



# Shelter ▶ to Housing Continuum

City Council  
Hearing

March 17, 2021

# Project Purpose



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- Provide more opportunities for people to move from houselessness to supportive shelter and from shelter into permanent housing.
- Amend city codes to facilitate the work of agencies and nonprofits that provide shelter, housing and supportive services, and for builders of lower cost market rate housing.

# Project Origin



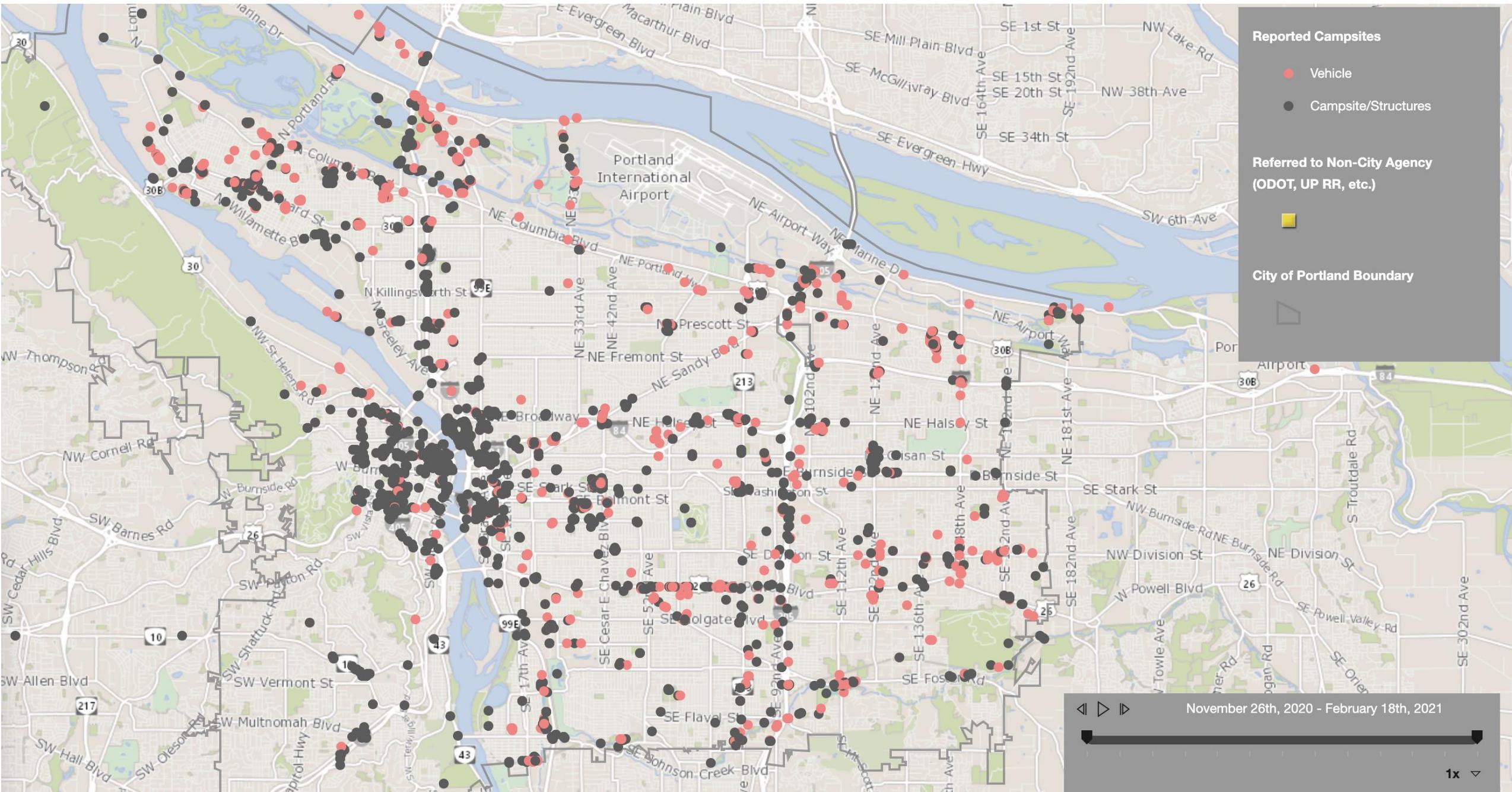
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- BPS was directed by City Council on February 19, 2019 to undertake this work through Ordinance No. 189387, which extended the City's State of Housing Emergency to April 4, 2021.

# Four Areas of Focus

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- Facilitate the temporary and permanent siting of shelters and supportive facilities.
- Establish Outdoor Shelters as a new type of Community Service use.
- Provide more opportunities for Group Living.
- Allow occupancy of tiny houses on wheels and RVs.



