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191547

Ordinance

Adopt new supporting documents to Portland Comprehensive Plan related to the Housing Needs Analysis and Buildable Land Inventory to address future housing needs, access to affordable housing, and development capacity (amend Ordinances 185657 and 187831)

Passed

The City of Portland ordains:

Section 1. The Council finds:

1. Oregon Statewide Planning Goal 10: Housing and ORS 197.296 require cities with more than 10,000 residents to inventory “buildable lands” and ensure that there is enough zoned land to accommodate housing needs over the next twenty years.
2. Portland’s Comprehensive Plan describes how the City can accommodate future growth and development. To do this well, the plan must be regularly updated, and these updates must be based on good facts and sound analysis.
3. The 2035 Comprehensive Plan was adopted by Ordinance No. 187832 and amended by Ordinance No. 188177 before it came into effect. The plan, as amended, was placed into effect by Ordinance No. 188695 and acknowledged by the Oregon Department of Land Conservation and Development (Approval Order 18-WKTSK-001897).
4. Supporting documents to the Comprehensive Plan were adopted by Ordinance Nos. 187657 and 187831.
5. Oregon House Bill 2003 (2019) directed the Land Conservation and Development Commission (LCDC) to adopt a schedule for cities over 10,000 people to update their Housing Needs Analysis (HNA). The law requires cities within the Portland Metro region to update their HNA every six years. LCDC adopted a schedule on November 23, 2020, that directed the City of Portland to complete its HNA in 2023.
6. As a supporting document to the Comprehensive Plan, the purpose of the HNA is to provide information on the future housing need in Portland to 2045. This report will inform future policy decisions that can influence future housing development, opportunities to increase access to housing that is affordable for lower-income communities and

Introduced by

[Commissioner Carmen Rubio](#)

Bureau

[Planning and Sustainability \(BPS\)](#)

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Requested Agenda Type

Time Certain

Date and Time Information

Requested Council Date

December 13, 2023

Requested Start Time

10:35 am

Time Requested

10 minutes

Changes City Code

communities of color, as well as housing needs for all residents of Portland.

7. As a supporting document to the Comprehensive Plan, the Buildable Land Inventory (BLI), which was adopted (Ordinance 187831) and acknowledged by LCDC on April 25, 2017, identified the supply of land available to provide this needed housing. The purpose of the BLI is to provide information, based on a Geographic Information System (GIS) model developed by the Bureau of Planning and Sustainability (BPS) on the City's development capacity under current City plans, zoning and market conditions.
8. The 2045 distributed forecast of population, households and employment, adopted by Metro Council Ordinance No. 21-1457, establishes for Portland (including unincorporated areas within Portland's Urban Services Boundary) that 97,471 additional households are expected by 2045. After factoring in vacancy rates and second home replacements, Portland's needed housing is 106,571 additional units by 2045.
9. The HNA adapts the draft Oregon Housing Needs Analysis methodology to further factor in historic underproduction and housing for houseless households to arrive at 120,560 total additional housing units by 2045.
10. To align the City of Portland with Governor Kotek's Executive Order No. 23-04 that establishes an annual production target of 36,000 housing units for the State of Oregon, Portland should strive to produce 55,000 units by 2032.
11. The Residential BLI estimates that Portland has the capacity for 236,977 additional housing units – which is sufficient capacity to meet the requirements under Statewide Planning Goal 10: Housing and ORS 197.296.
12. For the reasons stated in the findings above, and the further findings in Exhibit A, this ordinance adopts several amendments to the supporting documents of Portland's Comprehensive Plan.


NOW, THEREFORE, the Council directs:

- A. Adopt Exhibit A as additional Findings of Fact.
- B. Adopt Exhibit B, the 2045 Housing Needs Analysis, as an official Comprehensive Plan supporting document. Exhibit B supersedes and replaces the five reports that comprise the *Housing Needs Analysis*, which were adopted as official Comprehensive Plan supporting documents by Ordinance No. 185657, Exhibits B.1 to B.5.
- C. Adopt Exhibit C, the 2023 Residential Building Lands Inventory, as an official Comprehensive Plan supporting document. Exhibit C supersedes and replaces the residential portions of the *Buildable Lands Inventory and Growth Allocation Model, Revised, April 2016*, which was adopted as an official Comprehensive Plan supporting document by Ordinance No. 187831 Exhibit J.
- D. Adopt Exhibit D, the 2023 Residential Buildable Land Inventory Map, as an official Comprehensive Plan supporting document. The *Inventory of*

All Residential Land – Revision 1 Map, which was adopted as an official Comprehensive Plan supporting document by Ordinance No. 187831 Exhibit F, is replaced and superseded by Exhibit D.

- E. The Bureau of Planning and Sustainability shall lead a process to develop a Housing Production Strategy with other City Bureaus and the community and shall report to City Council no later than December 31, 2024, as required by ORS 197.290.
- F. The Bureau of Planning and Sustainability shall submit the 2045 Housing Needs Analysis and 2023 Residential Buildable Land Inventory to the State of Oregon’s Department of Land Conservation and Development as required by OAR 660, Division 8.

