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TO: Board of County Commissioners and Planning Commission Members
FROM: Karen Buehrig, Long Range Planning Manager
DATE: September 16, 2019
RE: Joint BCC / PC Work Session on Monday September 23rd, 2019

Over the past year, there have been many projects and discussions underway identifying the need to increase the amount of housing available across the full spectrum of the housing continuum. Solutions to address the need for increasing the supply of housing require a multi-dimensional approach, with different actions needing to be taken by a variety of organizations, County departments, and as well as other partners. Some of the most relevant projects underway (with links to background information) include:

- 2019 Homeless Point-in-Time Count (<https://dochub.clackamas.us/documents/drupal/786743d5-3c70-4ffa-852b-d28ff744a218>)
- Metro Housing Bond and the Local Implementation Strategy (<https://www.clackamas.us/metrohousing>)
- Clackamas County Housing Needs Assessment (<https://dochub.clackamas.us/documents/drupal/c1526329-f9c4-4281-af84-1c58d8a5e15f>)
- Housing Affordability and Homelessness Task Force (<https://www.clackamas.us/homelessness/taskforce.html>)
- Housing Bill 2001 – The “Missing Middle” House Bill (<https://olis.leg.state.or.us/liz/2019R1/Downloads/MeasureDocument/HB2001/Enrolled>)

Emerging from these projects are an assortment of action items and recommendations, with some specifically addressing potential changes to planning and zoning regulations. Over the next two years, the Planning and Zoning Division will be undertaking a Long-Range Planning work program item intended to bring together the various recommendations related to increasing the housing supply, and develop a set of proposals that would ultimately amend the Zoning Development Ordinance and the Comprehensive Plan.

While the Board of County Commissioners has had the opportunity to be updated and engaged on these various projects, the Planning Commissioners have not had the same level of engagement. The September 23rd joint Board of County Commissioner / Planning Commission work session will allow for a brief overview of key findings and outcomes of recent projects related to housing issues. The group will then have a chance to discuss the outcomes of the Housing Affordability and Homelessness Task Force recommendations related to Planning and Zoning (attached), as well as other project recommendations that are important to you. For use in preparing for this joint meeting, attached are the recommendations from the Housing Affordability and Homeless Task Force related to Planning and Zoning.

During the work session, as a participant you will share with each other the proposals that resonate the most with you, and concerns you may have regarding issues that could potentially arise when the Long Range Planning work program item “Housing Strategies” is underway.

We look forward to an evening of exchanging ideas between BCC and Planning Commission members about this important topic.

RECOMMENDATIONS FOR PLANNING ZONING AND DEVELOPMENT.

The Housing Affordability and Homelessness Task Force (“Task Force”) has been meeting since May of 2018 to discuss and make recommendations on fostering housing affordability and alleviating homelessness in Clackamas County. The Task Force has previously submitted a set of recommendations aimed at Shelter off the Streets and services for the currently unsheltered. These recommendations are aimed at Planning Zoning and Development.

Draft Goal: The Task Force recommends that the Board of County Commissioners revise its current Performance Clackamas goal for affordable housing to be more aspirational and account for the housing units likely to be built under the Metro Housing Bond:

By 2026, XXXX units of housing, affordable to a variety of residents, will be developed within Clackamas County, through a combination of public and private partnerships, and appropriate regulatory changes. Of that number, the Housing Authority goal will be to provide XXXX units affordable to households earning 60% of the area median income or less.

The Board of Commissioners should work with staff and partners to arrive at appropriate targets after reviewing the Housing Needs Assessment, which is currently in process.

The Task Force also recommends that the County continue its current efforts to facilitate additional housing at all income levels, and to continue to assure that design standards do not provide unnecessary impediments to housing affordability.

Additionally, the Task Force recommends that the County apply an Equity Lens to its current citizen involvement programs related to land use and zoning.

Recommendation 5: Include housing affordability packages in upcoming annual planning work programs to include consideration of the following elements:

Tier One. The Task Force recommends the following elements as most likely to effect change in the shortest period.

- a) **Provide a tiered density bonus for inclusion of affordable housing and create a transferrable development rights bonus system.** The Task Force feels a density bonus should provide a realistic financial incentive for development of affordable housing units in all zones that allow residential uses, and for the affordable housing component of mixed income projects
- b) **.Increase maximum density for multi-family development in commercial zoning districts.** In most commercial zoning districts, housing is limited to 25 units per acre in commercial areas, while there are very few size restrictions on

commercial development. For example, the code currently allows a multi-story office building, but may not allow a 100-unit residential building of the same dimensions.

- c) **Develop a hierarchy of parking standards based on proximity to transit that considers credits for alternative modes, the nature of the occupancy and affordability.** Parking requirements can be an added unnecessary cost in some instances. For example, there is some evidence that households in the 0-30% AMI range have fewer vehicles than households in higher income ranges. Similarly, developments near high capacity transit stations may require fewer parking spaces per unit. The task force recommends that any changes be supported by recent studies and data.
- d) **Provide enhanced ability to create Shelter off the Streets (SOS) housing.** The Task Force recognizes that current code provides very limited ability to site Shelter off the Streets (SOS) uses and shelter options. Other jurisdictions have allowed camping “rest areas” as well as transitional shelters, which are currently only allowed in very limited areas in the county.

Tier Two. The items below are either addressed by legislation pending before the 2019 legislature, or are less likely to result in significant numbers of affordable housing units in the near term. The Task Force recommends that the County address them in subsequent Planning Work Programs depending upon the outcome of the legislation.

- e) **Provide for cottage cluster development in appropriate zoning districts.** The Task Force would like to see the ability to create cottage cluster developments.
- f) **Make duplexes and triplexes outright uses in single-family zones, subject to clear and objective criteria.** The Task Force believes that classifying “plex” units as conditional uses rather than outright uses, leads to greater uncertainty and longer processing times and expense.
- g) **Repeal owner occupancy requirement for ADUs.** State legislation has been introduced that would prohibit this requirement statewide.
- h) **Explore opportunities for permitting additional housing types, such as micro-units, co-housing and live/work units.** The Zoning and Development Ordinance currently allows mixed uses in many areas, and allows mixed use buildings under a home occupation permit in residential zones. However, there may be opportunities to increase this type of unit in conjunction with addressing building code and appropriate compatible uses and other issues.
- i) **Address ability to add housing to schools, places of worship and church-owned properties.** Housing is currently allowed at school-owned properties and places of worship so long as it is developed at a density consistent with the underlying zones. There may be other opportunities to expand by considering appropriate permitting solutions for conditional uses.

Recommendation 6: Evaluate and apply an Equity Lens to the County's Planning, Zoning and Housing Outreach efforts.

The Task Force has developed an Equity Lens to help evaluate actions related to housing affordability and homelessness. The lens contains the following vision statement:

We envision a Clackamas County Task Force on Affordable Housing and Homelessness that engages communities of color and those disproportionately impacted by historic and current housing disparities in the county, that leads by example and actively makes informed decisions while bringing the voices of those disproportionately affected to the table, and that considers current and future impacts that our decisions make on communities of color and impacted populations.

The Task Force recommends that the County apply the attached equity lens or a similar tool to evaluate how the county communicates and works with diverse communities in its planning and zoning outreach processes. A copy of the Task Force lens is attached (not here, but in the recommendation document).