# 1: Traditional Sheltering

## Shelters, Mass and Short Term

- Expand where shelters are allowed without Conditional Use.
- Increase allowed number of shelter beds in several zones



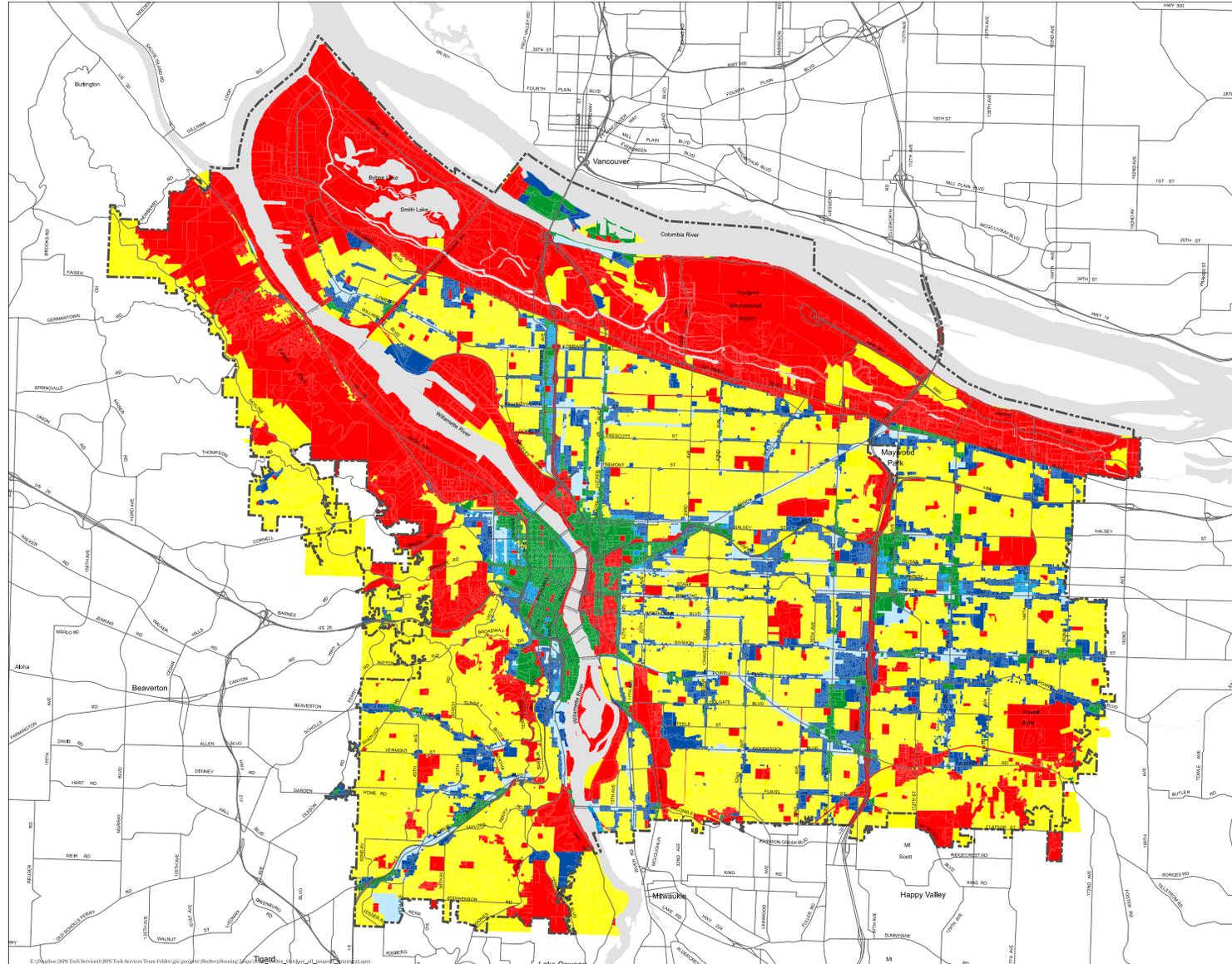


## Temporary Facilities

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



# Mass Shelter Allowances



February 25, 2021  
City of Portland |  
Bureau of Planning and Sustainability |  
Geographic Information Systems

## Potential Mass Shelter Sites

### Mass Shelters

- City Boundary
- Red Prohibited
- Yellow Conditional Use Required for any number beds/tents
- Dark Blue Allowed up to 30 beds/tents/shed (more may be either subject to CU or prohibited)
- Light Blue Allowed up to 60 beds/tents/shed (more may be either subject to CU or prohibited)
- Light Blue Allowed up to 140 beds/tents/shed (more may be either subject to CU or prohibited)
- Green Allowed up to 200 (or unlimited) beds/tents

Data source:  
Zoning - City of Portland, Bureau of Planning & Sustainability, 2021.



