

The Planning Commission Report and Recommendation on Accessory Dwelling Units dated September 26, 1997 was first heard by City Council on October 8, 1997. Planning Commission's recommendation would expand opportunities to site accessory dwelling units (ADUs) in residential zones citywide. At the hearing, Council heard testimony and asked a number of questions about the recommended code changes. Answers to many of their questions are provided below.

**Q. Is there a way to treat neighborhoods differently in applying standards for owner occupancy and detached accessory dwelling units (ADU)?**

**A.** The Zoning Code contains two chapters that modify the regulations of the base zones, as noted below:

- Overlay zones address specific subjects that may be applicable in a variety of areas in the City. There are 11 overlay zones in the code today.
- Plan districts consist of regulations that have been tailored to a specific area of the City. The district boundaries are generally based on natural, economic or historic attributes rather than neighborhood boundaries. Currently there are 16 Plan Districts in the Zoning Code.

In order to treat neighborhoods differently, the project would have to individually map and categorize preferences for each neighborhood, initiate a second round of notice and outreach, and gather reliable information to justify the differences. Reaching a defensible consensus position for each neighborhood, mapping the outcomes, and providing the funding for such a project is beyond current Bureau resources. In addition, applying different regulations for neighborhoods is complex and can create confusion for permit applicants and city staff.

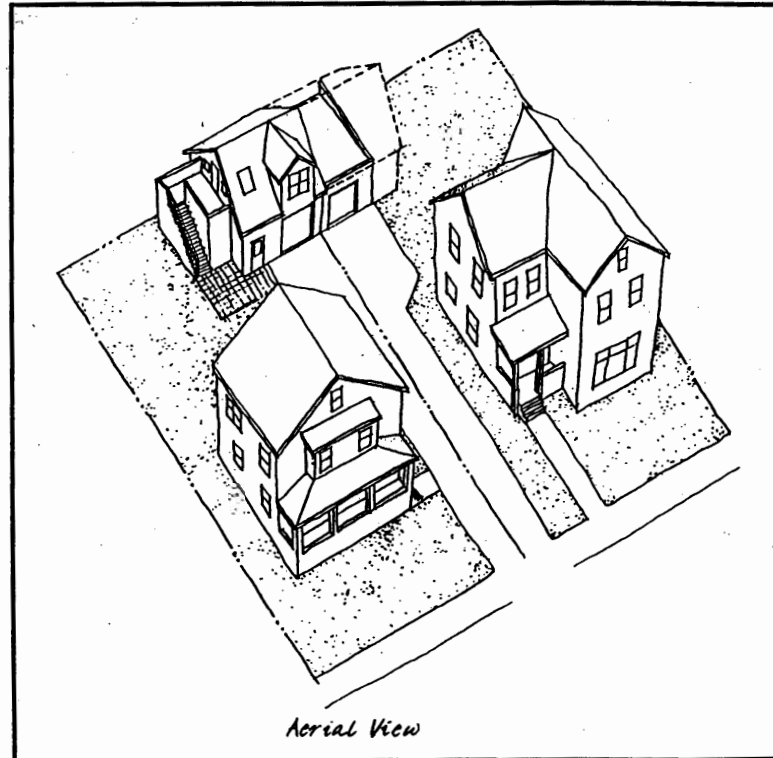
Concerns about neighborhood variability were considered in crafting the proposed design, parking, setback, and garage conversion standards, resulting in restrictions applying to certain situations that could exist in any neighborhood.

**Q. What are the tenancy characteristics of city neighborhoods?**

**A.** Bureau of Planning has compiled a small report titled "Tenure Pattern Research" with this information. The city-wide average is around 50% owner-occupied, and 50% renter-occupied, with a great deal of variation in individual neighborhoods. The most obvious pattern is that high-income, single-family housing areas tend to have a higher

## Accessory Dwelling Units

**City Council 's Questions with Bureau of Planning  
Responses for Consideration at the Hearing on  
December 3, 1997**



**City of Portland  
Bureau of Planning  
1120 SW Fifth Avenue, Room 1002  
Portland, Oregon 97204**

level of owner-occupancy, whereas neighborhoods with high rates of renters show a diversity of income levels, housing unit types, etc.

Examining tenure rates alone misses many other issues affecting city neighborhoods: income levels, age and quality of housing stock, proximity and condition of commercial or industrial areas, transportation facilities, and other factors.

**Q. How does Bureau of Buildings enforcement work? What do they do with illegal units? How difficult is it to actually build the average accessory unit?**

**A.** The Bureau of Buildings does not track the tenancy of residential structures. The number of complaints received for ADU's is small, and enforcement provisions in the event of owner occupancy complaints are unclear. Discussions with owners suggests that lenders and financial institutions are the "enforcement" mechanism for the owner occupancy requirement for accessory dwellings.

There is no Building Code distinction for newly constructed ADUs; all houses, ADUs and duplexes are generally addressed under the 1-2 Unit Residential Building Code. There is some local distinction established for existing single dwellings where an internal ADU conversion is permitted, but all new construction for ADUs are treated as if they were a separate dwelling unit, requiring separate electric meters, furnaces, etc. Other city service bureaus treat all ADUs as extensions of the main unit, and do not require a separate water meter or full single dwelling system charges for sewer and transportation.

**Q. Is the recommended owner occupancy regulation legal?**

**A.** Interoffice memorandum from City Attorney's Office dated November 19, 1997 answers in part as follows:

"A conclusive answer cannot be provided because it depends upon whether there are facts to support the grounds provided for this classification, which facts are not available at this time. The proposed code is not, however, clearly unconstitutional. The policy objectives which form the basis for the requirement that existing home owners retain ownership, up to the point of conversion, appear, generally, to be legitimate government objectives."

**Q. Could non-profit developers and community development corporations (CDC) be exempted from the owner occupancy requirement? What's the impact if an organization sold it's home to a private person?**

**A.** Interoffice memorandum from City Attorney's Office dated November 19, 1997 answers in part as follows:

"Council need not apply a development limitation (e.g., owner occupancy requirement at the time of creation of an accessory unit) to anyone in particular but must apply any such limitation uniformly to all those similarly situated. As the code is proposed, that person would have to be an owner/occupant at the time of conversion...."

**Q. Would it be possible to lengthen the owner-occupancy requirement beyond the initial period of conversion?**

**A.** Current code requires owner-occupancy for the life of the accessory unit, causing difficulties with administration and enforcement. Rather than continue with these difficulties, owner occupancy at the time of conversion could be defined administratively by requiring property tax assessment or motor vehicle records of the previous year. The property tax record of the previous year notes the site as well as mailing address of the owner, and is readily available data at the Permit Center.

**Q. What is the research on the actual number of units likely to be created?**

**A.** It's hard to predict what will happen after adoption of the proposed standards for ADU's in this proposal. The only national survey of ADU's occurred in the late 1980s (Patrick Hare) and suggested that, even with "liberal" ordinances and expedited permitting procedures, a community could expect an annual conversion rate of 1/1,000. Metro's estimate of 1.8/1,000 units is in the higher range of what Hare found. (1/1,000 means that for a City like Portland with around 130,000 single family dwellings, an average annual yield would be around 130 accessory units.)

Is it worth all the effort? In terms of the expected number of units, no. The experience of Seattle, Gresham, and California cities suggests that the numbers will remain low. In terms of promoting housing choices, affordability, and addressing the socio-economic and lifestyle issues of today, it is well worth the effort to make these standards more flexible.

**Q. Would it be possible to institute an evaluation clause of this ordinance in the future (2-4 years?)**

**A.** Yes, and it is proposed in the revised ordinance under consideration December 3rd. The Bureau of Planning would report to the Planning Commission, no sooner than June 30, 2002, on an evaluation of these regulation changes. The evaluation should examine the number of accessory dwelling units established under the new code and enforcement activity, if any, that has occurred. The evaluation would also analyze whether the amendments are achieving stated objectives and, if deemed necessary, include proposed revisions to the regulations related to accessory dwelling units.

**Q. Why not provide notice to neighborhood associations when new accessory dwelling units are proposed? How would this work?**

**A.** In areas already requiring either a Type I or II administrative review with discretion, adjoining property owners and the neighborhood association will continue to be notified. These areas include certain historic districts, where there are design overlay zones, or where adjustments to the standards are requested.

Special notice could be done, but we try to limit the number of permit processes that require notification to those that need it and warrant the additional staff time, expense, and applicant delay involved. Requiring notice for all ADUs would be an additional procedural impediment to their promotion.

**Q. How could a landlord training requirement work? Has this been done in the past? Could it be a final condition before certificate of occupancy?**

**A.** This was discussed by staff and citizens during the planning stages, but eliminated as a proposed amendment before Planning Commission. Requiring completion of a training course would be expensive to administer and difficult to enforce. Because specifying an agency or program for the training would be impermanent, it should not be put in the Zoning Code. However, the Portland Housing Center and other agencies could be a good source for basic landlord training information. Landlord training information could be provided at the Permit Center as a handout. This could be part of an implementation phase of the project.

**Q. Corner lot changes to allow duplexes: What do we anticipate will happen? Why? Why was this included in this project?**

**A.** The purpose of the accessory dwelling unit project is to look at different ways of increasing housing opportunities while maintaining the look and scale of existing single dwelling neighborhoods. Duplexes are already allowed on corners in single family zones as new construction. It seems awkward that duplexes are allowed as new construction but not through conversion of an existing home, while accessory dwelling units are allowed through conversion of an existing home but not as new construction.

The proposed changes make no difference for these two housing types in prescribed locations as long as the same set of standards are addressed through new construction or conversion. Based on inquiries in the Permit Center, we estimate requests to convert existing corner-lot single-dwelling houses to duplexes will be low.

**Q. How do the proposed standards work in multi-dwelling zones?**

**A.** ADU's are not allowed in duplexes, triplexes, apartments, or any other type of multi-dwelling structure. The key here is the new definition: ADUs are auxiliary to a house, attached house, or manufactured home only. In the event that a single dwelling exists on a lot in a multi-dwelling zone, an addition of an ADU through 33.205 would be possible. The one exception to a house being able to add an ADU occurs with attached (row) houses created in the R20 through R5 zones through the Alternative Development Options allowed in the base zone (33.110.240.F, Duplexes and Attached Houses on Corners.)

**Bureau of Planning  
Portland, Oregon**



**For more information, contact**  
Jim Claypool  
Portland Bureau of Planning  
1120 SW Fifth Avenue, Rm 1002  
Portland, Oregon 97204

Phone: 503-823-7198  
Fax: 503-823-5630  
TDD: 503-823-6868



CITY OF  
**PORTLAND, OREGON**  
 BUREAU OF PLANNING

Charlie Hales, Commissioner  
 David C. Knowles, Director  
 1120 S.W. 5th, Room 1002  
 Portland, Oregon 97204-1966  
 Telephone: (503) 823-7700  
 FAX (503) 823-7800

November 26, 1997

INTEROFFICE MEMORANDUM:

TO: Mayor Katz  
 Commissioner Hales  
 Commissioner Francesconi  
 Commissioner Kafoury  
 Commissioner Sten

FROM: Jim Claypool, City Planner

SUBJ: Accessory Dwelling Units: Items for Consideration on December 3, 2 p.m.

