



**To:** Patricia Diefenderfer, HPS Working Group, Portland Planning Commission

**From:** Ariel Kane, Tom Armstrong, Sam Brookham

**Date:** May 14, 2024

**Subject:** Housing Needs Analysis and Production Strategy Engagement Report

## Purpose

A Housing Production Strategy must include a narrative summary of the process by which the City engaged both “Consumers” (residents) and “Producers” (developers) of housing. The summary must include the following elements:

- 1) A list and description of stakeholders impacted by potential strategies;
- 2) A summary of feedback received from each stakeholder group;
- 3) A description of how the information from stakeholders influenced the adopted strategies;  
and
- 4) An evaluation of how to improve engagement practices for future housing projects.



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# Summary of Engagement

The Housing Production Strategy involved stakeholder engagement through a number of different avenues, including relying on the engagement of several projects that took place in recent years, including the Portland Insights Survey, Housing Regulatory Relief Project, 2045 Housing Needs Analysis and the Age and Disability Inclusive Neighborhood Discussion draft, all of which are described in more detail in Summary of Engagement from Recent Projects at the end of this report. These engagement efforts will result in a revised draft of the Housing Production Strategy.

Broad and targeted engagement included outreach with both residents and developers of housing including discussions with individuals, coalitions, community groups and developers as well opportunities for general public comments via the web. To date, this resulted in the following engagement:

- 246 individuals while at 25 organization/coalition meetings and open houses
- 66 individuals at six Black, Indigenous and People of Color (BIPOC) specific focus groups
- 42 individuals at in-person East Portland BIPOC community meeting
- 343 individuals via Citywide Housing Needs Survey to-date
- 50 comments on the Discussion Draft of the HPS Action Plan
- 16 developers/producers of housing interviewed
- 4 Cross-Jurisdictional Technical Advisory Committee Meetings
- 19 Multi-Bureau Internal Working Group Meetings

## Residents

Summaries of each engagement effort are provided in the following sections. The key issues identified by Portland residents included:

- **Affordability.** The greatest need identified was for more affordable housing, especially for lower-income households. Extremely low income (0-30% AMI) renters were identified as a special concern. Even with restricted rent, some housing is still out of reach and multiple types of services and assistance need to be combined to make housing affordable. There was a desire to better understand how to get on lists for access to affordable housing that comes on line. Advocates suggested a more targeted focus on lower affordability levels for both rent and ownership strategies (<50% AMI). At the 0-30% AMI level there is a need for permanent supportive housing and rental assistance in addition to an affordable unit.
- **Access to opportunity.** Infrastructure and the expansion of transit opportunities were identified as key investments needed to support the construction of housing and to provide mobility and access to key services, such as grocery stores in neighborhoods.



- **Access to programs to gain or maintain homeownership.** Greater access to homeownership is desired (esp. for lower income households). Greater access to stabilization or repair programs for middle income households.
  - Targeting lower income levels of affordability for ownership is more likely to uplift BIPOC households given the current disparities in wealth and income distribution in Portland.
- **Safety .** Safe neighborhoods are desirable but feel unaffordable. Some apartments themselves feel unsafe, even with onsite property management.
- **Accessibility -** The most critically needed special needs housing types were identified as: housing for households experiencing houselessness, mental health support, ageing individuals and households and persons with disabilities.
- **Commitment to action.** Advocates expressed a desire for bureaus to articulate a higher level of commitment to action within the strategies (i.e., “study” vs “do”).
- **Community Education.** A need for expanded programs to increase access to opportunity for BIPOC homeowners specifically and homeowners generally, on homeownership and on how to greater utilize properties – doing small scale development for middle housing for additional housing and/or wealth building.

## Developers

City staff presented to and interviewed many different housing developers, including Housing Oregon, Oregon Smart Growth, Portland Homebuilders Association, and individual market-rate, affordable, and middle housing developers. Summaries of each engagement effort are provided in the following sections. Some of the primary feedback on barriers to development included:

- **High financing and development costs.** Material costs have stabilized but high interest rates have increased borrowing costs, constrained the debt market, and increased project costs. Additional high costs include labor as well as city requirements for system development charges. Smaller and affordable housing developers are especially impacted.
- **Permitting and inspection delays and uncertainty.** Uncertainty around the permitting and inspection process and timeline add cost and risk to development projects and can lead to developer hesitation to embark on new projects.
- **Land supply issues.** It is difficult to find sites appropriately zoned, especially for higher density affordable development. Affordable housing providers are unable to compete with market-rate developers because of the longer timelines associated with public financing. Many sites have stormwater, sewer, and transportation infrastructure limitations, which adds significant cost.
- **Low rent growth.** Rent growth has slowed down but costs (and capital) have continued to increase. Rent is too low in East Portland for market-rate projects to financially feasible.



- **Challenging regulatory environment.** There is a perception of large sections of outdated, irrelevant, or complicated code, especially for multi-dwelling developments.

Some of the primary feedback on draft production strategies included:

- **Be aggressive with meaningful incentives.** Remove or increase height and FAR limits, simplify the Zoning Code, and revise SDCs.
- **Simplify and improve the permitting process.** Streamline permitting for previously approved plans; improve transparency, predictability, and timing; identify and eliminate unnecessary steps and common issues in adjustments; improve inter-bureau coordination.
- **Advocate for State legislative changes.** Allow single-staircase buildings and use of the single-dwelling residential code for middle housing (up to four units).
- **Explore financial opportunities to support housing development.** Utilize state revolving loan funds; expand incentives for affordable housing to 100-120 percent AMI; and explore opportunities to support private development.
- **Explore ways to support housing innovation.** Expand the use of mass timber, modular, and adaptive re-use/conversions.
- **Explore opportunities for development partnerships.**
- **Create a specific East Portland production strategy.** Increase density in areas where there is existing or future planning and investments, e.g., Powell, 82nd, 122nd, and TIF districts.

## Assessment of Engagement

Even though this project implemented a robust engagement effort starting in January 2024, there are opportunities for improvement in future engagement practices that include:

- Time engagement to align with advocates availability. Because this project engagement took place before, during and shortly after the State legislative session we acknowledge that some organizations and community groups were not able to fully engage with the initial review of the draft strategies.
- Continuing to improve relations with community organizations in ways that are more culturally responsive, trauma informed and respect the time, resources and capacity of communities without tokenization.
- Take into account the impacts of hosting events during major religious holidays, e.g., Ramadan.
- Reflect on the languages that materials are shared in by default. Materials were translated into Spanish, Vietnamese, Chinese and Russian, however it was noted through engagement that translating into French might increase engagement with African communities in Portland.
- When attending community events, staff brought information on how to connect to current programs and resources. However, while the focus of the project is long-range, given the



immediacy and sensitive nature of some individual household needs when engaging on the topic of housing, additional staff or partners who are experts in navigating these resources or who are able to directly connect community members to resources should participate in the meetings.

## Engagement Plan and Activities

As the City of Portland developed the Housing Needs Analysis (HNA) and Housing Production Strategy (HPS), the City engaged with local government stakeholders, developers, residents and the broader community. The project team hosted several engagement opportunities throughout the course of the project to share information and gather feedback on the work conducted and the proposed housing production strategies. Outreach activities assisted the city in connecting with developers and residents of housing and in the development and adoption of the housing needs analysis and the housing production strategy in accordance with ORS 197.290 and OAR chapter 660, division 8.

Project information was shared and updated through the City's website and the website was used to gather feedback through a survey and online comment submittals (the [MapApp](#)) at key points during the project. Targeted outreach was also conducted with specific underrepresented communities to gather information on housing needs. The public had an opportunity to provide ideas and feedback at every stage of the project. Public engagement was split into three phases, each with a different engagement goal:

- **Phase 1 (January – October 2023):** Introduce the project and seek feedback on housing needs; used to ground-truth the findings of the housing needs analysis (collaborate/involve).
- **Phase 2 (October 2023 – April 2024):** Share draft housing strategies with stakeholders and get feedback on the draft strategies; used to inform prioritization (involve/consult).
- **Adoption and Post-Adoption (April – August 2024):** Make modifications as needed, share, and adopted housing strategies. Communicate results with stakeholders (inform).

## Community Outreach

Staff prepared multiple outlets for in-person and online engagement activities to share and gather feedback on housing needs in Portland, potential housing policy options, and draft housing policies.

## What We Heard from the Community

The Housing Needs Analysis and Housing Production Strategy is guided by existing community and city policy direction and builds on previous city engagement efforts. The community has long identified the need for housing, as described in the following community-led and Council-adopted documents. Some recent project engagement summaries are provided in the Summary of Engagement from Recent Projects section.