0 1 2 Miles

The information on this map was derived from City of Portland GIS databases. Care was taken in the creation of this map but it is provided "as is". The City of Portland cannot accept any responsibility for error, omissions or positional accuracy.

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# 2: Outdoor Shelters, New Models of Transitional Housing



KENTON  
WOMEN'S  
VILLAGE



KENTON/  
NORTH  
PORTLAND

# ST. JOHN'S VILLAGE



ST. JOHN'S/  
NORTH  
PORTLAND

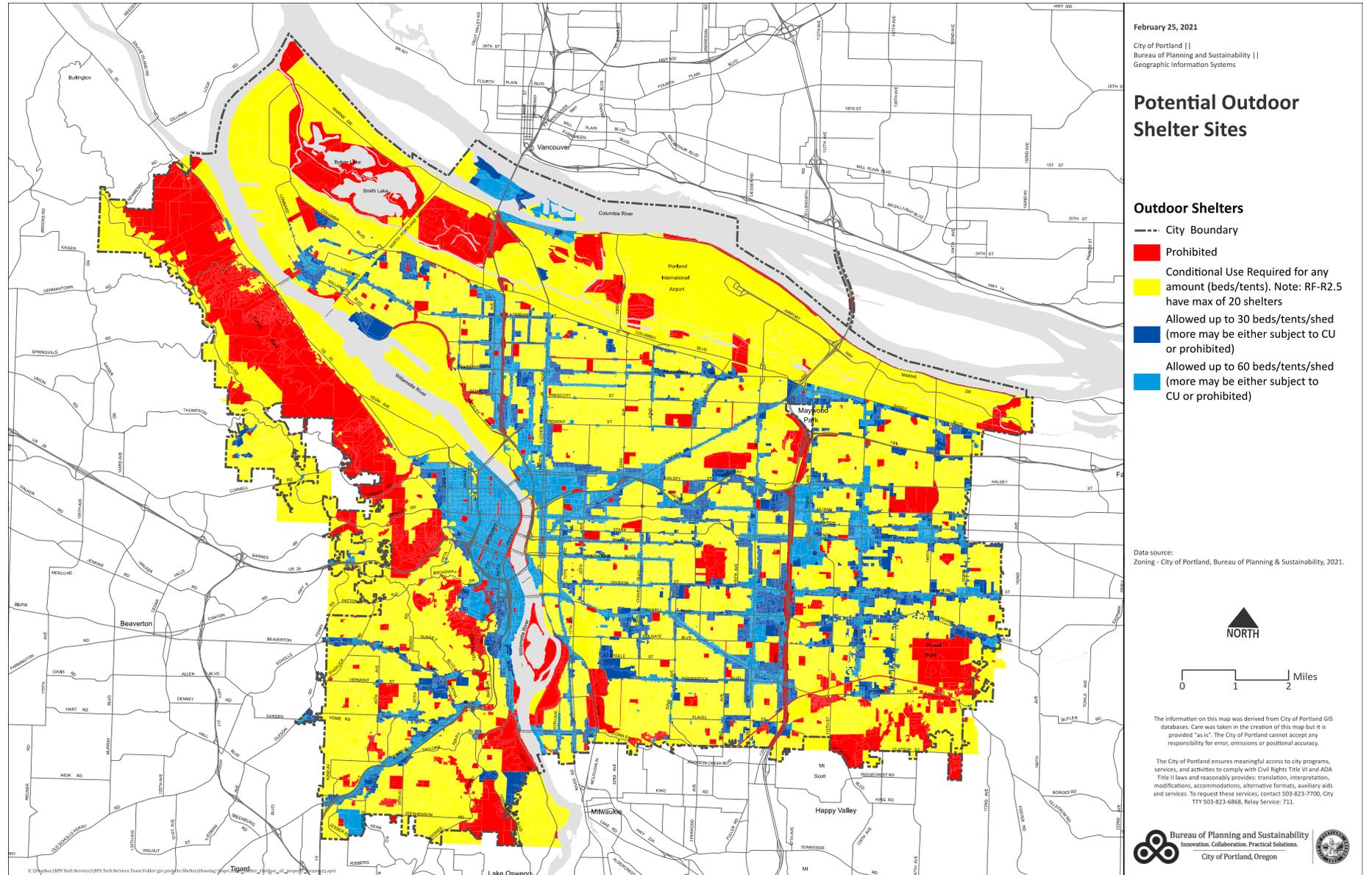
VILLE" concept plan



## Outdoor Shelters

- Allowed in commercial, employment zones, and multi-dwelling zones. Limited allowance for Outdoor Shelter in industrial zones.

