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**TO:** Kent Studebaker, Mayor  
Members of the Lake Oswego City Council  
Tom Coffee, City Manager

**FROM:** Ron Bunch, Planning and Building Services Director

**SUBJECT:** Review of Proposed Lake Oswego Comprehensive Plan: Part 2 Complete Neighborhoods and Housing

**DATE:** June 4, 2013

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**ACTION**

Appended, as Attachment 1 is staff's analysis of the Complete Neighborhoods and Housing goals and policies done as part of the 2010 – 2013 Comprehensive Plan Update. Previously Council received staff's review of the five goals for this chapter and Policy A-1, which addressed housing location.

Council is requested to review this material and provide staff with its reactions whether or not it fulfills the intent of its motion of April 16, 2013. Staff also wishes direction from Council to communicate its views and preferences to the Planning Commission and other interested parties prior to initial public hearings.

**INTRODUCTION/BACKGROUND**

The City Council at its April 16, 2013 meeting approved a motion that directed staff to:

1. Identify for consideration subject matter, goals and policies that are unrelated to land use;
2. Maintain a list of those items listed in number one and prepare a report on how those items could be addressed separately;
3. Identify for Council consideration, policies that direct the City to increase residential densities and to add mixed uses in the neighborhood residential zones;
4. Identify for Council consideration policies that might obligate the City to future actions that would have budgetary impacts; and
5. Provide a tracking system so that proposed changes to the existing Comprehensive Plan can be clearly understood.

Attachment 1 is a report that addresses these objectives for the draft Comprehensive Plan's Complete Neighborhoods and Housing Action Area: This includes four subareas:

- A. Housing Location and Quality: The proposed policies associated with this chapter address density, transition from one land use intensity to another (low-density to high-density and mixed-use), and mitigation of adverse impacts on adjacent land uses and incentives.
- B. Housing Choice: This section addresses the need for a variety of housing types in Lake Oswego including the development of secondary housing (accessory) units. There is an emphasis on accommodating the housing needs of those with special needs, varied incomes and of different age groups.
- C. Housing Affordability: The Housing Affordability section addresses the need for affordable housing types and coordination with affordable housing providers regarding how to meet these needs.
- D. Complete Neighborhoods: This section proposes that the proximity of mixed use, employment centers town centers and neighborhood villages (neighborhood commercial and business districts) are important to the character and quality of neighborhoods. In addition, this section addresses the desirability to adopt specific neighborhood plans.

## DISCUSSION

Attachment 1 provides a detailed review of the proposed goals and policies based on City Council's April 16, 2013 motion. In order to inform staff's review, a separate analysis was done of state land use laws and rules that pertain to a local jurisdiction's provision of housing opportunities. In addition, this report also examines the housing role of Metro and the Clackamas County Housing Authority (CCHA). Finally, it summarizes the recommendations of the 2005 Lake Oswego Affordable Housing Task Force.

The new Comprehensive Plan goals and policies recommended by the 2010 – 2013 planning effort are quite different from goals and policies in the current (1994) Comprehensive Plan, especially in the areas pertaining to housing location and housing choice. This is because the proposed chapter appears to tie the "principle of Complete Neighborhoods" to the proximity of mixed-use, employment centers, town centers, and neighborhood villages. Policy A-3 seems to support rezoning land for medium and high-density housing to establish "transitions" between town and employment centers and low-density residential neighborhoods. In addition, some of the chapter's policies propose to expand the role of Lake Oswego in providing for needed and affordable housing.

Another important difference is that the 1994 Goal 10, Housing chapter contained several policies and action measures that addressed statements intended to preserve/enhance neighborhood quality of life. The analysis and recommendations in Attachment 1 proposes to restore some of these as either policies or action measures. Examples of topics include pedestrian connectivity; design and aesthetic quality of neighborhood streets; allowing but regulating home based businesses; and requiring infill to be designed to be compatible with neighborhood character, etc.

Many of the proposed housing goals and policies are aspirational and not written to be easily implemented. Many of them are not land use oriented and some have potential budget implication. An effort has been made to reword them to be more applicable to land use and to remove potential budget obligations.

Many of the proposed policies have been re-crafted as action measures, to be consistent with the definitions of goals, policies, and action measures within Attachment 3 “Criteria for Review of Proposed Lake Oswego Comprehensive Plans Goals and Policies”.

**RECOMMENDATION**

It is recommended that Council review the report; provide feedback to staff, and direct staff to transmit the same to the Planning Commission.

**ATTACHMENTS**

1. Attachment 1. Evaluation of Proposed Complete Neighborhoods and Housing Goals and Policies
2. Attachment 2. Criteria for Review of Proposed Complete Neighborhoods and Housing Goals and Policies
3. Attachment 3. Proposed Complete Neighborhoods and Housing Goals and Relationship to Land Use and Potential Budget Impacts.

Reviewed by:



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Tom Coffee  
City Manager



**Comprehensive Plan Analysis Summary Findings Goals and Policies:  
Complete Neighborhoods Action Area  
June 4, 2013**

Introduction: There are four categories associated with this draft Comprehensive Plan Chapter. They are:

Housing Location and Quality: These proposed policies associated with this chapter address density, transition from one land use intensity to another (low density to high density and mixed-use), and mitigation of adverse impacts on adjacent land uses and incentives.

Housing Choice: This section addresses the need for a variety of housing types in Lake Oswego including the development of secondary housing (accessory) units. There is an emphasis on accommodating the housing needs of those with special needs, varied incomes and of different age groups.

Housing Affordability: The Housing Affordability section addresses the need for affordable housing types and coordination with affordable housing providers regarding how to meet these needs.

Complete Neighborhoods: This section proposes that the proximity of mixed use, employment centers, town centers, and neighborhood villages (neighborhood commercial and business districts) are important to the character and quality of neighborhoods. In addition, this section addresses the desirability to adopt specific neighborhood plans.

**Land Use Applicability and Potential Budget Impacts**: Eleven (11) of the proposed policies are either not consistent with the state definition of land-use and/or have potential budget impacts because they could obligate the City to program or project action or, call for incentives to implement a policy. The land-use inconsistency and budgetary impact is most conspicuous in the Housing Affordability chapter. These policies have been evaluated in Attachment 2 and new language is recommended to make them more land-use oriented and/or budget neutral.

**Residential Density Issues**: The goals and policies in the proposed Housing Choice and Location Section could have significant impacts on residential density as previously expressed regarding Housing Location Policy A-1 and the possibility of incremental changes in zoning intensity to transition density from mixed-use centers to single-family residential districts (Policy A-3).