Attached is a list of questions raised by City Council at the first hearing on Accessory Dwelling Units. The questions and the Planning Bureau's responses are grouped by subjects listed below:

- Tenure;
- Additional research;
- Code-related issues; and
- Coordination.

Under separate cover, you should have received a response from the City Attorney's Office dated November 19, 1997 regarding equal protection issues related to the proposed accessory use code section.

Finally, in response to questions raised by Council about Metro coordination and evaluating the impacts of the code changes for accessory dwelling units, a substitute ordinance has been filed that incorporates these provisions.

JHC:jc  
 attachments

cc: David Knowles  
 Deborah Stein  
 Susan Hartnett  
 Ruth Spetter

Accessory Dwelling Units  
10/8/97 Council Questions with Bureau of Planning Responses

**TENURE QUESTIONS:**

- 1. Is there any research on renter occupancy in general? What happens to the average rental unit/neighborhood versus the owner-occupied unit/neighborhood? (VK)**

Research suggests that socio-economic trends and age of housing stock may have greater influence on neighborhood stability than tenancy. For example, a home of similar cost and age to the majority of those in the surrounding neighborhood is more likely to "fit in" regardless of tenancy status. Also, a less expensive, smaller, or run-down/older home compared to surrounding properties is more likely to be regarded as a "problem" regardless of the presence of the owner.

From looking at Portland neighborhood tenure data, it is difficult to determine the characteristics of an "average" rental or owner-occupied neighborhood. It does appear that high income areas with many detached homes have high ownership rates. Neighborhoods with a closer to average tenure mix, like Eliot, Irvington, Sunnyside, and Corbett-Terwilliger-Lair Hill, however, have vastly different income levels, mix of unit types, and responses to the issue of rental tenancy. Perceptions of neighborhood quality are more likely based on the age and condition of housing, nearby services and commercial areas, and other neighborhood amenities, rather than the percentage of renters in an area. (See also discussions below at #2 & #3.)

This is an area of scarce research; myth and individual bias is difficult to counter with quantifiable information. For example, Bureau of Buildings keeps no records as to tenure when responding to Nuisance complaints; they respond to an address or person regardless of whether the unit is owner- or renter-occupied.

- 2. Is there any research on rental units turning into owner-occupied units and vice versa? (VK)**

Census research is underway to show changing tenure patterns in the City, but readily available data by neighborhood only goes back to 1980. A comparison will be made of tenure changes from 1980 to 1990 (a preliminary review suggests that changes were minor during the 1980s). Data sources showing why this happens are more elusive.

- 3. What is the breakdown of %owner/%renter by neighborhood? (JF, RM)**

BOP has compiled a small report titled "Tenure Pattern Research" (see attached.) The city-wide average is around 50% owner-occupied, and 50% renter-occupied, with a great deal of variation in individual neighborhoods. The most obvious pattern is that high-income, single-family housing areas tend to have a higher level of owner-occupancy, whereas neighborhoods with high rates of renters show a diversity of income levels, housing unit types, etc. Examining tenure rates alone misses many other issues affecting neighborhoods: income levels, age and quality of housing stock, proximity and condition of nearby commercial or industrial areas, transportation facilities, and other factors.



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4. Could non-profit developers and community development corporations (CDC) be exempted from the owner occupancy requirement? What's the impact if an organization sold it's home to a private person? (JF, VK)

Interoffice memorandum from City Attorney's Office dated November 19, 1997 answers in part as follows:

"Council need not apply a development limitation (e.g., owner occupancy requirement at the time of creation of an accessory unit) to anyone in particular but must apply any such limitation uniformly to all those similarly situated. As the code is proposed, that person would have to be an owner/occupant at the time of conversion...."

5. Would it be possible to lengthen the owner-occupancy requirement beyond the initial period of conversion? (JF)

Current code requires owner-occupancy for the life of the accessory unit, causing difficulties with administration and enforcement. Rather than continue with these difficulties, owner occupancy at the time of conversion could be defined administratively by requiring property tax assessment or motor vehicle records of the previous year. The property tax record of the previous year notes the site as well as mailing address of the owner, and is readily available data at the Permit Center.

6. What have other jurisdictions done in terms of ADU's, especially in terms of owner-occupancy requirements? (RM)

Communities throughout the western U.S. have adopted and/or improved their regulations related to accessory units in the past few years. In the metro area, Vancouver and Gresham both recently changed their codes, often with a primary purpose statement of providing more affordable housing. Fourteen California communities contacted during our research had ADU provisions, many adopted within the past five years. Finally, the 1993 Washington State Housing Policy Act required all cities with populations over 20,000 to adopt ADU ordinances by the end of 1994.

In the metropolitan region, only Gresham has eliminated the owner-occupancy requirement. Nationally, only a very limited number of communities have eliminated the owner-occupancy requirement, and these are often very high-income and/or tourist areas.

**ADDITIONAL RESEARCH QUESTIONS:**

7. What about the effect of potential rental income on home-ownership? Does this potential influence financing or make home-ownership more affordable? (VK)

Consultations with 7 different metro area loan officers suggested that a homeowner with an existing home seeking to add an ADU would face slightly higher loan rates for adding a legal ADU versus a simple remodeling project (lenders need proof of permit compliance, evidence of potential rental income to pay off the loan, and are unfamiliar with this housing type.) Of course, for low-income families, first-time homebuyers, or single-parent households, the potential for rental income to ease mortgage payments may contribute to overall affordability.

Many new homes in the metro area that have added ADU's (Fairview, Sunnyside) are being used as extended living or working space for family members instead of as an income-producing rental. Those seeking income-producing properties are more likely to purchase a duplex.

8. What is the research on the actual number of units likely to be created? Is this worth all the effort (especially related to 2040 goals?) (VK)

It's hard to predict what will happen after adoption of the proposed standards for ADU's in this proposal. The only national survey of ADU's occurred in the late 1980s (Patrick Hare) and suggested that, even with "liberal" ordinances and expedited permitting procedures, a community could expect an annual conversion rate of 1/1,000. Metro's estimate of 1.8/1,000 units is in the higher range of what Hare found. (1/1,000 means that for a City like Portland with around 130,000 single family dwellings, an average annual yield would be around 130 accessory units.)

Is it worth all the effort? In terms of the expected number of units, no. The experience of Seattle, Gresham, and California cities suggests that the numbers will remain low. In terms of promoting housing choices, affordability, and addressing the socio-economic and lifestyle issues of today, it is well worth the effort to make these standards more flexible.

Accessory Dwelling Units  
10/8/97 Council Questions with Bureau of Planning Responses

**CODE-RELATED QUESTIONS:**

**9. What are the height restrictions for the different zones? (VK)**

Heights for structures in the single dwelling zones are controlled by the base zone standards. This means that in single-dwelling zones, any structure (house, garage with studio above) that meets the setback requirement and other standards can currently be built up to 30 feet tall (35 feet in R2.5).

The proposed 18' limit for detached ADU's was designed to allow less than two full stories, and therefore lessen the impact for these subordinate units.

**10. Why not provide notice to neighborhood associations when new units are proposed? How would this work? (VK)**

In areas already requiring either a Type I or II administrative review with discretion, adjoining property owners and the neighborhood association will continue to be notified. These areas include certain historic districts, where there are design overlay zones, or where adjustments to the standards are requested.

Special notice could be done, but we try to limit the number of permit processes that require notification to those that need it and warrant the additional staff time, expense, and applicant delay involved. Requiring notice for all ADUs would be an additional procedural impediment to their promotion.

**11. What is the relationship here to the "a" overlay? How does it fit? (VK)**

Originally the 33.405, Alternative Design Density Overlay Zone was intended to allow greater flexibility in creating accessory dwelling units than the base zone allowed. The regulations now being proposed are more flexible than those in the base zone and the "a" overlay. This will temporarily create a situation in "a" areas in Albina and Outer Southeast where the new regulations in the base zone would be superseded by the more restrictive standards of the overlay zone.

To correct this situation, Planning Commission has directed BOP staff to amend the "a" overlay by a separate legislative process, with proper notice and public process; it is not proposed for City Council consideration at this time. Direction from Council to staff on this issue is desirable.

**12. Would it be possible to institute an evaluation clause of this ordinance in the future (2-4 years?) (JF)**

Yes, and it is proposed in the revised ordinance under consideration December 3rd. The Bureau of Planning would report to the Planning Commission, no sooner than June 30, 2002, on an evaluation of these regulation changes. The evaluation should examine the number of accessory dwelling units established under the new code and enforcement activity, if any, that has occurred. The evaluation would also analyze whether the amendments are achieving stated objectives and, if deemed necessary, include proposed revisions to the regulations related to accessory dwelling units.

**Accessory Dwelling Units**  
**10/8/97 Council Questions with Bureau of Planning Responses**

**13. How does this proposal relate to the Interim Design Guidelines? (JF, VK)**

The five ADU objective design standards are being recommended to ensure compatibility of the accessory and primary dwelling units on the same site. This is different than the "public realm" issues discussed in the Base Zone Design Standards (formerly the Interim Design Guidelines.) With the recommended changes to ADU regulations, we address site and structure compatibility, as opposed to neighborhood character issues (the ADU should match the house on the site but not necessarily the neighborhood.)

**14. Is there a way to treat neighborhoods differently in applying standards for owner occupancy and detached accessory dwelling units? (JF)**

The Zoning Code contains two chapters that modify the regulations of the base zones, as noted below:

- 1) Overlay zones address specific subjects that may be applicable in a variety of areas of the City. There are 11 overlay zones in the code today.
- 2) Plan districts consist of regulations that have been tailored to a specific area of the City. The district boundaries are generally based on natural, economic or historic attributes rather than neighborhood boundaries. Currently there are 16 Plan Districts in the Zoning Code.

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Concerns about neighborhood variability were considered in crafting the proposed design, parking, setback, and garage conversion standards, resulting in restrictions applying to certain situations that could exist in any neighborhood.

**15. What is the relationship between design guidelines for historic districts and the standards in the amended 33.205? How do they fit and/or relate? (CH)**

The proposed 33.205 standards were based on the community design standards and require compatible exterior materials, roof pitch, trim, windows, and eaves for all new construction or additions. Any ADU created in an historic or design zone will still have to either comply with the community design standards (formerly supplemental compatibility) or go through design review and show consistency with the applicable guidelines. Design guidelines or community design standards will supersede the 33.205 standards in the event of a conflict between the two (overlay zones, historic districts, etc. will always "control" over base zone standards.)

**Accessory Dwelling Units**  
**10/8/97 Council Questions with Bureau of Planning Responses**

**16. How do the proposed standards work in multi-dwelling zones? (CH)**

ADU's are not allowed in duplexes, triplexes, apartments, or any other type of multi-dwelling structure. The key here is the new definition: ADUs are auxiliary to a house, attached house, or manufactured home only. In the event that a single dwelling exists on a lot in a multi-dwelling zone, an addition of an ADU through 33.205 would be possible. The one exception to a house being able to add an ADU occurs with attached (row) houses created in the R20 through R5 zones through the Alternative Development Options allowed in the base zone (33.110.240.F, Duplexes and Attached Houses on Corners.)