- [Housing Regulatory Relief Project](#)
- [Portland Insights Survey](#)
- [Age- And Disability-Inclusive Neighborhoods \(ADIN\) Plan And Working Group](#)
- [Housing Regulatory Survey Response Code Change](#)
- [Lower SE Rising](#)
- [West Portland Town Center](#)
- [South West Corridor Equitable Housing Strategy](#)
- [Broadway Corridor](#)
- [N/NE Housing Strategy](#)
- [Cully TIF District](#)
- [Inclusionary Housing Calibration Study](#)
- [Building A Better 82<sup>nd</sup> Ave](#)
- [Residential Infill project](#)
- [Central City 2035](#)
- [Better Housing by Design \(BHD\)](#)
- [Permit Improvement Task Force](#)
- [Climate Emergency Workplan](#)
- [Portland Clean Energy Community Benefits Fund \(PCEF\)](#)

## Broad Community Outreach

Building on the community’s longtime support for housing, staff tailored engagement to ask the community what housing needs exist and what other priorities should be considered. Community outreach involved presenting information and seeking feedback at in-person and online meetings and surveys with the broader Portland community. The comments and feedback helped staff prioritize draft housing production strategies and will help staff further revise the strategies for adoption.

## Online Open House

An [online open house](#) was hosted in April 2024 presenting the results of the housing needs analysis, the draft housing production strategy, what are the policy choices and expected outcomes, what are the highest priorities and what are the next steps in the HPS legislative process. Outreach was done through BPS news and social media outlets, as well as organizations engaged throughout the HNA and HPS process were invited to share with their community and memberships.

## SUMMARY

Attendees specifically expressed interest in family sized units, increasing transit service to high density development areas, advocating for the use funds to convert hotels into housing, greater emphasis on strategies that can provide opportunity specifically to the 0-30% AMI affordability range, identifying ways to increase access to opportunity for BIPOC homeowners and middle housing BIPOC contractors and developers and finally, support was expressed for the climate friendly nature of conversion and adaptive reuse goals.

## Survey

The survey was made available from March 8, 2024, to April 14, 2024. The survey was available in English, Spanish, Vietnamese, Simplified Chinese and Russian. The survey was reviewed by the internal working group, Technical Advisory Committee, the Community Involvement Committee, and the BPS Equity and Engagement team as well as by project staff and management. Outreach was done through



BPS news and social media outlets, as well as organizations engaged throughout the HNA and HPS process were invited to share with their community and memberships.

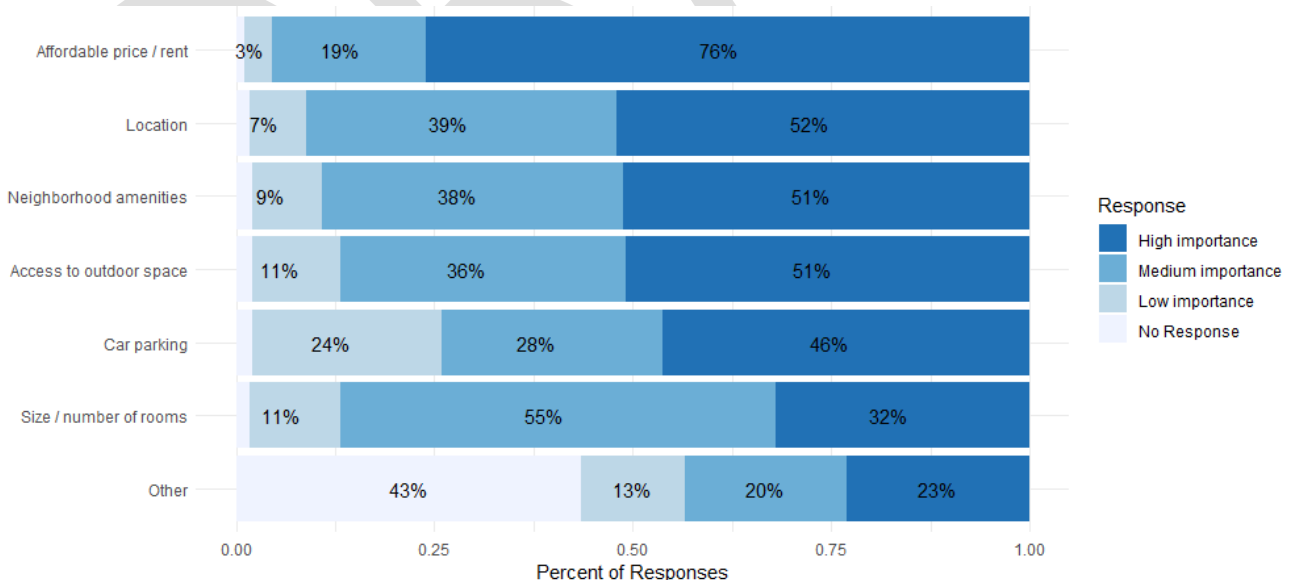
### SUMMARY

A full summary will be provided in the final draft, analytic staff are working diligently to provide a thorough summary of responses. A total of 350 survey responses were received over the six-week open period, about 25 of these respondents indicated they did not live in Portland. The survey asked questions about experiences and needs across several topics: Current needs, challenges in finding or keeping housing, accessibility needs, future needs, strategy priorities and closing thoughts.

The only required questions in the survey were in the introductory “About you” section; however, the majority of respondents answered all questions in the survey. The majority of respondents identified as owners (61 percent) while 36 percent identified as renters and three percent identified as either unsheltered, not renting or owning or occupying without renting. Currently, an estimated 47 percent of Portlanders are renters. The majority of renter respondents lived in apartment buildings with five or more units (53 percent) and most owners indicated they owned a singled detached unit (89 percent).

Key themes emerged in each section for respondents. In current needs, the most important thing to Portlanders was an affordable unit (76 percent indicated it as highest importance). Location, size/number of bedrooms, access to outdoor space and neighborhood amenities were also indicated as high or medium importance for a majority of respondents (Figure 1).

**Figure 1. Housing Production Strategy Survey - Current Needs: “What is most important to you about a home?”**



Source: BPS Analysis of HPS Survey

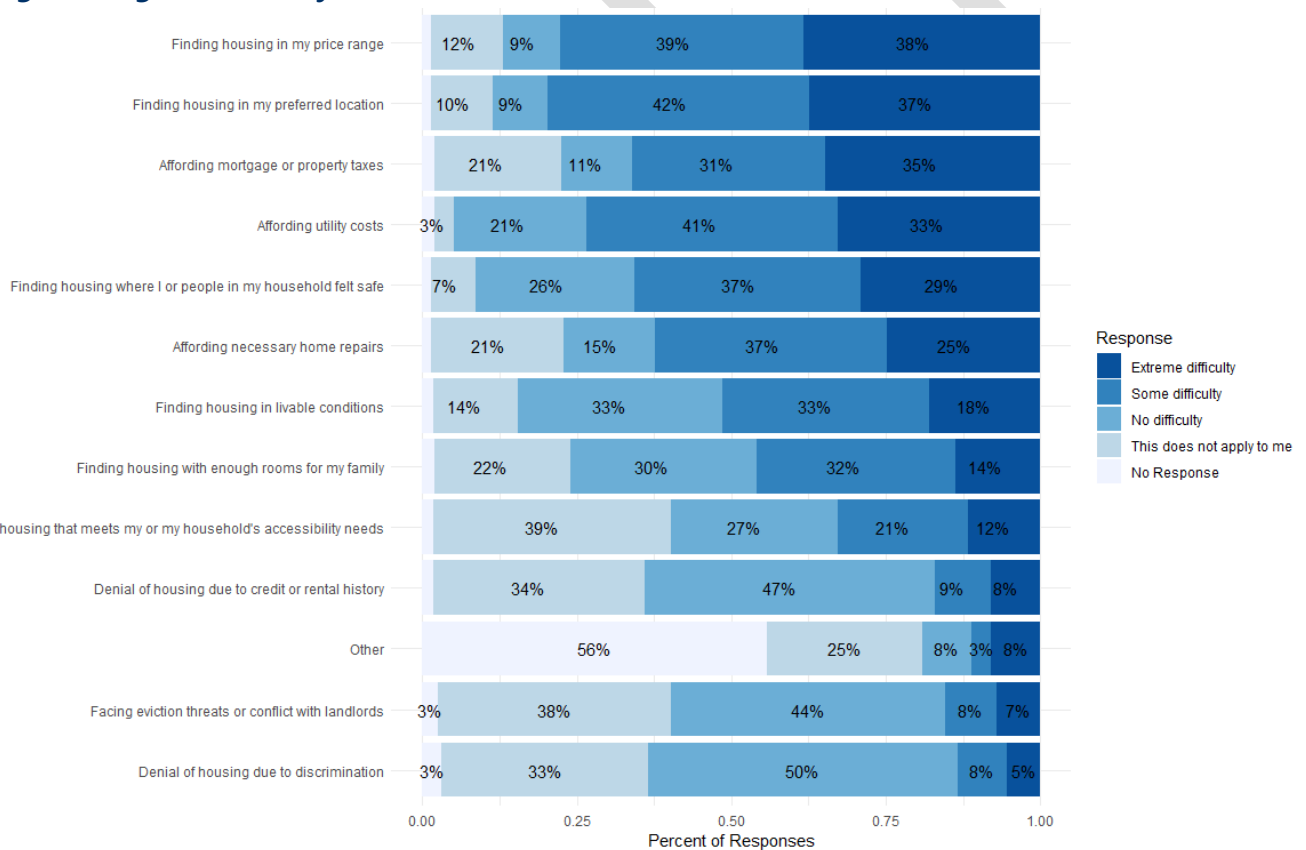




For the qualities of an ideal neighborhood, most respondents indicated access to parks and natural areas as high importance (60 percent). Other qualities that were indicated as high or medium importance to the majority of respondents were shopping and dining, schools and educational opportunities, medical services availability, bus and transit options, employment opportunities and community center or library access.