**Comparison to the Existing Comprehensive Plan**: The new Comprehensive Plan goals and policies recommended by the 2010 – 2013 planning effort are quite different than goals and policies in the current Comprehensive Plan, especially in the areas pertaining to housing location, housing choice and because the proposed chapter ties the “principle of Complete Neighborhoods” to the proximity of mixed-use, employment centers, town centers and “neighborhood villages” (neighborhood commercial and business districts). A policy-by-policy comparison is made in Attachment 1: Goal and Policy Review.

## **Other Observations and Recommendations**

In summary, the proposed new Housing Location and Quality Chapter (Policies A-1 and A-3) could be interpreted as increasing the possibility that incremental zone changes (high density and medium density housing) would be allowed to transition land-use intensities from mixed use business districts to low density residential neighborhoods. This is in contrast to the 1994 Comprehensive Plan, which intended to establish distinct boundaries for housing densities. The 1994 Plan established a high bar for zone changes and recognized that low density residential uses already abut higher intensity zoning districts such as multifamily and commercial and employment centers.

In the proposed new Housing Choice section, the policy statements are oriented toward providing a range of housing for Lake Oswego's changing demographics and towards providing housing for those with special needs. Several of these policies are proposed to be amended to make them more directly applicable to land use situations.

The proposed Housing Affordability section departs significantly from the City's existing land-use responsibility to provide opportunities for housing development, to emphasize direct role for the City in affordable housing issues. For example the section proposes that the City get directly involved in enforcing the federal fair housing statutes; preventing the turnover of Section 8 housing and other affordable housing from subsidized to market rate units; provide incentives for the development of affordable housing and work out situations where Urban Renewal projects would be required to have affordable housing components. Many of these statements are not land use oriented. An effort has been made to reword them to be more applicable to land use.

Many of the proposed policies have been re-crafted as action measures, to be consistent with the definitions of goals policies and action measures within Attachment 3 "Criteria for Review of Proposed Lake Oswego Comprehensive Plans Goals and Policies".

Another significant change from the 1994 Comprehensive Plan Housing Goals and Policies is that the proposed chapter identified mixed-use centers and neighborhood commercial and business districts (Village Centers) as key elements of neighborhood livability. This was not the case in the current Comprehensive Plan. The reason is that the Economic Development chapter of the 1994 Comprehensive Plan and the Housing chapter were distinctly different. They were separated by their Statewide Planning Goal emphasis – Goal 10 is about Housing and Goal 9 is pertains to Economic Development. While the proximity of these important service and commercial areas is desirable to the concept of "Complete Neighborhoods", the City Council may wish to consider whether the two concepts should be closely tied to one another. The 1994 Comprehensive Plan recognizes that it is a matter of preference where people choose to live. The policies did not assume that the livability/quality of a neighborhood does not depend upon its proximity to commercial or business services/activities.

Another important difference is that the 1994 Comprehensive Plan Housing chapter also was oriented somewhat to the broader topic of "neighborhood quality" and had a number of related policies. Many

## Attachment 1

of these policies, which are not in the proposed new plan, addressed aesthetics; the many roles that neighborhood streets play – not just for transportation but contributing to the social and aesthetic character of neighborhoods; street trees and vegetation, etc.



**Complete Neighborhoods and Housing: Goal and Policy Review – A. Housing Location and Quality (Continued)**

Proposed Policies (Housing Location and Quality)	Land Use	Potential Budget Impacts	Existing Policies	Commentary
<p>Policy A – 2: Assure that residential densities are appropriately related to site conditions, including slopes, potential hazards, and natural features and to the capacity of public facilities.</p>	<p>Yes</p>	<p>No</p>	<p>Policy 3: Assure that residential densities are appropriately related to site conditions including slopes, potential hazards, and natural features.</p>	<p>The proposed policy and the existing policy are the same statement. However, in view of the need to ensure policy statements do not imply that they are regulatory (which is the function of the City’s Development Code) the policy is modified slightly as below.</p> <p><i>Develop and maintain regulations and standards that ensure residential densities are appropriately related to site conditions including slopes, potential hazards, and natural features. (Policy)</i></p>
<p>Policy A – 3: Assure an orderly transition from low-density residential neighborhoods to high-density housing, mixed use, and employment uses through incremental changes in zoning or through design and development standards.</p>	<p>Yes</p>	<p>No</p>	<p>Policy 12: Assure an orderly transition from one residential density to another through design and development standards such as landscaping, buffering, and screening.</p> <p>Action Measure iv: Encourage site and building design considerations for developments, which are proposed adjacent to differing land uses, which include use of building materials for noise reduction, visual screening through use of increased setbacks, building bulk, and height modulation, building placement, or landscaping and analysis of traffic patterns.</p> <p>Action Measure x: Utilize screening and buffering, setbacks, landscaping and modulation of building bulk between different residential densities within neighborhoods to reduce the potential for conflicts such as noise and visual encroachment.</p>	<p>The proposed policy changes existing policy 12 by introducing the concept “incremental changes in density to assure a transition from low density residential to high-density residential and more intense mixed use and commercial employment uses”.</p> <p>The existing policy 12 was applicable to “an orderly transition from one residential density to another only”. It relied on design features to accomplish this. The proposed policy is applicable to low-density, high density, mixed-use and employment uses. The new policy broadens the list of land uses as above but Medium Residential Density Zoning has been excluded (R-6, R-5, and R-3).</p> <p>The proposed policy’s intent might be interpreted that lands zoned low density residential could be subject to incremental changes in zoning to accomplish “an orderly transition to high density housing mixed-use and employment uses.” The question to ask is, “does this policy make it possible to approve land use map amendments that would change low-density residential zoning to medium-density to accomplish an orderly transition to high-density development? Similarly, does this mean that low density residential could be changed to high density residential to accomplish an orderly transition to mixed-use or employment uses?”</p> <p>The intent of existing policy 12 was to recognize that in 1994, existing residential districts at their respective densities were established and zone changes to higher densities would be held to a very high standard. The community’s preference was that they were to remain at their established densities. Existing Housing Policy 12 was intended to complement existing Housing Policy 1, which states explicitly that the City was to maintain Low Density Residential designations in areas currently developed at these densities and the same was to apply to medium and high-density residential areas. This language is proposed to be deleted from the proposed Policy A – 1 which is intended to replace existing Housing Policy 1. The changes in proposed Policy A-1 in concert with those in Policy A-3 could have substantive impacts on existing residential density designations.</p> <p>The proposed policy would be appropriate in a community where there was substantial vacant and developable land and the prospect of a lot of new development or redevelopment of existing property. However, that is not the case in Lake Oswego. The emphasis has been on refinement of existing land uses within the already established land use districts through special area or neighborhood plans. In one or two isolated cases, such as the West Lake Grove Design District there have been increases in land use intensity and but consistent with unique circumstances and criteria in the Comprehensive Plan.</p> <p>The emphasis has been on managing the boundaries between the differing land use districts and to a significant degree, this has relied on design and development standards.</p> <p>In view of this, the following is offered to refine proposed policy A-3:</p> <p><i>Develop and maintain land use regulations and standards that promote orderly transitions and compatibility between different residential densities and other land uses such as measures that address traffic and circulation, building and site design, buffering, screening, tree preservation and other landscape treatments. (Policy)</i></p>

