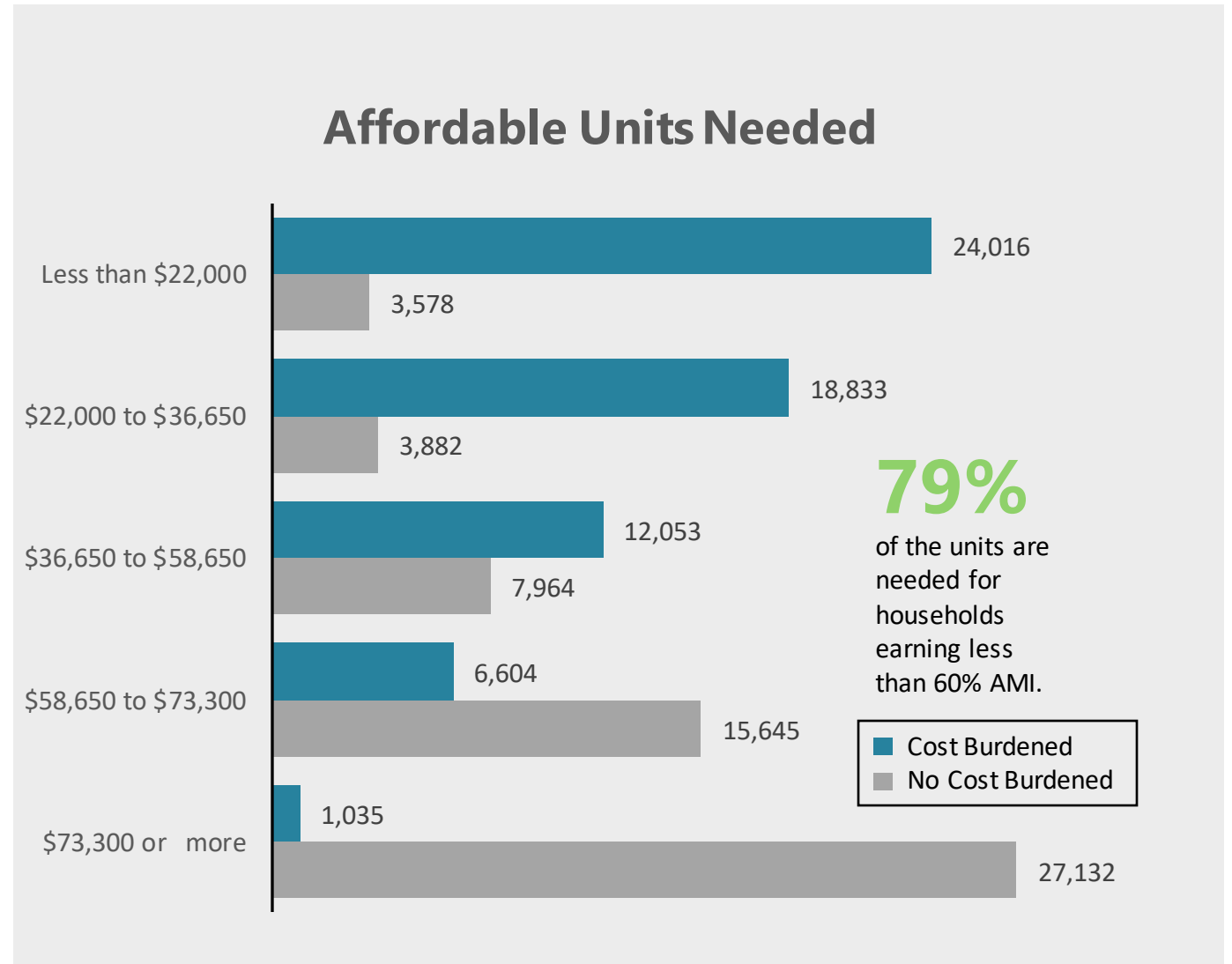
- Single-room-occupancy housing, or SROs, were once common in Portland's downtown. These units were **affordable for less than \$600 a month** and provided a way to avoid homelessness.
- From 1978 through 2015, downtown Portland **lost nearly 40% of its rentals** — more than 2,000 units — that were affordable to minimum wage workers. Many of these units were SROs.



Helen Swindells is located in the heart of downtown Portland and is a community with 105 furnished single occupancy homes. — Northwest Pilot Project Downtown Housing Inventory

The Need for SROs in Portland

- In Portland, the greatest need for housing is for units affordable to extremely low-income people whose only income may be from social security or disability payments.