**17. How could a landlord training requirement work? Has this been done in the past? Could it be a final condition before certificate of occupancy? (CH, JF)**

This was discussed by staff and citizens during the planning stages, but eliminated as a proposed amendment before Planning Commission. Requiring completion of a training course would be expensive to administer and difficult to enforce. Because specifying an agency or program for the training would be impermanent, it should not be put in the Zoning Code. However, the Portland Housing Center and other agencies could be a good source for basic landlord training information.

Landlord training information could be provided at the Permit Center as a handout. This could be part of an implementation phase of the project. This is currently an unfunded and unstaffed project.

**18. Corner lot changes to allow duplexes: What do we anticipate will happen? Why? Why was this included in this project? (VK)**

The purpose of the accessory dwelling unit project is to look at different ways of increasing housing opportunities while maintaining the look and scale of existing single dwelling neighborhoods. Duplexes are already allowed on corners in single family zones as new construction. It seems awkward that duplexes are allowed as new construction but not through conversion of an existing home, while accessory dwelling units are allowed through conversion of an existing home but not as new construction.

The proposed changes make no difference for these two housing types in prescribed locations as long as the same set of standards are addressed through new construction or conversion. Based on inquiries in the Permit Center, we estimate requests to convert existing corner-lot single-dwelling houses to duplexes will be low.

Accessory Dwelling Units  
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**COORDINATION QUESTIONS:**

**19. How does Bureau of Buildings enforcement work? What do they do with illegal units? (VK) How difficult is it to actually build the average accessory unit? (CH)**

The Bureau of Buildings does not track the tenancy of residential structures. The number of complaints received for ADU's is small, and enforcement provisions in the event of owner occupancy complaints are unclear. Discussions with owners suggests that lenders and financial institutions are the "enforcement" mechanism for the owner occupancy requirement for accessory dwelling units.

There is no Building Code distinction for newly constructed ADUs; all houses, ADUs and duplexes are generally addressed under the 1-2 Unit Residential Building Code. There is some local distinction established for existing single dwellings where an internal conversion is permitted, but all new construction for ADUs are treated as if they were a separate dwelling unit, requiring separate electrical meters, furnaces, etc. Other city service bureaus treat all ADUs as extensions of the main unit, and do not require a separate water meter or full single dwelling system charges for sewer and transportation.

**20. Is the City exempting itself from Title 8 requirements? (CH)**

No. A BOP staff memo has been prepared for Metro to confirm Title 8 compliance. A new finding has been added to the ordinance detailing the City's compliance with this procedural Title of the Urban Growth Management Functional Plan.

**21. What is the history of ADU's from the Albina Community Plan process? What did we, or did we not, promise the neighborhoods? In particular, what was mentioned before City Council as requiring later re-consideration by staff? (RM)**

The City Council resolution passed in conjunction with the Albina Community Plan (July 28, 1993) directed BOP to undertake a project considering the development of detached ADU regulations and incentives citywide. This project was originally to be pursued in phase II of the Livable City Project, before compliance actions began for the Urban Growth Management Functional Plan.

**TENURE PATTERN RESEARCH**

At the first City Council Hearing (10/8/97) on the proposed revisions to Chapter 33.205, Accessory Dwelling Units, several questions were raised related to the patterns of owner- and renter-occupancy in Portland’s neighborhoods. The best source for tenure data is the Decennial U.S. Census of Population and Housing. Using the *Portland Neighborhood Profiles*,\* which contains information from the 1990 Census, this paper explores some of the questions raised at the Council hearing.

The *Neighborhood Profiles* indicate tenure by neighborhood through listing percentages of dwelling units in either renter or owner-occupancy. Looking at the data for tenure percentages alone, several observations are possible. The neighborhoods with the highest rates of owner-occupancy also appear to be higher-income, mostly single-family areas. Areas with high proportions of renters have more diverse income levels, including obvious multi-family areas like Downtown and Northwest, but also neighborhoods like Sullivan’s Gulch, Eliot, and Homestead. We can see that higher percentages of owner-occupancy often accompanies higher-income, single-dwelling neighborhoods, but it is difficult to assume much more than that.

The following tables list the top ten neighborhoods in each tenure category from 1990.

<u>Highest % Owner-Occupied Units:</u>		<u>Highest % Renter-Occupied Units:</u>	
Healy Heights	95.0%	Pearl	88.35%
Hillside	92.29%	Old Town	85.77%
Alameda	88.34%	Downtown	81.93%
Forest Park	87.98%	Northwest	79.99%
Eastmoreland	87.81%	Goose Hollow	79.58%
Sylvan	86.67%	Buckman	78.66%
Arnold Creek	84.93%	Sullivan’s Gulch	76.61%
Laurelhurst	82.44%	Kerns	76.50%
Pleasant Valley	81.58%	Eliot	60.03%
Marshall	80.48%	Homestead	64.08%

The biggest drawback to examining tenure rates alone is that there is no consideration of housing *unit types*. In other words, we know that Eliot may have around 60% rented units, but we don’t know if these are houses, apartments, or plexes. Another difficulty with this data is its age. Comparable tenure data from 1980 shows nearly identical patterns, and 1990 data does not allow us to examine the influences of more recent changes in Portland’s housing market. Areas such as the Pearl District and some Northeast neighborhoods, for example, have undergone significant changes since 1990.

One way to estimate areas with high levels of *rented* single family homes is to compare ownership percentages with the percentage of units found in detached single-dwelling structures. If a neighborhood has a higher percentage of 1-unit detached houses than owner-occupied units, it would appear that some of the houses are being rented. (We’re assuming that 1-unit detached structures are going to be owner-occupied, while multi-unit dwellings will be rented.) In order to get more exact figures on tenure rates by unit type, we would have to do a much larger research project examining block-level data. Even then, however, confidentiality will allow no direct link in the data behind structure type and tenure data.

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\* A joint publication of the Portland Office of Neighborhood Associations and the PSU Center for Urban Studies (1993.)

## City of Portland Tenure Patterns: 1990 Census Data

The following table lists a sample of fourteen neighborhoods, ranked from greater to lesser difference between percentages of 1-unit detached structures and owner-occupancy.

Neighborhoods (1990 data)	% 1-unit detached (sfr)	% owner- occupied	Difference (% sfr minus % o/o)
Brentwood-Darlington	85.05%	57.11%	27.94%
Eliot	45.22%	24.95%	20.27%
Portsmouth	61.54%	41.91%	19.63%
Sunnyside	41.96%	30.37%	11.59%
Forest Park	97.79%	87.98%	9.81%
Kerns	25.22%	16.95%	8.27%
Laurelhurst	90.20%	82.44%	7.76%
Eastmoreland	95.49%	87.81%	7.68%
Irvington	44.31%	39.99%	4.32%
Buckman	17.32%	14.3%	3.02%
Corbett-Terwilliger-Lair Hill	36.15%	35.84%	0.31%
Northwest	12.23%	13.23%	<-1.0%>
Goose Hollow	9.38%	12.0%	<-2.62%>
Sullivan's Gulch	15.29%	18.29%	<-3.0%>

Again, we're left with a similar conclusion to that discovered above. Neighborhoods with the highest rates of rented houses appear to be found in lower-income areas, while the other end of this spectrum points to neighborhoods with many multi-dwelling structures. It is more difficult to generalize about the majority of neighborhoods that fall somewhere in the middle. The primary observation we can make is that high income areas also generally tend to have high rates of owner-occupancy. Neighborhoods with a unit mix closer to the city average, like Eliot, Sunnyside, Irvington, and Corbett-Terwilliger-Lair Hill, have vastly different responses to the issues of rental tenancy.

In summary, the data we have access to on tenure patterns is of limited value in explaining why some neighborhoods express greater concerns about increasing levels of "renters" moving into their communities. What we're likely confronting are differing perceptions, standards, and expectations. Perceptions of neighborhood quality are often based on the age and condition of housing, nearby services and commercial areas, and other amenities. Also, some people prefer a more suburban, low-density environment of detached houses, while others find the convenience and character of higher-density areas more agreeable. To suggest that neighborhoods with a higher percentage of renters will deteriorate ignores too many other factors: income levels, age and condition of housing stock, and subjective interpretations of neighborhood character.

Finally, to illustrate their variety, the following two pages list tenure rates from 1990 for each "district" and neighborhood in the City of Portland. (Note: tenure percentage totals may not add up to 100% due to the exclusion of institutional and group living quarters.)



City of Portland Tenure Patterns: 1990 Census Data

<b>DISTRICT</b> Neighborhood	<b>Owner-Occupied</b>	<b>Renter-Occupied</b>
<b>PORTLAND (City Total)</b>	<b>50.37%</b>	<b>44.12%</b>
<b>CENTRAL NORTHEAST DISTRICT</b>	<b>65.34%</b>	<b>30.42%</b>
Alameda	88.34%	9.93%
Beaumont-Wilshire	81.62%	15.49%
Bridgeton	58.33%	34.38%
Cully	55.17%	38.47%
East Columbia	57.81%	34.77%
Hollywood	39.75%	57.63%
Rose City	62.46%	34.50%
Roseway	69.72%	26.47%
Madison South	58.95%	35.38%
Sunderland	55.56%	35.56%
<b>EAST PORTLAND DISTRICT</b>	<b>57.24%</b>	<b>38.35%</b>
Argay	50.00%	50.00%
Argay-Parkrose	62.59%	30.46%
Hazelwood	57.53%	39.51%
Mill Park	58.86%	36.43%
Park Rose Community Group	81.60%	15.89%
Parkrose Heights	60.43%	35.64%
Park Rose Neighborhood	47.11%	46.49%
Powellhurst-Gilbert	51.49%	43.93%
Wilkes	54.63%	40.52%
Woodland	28.57%	61.90%
<b>NORTH PORTLAND DISTRICT</b>	<b>53.33%</b>	<b>40.13%</b>
Arbor Lodge	65.09%	29.65%
Cathedral Park	41.70%	52.04%
Hayden Island	57.07%	31.07%
Kenton	54.26%	38.21%
Overlook	56.24%	37.01%
Portsmouth	41.91%	52.22%
St. Johns	47.71%	44.98%
University Park	69.79%	26.33%
<b>NORTHEAST DISTRICT</b>	<b>45.83%</b>	<b>43.88%</b>
Boise	33.14%	43.59%
Concordia	61.03%	30.74%
Eliot	24.95%	60.03%
Grant Park	81.84%	15.42%
Humboldt	34.89%	48.92%
Irvington	39.99%	56.00%
King	37.94%	42.18%
Piedmont	54.76%	37.41%
Sabin	58.51%	32.45%
Sullivan's Gulch	18.29%	76.61%
Vernon	42.30%	43.72%
Woodlawn	47.02%	41.87%