Complete Neighborhoods and Housing: Goal and Policy Review – A. Housing Location and Quality (Continued)

Proposed Policies (Housing Location and Quality)	Land Use	Potential Budget Impacts	Existing Policies	Commentary
<p>Policy A – 4: Require mitigation of adverse impacts such as noise, traffic, and visual aesthetics on differing adjacent land uses through site and building design.</p>	<p>Yes</p>	<p>No</p>	<p>Policy 4: Require mitigation of adverse impacts such as noise traffic and visual aesthetics on differing, adjacent land uses through site and building design.</p> <p>Action Measure v. Encourage site and building design considerations for developments which are proposed adjacent to differing land uses which include use of building materials for noise reduction, visual screening through use of increased setbacks, building bulk, height modulation, building placement or landscaping and analysis of traffic patterns.</p>	<p>The existing policy and the proposed policy are the same statement. The above-proposed statement suffices to address this issue. Staff has been advised by the City Attorney that the Comprehensive Plan should avoid statements that use regulatory language such as “require”. The Comprehensive Plan’s role is to establish broad policy. Therefore, it is proposed that the intent of Proposed Policy A – 4 be addressed by the above.</p>
<p>Policy A – 5: Require mitigation of adverse impacts such as traffic noise, degraded air quality and congestion on all residential development along freeways, major and minor arterials and major collectors through site and building design and other measures.</p>	<p>Yes</p>	<p>No</p>	<p>Policy 5: Require mitigation of adverse impacts such as traffic noise, degraded air quality and congestion on all residential development along freeways, major and minor arterials and major collectors through site and building design and other measures.</p> <p>Action Measure xi: Require increased setbacks for residential uses along Boones Ferry and Kruse Way and require trees and other vegetation, which will provide a compatible living environment.</p>	<p>The existing policy and the proposed are the same statement. Lake Oswego is a mostly developed community. Land that was vacant in along major roadways has been mostly developed.</p> <p>A question existed in 1994 about whose responsibility it was to mitigate the adverse impacts of traffic on adjacent land uses; was it the developer or was it the transportation provider such as the City, State or, in some instances, the County. Both the public and private sides should be involved. Therefore, the following policy statements are proposed.</p> <p><i>Incorporate into the Transportation System and Capital Improvement Plans measures to mitigate adverse impacts of major transportation projects on adjacent land use properties. (Policy)</i></p> <p><i>Provide land use regulations and standards, including special development setbacks for specific streets, to mitigate the impact of the close proximity of traffic on new development. (Policy)</i></p> <p>A major question is whether the City should apply this principle to all land uses or just to residential land uses. For example, major road projects have impacts on other land uses as well. If this statement applies more broadly, then perhaps it should be part of the Goal 2, Land use Planning Chapter.</p> <p>Action Measure xi is dated. Since 1994 very specific Land Use regulations standards have been developed for lands adjacent to Boones Ferry Road. These include the West Lake Grove Design District and the Lake Grove Village Design Standards. A significant effort has been undertaken to develop design and compatibility standards as part of these planning efforts. The action, even though it is related to this topic is recommended to be deleted.</p>

Proposed Policies (Housing Location and Quality)	Land Use	Potential Budget Impacts	Existing Policies	Commentary
<p>Policy A-6: Provide incentives for energy efficient site and building design, and use of renewable building materials.</p>	<p>Yes</p>	<p>Yes</p>	<p>Policy 9. Encourage energy efficient site and building design and use of renewable building materials.</p>	<p>The Lake Oswego Community Development Code does have specific dimensional standards for several streets that require additional building setbacks. One of the reasons for this is to ensure that when development occurs adjacent to these streets, the future buildings will not be right next to the road when it is expanded to accommodate future traffic.</p> <p>The above two policies may be more appropriate to the Goal 2, Land Use Planning chapter because they are applicable to a wider range of land uses, not just housing.</p> <p>The proposed policy raises the issue, of “what kind of incentives should be offered?” Should it be financial such as reduced SDCs, planning or building permits, or cash grants?</p> <p>On the other hand these incentives could be density bonuses; reduction in dimensional requirements so more homes could be developed on a given property. The incentives run counter to the City’s commitment to financial responsibility and to residents’ concerns about density and compatible design.</p> <p>The existing policy is written more like an “action measure” by using the word “encourage”. In 2010, the Oregon Energy Specialty Code was adopted which provides much higher standards than were in existence when the existing policy was adopted. In some respects, the new energy specialty code accomplishes what was originally envisioned in 1994.</p> <p>This is an important issue, and it is recommended that it be restated as an action measure as follows:</p> <p><i>Encourage remodeling and retrofitting of older homes and construction of new ones to incorporate energy efficiency and conservation measures and to use sustainable building materials (Action Measure)</i></p> <p>It might be also that this statement would be better suited in the Goal 13, Energy related chapter.</p>