Findley Commons



Total Units: 35

SRO Units: 15

Cedar Commons



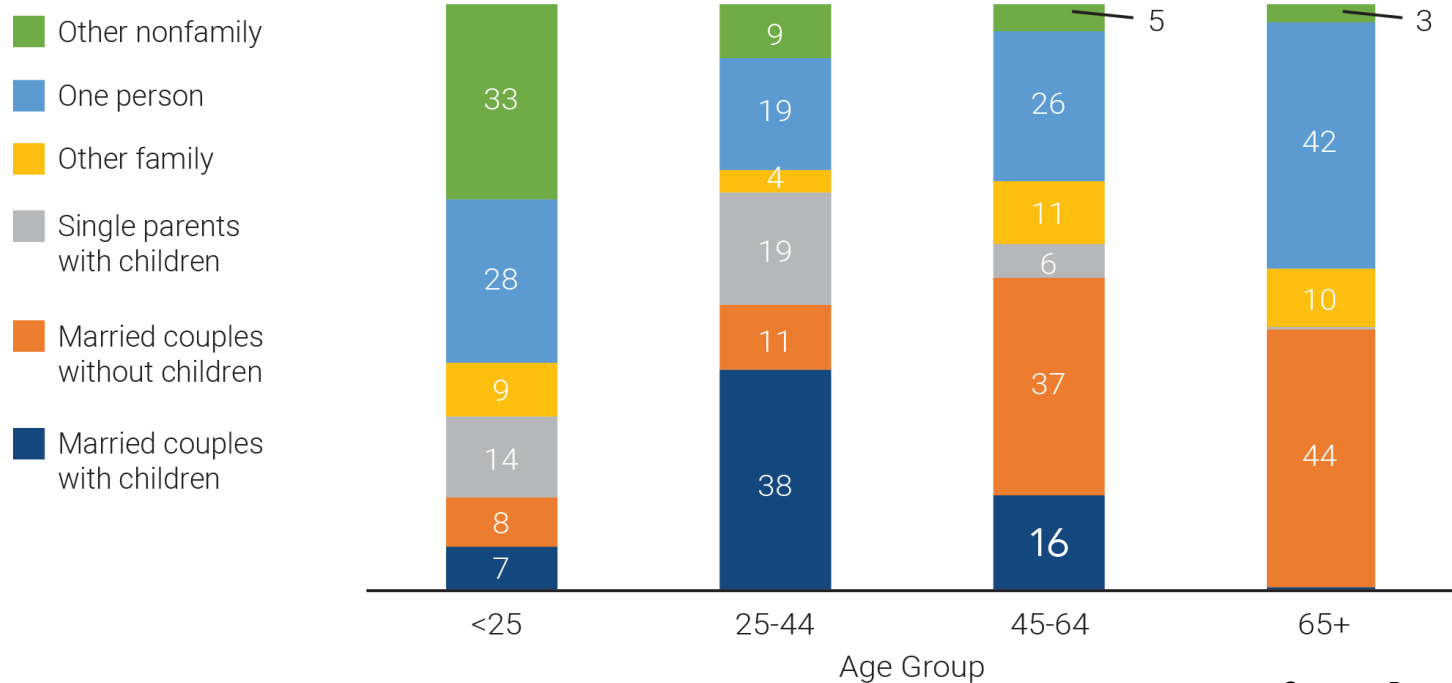
Total Units: 60

SRO Units: 40

Group Living

- Remove code complexity and barriers to the production or retention of group living arrangements
- Allow group living arrangements by right in the same places that household living is allowed by right
- Simplify definitions to clarify difference between housing and shelter, group living and household living
- Remove the current definition of household, legalizing roommates and all household types





Source: Population Reference Bureau

Group Living

- Definition of “household” is not inclusive of all Portland households and restricts the type of living arrangements that can be built and occupied.

Group Living

- Amend code to provide clarity between household and group living structures.
- Group living will be allowed by right everywhere household living is allowed by right, achieve greater parity between group living and household living.
- Group Living is a now Conditional Uses in many zones.
- Remove conditional use requirement for alternative or post-incarceration group living facilities.

Group Living Zoning Allowances by Zoning

Zone	Current Code	Proposed
Single dwelling	Conditional Use	Allowed up to 3,500 sq. ft. in a dwelling. Larger or if in Non-dwelling unit is a Conditional Use.
Multi dwelling	Limited (7 to 15 residents are allowed by right), larger is a Conditional Use	Allowed
Commercial	Allowed	Allowed
Institutional	Allowed in CI2 and IR, Prohibited in CI1	Allowed in CI2 and IR, Prohibited in CI1
Employment	Prohibited, except Allowed in EX	Prohibited, except Allowed in EX
Industrial	Prohibited	Prohibited



Group Living

- Current single-room-occupancy (SRO) regulations are unclear and complex.
- The term “single-room-occupancy” will be eliminated, but everything that can be done in SRO format may also be done under the liberalized group living regulations.