When Portlanders answered questions regarding finding housing that meets their needs, the greatest share indicated that they faced the greatest difficulty finding housing in their price range (38 percent indicated extreme difficulty, 39 percent indicated some difficulty). Other areas of extreme difficulty were finding housing in their preferred location, affording utility costs, affording their mortgage or property taxes and affording housing where they or their household felt safe (Figure 2).

**Figure 2. Housing Production Strategy Survey – Challenges: “What difficulty, if any, have you had finding housing that meets your needs in Portland?”**



Source: BPS Analysis of HPS Survey

Open response questions were limited throughout the survey but when analyzing surveys, open responses indicated a clear need for housing that are in locations that are safe and are affordable to more Portlanders. As analysis continues, other key themes may arise, especially in regard to Portlanders’ accessibility needs and programs that might support Portlanders.



## Map App

As part of BPS' standard public engagement procedures, the *2024 Housing Production Strategy, Proposed Strategies Discussion Draft* was released for comment on the Bureau's Map App.<sup>1</sup> The comment period was open from February 21, 2024, to April 7, 2024. The draft received 50 pieces of public comment.

Note: The Map App comment period will be re-opened from May 14 to June 11 as part of the Planning Commission discussions. It will reopen again in Summer 2024 as part of the Council adoption process.

### SUMMARY

Commenters specifically expressed interest in the following;

- Increase Accessibility - The most critically needed special needs housing types were identified as: housing for persons experiencing homelessness, mental health support, ageing individuals and households and persons with disabilities.
- Commit to action – Advocates expressed a desire for bureaus to articulate a higher level of commitment to action within the strategies (i.e., "study" vs "do").
- Address the diversity of needed housing types - Create equitable access for everyone by addressing housing cost, location, housing type, size, universal visitability, and culturally specific housing.
- Include advocacy around property tax reform to the state legislature.
- Increase rental assistance.
- Invest in Low Income Housing Tax Credits for affordable housing, community land trusts, and land banking, while exploring other non-market social housing models that have demonstrated success globally and do not further commodify housing.
- Affirmatively further fair housing by undoing historic racial discrimination and race-based housing segregation.
- Address homeownership inequities among households below 80% AMI.

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<sup>1</sup> <https://www.portlandmaps.com/bps/mapapp/>



## Strategic Stakeholder Outreach

BPS staff also discussed the draft strategies with the community members at various phases throughout the project.

### HNA: July through October 2023

Staff attended group meetings, held via Zoom video conference, to introduce the project and collect feedback on the project engagement strategy, equity considerations, and housing needs. 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, 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.

### HPS: October 2023 through July 2024

Staff continued strategic conversations with community organizations, developers, builders and other interested parties. Staff wanted to develop awareness of draft strategies, engage around what the City can improve, what has been working well and what new ideas the City needs to consider implementing to have the greatest impact on creating housing opportunity, choice and support a housing abundant environment across Portland.

## Community Organizations and Stakeholders Engaged Directly

Over 220 community members, developers and service providers were engaged through direct meetings and presentations to the following organizations and coalitions:

- N/NE Oversight Committee
- Central Northeast Neighbors LUTOP
- Northeast Neighborhood Coalition
- North Portland Land Use Group
- Northwest District Association planning committee
- Southeast UPLIFT
- East Portland Action Plan Housing Committee
- Southwest Land Use & Transportation Forum
- Southwest Corridor Equity Coalition
- Housing Land Advocates
- Housing Oregon; Portland Metro Policy Council
- Housing Alliance
- Neighborhood Partnerships
- Living Cully
- Welcome Home Coalition
- Fair Housing Council of Oregon
- 1000 Friends of Oregon
- Portland: Neighbors Welcome
- Portland Homebuilders' Association
- Oregon Smart Growth
- League of Women Voters



## SUMMARY

Key issues that attendees noted included the following;

- **Affordability** – Even with restricted rent, some housing is still out of reach and multiple types of services need to be combined to make it affordable. There was a greater desire to better understand how to get on lists for access to affordable housing that becomes available. Advocates suggested more focus on lower affordability levels for both rent and ownership strategies (<50% AMI) and at the 0-30% level there is a need for permanent supportive housing and rental assistance in addition to an affordable unit.
  - Targeting lower income levels for ownership programs is more likely to benefit BIPOC households given the current disparities in wealth and income distribution in Portland.
- **Access** – Infrastructure and the expansion of transit opportunities were identified as key investments needed to support the construction of housing and to provide mobility and access to key services, such as grocery stores in neighborhoods.
- **Access to programs to gain or maintain homeownership** – Greater access to homeownership is desired (esp. for lower income households). Greater access to stabilization or repair programs for middle income households.
- **Accessibility** - The most critically needed special needs housing types were identified as: housing for persons experiencing homelessness, mental health support, ageing individuals and people with disabilities.
- **Fair Housing** – There was a desire expressed, particularly by coalitions, to better understand how the City aims to address issues of fair housing with the HPS.

### **Black, Indigenous and Persons Of Color (BIPOC) Communities Outreach**

One of the key issues identified in the 2045 Housing Needs Analysis (2045 HNA) is economic prosperity and housing opportunity for BIPOC Portlanders. The project team received a Department of Land Conservation and Development grant to conduct engagement specifically with BIPOC community members.

While there has been robust engagement around housing issues in the City, Black, Latine and Native American communities are still most impacted and priced out of housing market and wealth building opportunities. Staff wanted to provide an opportunity for BIPOC communities to give their input on housing issues and identify strategies that would be most impactful to create better living conditions and stable housing.

Staff and two consultants hosted 6 focus groups between March and April 2024 with Black, Native, Vietnamese, Chinese, Slavic and Latine communities. The Black, Native, Vietnamese, Chinese And Slavic



focus groups were planned, recruited for and hosted by the Community Engagement Liaisons. The Latine focus group was planned, recruited for and hosted by LatinoBuilt.

The focus groups included information on Portland’s housing conditions and forecast and explain the role and purpose of the HPS. The discussion explored key elements of need and desired housing opportunities that will help inform the HPS policy choices and evaluation. Additionally, they will more deeply explore the HPS policy choices and the evaluation of expected outcomes and priorities. The discussion explored different programs and investments that are needed to implement the priority strategies.

### **FOCUS GROUP DISCUSSION QUESTIONS**

1. What is most important to you about a home?
2. What types of housing best meets your current needs?
3. Considering that most of Portland’s new housing will be in apartment buildings, what features or amenities would make living in an apartment more appealing or possible for you?
4. What are the most important qualities for your ideal neighborhood?
5. What difficulty, if any, have you had finding/staying housing that meets your needs in the city?
6. What programs might be helpful to you or your household?
7. Which housing strategies are the most important/highest priority in Portland?

### **BIPOC COMMUNITY MEETING**

Building off of the results of the focus groups, staff worked with PKS International; Community Engagement Liaisons to host and facilitate an in-person East Portland BIPOC Community Meeting. This community meeting for Pacific Islander, Burmese, Cambodian and African immigrants was held in April 2024 in-person at a local restaurant on 82<sup>nd</sup> Avenue. The meeting included facilitators/translators to engage participants in their native language. Participants included six CELS liaisons and staff, eleven Burmese, eleven Cambodian, five Pacific Islander and eight African community members.

### **SUMMARY OF BIPOC ENGAGEMENT ON HOUSING NEEDS AND PRIORITIES**

Community engagement organizations contracted to support this work are working diligently to provide summaries of each focus group and community event, those reports will be provided in the final draft.

The most common concern between the 5 groups was the need for affordable housing and financial stability. Participants mentioned a need for jobs for seniors and residents within the area. Safety came in as another high-ranking concern, especially with the combination of location and zoning when discussing the location of schooling and where affordable housing was located. Cultural needs and quality of living ties hand-in-hand, as many participants noted that they needed larger housing units to fit the number of family members living in one house. Similarly, the participants expressed wanting



more space for recreational activities, such as nature areas, parks, or spaces within the household for families to hold celebrations or spend time together.