City of Portland Tenure Patterns: 1990 Census Data

<b>DISTRICT</b> Neighborhood	<b>Owner-Occupied</b>	<b>Renter-Occupied</b>
<b>NORTHWEST DISTRICT</b>	<b>24.20%</b>	<b>69.07%</b>
Arlington	54.41%	40.88%
Forest Park	87.98%	9.67%
Goose Hollow	12.00%	79.58%
Hillside	92.29%	5.78%
Linnton	74.86%	16.22%
Northwest	13.23%	79.99%
Pearl	2.81%	88.35%
Sylvan Highlands	86.67%	10.22%
<b>SOUTHEAST DISTRICT</b>	<b>49.44%</b>	<b>46.21%</b>
Ardenwald	76.07%	20.25%
Brentwood-Darlington	57.11%	36.72%
Brooklyn	37.14%	59.57%
Buckman	14.30%	78.66%
Center	41.11%	54.34%
Creston-Kenilworth	34.39%	61.15%
Eastmoreland	87.81%	10.13%
Foster-Powell	56.26%	39.06%
Hosford-Abernathy	45.15%	48.86%
Kerns	16.95%	76.50%
Laurelhurst	82.44%	15.20%
Montavilla	54.35%	42.04%
Mt. Scott	51.46%	44.05%
Pleasant Valley	81.58%	15.14%
Reed	31.99%	64.03%
Richmond	56.24%	40.35%
South Tabor	56.31%	41.06%
Sellwood	47.60%	48.41%
Sunnyside	30.37%	64.32%
Woodstock	68.57%	28.81%
<b>SOUTHWEST DISTRICT</b>	<b>61.10%</b>	<b>35.14%</b>
Arnold Creek	84.93%	11.59%
Ash Creek	74.03%	23.76%
Bridlemile-Robert Gray	75.02%	21.96%
Collins	76.34%	19.88%
Corbett-Terwilliger-Lair Hill	35.84%	57.27%
Crestwood	78.82%	19.03%
Far Southwest	43.31%	50.37%
Hayhurst	63.02%	34.10%
Healy Heights	95.00%	5.00%
Homestead	30.05%	64.08%
Maplewood	75.28%	21.74%
Markham	80.77%	16.05%
Marshall Park	80.48%	15.79%
Multnomah	45.14%	51.60%
South Burlingame	78.26%	18.14%
Southwest Hills	75.39%	20.35%
West Portland Park	48.83%	46.78%
Wilson	54.31%	43.22%

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**HAZELWOOD NEIGHBORHOOD ASSOCIATION  
LAND USE COMMITTEE**

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DEC 2 11 19 AM '97  
CITY OF PORTLAND, OR.  
BY \_\_\_\_\_

**VIA FACSIMILE  
(503) 823-3017**

December 2, 1997

Commissioner Francesconi  
City Council  
1220 SW Fifth  
Portland, OR 97204

**RE: ACCESSORY UNIT/DUPLEX CODE AMENDMENT**

Commissioner Francesconi:

The Hazelwood Land Use Committee is strongly opposed to the adoption of the amendments to the Accessory Unit/Duplex Code Amendment of August 18, 1997.

This revision, and the concept of allowing detached units and duplexes citywide is still, we believe, "experimental" and the total effects have not been proven to our satisfaction. We feel the proposed changes will, in effect, negate any single-family neighborhoods and adversely affect neighbors.

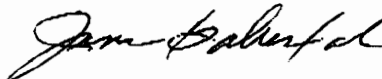
We feel a better solutions would be to adopt this revision ONLY FOR SPECIFIC NEIGHBORHOODS that are interested in having the code change. Then, evaluate the impacts after a period of two-to-three years. We feel this phased and localized change would be better support by more neighborhood associations.

Further, we continue to support owner-occupancy of one unit as a condition of accepting the "A" Overlay for Hazelwood.

Sincerely,  
HAZELWOOD LAND USE COMMITTEE



Arlene Kimura  
Co-Chair, Land Use Committee  
112 NE 133<sup>rd</sup> Avenue  
Portland, OR 97230



Jane Baker  
Co-Chair, Land Use Committee  
1884 SE 104<sup>th</sup> Ave.  
Portland, OR 97216

cc: Kay Collier, Chair, Hazelwood Neighborhood Association

Post-It™ brand

Fax Transmittal Memo 7672

To: Kay Kershner  
Company: City of Portland  
Location:

Fax #: 823 4871

Telephone #: 823-4086

Comments

No. of Pages: 2 Today's Date: 12/3/97 Time: 8:47 AM

From: Arlene Kumer  
Company: Hazelwood Land Use Committee  
Location: Depl. Charge

Fax #: 240 7724 Telephone #: 240 7705

Original Disposition:  Destroy  Return  Call for pickup

AS DISCUSSED, 1 copy of letters sent to each of the commissioners & Mayor Katz

Attach Document At Line

Thank you

*Mayor  
& Council*

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Diana K. Clark  
City Clerk

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December 08, 1997

MAYOR VERA KATZ  
COMMISSIONER GRETCHEN KAFOURY  
COMMISSIONER CHARLIE HALES  
COMMISSIONER ERIK STEN  
COMMISSIONER JIM FRANCESCONI  
METRO COMMISSIONER ED WASHINGTON

DEAR MAYOR KATZ AND COMMISSIONERS,

I AM VOICING MY OPPOSITION TO THE PROPOSAL FOR ACCESSORY UNITS AS PUT FORWARD BY THE PLANNING BUREAU. THIS ISSUE SEEMS NEVER TO GO AWAY NO MATTER WHAT THE COMMUNITY WANTS. MY FOUR MAJOR CONCERNS ARE;

\*\* THE LOSE OF FAMILY SIZED HOMES WITH THE INTERNAL CONVERSION ASPECT WHICH WILL LEAD TO FEWER CHILDREN AND AN INCREASED AGING OF OUR COMMUNITY. THE CITY DOES NOT NEED TO ENCOURAGE FLIGHT OF FAMILIES TO THE SUBURBS BUT HELP MAINTAIN DIVERSITY IN OUR URBAN NEIGHBORHOODS.

\*\*THE THREAT OF SPECULATION BY NON-RESIDENTS WITH THE LACK OF OWNER OCCUPANCY,IN CONCORDIA NEIGHBORHOOD WHERE I HAVE LIVED FOR THE LAST 18 YEARS ONE OF OUR MAJOR PROBLEMS IS WITH OUR ABSENT LANDLORDS. MANY OF THESE MAINTAIN HOMES AT THE LOWEST LEVEL THAT IS POSSIBLE AND STILL RENT. ONE OF OUR VERY OWN SLUMLORDS THAT EVEN LIVES IN THE NEIGHBORHOOD HAS ALREADY STATED THAT IF THE ACCESSORY UNIT CODE IS PASSED AS IT NOW APPEARS THAT HE IS READY TO BUILD THESE UNIT ON ALL OF HIS PROPERTIES. WE DO NOT NEED ANY MORE OF THESE TYPE OF FUTURE SLUMS. THIS SAME LAND LORD HAS ALREADY PUT IN FOR VARIANCE ON HIS PROPERTY AT 30TH AND EMERSON TO CONVERT A SINGLE UNIT RESIDENTIAL WITH SINGLE COMMERCIAL TO A FOUR PLEX RESIDENTIAL WITH NO REGARD TO THE IMPACT THAT THIS WILL HAVE ON THE NEIGHBORS.

\*\*CONCORDIA ,THE NEIGHBORHOOD THAT I LIVE IN IS AN OLDER NEIGHBORHOOD WE HAVE NARROW STREETS MANY OF OUR HOMES HAVE OLD OR ILL PLACED GARAGES THAT MAKE THEIR USE IMPOSSIBLE,OUR VAN WILL NOT FIT IN OUR 75 YEAR OLD GARAGE I HAVE NEIGHBORS WHOSE GARAGES SIT AT A RIGHT ANGLE TO ALLEYS WHICH PREVENT THERE USE.,THIS MEANS MANY OF US MUST PARK ON THE STREET AN INCREASED DENSITY WILL MEAN EVEN MORE CARS ON OUR ALREADY CROWDED STREETS. WE HAVE OLD SEWER SYSTEMS EVEN WITH THE DOWNSPOUT DISCONNECT PROGRAM I AM NOT SURE THAT AN INCREASED SEWERLOAD WOULD NOT DEMAND AN UPGRADE AT WHAT AND WHOSE COST?

\*\*I AM ALSO CONCERED ABOUT THE NUMBERS TOSSED AROUND WITH THE PROPOSAL AS IT NOW READS THE CITY PROJECTS ONLY ABOUT 130 UNITS PER YEAR. THIS IS THE SAME CITY THAT TOLD CONCORDIA RESIDENTS THAT THE R2.5 AND OTHER ZONING "ADJUSTMENTS WOULD HAVE NO MAJOR IMPACT BECAUSE IT WOULD BE A SLOW PROCESS. WELL IN THE LAST THREE YEARS ON 30TH AVE BETWEEN AINSWORTH AND EMERSON A SPACE OF THREE BLOCKS THERE HAS BEEN AN ADDITION OF 14 UNITS OF HOUSING WITH A POSSIBLE ADDITION OF 4 MORE ON THE CORNER OF 30TH AND EMERSON,PLUS FIVE MORE UNITS ON KILLINGSWORTH BETWEEN 30TH AND 29TH,WITH 10 MORE PROPOSED NEAR 27TH AND KILLINGSWORTH,THAT IS 33 HOUSING UNITS IN A SIX BLOCK AREA,WE DONOT NEED ANY MORE INFILL THAT WHAT IS ALREADY POSSIBLE WITH THE PRESENT ZONING CODES. THE PROPOSAL FOR 30TH AND EMERSON PROVES THAT NO MATTER HOW LIBERAL ZONING IS MADE GREED WILL STILL PUSH THE ENVELOPE.. PLEASE CONSIDER THOSE OF US WHO HAVE INVESTED OUR TIME AND MONEY IN NEIGHBORHOODS STILL IN TRANSATION WHO DO NOT NEED THE ADDED BURDEN OF INFILL OF FUTURE SLUMS.

Mr. & Mrs. Kenneth Fritzler  
Fritzler's Cottage  
5525 NE 29th Ave  
Portland, OR 97211

*Claudia Ann Fritzler*

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*Mayor  
& Council*

**CONCORDIA NEIGHBORHOOD  
ASSOCIATION**

P.O. Box 11194

Portland, OR 97211



December 08, 1997

MAYOR VERA KATZ  
COMMISSIONER GRETCHEN KAFOURY  
COMMISSIONER CHARLIE HALES  
COMMISSIONER ERIK STEN  
COMMISSIONER JIM FRANCESCONI  
METRO COMMISSIONER ED WASHINGTON

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MAYOR'S OFFICE  
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DEAR MAYOR KATZ AND COMMISSIONERS,

CONCORDIA NEIGHBORHOOD ASSOCIATION ONCE MORE VOICES IT OPPOSITION TO THE ACCESSORY UNIT CODE PROPOSED BY THE PLANNING BUREAU. THIS IS NOT THE FIRST OPPOSITION THAT THIS NEIGHBORHOOD HAS VOICED ON THIS ISSUE. WE ARE A NEIGHBORHOOD IN TRANSITION AND FEEL THAT INCREASES DENSITY WITH NO REGARD TO NEIGHBORHOOD SERVICES AND INFESTRUCTURE WILL BRING PROBLEMS THAT EVEN A REVIEW IN TWO YEARS WILL BE TOO LATE TO CORRECT.