Documents and Exhibits

 Exhibit A (https://www.portland.gov/sites/default/files/council-documents/2023/exhibit_a_leg_findings_hna.pdf)	1.07 MB
 Exhibit B (https://www.portland.gov/sites/default/files/council-documents/2023/exhibit_b_2045-portland-hna.pdf)	4.9 MB
 Exhibit C (https://www.portland.gov/sites/default/files/council-documents/2023/exhibit_c_2023-residential-bli.pdf)	1.96 MB
 Exhibit D (https://www.portland.gov/sites/default/files/council-documents/2023/exhibit_d_2023_bli_residential_buildable_land.pdf)	8.98 MB

An ordinance when passed by the Council shall be signed by the Auditor. It shall be carefully filed and preserved in the custody of the Auditor (City Charter Chapter 2 Article 1 Section 2-122)

Passed by Council
December 13, 2023

Auditor of the City of Portland
Simone Rede

Impact Statement

Purpose of Proposed Legislation and Background Information

- Oregon Statewide Planning Goal 10: Housing and ORS 197.296 require cities with more than 10,000 residents to inventory “buildable lands” and ensure that there is enough zoned land to accommodate housing needs over the next twenty years.
- Portland’s Comprehensive Plan, which was adopted in 2016, describes how the City can accommodate future growth and development. To do this well, the plan must be regularly updated, and these updates must be based on good facts and sound analysis.

- The previous Housing Needs Analysis supporting documents were adopted in 2012 and the previous Buildable Land Inventory was adopted in 2016.
- Oregon House Bill 2003 (2019) directed the Land Conservation and Development Commission (LCDC) to adopt a schedule for cities over 10,000 people to update their Housing Needs Analysis (HNA). The law requires cities within the Portland Metro region to update their HCA every six years. LCDC adopted a schedule on November 23, 2020, that directed the City of Portland to complete its HNA in 2023.
- This ordinance will fulfill that state mandate.

Financial and Budgetary Impacts

n/a

Community Impacts and Community Involvement

- As supporting documents to the Comprehensive Plan, the 2045 HNA and the 2023 Residential BLI provide information on the future housing need in Portland to 2045. These reports set the stage for future policy decisions that can influence future housing development, including opportunities to increase access to housing that is affordable for lower-income communities and communities of color, as well as housing needs for all residents of Portland. The challenge will be in creating 63,000 units (53%) that are affordable to lower income households and to achieving the diversity of housing types needed to accommodate families and a growing number of households with elders (65+) and people with disabilities. A varied housing stock that is affordable to households of all income levels is needed to accommodate future housing demand and to maintain the city's diversity.
- Staff attended or hosted meetings during the Discussion, Proposed and Recommended Draft phases, with the following stakeholder and interested party groups: Portland State University Homelessness Research Center, Anti Displacement PDX, Sightline, Cully Neighborhood Association, Portland Neighbors Welcome, Development Review Advisory Committee, BPS Community Involvement Committee, Portland Homebuilders' Association, Portland Building And Development Council, East Portland Action Plan Housing Committee, Central Eastside Industrial Council, Oregon Smart Growth, North Portland Land Use Group, SE Uplift, and the Southwest Land Use & Transportation Forum.
- Staff hosted Technical Advisory Committee meetings during the Discussion, Proposed and Recommended Draft phase, participation included staff from JOHS, Multnomah County, Metro, Department of Land Conservation and Development, and City of Portland.
- Staff hosted a biweekly inter-bureau Working Group meeting during the Discussion, Proposed and Recommended Draft, participation included staff from Portland Housing Bureau, Bureau of Planning and Sustainability, Bureau of Development Services, Prosper Portland, Bureau of Transportation, and Office of Management and Finance.

- Project documents have been shared on the Housing Needs Analysis and Buildable Lands Inventory project website:
<https://www.portland.gov/bps/planning/housing-production/2045-hna-and-hps> (<https://www.portland.gov/bps/planning/housing-production/2045-hna-and-hps>).
- Public notice for all hearings was sent and the Map App was opened for testimony in advance in accordance with policy.

100% Renewable Goal

n/a

Agenda Items

1015 Time Certain in [December 6, 2023 Council Agenda](https://www.portland.gov/council/agenda/2023/12/6)
(<https://www.portland.gov/council/agenda/2023/12/6>)

Passed to second reading

Passed to second reading December 13, 2023 at 10:35 a.m. Time Certain

1027 Time Certain in [December 13, 2023 Council Agenda](https://www.portland.gov/council/agenda/2023/12/13)
(<https://www.portland.gov/council/agenda/2023/12/13>)

Passed

Commissioner Mingus Mapps Yea

Commissioner Carmen Rubio Yea

Commissioner Dan Ryan Yea

Commissioner Rene Gonzalez Yea

Mayor Ted Wheeler Yea