The most important factor that participants mentioned was the safety of the area where the home is located and the neighborhood itself. The participants do not feel comfortable with their homes being in areas with high rates of homelessness. Most groups expressed the need to have good schools and their work within a close proximity to their home. For seniors within the community, the participants noted that it is not easy for them to walk further distances. Grocery stores need to be within a walkable distance or have public transportation within the route. Participants also noted that they would prefer denser populated areas if it meant that they were near essential services, such as grocery stores, nearby. Easy access to public transportation was another factor that was considered. This includes having adequate parking infrastructure at the homes. Participants also addressed that their ideal home would have 3+ bedrooms to accommodate their family sizes. Finally, participants want to see newer high-quality homes that are fit for the weather year-round and have plenty of outdoor recreation areas for children to play on playgrounds or for community members to gather. They mentioned that the current houses are old, smelly, and moldy.

The most valued quality of an ideal neighborhood for all community groups was safety. There were multiple repeat comments about safety throughout the groups, with one group noting that safety is a priority and more important than anything else. Participants specifically noted that to feel safe they want to see lower levels of homelessness within their neighborhood (and lower levels in general), decreased crime rates (break-ins, car theft, violent crime, etc.), higher levels of security, and also more street lights and sidewalks to promote road safety. Another participant noted that they want to be safe at night when they are working a night shift, both being outside and taking transportation.

The participants also expressed the want for more green spaces (private and public) around the neighborhood. They would like playgrounds for the children, community centers or communal space that gives them access to parks or green space. Similarly, participants also want community centers or shopping centers within their neighborhood as well (or within walking distance). Finally, some participants expressed that they would like to have close access to transit.

Financial issues emerged as the top challenge that participants had in finding or staying in their housing. Some examples are that multiple concerns were raised regarding the issue of finding affordable housing, as participants cannot afford housing with their current incomes. Many participants mentioned that the rising housing costs exceed the current income rates by far. Similarly, seniors, or those with fixed incomes, face limited options for finding supplemental earnings. Participants cannot afford housing that fits their needs, this includes seniors trying to downsize and families needing larger housing units. At the same time, multiple groups noted that there are not enough units to support their needs or units that are at a preferable location (participants discussed having to commute to work in



order to afford housing). Households feel shameful asking for assistance or may not know where to go to seek assistance, which causes them to quietly go into houselessness. The overarching theme present is that the vast majority of the participants are struggling to find housing or maintain their housing due to the rising housing costs and limited means to achieve housing assistance, at the same time, if they are able to afford housing, there are not enough units that support their needs.

Another issue that was raised when discussing the challenges of finding/staying in housing, was credit. Participants noted that building credit is hard and expensive. Some mentioned that non-existent or bad credit impacts their eligibility for rental and homeowner services, and limits access to high quality and affordable rental housing. Other participants talked about needing more education about the process, credit scores, and saving, and ultimately more down payment assistance.

The most repeated program that participants mentioned was rental assistance. One participant specifically noted that there should be rent assistance support available for those who just arrived in the US and have not secured a job yet. In terms of renting or owning a house, multiple participants also noted that they would like mortgage or down payment assistance. A common theme seemed to be that participants were seeking assistance or pathways to homeownership. Another program mentioned between the groups was the need for energy and utility assistance, as bills have been increasing. Other highly mentioned programs were legal support for renter rights, fair housing, discrimination, and eviction support. Multiple participants noted that faster relief is needed after applying for the programs, and ultimately, households need more education about what programs there are and what they do. For some, they would also need language and interpretation services. One comment to note was that a participant suggested having loan programs that are specifically designed for immigrants.

Some other programs that were mentioned but not as frequently were, internet or digital access assistance, weatherization, any programs to support single adults with children (specifically moms), gym amenities, home repair assistance, debt relief, foreclosure assistance and finally, food assistance.

Most participants expressed wanting to own a house in 10 years. A number of participants noted that they would like to own a larger sized house so that they can support their family and friends. Some participants expressed wanting to own multiple houses and some even mentioned being a landowner so that they can rent to other immigrants or refugees in the community. They expressed desire to do so in order to help build the economy, support the immigrant and refugee community, as well as reducing houselessness. A few participants mentioned that while they would like to own a house, the inflation and gentrification will make it nearly impossible to buy a home. Even renting may be expensive to them. Another participant agreed buying a house would be ideal, but they would probably continue renting.

Seniors within the Cambodian community expressed the desire to downsize. Finally, a participant said that moving away might be their only option because they can't afford to live here, and their social



security is not enough to make ends meet. They noted that they may have to move back to Cambodia, but they don't have enough savings to do so.

For most groups, the communities mentioned larger houses that fit all the family members. Some expressed wanting 3 or more bedrooms, some wanted 4–5-bedroom houses, others wanted 6-bedroom houses that fit the entire family with bigger rooms, balconies, spaces for kids to play, and other factors. A participant specifically mentioned that they wanted a bigger or more spacious house in order to conduct business or to assist others. One participant specifically mentioned that ideally a house would have more than 3 bedrooms, a yard or grounds to play in, barbeque area, and a garden. A different participant mentioned that if they were to own a house, they do not want to be restricted by how they choose to decorate their house or what the conditions of their plants were. Within these groups, a large number of participants mentioned having space for multigenerational or multifamily living.

On the other hand, other participants were wanting smaller houses. Some participants mentioned that apartments and townhouses would fit their current needs. It was expressed that apartments and mobile homes are really good and important for what they need. Others want small single houses or single dwelling/houses. Something to note is that this was a common theme from the senior attendees, who had previously expressed wanting to downsize. These differences highlight that even among cultural communities, there are still a range of needs and desires as it relates to housing type.

## Housing Developers

In addition [to the housing barriers survey conducted by Commissioner Rubio's office](#), and presentations to Oregon Smart Growth and Portland members of the Home Building Association of Greater Portland, BPS conducted interviews with sixteen developers to discuss their experiences in developing housing in Portland, barriers to development, and strategies to increase housing production. BPS met with representatives from the following organizations:

- Edlen & Co
- Sabr Development
- Oregon Homeworks
- Fish Construction
- Project PDX
- Urban Roost Development
- Owen Gabbert LLC
- HomeWork Development
- SkipStone Development
- ROSE Community Development Corporation (CDC)
- Community Partners for Affordable Housing (CPAH)

Barriers to housing production identified through these conversations ranged from regulatory code barriers, financial and market factors, and building code/process issues. Strategies identified to respond to these barriers cover regulatory code, permitting and development process improvements, financing opportunities and housing innovation considerations.





## SUMMARY OF COMMENTS ON BARRIERS TO RESIDENTIAL DEVELOPMENT

### Regulatory Code Barriers

- **Form.** There is a disconnect over the allowable FAR and building coverage. Lot coverage ratios are constraining, with 10-20 percent more coverage usually needed to maximize the FAR (especially with middle housing). Height limits could be enough to prevent out of scale development. The lack of allowances for single staircase buildings means apartment buildings must be built with double-loaded corridors on larger sites; single staircase buildings could better utilize small sites.
- **Zoning Code.** There is a perception that there are large sections of outdated/irrelevant/complicated code, especially for multi-dwelling buildings.
- **Inclusionary housing.** The long-term covenant on affordable units is less attractive to investors. Perception among developers is that ongoing compliance is difficult, and there is a fear the City will charge an excessive fee-in-lieu if projects fall out of compliance.
- **Ground floor requirements. Active ground floor use requirements** are difficult to make financially feasible and are 'subsidized' by the housing units. Eliminating these requirements would reduce housing cost. Commercial space is a "loss leader" and is an especially big barrier to affordable housing developers – building commercial space pushes developers into a higher prevailing wage bracket.
- **Cottage cluster common area.** The code dictates 20 percent common area/courtyard, even when each unit has individual yards.
- **Middle housing/cottage cluster utilities.** There is a perception of a misalignment in the way the City requires developers to provide infrastructure on middle housing and cottage cluster lots. Developers would prefer more control over the infrastructure that can be shared and the infrastructure that must be separated for each individual unit on the lot. For example, stormwater infrastructure can currently be shared for middle housing and cottage clusters, but sewer must be individually provided.

### Financial and Market Factors

- **Homebuyer Opportunity Limited Tax Exemption (HOLTE) Program.** There is a disconnect between the income cap of buyers and the price cap of units. There are many unsold units in the HOLTE program due to high interest rates decreasing buyers' disposable income, as well as general demand and growing pains associated with a new building form (i.e., attached fourplexes/townhomes with no parking).
- **Development costs.** Material costs remain high, albeit they are better than one year ago. Labor costs are high and finding contractors can be challenging (labor shortage). High interest rates are the major barrier and can add major costs to projects, reducing the ability of developers to provide affordable units.
- **System Development Charges (SDCs).** SDCs, especially for parks, are one of the biggest line items in construction budgets (e.g., \$25,000 per unit for 800 sq. ft. cottage). The recent changes



for deferred payments is not effective because the City is in “first position” which interferes with the bank financing.