OUR NEIGHBORHOOD HAS BEEN MORE THEN WILLING TO EMBRACE THE NEED FOR INFIL BUT WISH TO MAINTAIN OUR SINGLE FAMILY STOCK OF HOUSING TO ENCOURAGE FAMILIES WITH CHILDREN AND THEREFORE MAINTAIN OUR MULTI-AGE AND MULTI-CULTURE COMMUNITY

Sincerely, CONCORDIA NEIGHBORHOOD ASSOCIATION  
CAROL ANN FRITZLER, CORESSPONDING SECRETARY

*Carol Ann Fritzler*

*MA*

**From:** DonBain <DonBain@aol.com>  
**To:** CityHallOffices.Commissioners(c4hales),Portland.SM...  
**Date:** 12/10/97 2:24am  
**Subject:** Accessory Units Testimony

Don Bain  
 6935 SW 45th Ave.  
 Portland, OR 97219-1506

12/10/97

Subject: Accessory Unit Code Amendment, Detached Units

Portland City Council  
 1120 SW 5th  
 Portland, OR 97204-1966

Dear City Council:

This letter is my testimony regarding the Bureau of Planning's (BOP's) proposed code amendments to 33.205 Accessory Units. The proposal is on today's Council agenda so I appreciate your attention to this letter before then. My comments are as follows:

#### Detached Units

Detached units are wholly incompatible and inconsistent with the stated purposes. Accordingly, they should be deleted from the amendment. They neither respect nor enhance neighborhood character and livability, they detract from it. Their use degrades the surrounding environment. Various passages of the proposed code amendment go to considerable length in unsuccessful attempts to mitigate the impacts of detached units. The code could be greatly simplified by removal of the detached units provision.

One purpose of the amendment is to "create new housing units while respecting the look and scale of single dwelling neighborhoods." Further, the purposes of the Design Standards, 33.205.030 A. include:

" Ensure that the accessory dwelling units are compatible with the desired character and livability of Portland's residential zones."

Other code provisions are proposed which attempt to mitigate the impacts of accessory units, particularly detached units. (33.205.030E)

There are many supporting arguments for my recommendation to excise detached units from the accessory unit code. Detached units:

1. Are de facto upzoning. From a population density point of view, accessory units regardless of how done can be called de facto upzoning. Adding more occupants or square footage to existing structures is quite acceptable. However, the impacts of detached units are the clearly analogous to upzoning. For example, if R5 lots were upzoned to R2.5 another dwelling unit would be allowed on the original land area and it would be built as a another structure within the new lot's setbacks and other base zone requirements - same as the proposed amendment. Even though the new dwelling's size and bulk could be larger than the amendment would allow, it still would double the number of (occupied) buildings in the same former land area, increase the total impermeable surface area, decrease viewshed distance and quality, decrease open space between buildings, decrease the vegetation per acre, and decrease collective privacy. These are neighborhood character and livability impacts that are identical between detached units and upzoning.

2. Cause loss of privacy in back yards. In most subdivisions, if a unit is in the lot's rear corner it can look into as many as 4 back yards! If two or more units are there, they would also be looking into each other. Ultimately, they can double the number of people who can peer into your back yard. Being seen by a few people with whom I have an on-going relationship is significantly different than doubling their number with added strangers who also get commanding views of my rear yard. Privacy

loss is further aggravated when the detached unit is on the second story because they allow sight over fences/hedges and longer viewsheds. (Note that one can build 2 stories with a flat roof within the 18 feet limitation.)

Sight distances between separate buildings' will be less because buildings would be closer together, spoiling viewsheds. Shorter building-to-building distance also reduces privacy in your own home, e.g., we are used to managing the views into our homes differently depending on whether they are from the street or our private back yards, and by how far away others would be. Shorter building-to-yard sight distance also reduces exterior privacy, i.e., when you are in your back yard.

As the city's ratio of open space to population declines and density increases, outdoor privacy will become even more important. If you can not get and keep it in your own back yard, then where??? Are we to be driven into our basements?

3. Significantly increase the number of built structures on the same land area. A detached unit added to a lot with a house doubles the number of significant structures per acre. A detached unit added to a lot with a preexisting house and detached garage increases the number of structures per acre by 50 percent. Even if there is a preexisting detached garage or outbuilding, the amendment does not prohibit a third structure from being built on the lot. There is no way such increases in the density of structures can be construed as "respecting the look and scale of single dwelling neighborhoods" (33.205.010) or that it "is compatible with the desired character and livability of Portland's residential zones." (33.205.030 A.) This is a fundamental and irreconcilable conflict.

4. Will substantially alter the environment around and between dwellings. They decrease the distances between dwellings, can substantially increase the ratio of building/improvement footprint to land area, and can cause the loss of valuable vegetation which enhances the look and feel of the local environment. These impacts do not promote compatibility with "the desired character and livability of Portland's residential zones" (33.205.030 A.) unless one defines "compatibility" as building more structures and covering more land. There is no way such increases in the density of structures can be construed as "respecting the look and scale of single dwelling neighborhoods" (33.205.010) or it "is compatible with the desired character and livability of Portland's single family neighborhoods." (33.205.030 A.) This is another fundamental and irreconcilable conflict.

5. Are not "affordable housing" so their deletion will not negatively affect this goal and purpose of the code. Multifamily housing structures (R1, R2, & R3 zones) will always offer more affordable housing opportunities than detached units. If the goal is affordable housing, apartments are much less costly to build (\$/sq ft) than single detached units. Per square foot, detached units would be the most expensive way to create an accessory unit, effectively preventing them from being rented as "affordable housing." Only attached accessory units as modest additions, alterations or conversions have the potential to be cheaper to build per sq ft than the cost of typical new residential construction. And, only very rarely will a preexisting garage or outbuilding structurally accommodate a second story unit without complete rebuilding, i.e., it also will be so expensive build that the necessary rent will not provide "affordable housing." Detached units made as attached units by a breezeway also would not pass the affordable test.

The size limitation on the accessory unit imposes diseconomies of scale relative to typical new home construction therefore, people will be motivated to build a detached accessory unit as large as possible to get the \$/sq ft cost down and make the rent as competitive as possible. This economic motivation will aggravate the other impacts described in this letter.

Relative to apartments and accessory units being incorporated into preexisting buildings, new detached units are quite expensive per sq ft to build. The high capital cost directly translates into high necessary rent. They would require new foundations, extension of new utilities



(electric, water, sewer, phone and gas), new separate heating systems, new roofs and all four new walls, and would be more expensive to heat per sq ft. Taxes on them would be unconstrained by the recent ballot measure. Units above garages also would require major structural upgrading (walls and foundation) of the garage, removal and disposal of the existing roof, exterior stairs (which are unsightly and incompatible with nearby single family homes), and likely some redoing of concrete when additional utilities are installed. This implementation would be the most expensive way to add an accessory unit.

By far, the least-cost way to typically add an accessory unit would be to remodel an existing home, e.g., one with an unused daylight basement or empty attic. All the utilities would be close at hand and the central heating system can be tapped for heat. Ditto the hot water. Inexpensive partitions will comprise most of the walls. The low capital cost of such a conversion/alteration directly translates into low rent.

Middle in cost would be significant structural alterations or expansions of existing homes and including an accessory unit when a new home is built. However, in most instances, these units would be more expensive to develop per sq ft than apartments and consequently would require higher rents. However, the premium may be justified by the location and use of the yard.

6. Occupants' of detached units may have a different character or habits than people with whom you would share the same building, your home. As a class, they are more likely to have shorter tenure and be people you don't get to know well. The code can not prevent this, but the code can foster circumstances where the tenants are more likely to be more integrated with preexisting residents and discourage the opposite. Resident homeowners are likely to have different selection criteria for tenants they allow to occupy the same building, e.g., people who keep the same hours, are quieter, people with whom they share the laundry room or front/back porch, etc. These criteria relate to an expected relationship with a tenant and hence the characteristics of tenants. They are consistent with the purpose of "sharing common space" (33.205.030 A.) and for homeowners to "obtain extra income, security, companionship and services." (33.205.010)

7. Will have a very negative and disproportionate impact on neighborhoods as lots increase in size from R5 to R10. One may conclude a 800 sq ft detached unit in a R10 yard will be less noticeable and therefore larger lots are the best place for these units. Assuming an R10 subdivision on flat land without E zones, the potential for negative impact is actually worse than R7 or R5 lots because a much higher proportion of the (abutting) R10 lots will accommodate a detached structure. In an R10 neighborhood, one 800 sq ft unit out back could more easily become every yard with one, with up to 6 of them (excluding yours) all visible to/from your back yard. R10 lots will be the most affected, R7 the next, then R5. Lots smaller than R5 will not be impacted because very few lots with existing houses will not accommodate a detached unit within the code's requirements. Therefore, detached units effectively reduce the range of separate dwelling units per acre, blurring the distinctions across the zones. This unintended consequence should be avoided. If not, there should be public debate about this effect and none has taken place.

In Southwest Portland, Homestead, Bridlemile, Hillsdale, Marshal Park, Markham, Arnold Creek, and Far Southwest neighborhoods have significant amounts of R10 zoning (Comprehensive Plan). Coincidentally, these neighborhoods also include large portions of steep-slope land and environmental zones, more on average than other neighborhoods. The last thing we need to do is to aggravate the stormwater runoff situation or motivate more development in Ec zones! A number of SW neighborhood associations want to retain the low building density of R10 zoning for these very purposes and allowing detached units would undermine their objectives.

People living on R10 and R7 lots choose and paid for the privilege of living in an environment marked by more open space and greenery, and less buildings within their viewshed. They also receive the benefit of more rear yard privacy. When one's neighbors, up to 6 of them in a

rectangular subdivision, put in detached units it takes no guesswork to say that the subject property will be negatively impacted and is likely to suffer a loss of value.

8. Can have equal or greater size-related impacts on the neighborhood. The proposed amendment goes to some length to unsuccessfully limit and mitigate the relative scale of detached units. However, this fails in several respects, as first noted above. A second story can be added over a garage in some instances and still be within the 18 feet height limit when the house and garage/accessory unit have flat roofs. (Note that garages' first floors are at grade level.) A one story house with a two story garage/unit is a clear violation of a subordinate visual proportion objective.

Another way the amendment fails is where the new accessory unit is built on the side of a detached garage/outbuilding. In that case, the visual bulk and footprint of the supposedly subordinate structure can equal that of the original house, e.g., a lot with a two car garage of 400 sq ft and a home of 1200 sq ft could have a detached unit of 800 sq ft added to the garage resulting in two 1200 sq ft footprint structures on the property! Such outcomes contribute to the apparent upzoning of R5 through R10 lots and alteration of neighborhood character, and aggravate loss of privacy and yards. Obviously, the amendment's subordination strategy does not achieve its objective.

Footprint or square footage is not the sole and may not be the primary determinant of visual bulk and impact, and there is no clear cutoff for what will be visually subordinate. Even with any reasonable square footage limitation, detached units can have an apparent exterior volume similar to that of the original home due to the geometry/footprint shape necessary to fit the structure on the lot. From various viewpoints and depending on both dwellings' shapes and whether the detached unit is attached to a detached garage, the supposedly subordinate structure may have an equal or greater visual/aesthetic impact even when it is considerably smaller (footprint or sq ft) than the original residence.