Complete Neighborhoods and Housing: Goal and Policy Review – B. Housing Choice

Proposed Policies	Land Use	Potential Budget Impacts	Existing Policies	Commentary
<p>B-1: Provide the opportunity for housing that accommodates evolving community needs including diverse household compositions.</p>	<p>Yes</p>	<p>No</p>	<p>Both the existing housing goal and associated policies address this topic as follows:  Goal: The City shall:</p> <ul style="list-style-type: none"> <li>a. Provide for a variety of housing types in locations and environments to provide an adequate supply of safe, sanitary, energy efficient housing at price and rent levels appropriate to the varied financial capabilities of present and future residents;</li> <li>b. Protect the character of existing neighborhoods; and,</li> <li>c. Provide for needed housing while protecting environmentally sensitive areas using land and public facilities as efficiently as possible, and facilitating greater use of alternative transportation modes.</li> </ul> <p>Policy 14: Provide a wide range of housing types to meet the needs of various lifestyles and family types.</p> <p>Policy 15: Provide low to moderate cost housing opportunities to meet Lake Oswego’s fair share of local and regional housing needs including, single family, multifamily, manufactured housing, special use housing and residential care facilities.</p>	<p>The City Attorney has advised that the Comprehensive Plan identify in broad terms how it will accomplish the specific objective embodied in a goal or policy statement. In this case, the objective is to provide the opportunity for varied housing and response to community needs and desires. The primary way the City does this through the land-use system is to maintain development regulations and standards that respond to the market and community needs and desires. Therefore, the following revisions are offered to address the intent of this policy:</p> <p><i>Provide and maintain zoning and development regulations that allow the opportunity to develop an adequate supply and variety of housing types to accommodate the needs of existing and future Lake Oswego residents. (Policy)</i></p>
<p>B-2: Expand the range of housing types in appropriate locations including detached and attached homes centered around shared courtyards.</p>	<p>Yes</p>	<p>No</p>	<p>There is no comparable statement in the existing Goal 10, Housing Chapter.</p>	<p>This statement promotes a specific housing type, as does the proposed Policy B-3. The City does not directly “expand” housing types. It merely provides the opportunity via its land-use codes and standards for different types of housing to be built in response to market conditions. In the past, courtyard housing has been developed pursuant to the City’s Planned Development (PD) Ordinance. If it were to be proposed in the future, the PD ordinance would be the appropriate land-use vehicle. There are also other housing types that should be included. Therefore, it is recommended the statement be modified as an action measure to read:</p> <p><i>Utilize planned development standards that allow the opportunity to develop alternative/non-traditional housing types such as courtyard housing; cooperative-housing; extended family and multigenerational housing, etc. (Action Measure)</i></p>

**Complete Neighborhoods and Housing: Goal and Policy Review – B. Housing Choice Continued**

Proposed Policies	Land Use	Potential Budget Impacts	Existing Policies	Commentary
<p>B-3: Provide incentives for the development of secondary dwelling units to increase opportunities for small – scale housing.</p>	<p>Yes</p>	<p>Yes</p>	<p>There is no comparable policy in the Goal 10, Housing Chapter; however, Action Measure xi addresses this topic as follows:  Allow secondary (accessory) dwelling units to provide opportunities for affordable rental units, to offset housing costs for the primary unit or act as transitional housing without changing the character and quality of single-family areas.</p>	<p>This issue of providing incentives as proposed by Policy is the same as previously stated. Does the City provide financial incentives, density or lot coverage incentives, reduction in systems development charges and so forth? Instead, it is proposed to focus on the land-use aspects of allowing secondary dwelling units.  The statement is proposed to read as stated below and could either be an action measure or policy; however, it is recommended as a policy. Please note that the City already has land-use regulations to provide for this housing type. The following statement signals that the City would maintain its current practice:  <i>Provide and maintain land-use regulations that allow development of secondary (accessory) dwelling units subject to standards that ensure compatibility of existing residential neighborhoods.</i></p>
<p>B-4: Allow diverse types of housing that can accommodate the elderly, including frail elderly persons with medical disabilities, disabled families and other special needs populations in all zones.</p>	<p>Yes</p>	<p>No</p>	<p>Policy 19: Allow special use housing for elderly, including frail and elderly persons with medical disabilities, disabled families and other special needs populations identified in the Clackamas County Comprehensive Housing Affordability strategy, in all zones in proportion to the local share of regional needs.</p>	<p>The proposed policy and the existing policy are very similar.  In some cities, well-intentioned efforts to accommodate these types of housing in all zones have resulted in large-scale development in single-family neighborhoods and in other places where compatibility and the operation of large scale special use housing development becomes issues.  The State of Oregon has very specific criteria that address where cities must allow “special use housing”. Housing for six or fewer special needs individuals can occur in single-family districts subject to the same standards that govern single-family homes. Housing for more than six individuals must occur in multifamily zones, subject to the same standards that govern multifamily development.  For the sake of clarity and consistency with state requirements it is recommended that the policy be restated as follows:  <i>Provide and maintain land-use regulations and standards consistent with state law that provide opportunities for development of special needs housing. (Policy)</i></p>
<p>B-5: Allow the development of housing units that can be adapted to accommodate changing housing needs over time.</p>	<p>Yes</p>	<p>No</p>	<p>There is no comparable policy or action measure in the current Goal 10, Housing Chapter.</p>	<p>It is assumed that this policy deals with the prospect of housing being constructed in a way to be able to be modified over time to accommodate different uses and numbers and types of residents. For example, in larger metropolitan areas, housing has been modified extensively as condominiums or apartments. In addition, some communities encourage development of new single-family housing, which can be remodeled to accommodate growing families or provide for accessory units or dwelling areas for older or physically disabled relatives.  The question is whether this requires the City’s intervention or whether the City’s intervention is appropriate. In the first case, housing within specific zones is subject to the requirement that it meet lot size density and overall use requirements, consistent with the Lake Oswego Community Development Code. Within the parameters of these land-use restrictions housing can be adapted to accommodate “changing housing needs”. However, if the City were to allow the redevelopment of very large single-family homes into condominiums or congregate care facilities, then such action would be contrary to the base zone requirements. Whether to</p>

			<p>remodel a home to accommodate a growing family or provide for care of an aging relative is a personal choice and one that is driven by personal preferences and economics. The City does nothing to prevent the redevelopment or remodeling of housing to accomplish this objective.</p> <p>Therefore, in practicality, the primary means by which the City could allow for redevelopment of housing, in addition to what is already permitted, would be to change the base zone requirements. In most instances, this is not practical. Therefore, this policy is not needed or it should be reworked as an action measure as follows:</p> <p><i>Encourage the remodeling, redevelopment and reuse of existing housing as an alternative to tearing down functional buildings. (Action Measure)</i></p>
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**Complete Neighborhoods and Housing: Goal and Policy Review – C. Housing Affordability**