- **Tree preservation.** The tree code can be cost-prohibitive for new development.
- **Feasibility issues.** It is hard to finance debt. 15-35-unit projects are particularly challenging. Rent is too low for market-rate projects in East Portland. It is difficult to add detached units to land with existing homes – the value of the house typically exceeds the value of land.
- **Affordable housing financing challenges.** Projects typically have more than 10 funders and providers have difficulty navigating compliance (e.g., ongoing annual income recertification) with each one. Prevailing wage requirements around affordable housing is an ongoing tension.
- **Land supply issues.** It is difficult to find sites appropriately zoned, especially for higher density development. Affordable housing providers are unable to compete with market-rate developers because of the longer timelines associated with financing and development.
- **Low rent growth.** Rent growth has slowed down but costs (and capital) have continued to increase, especially with interest rates. Developers expect the lack of new housing development (diminishing supply) to result in higher rent growth by 2025, which will improve development feasibility but exacerbate affordability issues.

### Building Code and Process Issues

- **Permitting delays.** Delays in permitting often occur across bureaus and departments, including the Water Bureau, Urban Forestry, and PBOT. There is a perception the City wants everything to be perfect, but there is no need. Getting HOLTE waivers is a slow process. Some delays are due to the inspection process; the building inspector once had more flexibility and discretion in the field (e.g., there used to use a bright orange piece of paper to highlight in-the-field check-sheet for building inspector, but that is no longer used). Uncertainty in the permitting and inspection process leads to developer hesitation to embark on new projects. A developer can have multiple similar projects with a code applied differently for each, adding unnecessary costs.
- **Inspections.** Uncertainty and subjectivity add risk to development projects. Barrier to a FIR-like program is finding inspector who understands all areas.
- **Adjustments.** The adjustment process is a good tool, but it is very subjective (builders/developers are hesitant to use the process) and there is little guidance about what developers must do. It is also a 3-4-month process and requires neighborhood notification.

## SUMMARY OF FEEDBACK ON STRATEGIES TO INCREASE HOUSING PRODUCTION

### Regulatory Code

- **Simplify the Zoning Code.** Implement a ‘lean code’ such as Tigard’s vertical housing development code. Identify cumbersome/vague/contradictory language to eliminate.
- **Simplify middle housing building code.** Implement a middle housing code for 1-4 units (detached and attached), cottage cluster for 5+ units. Add flexibility to support building either attached or detached units regardless of the existing property usage. Provide more flexible standards if the existing structure is preserved, e.g., additional floor area ratio (FAR).



- **Increase allowable density.** Upzone for 3-8 stories near public transportation, increase FARs and let height prevent out-of-scale development, strategically increase CM2, CM3, RM3, and RM4/RX zoning throughout city, and identify opportunities to eliminate commercial ground floor requirements. Explore opportunities to more liberally apply zoning that allows three-story walkups (RM2/RM3)—the most feasible multi-dwelling development type.
- **Create specific East Portland production strategy.** Increase housing density in areas where there is existing or future planning and investments, e.g., corridor improvements on Powell, 82<sup>nd</sup>, and 122<sup>nd</sup>, and TIF districts.
- **Identify commonly accepted adjustments and revise code.** For example, the East Portland Pattern Area rear setback of 25% depth of lot, but typically 5ft elsewhere.
- **Reduce off-street parking depth.** For example, if there is a garage, 18ft driveway, if no garage, it's 28ft driveway.
- **Advocate for State legislative changes.** Allow single-staircase buildings, expand use of single-dwelling code to middle housing, etc.

### Permitting and Development Process Improvements

- **Simplify the permitting process.** Provide more criteria-based processes, offer streamlined permitting tracks for needed housing types and affordability, improve transparency and certainty in all areas, identify and eliminate unnecessary steps in the process, improve inter-bureau coordination, etc.
- **Streamline permitting for previously approved plans.** Projects previously approved in other locations could be replicated with minimal additional work and cost.
- **Reduce neighborhood notification and demo permits wait times.** Applications often take multiple rounds; improve the ability of permit reviewers to accept submissions. Revise the demolition permitting process (e.g., it could be criteria-based).
- **Simplify the inspection process.** Look at the Field Issuance Remodel (FIR) program as a model to middle housing. Improve the ability of inspectors to make in-the-field decisions without the need to resubmit plans.
- **Allow applicants to choose a code if code changes apply mid-permit process.** Code changes while projects are in the permitting process are challenging but can also be beneficial. All code changes should be available to projects in permitting process, i.e., developers could be allowed to 'pick' which code they use (original code versus new).
- **Explore revisions to the energy code.** Realign the code to reflect the sustainability benefits of multi-dwelling development, feedback was that it is inequitable having a more stringent code for multi-dwelling than single dwelling.
- **Explore opportunities for development partnerships** on institutional campuses near transit.

### Financing Opportunities



- **Include fair housing elements as part of the bonus and incentive structure** so developers can maximize density/height.
- **Provide a middle housing revolving loan fund** to cover acquisition and entitlement fees to bridge the initial fees to get a construction loan.
- **Expand the affordable definition** to 100-120% to open up bonuses and incentives for middle income housing units.
- **Reduce fees** if needed housing types involved, e.g., lower tree removal fees for middle housing
- **Revise SDCs.** E.g., consider SDC waivers to increase production of certain housing types. Defer payment until building completion. Developers would like SDCs to be scaled to the size of unit and/or density on the lot, and consider location, proximity to amenities like parks, transit, etc.
- **Explore opportunities to support private development with public finance.** E.g., the City could provide tax abatement, credit enhancement for bonds, and/or below-market capital. City can also buy bonds at 2-3% and offer to developers (employers can also do this for employee housing ).
- **Explore funding sources for off-site infrastructure improvements.**

### Housing Innovation/Other

- Support recruitment, training and education for code officials working with mass timber.
- Align maximum building heights with mass timber (eight stories).
- Allow single staircase buildings for under 4-5 stories (state legislative changes needed).
- Promote state modular code for use at city level.
- Review existing codes and zoning policies and revise to encourage reusing existing buildings. For example, policies could include allowing single point of access, building flexibility into the energy code for historic structures, and realigning City policies with state and federal.
- Consider an expansion of historic resource incentives, which allow a variety of uses not otherwise allowed.

## Internal Engagement

The City has many capable and knowledgeable experts among the staff and the many community members serving in advisory capacities. The project team extended the opportunity to collaborate, participate and advise on both the HNA and HPS with an internal working group, to several advisory committees or groups, Planning and Sustainability (BPS) Staff and decision makers within the City.

### HPS Internal Working Group

This engagement serves to inform, update and collaborate with bureau partners involved in regulation and development of housing. Bureaus meet bi-monthly for a total of 19 times in order to collaborate on updates and revisions until council adoption of HPS in Summer 2024. Participation has included staff from the following bureaus; Housing, Planning and Sustainability, Development Services, Prosper Portland, Management and Finance, and Transportation.



## City Advisory Committees and Groups

### Development Review Advisory Council

The Development Review Advisory Committee (DRAC) is a community advisory body, representing those with interests in the outcome of policies, budgets, regulations, and procedures that affect development review processes.

- **HNA Meeting: August 17, 2023.** Attend, present HNA basics and receive feedback.
- **HPS Meeting: February 15, 2024.** Attend, present HPS basics and receive feedback.

### Historic Landmarks Commission

The Landmarks Commission is a community advisory body, that provides leadership and expertise on maintaining and enhancing Portland's historic and architectural heritage.

- **HPS Meeting: April 21, 2024.** Attend, present HPS basics and receive feedback.

### Design Commission

The Design Commission is a community advisory body that provides leadership and expertise on urban design and architecture and advances the purpose of the Design overlay zone.

- **HPS Meeting: April 18, 2024.** Attend, present HPS basics and receive feedback.

### Community Involvement Committee (CIC)

The Community Involvement Committee (CIC) reviews and advises the way City staff engage with the public in land use and transportation planning. This is an important part of the City's 2035 Comprehensive Plan Community Involvement Program, supporting the goals and policies of the Comprehensive Plan.

- **Meeting 1: June 2023.** Attended the CIC to present the HNA basics and receive feedback on how to communicate results and successfully gather input on needed housing.
- **Meeting 2: January 2024.** Attended the CIC to present the HPS basics and receive feedback on how to communicate draft strategies, develop survey and successfully gather input.

### Planning Commission

The Planning Commission focuses on land use planning, while continuing to advance the policies in Portland's Comprehensive Plan. By holding public meetings and discussing issues and proposals, the commission advises council on plans and policies regarding such issues as housing. For the Housing Production Strategy, the Planning Commission was engaged in an advisory capacity.

- **Meeting 1. December 12, 2024. Present HPS Outreach Plan.** Presented proposed outreach plan and DLCD BIPOC outreach grant.