As can be seen from the above, achieving subordination of detached structures is problematic and depends on many variables. It would be very difficult to craft effective code language to assure subordination of a detached unit.

9. Are greater impact than adding a second story to the original house. Detached units are a different and higher impact case because additions on top of the house still maintains the distance between structures, relative scale between yard area and footprint area, and preexisting (mature) vegetation.

Detached units may require removal of yard trees in order to obtain space, sunlight or solar access. If they add footprint to the lot, they can decrease the yard area devoted to vegetation by more than one to one. (More than 1:1 via added walkways and other impermeable surfaces that may be added as accessory to the new dwelling unit.) This can have a profound effect on privacy, viewshed, neighborhood character, and use of rear yards. Removal of trees and their substitution with structures can not be construed as "respecting the look and scale of single dwelling neighborhoods." (33.205.010) Vegetation is a crucial element of our neighborhood's character and adds considerable value to our properties and neighborhoods.

A second story bedroom is not occupied much of the time whereas an entire dwelling unit is nearly always occupied when people are home, i.e., the percentage of time spent in a bedroom and a dwelling unit is much different. Second story addition bedrooms may be able to be oriented to face the rear yard, maintaining interior and exterior privacy whereas detached units will be facing back yards in all four directions.

10. Impose some impacts are not avoidable or mitigable via design standards. Some impacts are not avoidable by design standards, e.g., additional impermeable surface area, doubling the building density per acre, up to doubling the apparent bulk of the built environment within the same area, shorter viewsheds, and less open space between buildings. Design standards are not a cure all and should not be viewed as a way to

make detached units acceptable.

11. Expected low rate of implementation across the city has nothing to do with whether to allow them. The impacts of detached units are very local, confined to the setting around the unit. If the impacts on surrounding properties of even one detached unit in each neighborhood are systematically undesirable, they should not be allowed.

The code deals with what could be done, not what is actually done. If the potential for accessory units is 40% of lots/structures in a city and only 1% of the total dwellings are accessory units that is a 2.5% penetration rate. Nobody knows how large the population of potential units is, much less attached versus detached segments. Apparently, nobody knows exactly why the penetration rates are what they are or what strategies are likely to significantly boost them, e.g., code amendments like this one, promotion, incentives, and joint remodeler-city-homeowner programs.

It would be a distortion of reality to assume homogeneity of implementation of accessory units. In some neighborhoods the potential will be nil, others will have high potential for attached units (e.g., new subdivisions), others have high potential for detached units (e.g., large lots), and some will have a mixture of potentials depending on lot size and original houses' characteristics. Penetration rates will vary by neighborhood too, which is unrelated to potential. Just as there will be areas with no potential, there will be areas with the potential to be surrounded by detached units. Whether that potential is realized in specific instances is irrelevant to deciding whether to allow them.

12. Would increase pollution because their heating requirements will be higher than if integrated with the original heated structure. Most equipment used for heating small spaces is not efficient. To eliminate the capital costs of heating equipment and extending the gas line, electric space heating would often be used which overall causes about twice the CO2 (a greenhouse gas) output than direct high efficiency gas heating at the unit. A detached structure will require significantly more fuel to heat compared to obtaining space heating from a preexisting home's central heating system and sharing a common heated envelope with the main dwelling.

For these reasons, I find detached units are incurably inconsistent and in direct conflict with the stated purposes and should not be included in the amendment. They clearly do not "respect the look and scale of single dwelling neighborhoods," nor "allow more efficient use of the existing housing stock" and are not "compatible with the desired character and livability of Portland's residential zones." They impact these objectives very negatively.

If you have any questions regarding my comments, please contact me at 246-1132.

Sincerely,

(signed)

Don Bain

Council  
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November 25, 1997

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Mayor Vera Katz  
Commissioner Gretchen Kafoury  
Commissioner Charlie Hales  
Commissioner Erik Sten  
Commissioner Jim Francesconi

Dear Mayor Katz and Commissioners,

I am extremely disappointed to hear that you have already made up your minds to adopt the changes to the Accessory Unit Code proposed by the Planning Bureau. You are sending a message that citizens should not bother participating in City government. Their desires will be ignored when the City bureaucracy decides that neighborhood desires interfere with your goals. Rather than listening to each neighborhood's ideas about how best to accommodate affordable housing and greater density, you simply impose a "solution" from above. You are sending the message that the volunteers who spent untold hours working on the Albina Plan and neighborhood plans have wasted their time. The damage you are doing to participatory government is far greater than the detriment our single-family neighborhoods will incur from more duplexes and apartments.

The proposed accessory unit changes also violate a basic zoning concept—the idea that particular land uses will suffer if conflicting uses are allowed within the same area. We do not allow residential uses in exclusive farm and forest zones because it will make farming and forestry more difficult and expensive. We create industrial "sanctuaries" so that incompatible uses will not interfere with the efficient functions of industrial businesses. We recognize that one person's choice about their use of their property can prevent another person from using their property as they wish due to conflicts between the uses. We used to understand that single-family neighborhoods needed protection from conflicting uses but you have apparently decided to abandon that concept with the proposed accessory unit changes.

The conflict is not between homeowners and renters, although you should be the first to recognize that renters and homeowners treat their residences and their neighborhoods differently. Lenders and insurance companies recognize this reality because they charge higher interest rates and insurance rates for residences that will be occupied by renters rather than homeowners. Your own records will show that the city receives more complaints related to renters than homeowners. Portland may also be a more livable city than many others due to a higher rate of homeownership, although no one has bothered to study this hypothesis before speeding ahead with accessory unit changes.

Amie —  
BA — MM

The actual conflict, however, is between families with children and those without. Neighborhoods that have a substantial number of children will have a different dynamic than those that are occupied by numerous adults living one or two to a residence. You need only compare Northwest Portland with Portland Heights or the residential area surrounding Hawthorne with Eastmoreland to see a difference. Some neighborhoods operate with a greater attention to the needs and desires of children and others operate for the benefit of adults.

While it is true that the demographics of Portland are changing and we have more residences occupied by adults without children, that does not mean that we do not need to maintain some neighborhoods that will be desirable to families with children. Commissioner Hales recognized this when, in response to the announcement that we can expect less children in our schools rather than more, he said that we need, "to double-check our policies and our plans and make sure that there are things in those more urban neighborhoods that make them a good place to raise a family." *The Oregonian*, October 9, 1997. The first thing we need to do is protect those single-family neighborhoods that families with children already find attractive.

If you are serious about protecting our neighborhoods for children, you will rethink your approach to accessory units. While this approach may work in many neighborhoods, it will not necessarily work in all. Obviously, the single-family neighborhoods will not be transformed overnight. We probably will not know the true impact of this decision for years. But I have little doubt that, as more and more duplexes and apartments are created in each neighborhood, families with children will abandon those neighborhoods in greater and greater numbers.

I urge you to be more creative. I urge you to recognize the differences between our neighborhoods. I urge you to respect the knowledge the local residents have about their neighborhoods and the desires they have about their futures. You need to maintain single-family neighborhoods where duplexes and apartments are not encouraged, where you do not allow garages to be converted to apartments, where you do not allow little houses to be built on sidelots and backlots and where you require owner-occupancy in those few cases where accessory units are still allowed.

And please, consider the whether the presumed benefits of accessory units will truly occur. Do you truly have evidence that affordable housing will be created? Are you sure that the existing character of neighborhoods will be maintained? Will we truly have more places for people to live or will we simply end up with two people living in separate units in the same house rather than sharing one single-family house? Will this primarily help the residents of the neighborhoods or will it help landlords who invest in rentals?

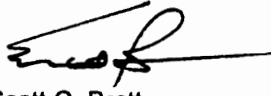
I know that my own neighborhood has improved substantially in the last fifteen

November 27, 1997

years. It has improved because we have more families with children moving in who are repairing and improving their homes. If you enact the proposed accessory unit changes, you are putting that improvement at risk.

Finally, consider whether you really want to send a message that citizen input is nice in concept but will be ignored when you think that respecting a neighborhood's desires will prevent the City government from reaching other goals. If you reject the results of numerous hours of citizen planning, you not only risk turning Portland into a city with few children; you risk turning Portland into a city in which its citizens quit participating.

Sincerely,

A handwritten signature in black ink, appearing to read "Scott O. Pratt", with a long horizontal flourish extending to the right.

Scott O. Pratt

171879

1848

12/3/97

Testimony regarding "Granny Flats" infill development submitted  
December 3rd 1997

A healthy community has a balance mix of uses and amenities. Community development must include options for employment, entertainment, retail of basic & speciality commodities, open space & essential parks & playground. Densifying residential areas limits the necessary mix of uses. People seeking fulfillment of needs must travel further outside a strictly residential neighborhood. This increases automobile use.

In contrast, all American cities now have many "strip mall" developments which can be considered "densified commercial". They have very little relationship to the neighborhoods which surround or border them. Their parking lots are very unfriendly to pedestrian use, or any other use, and create an exclusionary "no mans' land". These "districts" as well, do not have an essential mix of uses.

It is our "Asphalt districts" that need their mix of uses balanced with an infill of housing; combined with consolidated and flexible retail, and other uses. These areas will not only have more support for infill, from most citizens, they can become an excellent redevelopment model. These "densified commercial" corridors are also prime candidates for transit improvements because most are burdened with automobile traffic. Transit/redevelopment projects here have growth potential.

I am opposed to infilling single family lots for these reasons. Infilling a back yard is also a loss of open space. Similarly, a parking lot is already a loss of open space. Planning departments seeking innovative solutions for housing needs should look at the restoration of the ill-used, auto-oriented commercial-establishment and lands they've wasted.

Art Lewellan

1848

171879

Centennial Neighborhood Association  
Testimony

Accessory Rental Code Rewrite  
December 3, 1997



Today is an extraordinary day because you may decide to abolish for all practical purposes single family zones that are intended for single family use.

Many neighborhoods including mine have rejected strongly these changes in the city accessory rental unit code because they will encourage and permit accessory rental apartments not only in the main part of large houses but also in attics, basements, garages and above garages, and in small houses. These changes permit detached rental houses in backyards, which is two houses on one single family lot. It also allows the creation of duplexes in older homes on corner lots in established single family neighborhoods. Those changes turn single family zones into multi - family zones. This is not our vision.

Next, as if the destruction of single family traditional neighborhoods is not enough, the abolishment of the owner - occupancy requirement is proposed. Now rentals on both the house and apartment are encouraged and absentee landlords created. Many of us believe that stable, viable healthy neighborhoods are in danger. Families with children may find backyards filled with accessory houses or frontyard houses too small after conversion to accessory rental apartments. Rental housing is not the issue here, but permitting two rental units on one lot.

All this is being done to create only 130 housing units and against the opposition of the majority of City residents and Neighborhoods. If we could vote, this code rewrite would fail.

There are several questions and issues that came up in the previous hearing. They are:

1. The owner - occupancy requirement may not be legal or enforceable? It has been considered legal for years. During the Albina & OSE Community Plan process we were told it was enforceable when we objected to the "a" overlay liberalization of the accessory rental code. If it is not legal or enforceable don't change the code.
2. What will happen to the "a" overlay accessory rental provision? It will be repealed thus eliminating the owner - occupancy requirement and also permitting detached units throughout the Albina and OSE Community Plan Districts. This shows the lack of integrity and commitment of the Community Planning Process which was adopted for 20 years, not 2 or 4 years. Repeal is so we can have only one code. When the Albina & OSE Neighborhoods were forced to take the "a" overlay the creation of two codes was desirable and not an issue.