# Outdoor Shelter Allowances



# 3: Housing flexibility through Group Living



# 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
- Remove the current definition of household, legalizing roommates and all household types
- Remove conditional use requirement for alternative or post-incarceration group living facilities.



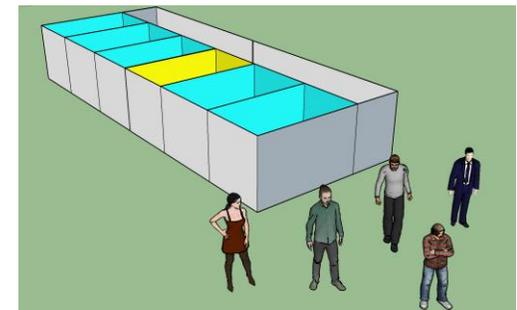
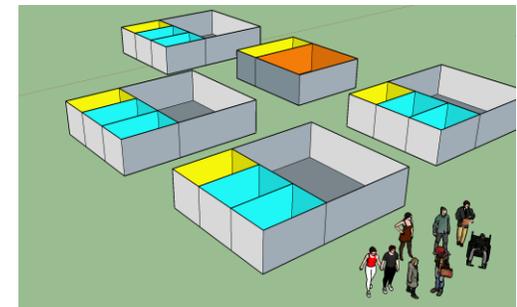
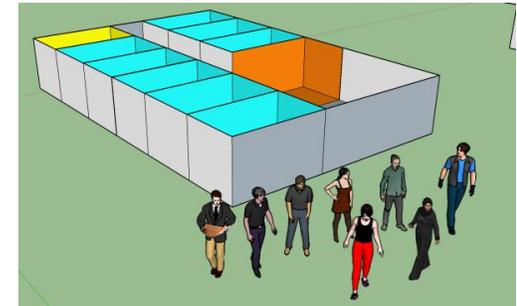
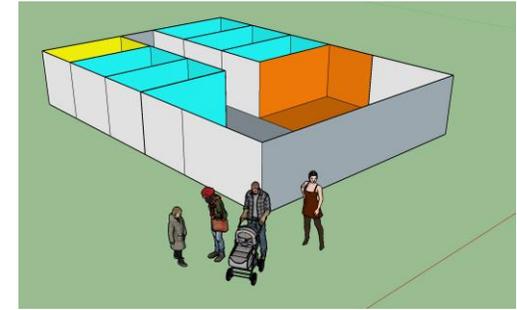
# Terminology – “Household”

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.”



# 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 - 8 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 - 9 or more	Yes – within each dwelling
	Other congregate structures (SROs, dorms, some senior care facilities)	Not required	Kitchens not required, baths may be shared





## 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.

# Group Living

- Group Living is a now Conditional Uses in many zones.

**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

# 4: RVs and Tiny Houses on Wheels





## Tiny Houses on Wheels and RVs

- These are vehicles under state law, not buildings.
- BDS is temporarily not enforcing a ban on permanent residential occupancy, pending policy decision about how we want to regulate them.

## Other places 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



# THOWs and RVs

- Allow one occupied per residential lot
  - Not in the right of way
  - Can't be in the front yard
  - Require campground-style utility hookup



# City Council Hearing:

City Council Hearing March 17, 2021

Submit written testimony online:

Go to: <https://www.portlandmaps.com/bps/mapapp/>, click to view the Shelter to Housing Continuum Project and then click "Testify".

## Project timeline:



# Where to learn more...

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Shelter to Housing Continuum Project homepage:

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

# Questions?

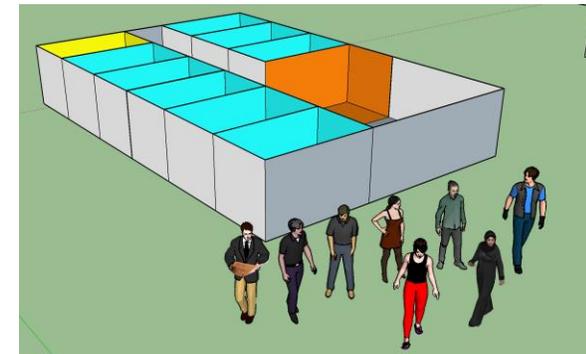
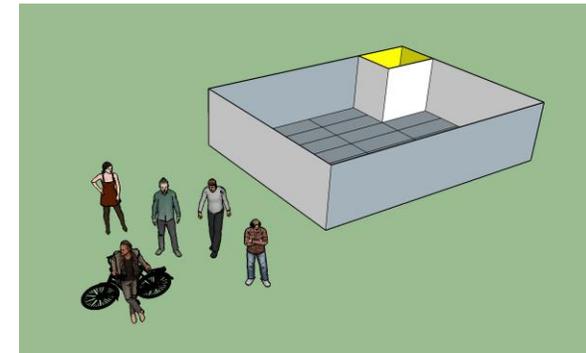
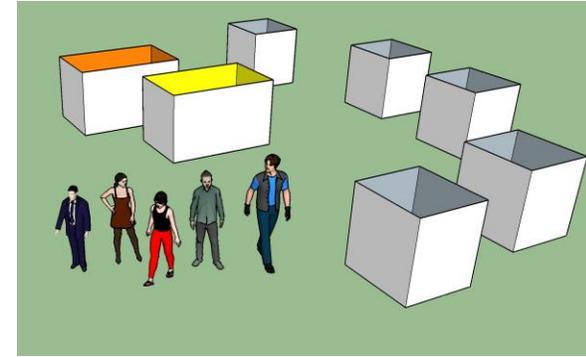
Extra Slides – in needed

# Terminology

	Min/Max Stay	Zoning Use Category	Occupants
Shelter	None (but intended as transitional)	Community Service	Clients or Guests
Housing	30 days min.	Residential	Tenants or Owners
Lodging	None	Commercial	Guests

# 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



### Outdoor Shelter Allowances by Zone

	Current Code	New Code
<b>Open Space</b>	NA	Prohibited.
<b>Single dwelling</b>	NA	Up to 20 individual shelters on site are a Conditional Use; otherwise Prohibited.
<b>Multi dwelling</b>	NA	Up to 30 or 60 (depending on zone) individual shelters are allowed on the site; otherwise Conditional Use.
<b>Commercial</b>	NA	Up to 60 individual shelters are allowed on the site; otherwise Conditional Use.
<b>Institutional</b>	NA	In CI1, up to 30 individual shelters are allowed on the site; otherwise Conditional Use. In IR, up to 30 accommodations is allowed on the site; otherwise Conditional Use. In CI2, up to 60 accommodations is allowed on the site; otherwise, Conditional Use.
<b>Employment</b>	NA	In EX, up to 60 individual shelters are allowed; otherwise Conditional Use. In EG1 and EG2 is a Conditional Use.
<b>Industrial</b>	NA	Conditional Use if under 2 acres, publicly owned, and not on certain kinds of industrial land; otherwise prohibited.

### Mass Shelter Allowances by Zone

	Current Code	Amended Code
<b>Open Space</b>	Prohibited.	Prohibited
<b>Single dwelling</b>	Conditional Use.	Conditional Use.
<b>Multi dwelling</b>	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 60 beds in RM3, RM4 and RX. In RM1, RM2, and RMP up to 30 beds allowed; otherwise a Conditional Use
<b>Commercial</b>	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 CX, CM3, and CE; up to 140 beds in CM2; up to 30 in CR and CM1; otherwise a Conditional Use
<b>Institutional</b>	Allowed up to 15 beds in IR on site of institution; up to 25 beds in CI1; and up to 75 beds in CI2; otherwise a Conditional Use.	Allowed up to 30 beds in IR and CI1; allowed up to 140 beds in CI2; otherwise a Conditional Use
<b>Employment</b>	Allowed up to 200 beds in EX; otherwise Conditional Use. EG1 and EG2 Zones. Conditional Use.	Allowed up to 200 beds in EX; otherwise Conditional Use. EG1 and EG2 Zones. Conditional Use.
<b>Industrial</b>	Prohibited	Prohibited

## Short Term Shelter Allowances by Zone

	Current Code	Amended Code
<b>Open Space</b>	Prohibited	Prohibited
<b>Single dwelling</b>	Conditional Use	Conditional Use
<b>Multi dwelling</b>	Up to 15 beds allowed if on the site of an institutional use; otherwise a Conditional Use	Up to 30 beds allowed; otherwise a Conditional Use
<b>Commercial</b>	Allowed	Allowed
<b>Institutional</b>	Allowed in CI2, allowed up to 15 beds in CI1* and IR; otherwise Conditional Use	In CI1 & IR, allowed up to 30 beds allowed; otherwise Conditional Use In CI2, allowed;
<b>Employment</b>	Allowed	Allowed
<b>Industrial</b>	Prohibited	Prohibited