- **Meeting 2. May 28, 2024. Present HPS Draft.** Present Discussion Draft of the Housing Production Strategy and additional required elements for comment.
- **Meeting 3. June 11, 2024. HPS Planning Commission Recommendation.**

## Decision Makers

The Project Team presented at Planning Commission and City Council meetings several times during the HNA / HPS process, corresponding to the timing of specific draft deliverables. The purpose of these meetings was to provide decision makers with information from the project and ask for feedback on key questions about assumptions and policy issues in addition to adoption of the final reports and policies as directed by the state.

### Planning Commission

The Planning Commission focuses on land use planning, while continuing to advance the policies in Portland’s Comprehensive Plan. By holding public hearings and discussing issues and proposals, the commission develops recommendations to share with City Council. The Housing Needs Analysis was adopted as part of a legislative process that modified the Portland Comprehensive Plan, the Planning Commission served both an advisory and legislative role in the Housing Needs Analysis.

- **Meeting 1. April 25, 2023. Introduce the HNA.** Staff provided a brief introduction to the HNA, HPS, and BLI, providing Planning Commission with information on its purpose, the process, the regulatory requirements, desired outcomes, and potential issues.
- **Meeting 2. September 26. HNA Planning Commission Hearing.** Testimony on the proposed draft collected from 08/17 to 09/26.
- **Meeting 3. October 10. HNA Planning Commission Continued Hearing and Work Session**
- **Meeting 4. October 24. HNA Planning Commission Recommendation.**

### City Council

- **Meeting 1. July 26<sup>th</sup>, 2023. Joint Bureau Council Office Briefing/ Housing Work Session.** Alongside PHB, Prosper Portland and BDS, presented the HNA as well as ongoing and future housing work across bureaus.
- **Meeting 2. December 6<sup>th</sup>, 2023. City Council Hearing. Adopt the HNA. Present preliminary summary of housing production strategies.** City Council heard testimony on the Housing Needs Analysis and City staff presented a preliminary summary of existing and some drafted future strategies to the City Council and receive feedback.
- **Meeting 3. January 9<sup>th</sup>, 2024. City Council Resolution.** Adopt the DLCD Grant for BIPOC outreach for the HPS.
- **Meeting 4. Summer 2024. Present draft Housing Production Strategy.** BPS will attend one City Council meeting to present the draft HPS report and make revisions based on Council review.



- **Meeting 5. Summer 2024. Adopt final Housing Production Strategy Report.** BPS will attend one City Council meeting to respond to any final questions on the Housing Production Strategy.

## Technical Advisory Committee (TAC)

The City recruited and established a Technical Advisory Committee (TAC) made up of members of regional jurisdictional partners to review and provide feedback on the analysis and guide strategy development. The HNA/HPS TAC meetings occurred as follows:

- **Meeting 1: May 2023. Project kickoff.** Staff provided an overview of the HNA and overall process, including project and project schedule, regulatory requirements, and desired project outcomes. Staff presented the preliminary findings of Portland’s housing needs, including reviewing the key findings of the draft housing needs projection memorandum. The draft HNA was made available for TAC review and comment at this meeting.
- **Meeting 2. October 2023. Identify unmet housing need and policy gaps.** The TAC discussed a list of strategies to address housing need in Portland, gaps in existing housing policies and equity issues. Staff worked with the TAC to draft new strategies.
- **Meeting 3. December 2023. Develop details of each strategy.** This meeting continued the discussion from the previous meeting. It included finalizing a list of strategies and soliciting advice on the relative priority of each strategy.
- **Meeting 4. April 2024. Finalize strategies.** The TAC discussed the final list of strategies and discuss the timing of implementation of each strategy. The draft HPS report was made available.

### Participants:

HNA Participants	Additional HPS Participants
<p><b>Metro</b></p> <ul style="list-style-type: none"> <li>• Ted Reid, Dennis Yee, Clint Chiavarini</li> </ul> <p><b>Portland Housing Bureau (PHB)</b></p> <ul style="list-style-type: none"> <li>• Jessi Conner, Antoinette Pietka, Jill Chen</li> </ul> <p><b>Multnomah County</b></p> <ul style="list-style-type: none"> <li>• Max Nonnamaker, Abe Moland</li> </ul> <p><b>Department of Land Conservation and Development (DLCD)</b></p> <ul style="list-style-type: none"> <li>• Kelly Reid, Sean Edging, Celestina Teva</li> </ul> <p><b>Portland State University</b></p> <ul style="list-style-type: none"> <li>• Alan DeLaTorre</li> </ul>	<p><i>Joining the HNA TAC members, these participants were brought into the TAC in Fall 2023.</i></p> <p><b>Metro</b></p> <ul style="list-style-type: none"> <li>• Emily Liebe</li> </ul> <p><b>Prosper Portland</b></p> <ul style="list-style-type: none"> <li>• Lisa Abuaf, Sarah Harpole, Justin Douglas</li> </ul> <p><b>Bureau of Planning and Sustainability (BPS)</b></p> <ul style="list-style-type: none"> <li>• Ludwig Salzmann, Kyle Diesner</li> </ul> <p><b>Joint Office of Homeless Services (JOHS)</b></p> <ul style="list-style-type: none"> <li>• Lori Kelley, Jenna Kivanc, Claudia Sharygin</li> </ul>



# Core Engagement Principles

At BPS, it is our responsibility to seek out the voices and interests of underserved and underrepresented communities who may be impacted by a decision and use an equity framework to:

- Identify disproportionate adverse effects this work may have on a community, particularly low-income populations and communities of color.
- Identify ways in which the communities' needs inform planning, investment, implementation and enforcement processes

We know that we must intentionally allocate resources to overcome the cumulative impacts of institutional racism on historically underserved and under-represented people. Investing resources into quality engagement can prevent costly course corrections in the long run. Because community engagement with communities of color and low-income populations is highly relational, one of the best investments that can be made is ample staff time to develop relationships with underserved and underrepresented community members. Navigating across cultures and addressing previous negative experiences with government requires both cultural competency skills and time. It is also important to note this work does not begin and end with a project timeline but is viewed as an ongoing investment that is connected across projects over time.

When considering beginning engaging communities in the HPS, project staff have worked with the Equity and Engagement team closely and have been encouraged to center impacted community and continually ask;

- Has the design of this initiative been analyzed for cultural relevancy or versatility?
- Have select racial/ethnic groups been inequitably impacted or denied access by this work, or similar/related types of initiatives in the past?
- Is personal wealth or income a determining factor in the ability to benefit from this initiative?
- Is participation reliant upon an individual's ability to comfortably interact with mainstream educated, middle- and upper-class persons, BPS employees AND/OR their designated consultants?





# Outreach Questions

## Community Survey Questions

This survey has eight sections, each asking questions about different needs and experiences around housing. The sections are:

1. About you
2. Current needs
3. Challenges
4. Accessibility
5. Future needs
6. Priorities and Closing thoughts

1. What zip code do you live in?
2. Do you own or rent the housing you live in? (Select one)
  - a. Rent
  - b. Own
  - c. Occupy without paying rent
  - d. I don't rent or own
3. What type of housing do you live in? (Select one)
  - a. Single home (detached from any other house)
  - b. Mobile or manufactured home
  - c. Accessory dwelling unit (ADU) (a smaller unit that shares a lot with a main dwelling, may be attached or detached)
  - d. Duplex/triplex/quadplex (building with 2-4 units)
  - e. Apartment/Condo (5+units)
  - f. Retirement community or Assisted care/living facility
  - g. Other (please specify)

Please answer these questions thinking about your and/or your household's current needs. Think about your household size, your accessibility needs, where your house is located, etc.

4. What is most important to you about a home? Please only select three as "high importance" (Options – high importance, medium importance, low importance)
  - a. Affordable price/rent
  - b. Size / Number of bedrooms
  - c. Car Parking
  - d. Access to outdoor space (Yard, garden, patio, etc.)
  - e. Location (Close to employment/family, etc.)
  - f. Neighborhood amenities/features
  - g. Other (please specify)
    - i. Please specify what other features are most important to you about a home.



5. What are the most important qualities for your ideal neighborhood? Please only select three as "high importance."(Options – high importance, medium importance, low importance))
- a. Bike routes
  - b. Bus and transit options
  - c. Employment opportunities
  - d. Shopping and dining opportunities
  - e. Parks, natural areas and outdoor recreational areas
  - f. Schools and educational opportunities
  - g. Proximity to my cultural community
  - h. Community center or library
  - i. Medical services availability
  - j. Other (please specify)
    - i. Please specify what other qualities your ideal neighborhood has.

Please provide more information to help us understand your needs.