*Gresham has  
removal  
owner  
occupancy*

3. Do we want large apartment complexes or accessory rental units as ways of accommodating more people? This was never the choice for OSE Neighborhoods. We got large amounts of rezoning for apartments as well as the liberalized "a" overlay accessory rental provision. Is the repeal of OSE apartment zoning being offered as an alternative if we accept the accessory rental code changes?
4. Do we want to keep the Urban Growth Boundary? As our Neighborhoods deteriorate from high crime rates, from no place for children to play, from inadequate infrastructure, parking, and traffic problems, people will move outside Portland & the Urban Growth Boundary.
5. Owner - Occupancy should be an integral part of the accessory rental agreement. Requiring owner - occupancy only when accessory rentals are created does not alleviate public concern that rental companies and developers will buy up large amounts of houses and convert them or convert existing rental homes into accessory rentals. Many neighborhoods are asking instead for Permanent Owner Occupancy for the life of the unit as exists now in both codes.
6. The Code rewrite is said to help seniors hold onto their homes. It may but there are tax deferments available until the house is sold. Abolishing owner - occupancy will help seniors rent and move but not live in their homes. If neighborhoods are not safe, seniors may not want to live there.

During the OSE Plan many small modest highly affordable houses were rezoned to multi - family. A wealth of these homes were lost to the future.

Your decision is easy. The Neighborhoods who are willing to try the proposed zone changes, let them. Those that object should be permitted to continue with what they have. Two codes or more were no problem in the past and should present none in the future.

Bruce Cody, Chair  
Centennial Neighborhood Association  
1515 SE 151st Avenue  
Portland, OR 97233

# TESTIMONY SIGN-UP FOR

171879

#1554 - Accessory Dwelling Units

**IF YOU WISH TO SPEAK TO THE CITY COUNCIL,  
PLEASE PRINT YOUR NAME AND ADDRESS BELOW**

**NAME**

**ADDRESS & ZIP CODE**

✓ 1	Deborah Howe	PSU Urban Studio
✓ 2	Steve Weiss	2727 SE 16th, 97202
✓ 3	Deborah Zeul	2034 n. Killingsworth 97217
✓ 4	STEVE BORCHERDING	1626 SE 16 <sup>th</sup> 97214
✓ 5	GORDON E. TRAPP	6825 SW 63 <sup>rd</sup> 97219
✓ 6	Jim Gardner	2930 SW 2nd 97201
✓ 7	Dick Bogue	1189 NE Imperial Ave 97232
✓ 8	GEORGE ZIFCAK	15151 NE CLACKAMAS 97230
✓ 9	Matt Kirkpatrick	5515 SE Malden St, 97206
✓ 10	Carl Kiss	3522 SE Oak St 97214
✓ 11	Cornie Wihw	6245 SW 39 <sup>th</sup> Ave PDX 97221
✓ 12	David Ellis	3531 SW Boundary 972 <del>21</del> <sup>21</sup>
13	RICHARD HOLT	1200 NW FRONT AVE STE 620 P.O. 97209
✓ 14	Teri Duffey	2615 NE 20th. PDX
✓ 15	JOHN Charles	813 SW Alder 53rd 97205
✓ 16	SCOTT PRATT	3545 SE ANKENY 97214
✓ 17	Ken Swan	3225 NE 28 <sup>th</sup> Ave PDX 97212

Date: 10/8/97

Page 1 of

# TESTIMONY SIGN-UP FOR

171879

#1554 - Accessory Dwelling Units

**IF YOU WISH TO SPEAK TO THE CITY COUNCIL,  
PLEASE PRINT YOUR NAME AND ADDRESS BELOW**

**NAME**

**ADDRESS & ZIP CODE**

✓ 18	Betty Walker <del>Betty Walker</del>	3124 NE 17th 97212
✓ 19	Anton Ketterlein	430 SW Hamilton St. 97201
✓ 20	Anne Bkærner	26305 SW Davenport Lane Portland OR 97201
✓ 21	Louise Cody	1515 SE 15th Ave Portland, OR 97233
✓ 22	Peter F Fry	2153 SW Main #104 Port. OR 97205
✓ 23	TJ BROWNING	3545 SE ANKENY 97214
✓ 24	Dr. Paul Froh	3368 NE Multnomah 97232
✓ 25	MARTIE SUELL	7005 SW 34th 97219
26	Mitchell Roche	8920 SW 40 97219
27	Matt Carter	2922 NE 44th Ave 97213 <sup>Beaumont</sup> Wilshire Neighborhood Assoc
28	Charlotte Mire	2526 NE 10 <sup>th</sup> Irvington Comm Assn.
29	Jim WORTHINGTON	3232 SE 153RD - Centennial Dr. 2
30	Betsy Rodriguez	37 NE Morgan - Piedmont
31		
32		
33		
34		

Date: 10/8/97

Page 2 of



## Southwest Neighborhoods, Inc.

7688 SW Capitol Highway, Portland, OR 97219 (503) 823-4592

November 24, 1997

Mayor Vera Katz  
1220 SW 5th Avenue, Room 501  
Portland, OR 97204

Commissioner Erik Sten  
1220 SW 5th Avenue, Room 702  
Portland, OR 97204

Commissioner Charlie Hales  
1220 SW 5th Avenue, Room 701  
Portland, OR 97204

Commissioner Jim Francesconi  
1220 SW 5th Avenue, Room 703  
Portland, OR 97204

Commissioner Gretchen Miller Kafoury  
1220 SW 5th Avenue, Room 704  
Portland, OR 97204

Re: Accessory Dwelling Unit Code Amendments

Dear Mayor and Council Members:

Southwest Neighborhoods, Inc. has followed carefully the proposal to amend the city code as it applies to accessory dwelling units. Southwest residents have addressed the issue at the same time they have addressed issues of density and rezoning in the SW Community Plan.

Many residents in SW Portland believe that accessory dwelling units, if done right, can increase density in existing neighborhoods and provide relatively cheap housing without significantly harming the character of neighborhoods. But SWNI opposes one provision of the package of amendments that the Planning Commission has recommended to you: the provision allowing *detached* ADUs.

Single-family homes with attached or internal ADUs still appear or nearly appear to be single dwelling units. But detached units will detract from the appearance of single-family neighborhoods. They will create a crowded look, will take space in yards that is important for recreational use, and – we believe – will create more

Arnold Creek • Ashcreek • Bridlemile-Robert Gray • Collins View  
Corbett-Terwilliger-Lair Hill • Crestwood • Far Southwest • Hayhurst • Homestead • Markham  
Maplewood • Marshall Park • Multnomah • South Burlingame • West Portland Park • Wilson

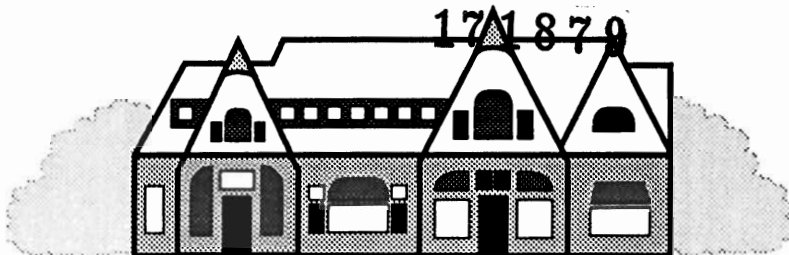
impervious surface than attached and internal units. The Bureau of Planning recognized that detached units are controversial and have a greater potential for doing harm, and proposed to the Planning Commission that the maximum size of detached ADUs be less than the maximum size of other types of ADUs. We believe the Planning Commission made a mistake in recommending that the maximum size of ADUs be the same for all types.

Therefore, the SWNI Board, at its November 19, 1997 monthly meeting, approved the following motion by a vote of 14 yes, one no, and three abstentions:

**Motion: We communicate to City Council that the SWNI Board objects to detached accessory dwelling units, but if they are permitted the square footage should not exceed 500 square feet.**

Sincerely,  
Tom Miller, President

**BEAUMONT  
WILSHIRE**  
Neighborhood Association  
Portland, Oregon



3 December, 1997

To: City Council

Subject: Accessory Dwelling Units.

The Beaumont - Wilshire Neighborhood Association has reviewed the arguments in support of the proposed change, specifically relaxing owner occupancy requirements, to the Accessory Dwelling Unit Code. A proponent, The Coalition for a Livable Future has addressed a Board meeting. The Board and the General membership has voted to oppose the change. In addition to the Beaumont - Wilshire Neighborhood Association, other neighborhood associations have also come out against the proposal. At a recent meeting of the land use group of Central Northeast Neighbors all the neighborhoods were aware of and opposed the change. There appears to be no support for the change in the general community.

The proposed change will not provide "affordable housing" as claimed by the supporters. The proponents have offered no support to their claim that "affordable housing" will be created by changing the Accessory Dwelling Unit Code. Guesses for the additional housing units that might be generated by the change vary from one or two a year to about 140. Adding an additional 140 units a year to the Portland rental market would not impact rents in any measurable way. Housing would not become more affordable. To impact rents in a measurable way the number would have to be much higher. A high enough conversion to impact rents would cause major disruption to neighborhoods, jam our streets with cars, and over run utilities.

Owner occupancy is a fundamental ingredient to healthy neighborhoods and a livable city. Neighbors wish to encourage home ownership. The proposed change discourages it.

The proponents claim, without support, that relaxing the owner occupancy rules will cause private land owners to finance "affordable housing". A quick conversation with building contractors and a review of rents in the classifieds challenges this claim. The typical cost of conversion combined with the expected rent will keep most land owners from building Accessory Dwelling Units.



The proposed change would decrease density. Many Portland neighborhoods consist primarily of old high maintenance housing stock. Owner occupants are typically willing to spend the extra money required to keep the old housing in good repair. The continued physical viability of the neighborhoods is dependent on owner occupancy. As owner occupancy declines under the proposal so would the housing stock. The decline of the quality of housing would put pressure on development of raw land at the urban growth boundary. The pressure would come primarily from people with the demonstrated ability to buy a house.


The proposed changes risks degrading neighborhoods. As the neighborhoods decline, density would also decline.

Reducing the livability of Portland Neighborhoods will reduce density and put pressure on development of raw land. The tax base in the city would decline with the neighborhoods. Funds for many worthwhile programs would dry up. The proposed change is bad for Portland, and bad for the region. It is with good reason the voters have such a strong opposition to the change.

The proponents arguments are not supported and provide sustenance to claims of a hidden agenda.

Please honor your fiduciary position and enforce the will of the electorate.

Sincerely,

A handwritten signature in black ink, appearing to read 'Matthew D. Carter', with a long horizontal flourish extending to the right.