Tiny Houses on Wheels and RVs

- These are vehicles under state law, not buildings.
- Allowed as sleeping structure in Outdoor Shelters, church parking lots, and in campgrounds (which are a commercial use).
- BDS is temporarily not enforcing a ban on permanent residential occupancy, pending policy decision about how we want to regulate them.

Where are THOWS and RVs allowed in Portland?

- Campgrounds. Motor Homes, Trailers, Campers and THOWS can legally park in a campground. Campgrounds are allowed in commercial zones. There are several commercial hotels that operate as campgrounds in Portland using THOWS.
- RV Parks. Recreational vehicle parks are considered a retail sales and service use and are allowed in commercial zones.
- Tiny Homes without wheels. Tiny homes without wheels (attached to a foundation) are allowed by both the Zoning Code and Building Code.
- Religious institutions. State Law (ORS 203.082) provides an additional exception and allows religious institution to host of to three vehicles for homeless camping. This could be a car, motor home, trailer, camper, or THOW.

Tiny Houses on Wheels and RVs



Policy Options

Continue to Disallow. Maintain the current Title 29 prohibition, which is not currently being enforced. Sunset the current temporary non-enforcement order when the COVID-19 pandemic is over.

Allow as Temporary Activity. Allow THOWS on private property as a temporary activity, with a time limit, but do not permit them as permanent residential occupancy. This might acknowledge the long-term need for more shelter options but would not accept this as an adequate form of permanent housing.

Allow as Permanent Housing. Allow as permanent residential occupancy. This might acknowledge the need for a wider continuum of housing types, setting the minimum standards for housing lower to accommodate more people.

Tiny Houses on Wheels and RVs



Core Project Team



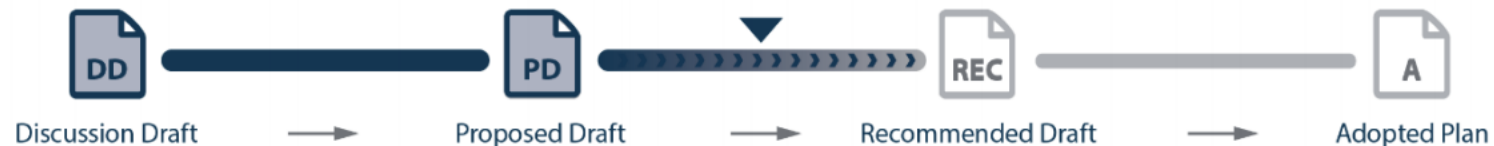
- Al Burns, Bureau of Planning and Sustainability, Project Manager
- Shannon Buono, Bureau of Planning and Sustainability
- Jessica Conner, Housing Bureau
- Phil Nameny, Bureau of Planning and Sustainability
- Matt Wickstrom, Bureau of Development Services

Working Group Advisors

- Terry Whitehill, Bureau of Development Services
- Marc Jolin and April Rohman, Joint Office of Homeless Services
- Jonny Lewis, Office of Management and Finance
- Amber Clayton and Mike Crebs, Portland Bureau of Transportation
- Nate Takara, Portland Fire and Rescue
- Chris Davis and Jake Jensen, Police Bureau
- Lauren King, City Attorney's Office
- Seraphie Allen and Zachary Kearn, Mayor Wheeler's Office
- Claire Adamsick and Cynthia Castro, Commissioner Fritz's Office
- Derek Bradley, Commissioner Hardesty's Office

Project Schedule

Consultant, peer, city and best practice research	Spring 2019
Scoping concepts	Summer and Fall 2019
Code writing	Winter 2019/20
Internal review	Spring and Summer 2020
Public involvement	Summer and Fall 2020
Planning and Sustainability Commission	Winter 2020/21
City Council	Early 2021
Effective Date	Spring 2021



Where to learn more...



Shelter to Housing Continuum Project homepage:

<https://www.portland.gov/bps/s2hc>

And submit your public comment online after November 25!



Explore interactive maps.
Learn how map-based proposals may affect specific properties across Portland.



Read draft policy documents.
Learn how new policies will shape Portland over time.



Provide your testimony on-record. New! Testify on both policy and map proposals.



Read public testimony online. New! Read your testimony and others' in real time.

<https://www.portlandmaps.com/bps/mapapp/proposals/#/s2hc>

Questions?