6. What difficulty, if any, have you had **finding or staying in** housing that meets your needs in Portland? (Options – extreme difficulty, some difficulty, no difficulty, this does not apply to me)
- a. Finding housing in my price range
  - b. Affording mortgage or property taxes
  - c. Affording utility costs
  - d. Affording necessary home repairs
  - e. Finding housing in my preferred location
  - f. Finding housing in livable conditions
  - g. Finding housing that meets my or my household's accessibility needs
  - h. Finding housing with enough rooms for my family
  - i. Finding housing where I or people in my household felt safe
  - j. Denial of housing due to credit or rental history
  - k. Denial of housing due to discrimination
  - l. Facing eviction threats or conflict with landlords
  - m. Other
    - i. Please specify what other difficulties you have had finding housing that meets your needs in Portland.
7. Which of these programs might be helpful to you or your household? (Choose all that apply)
- a. Rent assistance
  - b. Eviction legal support
  - c. Fair Housing/Anti-Discrimination
  - d. Utility assistance
  - e. Home repair assistance
  - f. Down payment assistance
  - g. Debt relief



- h. Foreclosure assistance
  - i. Internet or digital access assistance
  - j. None
  - k. Other (please specify)
8. What challenges have you and/or your household had finding accessible units? (Choose all that apply)
- a. It is difficult to find any accessible unit
  - b. It is difficult to afford an accessible unit
  - c. It is difficult to find an accessible unit that specifically accommodates my needs
  - d. Units that are accessible are not reserved for people with disabilities
  - e. It is difficult to make my existing space meet my needs
  - f. This doesn't apply
  - g. other (please specify)
9. What accessibility features are needed in your housing? (Choose all that apply)
- a. Wider doorways / space for wheelchairs to move throughout the home,
  - b. Low/adjustable cabinets and countertops,
  - c. Grab bars in bathrooms / non-slip surfaces
  - d. An accessible parking space
  - e. Extra space for medical equipment
  - f. Visual/audible alert systems
  - g. No-step entry/ramps
  - h. Level and complete exterior pathways and/or sidewalks
  - i. Other (please specify)
10. What programs would support you or others with disabilities in helping make housing that meets your needs?
- a. Home modification programs
  - b. Weatherization programs
  - c. Transportation and mobility
  - d. Home and community-based support services
  - e. Renter/homeownership education
  - f. Other (please specify)

Answer these questions thinking about the housing needs you and/or your household might have in the **next 10 years**. Think about your household size, your accessibility needs, etc.

11. Will your current living situation meet your housing needs 10 years from now?
- a. Yes
  - b. No
12. If no, how do you expect your housing needs to change 10 years from now?
- a. Switching to homeownership
  - b. Needing greater accessibility
  - c. Downsizing – needing less space



- d. Upsizing – needing more space
- e. Needing assisted living
- f. Other

13. Considering that most of Portland’s new housing will be in apartment buildings, what features or amenities would make living in an apartment more appealing or possible for you? Please only select three as “high importance.” (Options – high importance, medium importance, low importance)

- a. Affordable price/rent
- b. Larger bedrooms
- c. Multiple bedrooms
- d. Access to outdoor space
- e. Sound and noise privacy
- f. Adequate heating and cooling
- g. Property security
- h. Community spaces
- i. Access to car parking
- j. Secure bike parking
- k. Neighborhood amenities/features
- l. Other (please specify)
  - i. Please specify what other features or amenities are most important to you about an apartment.

Which housing strategies are the most important/highest priority in Portland? Please only select three as “high importance.”(Options – high importance, medium importance, low importance)

- a. Promote Affordable Housing (0-80% AMI)
  - i. increase the supply of regulated and unregulated affordable housing units
- b. Increase Homeownership
  - i. Improve homeownership rates, retention, and locational choice for people of color and other groups who have been historically under-served and under-represented
- c. Increase Access to Opportunity
  - i. ensure equitable access to housing and increase the number of Portlanders living in safe, healthy housing with convenient access to jobs, goods and services that meet daily needs
- d. Reduce Barriers to Development
  - i. address known regulatory impediments to building needed housing
- e. Stabilize Current and Future Households
  - i. support the stabilization of households, prevent houselessness, and reduce housing insecurity
- f. Promote Age and Disability Friendly Housing
  - i. further Portland’s ability to ensure equitable access to housing, making a special effort to remove disparities in access for people with disabilities and older adults



- g. Promote Climate Friendly and Healthy Homes
  - i. promote the development of climate friendly and healthy homes so that there is access to high-performance housing for people of all abilities and income levels
- h. Advocate at the State and Federal Level
  - i. some changes in codes or regulations that would promote production require the City to advocate at the State and Federal level
- i. Other (please specify)
  - i. Please specify which other housing strategies are most important/highest priority in Portland.

14. Is there anything else you'd like to share that would help us better understand your housing needs and challenges?

## Questions for Developer Outreach

### Questions for Affordable Housing Developers/Designers:

- What types of incentives are most beneficial to your organization?
- What are other ways that local governments have supported your work?
- Does your organization include accessibility features beyond the minimum federal requirements? What are the barriers to providing accessible units?
- Do you think financial, or code incentives would be effective in delivering more accessible units? What about requirements for accessibility beyond federal standards?
- One of the needs identified in Portland is more housing for multi-generational families. Does your organization provide units that meet these types of needs? What are the barriers? Would bonuses be an effective way to encourage multiple bedrooms?
- Do you see opportunities for SRO development in Portland?

### Questions for Middle Housing Developers:

- What challenges have you faced developing middle housing in Portland?
- Are there development code or process barriers that should be addressed to make middle housing easier to build in Portland?

### Questions for Multi-Dwelling Developers/Designers:

- Are there development code or process barriers that you think should be addressed to make multi-dwelling housing easier to build in Portland?
- Do you think higher allowed densities would make housing units more affordable? What density range would you target if there were no limits (except height)?
- Does your organization include accessibility features beyond the minimum federal requirements? What are the barriers to providing accessible units? What are the costs?
- Do you think financial, or code incentives would be effective in delivering more accessible units? What about requirements for accessibility beyond federal standards?



# Summary of Engagement from Recent Projects

## Regulatory Improvement Code Amendment Package (RICAP 10)

RICAP projects are typically scoped based on items that have been entered into the Regulatory Improvement Request database that contains requests from city staff and the public for changes to the Zoning Code. Project staff sorted through the database and selected items that fell under the themes of housing production, economic development, or regulatory improvement. This formed the basis for the RICAP 10 Discussion Draft, which was released in November of 2023. The Discussion Draft was made available to the public and shared with all of the district coalitions and neighborhood associations, a broad spectrum of community groups and nonprofits that focus on land use, housing, equity and environmental concerns, as well as to the BPS email newsletter network. Comments on the draft were accepted through the MapApp, the BPS public comment and testimony database, in November and December of 2023.

The RICAP 10 Proposed Draft was released in January of 2024. Project staff met with neighborhood and community groups to present the project and discuss the proposals in more detail, including the land use groups for North Portland Neighborhood Services, Southeast Uplift, and the Southwest Land Use and Transportation Forum. Stakeholder engagement included meeting with the Development Review Advisory Committee, the Design Commission, and the Landmarks Commission. Ten pieces of written testimony were submitted via the MapApp and one person testified at the RICAP 10 hearing before the Planning Commission on February 27, 2024. The Planning Commission made their recommendation for City Council to approve the proposal with two amendments on March 26. A public hearing on the project is tentatively scheduled for May 23.

## Housing Regulatory Relief (HRR) Project

The genesis of the HRR project was in the survey that was done by Bureau of Development Services and sent to over 3,000 people who engage in the development review process, including applicants, developer, housing non-profits, newsletter subscribers and employees. The survey asked for a ranking of items based on the challenges impacting development. Over 600 responses were received and released in March 2023. The results of the survey, along with additional conversations with Bureau Development Services resulted in the HRR workplan.

The Proposed Draft was released in September 2023, and notice provided to the cities legislative list. The Bureau's Map App testimony database was opened up to allow people to testify directly to the system. Information was also provided through BDS' Plans Examiner newsletter in order to reach those who had participated in the survey. BPS staff also reached out to various interest groups and stakeholders who could potentially be impacted by the proposed amendments. The Planning Commission hearing included over 200 pieces of written testimony, and 30 people testified in person.



As a result of this testimony, the Planning Commission amended the staff proposal on the ecoroof suspension and removed the amendments waiving bird-safe glazing.

During the public outreach period for both the Planning Commission and City Council hearings, staff also presented the proposal at neighborhood associations and district coalition meetings as well as with various interest groups. The City Council hearing on January 10, 2024, also generated a significant amount of testimony, much of it in support of the changes that the Planning Commission had made. Approximately 50 people testified at the hearing, and over 400 pieces of testimony was submitted through the Map App. The Council considered the recommendation, the scope of the testimony and a set of amendments, before ultimately approving the package with three amendments.

### Housing Regulatory Survey Response Code Change

The online survey was open from Feb. 16 through March 3, 2023. Participation in the survey was promoted via email to:

- Those who applied for construction permits for housing-related projects since January 2019
- Non-profit organizations involved in the development of new housing units
- Business associations serving companies and consultants involved in housing development
- Subscribers to the Bureau of Development Services’ Plans Examiner newsletter
- Employees involved in permitting functions at the City of Portland’s seven development review bureaus (Development Services, Environmental Services, Fire and Rescue, Housing, Transportation, Urban Forestry, Water)

611 responses were received while the initial request for participation was sent to approximately 3,100 email addresses. Participants were provided a list of more than 20 current requirements in the development of new housing and asked to rank the top five they believe should be suspended or modified to encourage new housing development. That list represented feedback the city had already received over recent years.