Proposed Policies	Land Use	Potential Budget Impacts	Existing Policies	Commentary
<p>C-1: Set broad 10 and 20-year goals for the identification and production of affordable housing units in Lake Oswego, along with specific five-year targets based on near term conditions and resources availability.</p>	<p>Yes/No</p>	<p>Yes</p>	<p>There is no comparable policy or action measure in the current Comprehensive Plan Goal 10, Housing Chapter</p> <p>The most direct Plan Policy in the current Comprehensive Plan is:</p> <p>Policy 15: Provide low to moderate cost housing opportunities to meet Lake Oswego’s fair share of local and regional housing needs, including single family, multifamily, manufactured housing, special use housing, and residential care facilities.</p> <p>Another related policy is Policy 18, which states “Actively participate with Metro and Clackamas County in formulating and carrying out the Comprehensive Housing Affordability Strategy”.</p>	<p>This proposed policy like the rest of the proposed “Housing Affordability” element reads as an action measure. These kinds of statements are not effective as policies. Instead, this statement is a specific City project or standard, which if executed would implement goals and policies. It is recommended to refer to the Final Report of the Lake Oswego Affordable Housing Task Force dated July 7, 2005 to provide basis for operative policies and implementable associated Action Measures.</p> <p>Lake Oswego as a City is not obligated itself to provide “affordable housing”. There are affordable housing targets established by Metro and a Comprehensive Housing Affordability Strategy prepared Countywide. The Clackamas County Housing Authority is responsible for preparing this document. In doing so, it involves all of the County’s jurisdictions and affordable housing providers. The only mandatory requirement is to work with Metro to prepare a biennial report to record the number of affordable housing units built in the Community.</p> <p>It is recommended that this statement be reworked as action measures, which would read as follows:</p> <p><i>Work with Metro and the Clackamas County Housing Authority (CCHA) to establish realistic targets for development and preservation of affordable/workforce housing in Lake Oswego. (Action Measure)</i></p> <p><i>Actively engage with the Clackamas County Housing Authority, and others involved in providing affordable housing in formulating and implementing the Comprehensive Housing Affordability Strategy as it might apply and Lake Oswego. (Action Measure)</i></p>
<p>C-2: Provide fair access to housing that does not restrict housing choice or the availability of housing choice because of race, color, religion, sex, disability, familial status, national origin, marital status, sexual orientation, gender identity, or source of income, in addition to any other protected statuses under state, federal or local law.</p>	<p>No</p>	<p>Yes</p>	<p>The most comparable statement of the existing Comprehensive Plan is:</p> <p>Policy 16: Assure equal access to housing for all.</p>	<p>This proposed policy is addressed by state and federal law. Lake Oswego is not charged with enforcing these laws; they are the purview of the Federal Department of Justice and the State of Oregon Bureau of Labor and Industries. The agency that coordinates discrimination in housing is the Clackamas County Housing Authority.</p> <p>The best way to address the full scope of state and federal housing law is the following recommended policy:</p> <p><i>Develop and maintain a Comprehensive Plan and implement land-use regulations consistent with applicable Metro, state and federal housing laws and administrative rules. (Policy)</i></p> <p>This policy also serves to address Oregon’s law that requires cities to allow group homes and group home facilities, single-family and multi-family residential zones, accordingly.</p> <p>Another policy would be to recognize that other types of special needs housing, such as memory care, congregate care, assisted living and nursing homes are need. Therefore, the following policy is recommended:</p> <p><i>Allow development of special needs housing in Lake Oswego. The scale, intensity and design of which shall be compatible with other surrounding land uses and near supportive community services. (Policy)</i></p>

Complete Neighborhoods and Housing: Goal and Policy Review – C. Housing Affordability Continued

Proposed Policies	Land Use	Potential Budget Impacts	Existing Policies	Commentary
<p>C-3: Provide incentives to promote the development of affordable housing in multifamily residential and mixed-use locations near public transit and commercial amenities.</p>	<p>Yes</p>	<p>Yes</p>	<p>The most comparable language in the current Comprehensive Plan is the following action measure:  Action Measure xv. Cooperate with Clackamas County Housing Authority in locating sites suitable for special use housing. Provide bonuses where and when appropriate to encourage special use housing.</p>	<p>As with other policies, the issue is what kind of incentives should the City commit to and what are their costs? Affordable housing is identified as one of several needed housing types by the Goal 10, Metropolitan Housing Rule. The City mostly complies with the rule, with the exception of the clear objective standards requirement for needed housing.</p> <p>The scope of incentives to make affordable housing available is substantial, and the City is not the only agency that needs to be involved. Most affordable housing projects are made financially feasible by being financed through a broad range of sources/means, such as, state and federal funds, tax credits; low-interest loans, subsidization of permit fees and charges, etc.</p> <p>Therefore, a Plan statement should recognize the need for many partners/entities to participate in providing needed affordable/work force housing. The following is recommended as an Action Measure:</p> <p><i>Work with Clackamas County Housing Authority (CCHA), private developers, private non-profit organizations, the state and others to advance funding and development of affordable/workforce housing in Lake Oswego. (Action Measure)</i></p> <p>As to the location of multifamily/mixed-use affordable housing, it is a given that it would occur within the existing multi-family zoning districts near public transit and commercial amenities. The proximity of multifamily housing near transit and commercial amenities is addressed in other action measures and policies.</p>
<p>C-4: Work with the Lake Oswego Redevelopment Agency to establish strategies and minimum target percentages of affordable housing units as part of Lake Oswego Urban Renewal plans. Tailor customized strategies for each plan to reflect the citywide targets required to accomplish affordable housing goals.</p>	<p>No</p>	<p>Yes</p>	<p>There is no comparable policy in the Lake Oswego Comprehensive Plan. The 2005 Affordable Housing Task Force Report recommends that LORA should establish a minimum percentage of affordable units for all developments that receive assistance of the Lake Oswego Redevelopment Agency (LORA).</p>	<p>From a land use perspective, this statement should not be a policy. The reason is that the Lake Oswego Redevelopment Agency is an independent entity from the City of Lake Oswego. The Comprehensive Plan is not the proper vehicle to direct the Agency to conduct its business.</p> <p>Since LORA it is subject to state statutes and the adopted Lake Oswego Urban Renewal Plan, it is inappropriate for this statement to be a Comprehensive Plan policy. Instead, the statement would be an action measure that is recommended to read as follows:</p> <p><i>Encourage the Lake Oswego Redevelopment Agency to develop strategies to provide affordable/workforce housing as part of future urban renewal projects. (Action Measure)</i></p>

Complete Neighborhoods and Housing: Goal and Policy Review – C. Housing Affordability Continued