Matthew D. Carter  
Beaumont Wilshire Neighborhood Association  
Land Use  
2922 N.E. 44th Avenue  
Portland, OR 97213-1111



*Council*

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DANE KADLAR  
CITY CLERK

November 25, 1997

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MAYOR'S OFFICE BY \_\_\_\_\_  
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Mayor Vera Katz  
Commissioner Gretchen Kafoury  
Commissioner Charlie Hales  
Commissioner Erik Sten  
Commissioner Jim Francesconi

Dear Mayor Katz and Commissioners,

I am extremely disappointed to hear that you have already made up your minds to adopt the changes to the Accessory Unit Code proposed by the Planning Bureau. You are sending a message that citizens should not bother participating in City government. Their desires will be ignored when the City bureaucracy decides that neighborhood desires interfere with your goals. Rather than listening to each neighborhood's ideas about how best to accommodate affordable housing and greater density, you simply impose a "solution" from above. You are sending the message that the volunteers who spent untold hours working on the Albina Plan and neighborhood plans have wasted their time. The damage you are doing to participatory government is far greater than the detriment our single-family neighborhoods will incur from more duplexes and apartments.

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*Amie* —  
*BA* — ~~MM~~

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If you are serious about protecting our neighborhoods for children, you will rethink your approach to accessory units. While this approach may work in many neighborhoods, it will not necessarily work in all. Obviously, the single-family neighborhoods will not be transformed overnight. We probably will not know the true impact of this decision for years. But I have little doubt that, as more and more duplexes and apartments are created in each neighborhood, families with children will abandon those neighborhoods in greater and greater numbers.

I urge you to be more creative. I urge you to recognize the differences between our neighborhoods. I urge you to respect the knowledge the local residents have about their neighborhoods and the desires they have about their futures. You need to maintain single-family neighborhoods where duplexes and apartments are not encouraged, where you do not allow garages to be converted to apartments, where you do not allow little houses to be built on sidelots and backlots and where you require owner-occupancy in those few cases where accessory units are still allowed.

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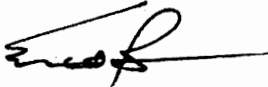
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November 27, 1997

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Sincerely,

A handwritten signature in black ink, appearing to read "Scott O. Pratt", with a long horizontal flourish extending to the right.

Scott O. Pratt

171879 # 1848

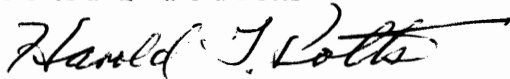
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BY \_\_\_\_\_

December 2, 1997

City Commissioner Eric Sten, Commissioner Kafoury  
and other commissioners:

Recently, we read your comments in the Willamette Week regarding accessory dwelling units or granny flats -- wherein you stated "every granny flat that rents at an affordable rate.....is one more apartment the city doesn't have to subsidize". What are you thinking of? The neighborhood we live in has been an owner-occupied and single family dwelling for the most part since we have lived here -- 37 years. There are a few homeowners that rent out one or two bedrooms, but nothing like you are proposing. We pay very high taxes to live in a single dwelling neighborhood, and ask you and your fellow commissioners to give up the idea of granny flats. I am not willing to live in a neighborhood with many people in a single family dwelling just to save the city money to build more apartments. The city wastes enough money which could be saved to build more apartments for the poor, poor homeless people. Why not dispense with grand repairs to the City Hall and put up apartments in the park blocks? That would make more sense than infringing on the privacy and livability of a long-time single family neighborhood.

  
Dolores and Harold Potts



# 1848

171879



**Southwest Hills Residential League**  
 Post Office Box 1033 Portland, Oregon 97207

December 1, 1997

Dear Mayor and Commissioners:

In view of the recent population projections discussed in the December 1, 1997 Oregonian and the lower Kindergarten enrollment in Portland schools, SWHL questions the need for major changes in the current accessory unit code. Metro has projected that 70% of our growth between 1990 and 2010 would occur within the urban growth area. Demographer Wineberg is projecting only a 1.1% growth for the state in 1996 - 1997.

Housing stock is increasing in the SWHL area. Lots once considered substandard and unbuildable are being developed, large lots and houses dividend and zoning changes have reduced lot sizes. This is true throughout the city.

The close in eastside neighborhoods have been revived by young working people buying and remodeling old housing stock. They use the public transit system and the public school system. The addition of many detached units might change the livability and character of these neighborhoods and lead to flight to the suburbs.

Let's wait to see if there is a major demand for new housing units which cannot be met by the existing accessory unit code, by planned unit developments and the remodel of older structures

If the proposed accessory unit code is implemented SWHL recommends:

- 1) NOTICE be given to the neighborhood association of permits for accessory units.
- 2) OWNER OCCUPANCY of the major living space be required for two years.
- 3) LOT coverage and PARKING be considered in granting accessory unit permits.
- 4) REVIEW of the accessory unit program be considered within 5 years

Yours truly,

Nan Koerner  
 Anthony Boutard  
 Directors SWHL

RECEIVED  
 DEC 1 34 PM '97  
 DEAN WITTER REYNOLDS  
 503 221 8602  
 PORTLAND, OREGON

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OCT 14 10 16 AM '97  
BARBARA CLAR, CLERK  
CITY OF PORTLAND, OR.

171879

#1848

October 11, 1997

BY \_\_\_\_\_  
City Council:

My husband & I attended the meeting on October 8, on accessory dwelling units, and must say we were disappointed. The commissioners and planning board members couldn't be heard as they were facing each other, with their backs to the rest of us. Are they thinking of us who have lived in these neighborhoods most of our lives ???

We've lived in the same house in Laurelhurst for 46 years. Raised and educated our children here, and have a lot of wonderful memories. And, our home isn't too big for us.

Leave our older neighborhoods decide for themselves.

How about parking, as you know that most of these homes are built on a 50' x 100' lot.

A.M.D.  
B.B.D.

547 N.E. Laurelhurst Pl.  
Portland, Or. 97232

# 1848

171879

*see attached flyer distributed in laurelhurst*

Testimony Regarding Accessory Units

10/12/97

I have been a resident of the Laurelhurst neighborhood for almost 10 years. I feel accessory units are a good and appropriate way for urban neighborhoods to contribute their fair share to housing the people seeking affordable housing in our beautiful city. Some of the people who are most likely to benefit from accessory units include:

- aging parents who want to be close to family while maintaining a degree of independence and autonomy;
- young adults who are students or newly employed; and
- low-wage workers who want to live near their workplaces.

I anticipate that, in my own case, I could use an accessory unit in many ways: to generate needed income from a renter who may assist with yard care or housesitting; to house my mother-in-law, to shelter my daughter while she is in college or while she is saving for a bigger and better place of her own, as an occasional guest house, or as a studio or office retreat for myself.

I would welcome any requirements that accessory units be built in a style that is compatible with adjacent architecture.

I am disappointed in my Laurelhurst neighbors who seem to think that our neighborhood deserves special treatment. In my opinion, we all share the responsibility of keeping the American Dream of home ownership alive for everyone. Today, hard-working families and individuals have a hard time finding affordable rentals and can hardly hope to ever own a home. I want a future where my daughter will have the same opportunity to own a home as I have had. Without the help of all of us, this will not be possible.

Sincerely,

*Janet McManus*

Janet McManus

44 NE Ma'kle Pl.

Portland, OR 97213

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 BUREAU OF CLERK  
 CITY OF PORTLAND, OR

FAA NUMBER 023-7511

Call Dick Bogue 234-2349 or Scott O. Pratt 241-5464 or 231-1319 for more information.

171879

Dear Sir,

Oct 7, 1997

Portland Planning  
Commission

This area always

been high density

small lots - narrow

streets - where we'll

the parking be??

Re: our - Agencies -  
no apt - Business

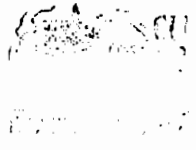
Rental apt. improving  
space.

Single family homes  
in Lawrence #152

you lined here

Sincerely,  
Zora Coomb  
4041 SE Ankeny St  
Portland, Oregon 97214

Zora Coomb  
4041 SE Ankeny St  
Portland OR 97214-2013



**MISSENT TO  
CITY AUDITOR  
PORTLAND, OR**

1220 SW 5th  
Room 401  
Portland, Oregon

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OCT 13 1 07 PM '97  
DART M. ALLEN  
CITY AUDITOR  
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Post-It® Fax Note	7671	Date	10/13	# of pages	1
To	Ray Kershner	From	Susan Gregory		
Co./Dept.		Co.			
Phone #	4086	Phone #	<del>4086</del> 7708		
Fax #	4571	Fax #	<del>4571</del>		

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#1848

Philip Novitsky  
Karin Novitsky  
3252 N.E. Irving St.  
Portland, OR 97232

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City Council Hearing on Accessory Dwelling Units

The Portland Building  
1120 S.W. Fifth Avenue  
Portland, OR

We wish to voice our opposition to the changing the meaning of a single-family residential zoning to include "accessory dwelling units." We here in Laurelhurst bought our homes knowing it was a single dwelling neighborhood. If we had wanted to live in the midst of row houses, condominiums, and apartments, we would have purchased homes in neighborhoods that had those types of dwellings. We did not!!!

We urge you to make the correct housing decision. We do not want anything but single-family housing in Laurelhurst.

The lady next door to us has "shared/assisted housing in her home, virtually turning it into an apartment house. Would you please research this and let me know what the rules regarding this type of arrangement in a single family dwelling. People are coming and going around here, and I find it difficult to keep up with them each month. This is clearly not the way we wish to see Laurelhurst go.

Again, make the right decision. Keep Laurelhurst a single family dwelling neighborhood.

Sincerely,

Philip Novitsky  
Karin Novitsky

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BY \_\_\_\_\_

October 11, 1997

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DARRELL CLARK, DIRECTOR  
CITY OF PORTLAND, OR.  
BY \_\_\_\_\_

Mayor Vera Katz and  
City Council  
1220 SW Fifth, Room 401  
Portland, OR 97204

RE: Accessory Dwelling Units  
Laurelhurst Neighborhood

Dear Mayor Katz and City Council Members:

On Wednesday, October 8th, I attended the City Council hearing on Accessory Dwelling Units. I am at a loss to understand why a one-size-fits-all approach to this idea is thought to be appropriate. Granted, in some neighborhoods the Planning Commission recommendations might be a good idea, but not in all. All the neighborhoods are well defined and well known to the Council and to the Planning Commission and it should not present an unwieldy administrative burden to consider each separately before application of the recommendations. Historical districts such as Laurelhurst are entitled to special consideration.

There seems to be an idea floating around that, especially in the case of senior homeowners, the addition of rental units would provide additional income and thus enable them to remain in their own homes longer. In my opinion this idea is specious and I do not believe there are any reliable statistics to support it. In the first place, few people have the financial resources and technical ability to create such units, nor do they have the experience in dealing with landlord/tenant issues. In addition, building such units is not inexpensive and the rentals will not be "affordable" if rental rates are sufficient to provide a return on the investment. The end result could well be that absentee investors will snap up these lovely old houses and carve them up into rental units.

Such accessory units will in this neighborhood exacerbate the already over burdened traffic and parking situation. In our block already it is difficult at times to find street parking and the through traffic on this street is becoming worse and worse. Then, too, increased tenancy puts an extra burden on the existing water and sewerage systems, and more roof area and paved areas dump more water in the storm drains. This we do not need.