**Figure 3. Top Ten Policies That Received The Highest Numbers Of Top Five Priority Rankings**

<b>Policy</b>	<b>Priority 1</b>	<b>Priority 2</b>	<b>Priority 3</b>	<b>Priority 4</b>	<b>Priority 5</b>	<b>Total count</b>
Bicycle parking requirements	53	54	37	34	45	223
System Development Charges (SDCs) – timing of payment	66	35	46	26	45	218
Floor area ratio (FAR) limits	44	45	27	27	20	163
First floor active use requirement	31	44	31	27	23	156
Reduced public infrastructure requirements	29	27	25	36	28	145
Demolition delay requirements	29	23	32	26	26	136
Non-conforming upgrade requirements	24	23	26	37	22	132



Parking impacts analysis	30	19	35	18	28	130
Maximum height limit	35	28	21	27	17	128
Bird-safe glazing requirements	15	23	28	20	38	124

Source: BDS Survey Results

The priorities identified were fairly consistent across these categories. Bicycle parking requirements, first floor active use, and timing of SDC payments ranked among the top four considerations across most participant categories. Only the two categories with the smallest numbers of respondents—non-profit developers and permit runners—did not mention SDC payments in their top five priorities. Non-profit developers are not subject to SDCs.

## **Portland Insights Survey<sup>2</sup>**

A few items were included in the Portland Insights survey that focused on housing and houselessness. Respondents were asked to identify the solutions to houselessness they would support being built in their neighborhood and if they knew about and needed the rental and housing assistance program and the water, sewer, and stormwater bill payment assistance program.

- A variety of solutions to address houselessness were identified by respondents, with Substance Abuse and Mental Health Clinics (65.2%) and Subsidized Apartment Complexes (61.9%) constituting the most frequently selected options.
- Over half of respondents (55.5%) knew about the Rental and Housing Assistance Program and the Water, Sewer, and Stormwater Bill Payment Assistance Program (53.3%), while proportions of respondents who need each of those programs were also comparable (18.3% and 18.1%).
- The proportions of individuals who needed but didn't know about the Rental and Housing Assistance Program (7.3%) and the Water, Sewer, and Stormwater Bill Payment Assistance Program (7.5%) suggest that educating the community about the programs would be beneficial. The largest proportions of respondents who needed, but did not know about the Water, Sewer, and Stormwater Bill Payment Assistance Program were in North (53.9%), Northeast (42.1%), and East (41.9%) Portland. The areas with the largest proportion of respondents who needed but did not know about the Rental and Housing Assistance Program were East (46.9%) and Southeast (44.7%).
- Respondents identified which solutions to houselessness they would support being built in their neighborhood. Approximately two-thirds of the respondents selected Substance Abuse and Mental

<sup>2</sup> <https://www.portland.gov/cbo/insights>





Health Clinics (65.2%) and Subsidized Apartment Complexes (61.9%). Slightly over half of the respondents selected Indoor Shelter Facilities (54.0%) and Tiny Houses/Pods (50.4%).

- The majority of narrative responses to the survey’s open-ended questions had things to say regarding housing, houselessness, and the increased number of camps within the city. Respondents mentioned seeing and being affected by the increased numbers of camps and those living on the streets – in tents, in cars, and in RVs. Feelings of not being safe when having to walk around encampments that are located on the sidewalks, dirty streets and accumulated trash, and open drug use and criminal activity have created sadness, frustration, and anger for many Portlanders. A variety of ideas were shared about what to do with and how to support those who are houseless.

## Aging and Disability Engagement

Extensive outreach was done in the work staff did for the Age- and Disability-Inclusive Neighborhoods (ADIN) working group and in the development of the [Age- And Disability-Inclusive Neighborhoods \(ADIN\) Plan](#) – BPS relied heavily on the extensive engagement and documentation done in this process so as to not over burden or be redundant in outreach. The ADIN coordinator worked with the project team to summarize the following efforts:

- Age- and Disability-Inclusive Neighborhoods Action Plan (ADIN) Discussion Draft<sup>3</sup>
- Age-Friendly Portland Cities Project<sup>4</sup>
  - Age-Friendly Portland Qualitative Research (With older adults, caregivers, and providers)<sup>5</sup>

## Summary of Age- and Disability-Inclusive Neighborhoods On Housing Needs and Priorities

- Increase options for housing generations together or in close proximity.
- Increase range of accessible housing options to meet residents’ aging and disability needs.
- Increase incentives for developing new accessible housing and retrofitting existing housing stock near transit and key services (e.g., bonuses, SDC waivers) so that they are “visitable” (i.e., no-step entrance, accessible hallways/doorways, and amenities on single floors).
- Update incentives for zoning code 33.229: Elderly and Disabled High Density Housing.

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<sup>3</sup> <https://www.portland.gov/bps/planning/adin/documents/adin-action-plan-discussion-draft-october2023/download>

<sup>4</sup> <https://extranet.who.int/agefriendlyworld/wp-content/uploads/2014/05/PORTLAND-OREGON-USA-1.pdf>

<sup>5</sup> <https://extranet.who.int/agefriendlyworld/wp-content/uploads/2015/03/Age-Friendly-Cities-Project-in-Portland-Oregon-Summary-of-Findings.pdf>



- Ensure housing accessibility is part of needs analysis and future planning actions.
- Support the addition of physically accessible housing in required Department of Land Conservation and Development (DLCD) needs analyses and housing production strategies.
- Strengthen the focus on addressing houselessness for older adults and people with disabilities and ensure their rapid re-housing when they are experiencing houselessness.
- Because the process to apply for affordable housing is too difficult, Navigation should be available to help to fill out the forms and understand the systems and requirements/criteria.
- Streamline the many venues for referrals to housing, social services, etc., so people do not have to call multiple agencies. A one-stop source of information, answers, and referrals.
- Educate building industry and companies that provide rental housing and tenants' organizations about reasonable accommodation (RA) and reasonable modifications (RM)
- Educate PHB and others to require new apartment buildings to provide adequate parking. When parking bleeds into nearby neighborhoods, seniors and the frail have difficulty parking close to their homes. Leverage the trend to eliminate the requirement for parking for new apartment construction to include space for rideshare vehicles, safe curbside pick-up, vehicles for residents with disabilities.
- Create additional affordable housing for older adults and those with disabilities who have fixed or restricted incomes; limit property tax increases; assist older adults who are experiencing "condo conversions" (e.g., provide ample time for relocation, provide relocation assistance, including help with moving expenses); ensure housing near concentrated services is affordable.
- Provide a continuum of housing and care options that allow individuals to age in place within their neighborhood; explore the development and implementation of multigenerational and co-housing/cooperative housing that cut costs, offer shared facilities, and foster a sense of community, but recognize that these options will appeal to only some older adults; promote the current zoning allowance of ADUs as a viable and affordable option for older adults or for their caregivers or family, or for renting out as a source of additional income; explore a public program to facilitate the development of quality and appropriate ADUs in Portland; educate older home buyers concerning how best to age in place (e.g., find housing with services and transit nearby).
- Locate new age-specific developments (e.g., assisted living, co-housing) near services (e.g., grocery stores, parks, public transit options); ensure developments near planned centers and corridors are accessible, available, and affordable to older adults; develop links between programs for children and older adults (e.g., safe routes to schools/community centers); locate key services in areas where there are large or growing populations of older adults; co-locate more services for older adults.



- Develop housing with green spaces, gardening areas, and balconies; allow pets in housing for older adults; for new developments, consider design possibilities to make them more accessible to an aging population (e.g., elevators in smaller buildings, town homes with accessible ground floor units); install higher toilets, higher electrical outlets, and door levers instead of handles for those with physical and cognitive disabilities; consider allowing accessibility improvements made by renters in housing to remain rather than requiring the unit to be restored to its original condition; design apartments and other shared housing for older adults to have windows facing hallways to foster a sense of community and safety; change building codes to require better accessibility in all homes; consider designing new housing to accommodate not only residents but also visitors with disabilities; develop an adequate supply of housing that has level entries (or ramps), first-floor bathrooms, rocker light switches, and wide hallways and doorways for wheelchair entry; provide seating and waiting areas outside of housing; develop single-level housing or multi-level housing with elevators or ground floor units; develop flexible housing that can be easily converted into multiple dwellings and/or remodeled to add accessible features (e.g., grab bars); reduce glare on floors (e.g., avoid direct light shining on floor, use blinds and dimmers); eliminate dramatic changes in floor color; remodel housing so that it appears similar to prior living arrangements to aid those with cognitive impairment; install radiant heating in floors; place locks on doors and cabinets.

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