Proposed Policies	Land Use	Potential Budget Impacts	Existing Policies	Commentary
<p>C- 5: Require no net loss of housing developed or redeveloped as government-subsidized housing.</p>	<p>No</p>	<p>Yes</p>		<p>The City is not in a position to implement this policy because it does not have the responsibility of providing affordable housing nor commensurate authority.</p> <p>The 2005 Affordable Housing Task force report recommends that the City “work towards a goal of “no net loss” of existing affordable housing and explore incentives to preserve the community’s existing stock of affordable housing. The task force recommended that the City 1) consider imposing “tear – down fees” for housing, unless it is found to be uninhabitable; 2) find ways to assure that displaced tenants with modest incomes are able to find equivalent housing in the community; 3) conditioning the conversion of rental housing to unit ownership on the availability of adequate replacement units for those tenants, etc. However, these are land-use action measures to minimize or mitigate the loss of affordable housing and would have to be part of the City Municipal Code and not the City’s land use code. An option would be to make this statement applicable to land use permit approvals. For example a statement, such as:</p> <p><i>Condition land-use approval for development that would eliminate government-subsidized housing with the requirement to provide tenants with comparable subsidized housing either as part of the new development or elsewhere in the community.</i></p> <p>However, this is <u>not recommended</u> because, in many instances it would preclude the redevelopment of property and is not feasible for individuals who are redeveloping/renovating housing to market rate units. It could create a disincentive to renovate or develop new housing.</p> <p>It is recommended that this policy be deleted, unless it is decided to condition land-use approvals as stated above.</p>
<p>C- 6 Participate where appropriate with public agencies including the Clackamas County Community Development Department, the Clackamas County Housing Authority, Metro and the Oregon Department of Housing and Community Services, as well as with nonprofit organizations, developers and others to retain and increase the supply of affordable housing in Lake Oswego.</p>	<p>No</p>	<p>Yes/No</p>	<p>Related existing Comprehensive Plan statements include:                      Action Measure xv. Cooperate with the Clackamas County Housing Authority in locating sites suitable for special use housing. Provide density bonuses, where and when appropriate to encourage special use housing.                      Action Measure xvi. Establish an agreement with Clackamas County to allow the development of federally assisted low to moderate cost-housing units.</p>	<p>The following action measure addresses the intent of proposed policy C- 6:  <i>Work with Clackamas County Housing Authority (CHACC), private developers, private non-profit organizations, the state and others to advance the retention, funding and development of affordable/workforce housing in Lake Oswego. (Action Measure)</i></p>

Complete Neighborhoods and Housing: Goal and Policy Review – C. Housing Affordability Continued

Proposed Policies	Land Use	Potential Budget Impacts	Existing Policies	Commentary
<p>C-7: Establish incentives and/or other programs to promote remodeling and retrofitting of older more affordable homes.</p>	<p>No</p>	<p>Yes</p>	<p>The following existing Comprehensive Plan statements are related to this proposed policy:</p> <p>Action Measure xix. Encourage innovative housing construction technologies, which decrease development costs.</p> <p>Action Measure xx. Encourage and assist the continuing maintenance of existing residential properties for safety, sanitation, and structural integrity.</p> <p>Action Measure xxi. Encourage neighborhood cleanup and maintenance of the exterior of dwellings and landscaping.</p>	<p>The cost of incentives for remodeling and retrofitting older more affordable homes could be significant in view of the ongoing pattern of housing teardowns and replacement with modern and much more expensive housing. The alternative to this is to attempt to craft legislation that would make it more difficult to remove older dwellings and retain them for affordable housing.</p> <p>The issue of housing teardown and replacement was recognized by the 2005 Affordable Housing Task Force which stated “There are a surprising number of affordable housing units in the community, but many (probably most) of these existing units are threatened with destruction and replacement by more expensive housing.” The affordable housing task force also went on to say, “The trend of tearing down and replacing existing housing is a matter of serious concern to many members of the community. This issue overlaps concerns about affordability and is a quality-of-life issue in many neighborhoods.</p> <p>Even if homes are not torn down but are substantially remodeled, the cost of remodeling is significant as are the land costs. These factors would likely put an older remodeled home out of range of those needing affordable housing.</p> <p>Some of the ways that other jurisdictions have prevented older homes from becoming so deteriorated to cause their destruction is to take an active role in ensuring their maintenance through application of interior and exterior maintenance codes and habitability standards. In addition, local Housing Authorities have programs to support maintenance of ownership housing for low and moderate-income people, particularly the elderly. However, this condition is probably not as prevalent and Lake Oswego as it is in some other jurisdictions.</p> <p>The following Action Measures and policy are recommended:</p> <p><i>Support the Clackamas County Housing Authority, nonprofit organizations, and others, including property owners, financial institutions in efforts to preserve of affordable and special use housing. (Action Measure)</i></p> <p><i>Preserve and enhance the habitability of existing housing through code inspection and enforcement services and housing safety programs. (Policy)</i></p> <p><i>Encourage low and moderate-income property owners to access repair and maintenance services and/or financial resources offered through Clackamas County Housing Authority and Habitat for Humanity. (Action measure)</i></p>

Complete Neighborhoods and Housing: Goal and Policy Review – D. Complete Neighborhoods

Proposed Policies	Land Use	Potential Budget Impacts	Existing Policies	Commentary
<p>D-1: Create thriving mixed – use Employment Centers, Town Centers, and Neighborhood Villages that draw nearby residents to shop, dine, work, and play. Provide incentives for the development of medium and higher density housing as part of stand – alone housing or mixed-use housing and commercial developments in these areas.</p>	<p>Yes</p>	<p>Yes</p>	<p>There are no existing statements in the current Comprehensive Plan Goal 10 Housing Chapter that pertain to Employment Centers, town centers and Neighborhood Villages. In addition, there are no related policies in the current Plan’s Goal 9, Economic Development Chapter.</p>	<p>The policies in this section of the proposed Comprehensive Plan filed a consistent pattern of being narrative and aspirational in tone. Within the current Goal 9, Economic Development Chapter policies are specifically oriented toward providing the basis for land-use regulations and legislative criteria. It is recommended that policies that support development of mixed-use centers be within the Goal 9, Economic Development Chapter.</p> <p>The proposed policy is</p> <p><i>Provide and maintain development regulations that afford opportunities for development of mixed-use employment centers, town centers and neighborhood business and commercial areas as functional and attractive amenities for nearby residential neighborhoods. (Policy)</i></p> <p><i>This statement could also be part of the Goal 2: Land Use Planning Chapter.</i></p>
<p>D-2: Support community-gathering places throughout the community to provide neighborhood—based locations for social interactions through neighborhood Commons at existing schools parks or public places, and through commercial corners at small existing commercial developments.</p>	<p>Yes</p>	<p>Yes</p>	<p>There are no existing statements in the current Comprehensive Plan that are comparable to this proposed statement.</p>	<p>It is recommended to re-craft the proposed aspirational statement into one more directly related to land use as follows:</p> <p><i>Provide flexibility within the City’s land-use regulations and standards to allow community events and activities to occur in neighborhood activity areas such as schools, parks, business and commercial areas, churches, (Policy \$)</i></p> <p>This statement could also be part of the Goal 2: Land Use Planning Chapter.</p>
<p>D-3: Partner with business and neighborhood organizations to implement the visions and plans for Lake Oswego’s Town Centers, Employment Centers, and Neighborhood Villages.</p>	<p>Yes</p>	<p>Yes</p>	<p>There are no existing statements in the current Comprehensive Plan that are comparable to this proposed statement.</p>	<p>It is recommended that this statement be utilized as an action measure.</p> <p><i>Work with property owners, business interests, and neighborhood organizations to develop and implement plans for the City’s Town and Employment Centers and Neighborhood business districts. (Action Measure \$))</i></p> <p>This statement could also be part of the Goal 2: Land use Planning Chapter</p>
<p>D-4: Support the diversity of Lake Oswego’s neighborhoods and foster their unique aesthetic and cultural identities.</p>	<p>?</p>	<p>?</p>	<p>The most relevant statement in the current Comprehensive Plan is a portion of the Housing Goal, which has a statement that says, “Protect the character of existing neighborhoods”.</p>	<p>This policy is a vague statement, which provides no examples are direction on how to implement. The City’s past practice has been to rely on the development of specific neighborhood plans to support the diversity and unique character of Lake Oswego’s neighborhoods. This concept is addressed in the following policy regarding Neighborhood Planning.</p>

Complete Neighborhoods and Housing: Goal and Policy Review – D. Complete Neighborhoods Continued

Proposed Policies	Land Use	Potential Budget Impacts	Existing Policies	Commentary
D – 5: Develop and adopt specific Neighborhood Plans and implementing measures consistent with the Comprehensive Plan as a means to enhance neighborhood livability and achieve desired neighborhood character. If appropriate, implementation may be accomplished through creation of new a new zoning district or a new overlay zone.	Yes	Yes	The current Comprehensive Plan has a policy in the Goal 2 Land Use Planning chapter regarding neighborhood planning. Policy 18. Reads as follows, “ Develop and adopt specific Neighborhood Plans and implementing measures consistent with the Comprehensive Plan as the means to enhance neighborhood livability and achieve desired neighborhood character. A Neighborhood Association may request the Planning Commission and City Council to initiate Neighborhood Plan Map and text amendments at any time, without fee, upon finding that the proposed changes are in the public’s interest and consistent with the Comprehensive Plan.	<p>Over the past several years, the City of Lake Oswego has developed several Neighborhood Plans and has learned a lot from the experience. First of all, it is important that the Neighborhood Plans implement the Comprehensive Plan and that any land use regulations proposed as part of a Neighborhood Plan be consistent with the City’s acknowledged land use program.</p> <p>Neighborhood Plans are intended to support and augment the City’s Comprehensive Plan, not replace it. Therefore, it is recommended that the City’s Neighborhood Planning policy be revised and made into two separate statements. One would be the City’s policy, which would support the development of Neighborhood Plans, and the other would state that a recognized Neighborhood Association could request legislative amendments to the plan and/or associated maps at any time.</p> <p><i>Support development of Neighborhood Plans to maintain and enhance livability and desired neighborhood character. Neighborhood plans shall be determined to comply with and implement the Comprehensive Plan. (Policy)</i></p> <p><i>Recognized Neighborhood Associations may request the City Council to initiate a legislative amendment without fee to change a neighborhood plan text or regulatory maps adopted as part of a neighborhood planning process upon a finding that it is in the public interest to do so. (Policy)</i></p>

**Other Policy Concepts Associated with the Existing Comprehensive Plan’s Goal 10 Housing Chapter that are not Addressed by the Proposed Comprehensive Plan Policies.**

There are several Comprehensive Plan Policies and Action Measures that are not addressed by the proposed Comprehensive Plan. The following reviews these and makes recommendations as to whether or not they should be considered to be included in the revised Comprehensive Plan’s Housing Chapter. They are as follows.

Existing Comprehensive Plan Policies Not Addressed by Proposed Comprehensive Plan Revision	Recommended Revised Policies and Commentary
<p>Policy 2. Require design review to determine the actual number of units permitted on a development site through an inventory of site conditions, which demonstrates how proposed development is compatible with the site, surrounding uses, other Plan policies, and capacity of public facilities.</p>	<p>From the City Attorney’s perspective this existing policy and others like is written like a Development Code provision. Legal advice is to revise these kinds of statements to establish the policy basis for Code language to avoid being determined as regulatory. The purpose is to avoid someone claiming that a Comprehensive Plan goal or policy is regulatory instead of policy oriented and must be followed when making a land use decision. Therefore, it is recommended that this policy be reworded/updated as follows:</p> <p><i>Provide and maintain codes and standards that require land use review to ensure the layout of new land divisions and design of multi-family and mixed use housing take into consideration site conditions, capacity of public facilities and compatibility with surrounding residential areas and other land uses. (Policy)</i></p> <p>It may be that this type of policy is more appropriate for the Land Use Planning Goal 2 Chapter.</p>
<p>Policy 7. Provide for safe, comfortable, and visually attractive streets in new developments.</p>	<p>The proposed Comprehensive Plan goals and policies do not address the contribution of local residential streets or the rest of the transportation system to the quality of life of neighborhoods. The characters of streets are very important to Neighborhood Livability. It is recommended that this policy be reworded as follows.</p> <p><i>Ensure that new residential streets are well designed and contribute to the livability of residential areas by providing</i></p>

	<p><i>safe multimodal mobility and a high level of aesthetic quality (policy)</i></p> <p>This policy could also be either part of the Goal 2, Land Use Chapter or Goal 12, Transportation (Connectivity) Chapter.</p>
<p>Policy 8. Link housing density and location to reduce automobile travel by locating high density residential (R-0, R-2 and R-3) and mixed-use developments within walking distance of bus lines or transit centers, and preferably clustered to avoid strip development. [PA 1-96/ZC 1-96-1187; 12/17/96]</p>	<p>This policy could be updated as follows:</p> <p><i>Develop and maintain Plan and Zoning maps and associated implementing land-use regulations that provide opportunities for high density and mixed-use housing to be developed within walking distance of transit services and near employment, shopping and commercial services and public parks. (Policy )</i></p> <p>This policy could also be in the Goal 2, Land Use Planning Section.</p>
<p>Policy 10. Provide for and interconnected Street system to encourage pedestrian, bicycle and transit travel and to reduce vehicle miles traveled to local destinations thus reducing energy use, pollution and congestion.</p>	<p>This policy could be updated as follows and an associated action measure could also be develop:</p> <p><i>Develop and maintain residential street streets connectivity standards to enhance opportunities for walking and biking, improve emergency vehicle access, reduce travel distances and lessen the need for short trips on the major street system. (Policy)</i></p> <p><i>When opportunities arise, improve street and walking and biking connectivity in existing residential neighborhoods consistent with neighborhood plans or preferences. (Action Measure)</i></p> <p>The above statements could also be within the Goal 12, Transportation (Connectivity) Chapter.</p>
<p>Policy 11: Place higher density residential, employment and shopping opportunities and public facilities such as transit and parks within close proximity where feasible.</p>	<p>The updated Policy 8 above incorporates the concepts within this policy. It is proposed to be deleted.</p>
<p>Policy 13 Provide for the active involvement of neighborhood residents and property owners in decisions affecting their neighborhood.</p>	<p>This policy could be made more operative by referencing the need to provide and maintain Code standards that ensure neighborhood notification involvement in major development actions and in major planning projects. There are existing and proposed Comprehensive Plan statements that reference the involvement of neighborhood residents and property owners in land-use issues, particularly land-use planning projects. However, this can be made more explicit as follows:</p> <p><i>Develop and maintain land-use review processes to ensure the notification and involvement of neighborhood residents and property owners in review of major development proposals. (Policy)</i></p> <p>This updated policy could be added to the Civic Engagement (Goal 1, Citizen Involvement) chapter.</p>
<p>Policy 17. Support public and private actions, which increase housing choices and reduce housing construction costs.</p> <p>Policy 20. Maintain a cooperation agreement with Clackamas County authorizing provision of rent supplemental assistance within the City and enter into agreements with the County Housing Authority to control rents in assisted units, if opportunities arise.</p>	<p>It is proposed that this statement be updated as an action measure as follows:</p> <p><i>Encourage innovation in development of housing types, financing and use of construction methods and materials to reduce costs and increase housing availability. (Action Measure)</i></p> <p>This statement is dated. The Clackamas County Housing Authority operates independently from other jurisdictions in providing rental assistance. Really most of its rental assistance is in the form of properties that it currently owns or manages elsewhere in the County. The primary reason for this is that rents are high and Lake Oswego because of high land costs. Many more units can be provided at the same cost elsewhere. It is proposed that Policy 20 be deleted.</p>

Residential Neighborhoods are important to Lake Oswego. Because of this, it is appropriate to identify other policies that would contribute to the quality and integrity of Neighborhoods. The following are proposed:

- Develop and implement a Transportation System Plan (TSP) to assure multimodal access from residential neighborhoods to transit stops, commercial services, employment areas, parks, and other activity centers.
- Implement home occupation standards to regulate home-based business (occupations) to provide business development opportunities but also to prevent adverse impacts on residential areas.
- Require infill/ housing to be designed and developed in ways to be compatible with existing neighborhood character.

There are a number of existing action measures that should be evaluated for their applicability to the “Complete Neighborhoods” (Goal 10, Housing) Chapter. The following lists existing action measures and provides a brief commentary. Recommendations are provided as to whether they are relevant to current conditions or should be deleted

Existing Action Measures	Commentary
<p>Action Measure i. Encourage primary access to collector or arterial streets for R-0, R-3, and R-5 developments.</p>	<p>The intent of this action major was to prevent traffic from multi-family and medium family development from using local residential streets to access arterials and collector streets. It is proposed to update this statement as follows:</p> <p><i>Encourage new mixed use, multifamily and medium density residential development to use arterials or collectors as their primary street access to avoid increasing traffic volumes on existing local residential streets. (Action Measure)</i></p>
<p>Action Measure ii. Require developers to be responsible for their proportionate share of cost of providing required public facilities and services including recreation facilities and parklands.</p>	<p>This principles embodied in this action measure may be more appropriate in the Land Use Planning Chapter. However it is proposed to be updated as follows:</p> <p><i>Develop and maintain a systems development charge methodology and ordinance, which requires developers to be responsible for their proportionate share of the cost of providing required public facilities and services. (Policy)</i></p>
<p>Action Measure iii. Comprehensively evaluate all major developments to adequately analyze site design, solar access, building placement, significant features, and factors relating to surrounding uses, pedestrian traffic circulation, drainage and energy conservation, plus any special protections needed to mitigate any adverse impacts of increased density.</p>	<p>This statement is oriented toward preventing or mitigating the adverse impacts of increased residential density or higher intensities of other kinds of land-use. It is recommended that it be modified as follows:</p> <p>Its wording suggests that it could be made a policy. In addition, it is appropriate to consider whether or not it should be within the Goal 2, Land Use Planning Chapter.</p> <p><i>Ensure the City’s land-use regulations and procedures include measures that prevent or mitigate adverse impacts on adjacent and nearby neighborhoods of increased residential densities and other higher intensity land uses (Action Measure)</i></p>
<p>Action Measure iv. Encourage site and building design considerations for developments, which are proposed adjacent to differing land uses, which include use of building materials for noise reduction, visual screening through use of increased setbacks, building Balkan height modulation, building placement or landscaping and analysis of traffic patterns.</p>	<p>The principles in this particular action measure are addressed by the proposed Policy A-4 as follows:</p> <p><i>Develop and maintain land use regulations and standards that promote orderly transitions and compatibility between different residential densities and other land uses such as, measures that address traffic and circulation, building and site design, buffering, screening, tree preservation and other landscape treatments. (Policy 5)</i></p> <p>This policy could be part of the Goal two, Land Use Planning Chapter.</p>
<p>Action Measure v. Encourage site and building design considerations for residential development proposed adjacent to major streets, which include noise mitigation through the use of appropriate building materials, landscaping, sound deadening structures, appropriate setbacks or other measures to assure a quality living environment.</p>	<p>The principles in this statement are addressed by the proposed policy:</p> <p><i>Provide land maintain and use regulations standards and other regulations such as increased setbacks for new development from specific streets in Lake Oswego in order to mitigate impacts of street proximity on residential properties. (Policy)</i></p> <p>This policy could be part of the Goal 2, Land Use Planning Chapter.</p>

<p>Action Measure vi. Design residential streets to accommodate residential speeds and volumes, to reduce noise levels, increase land-use efficiency, and reduce impervious surface.</p>	<p>This action measure is proposed to be deleted from the housing Chapter because its principles are more applicable to the “Connected Communities” section because it relates specifically to transportation.</p> <p>The principles in the Action Measure are embodied in a proposed policy, which states:</p> <p><i>Provide development code standards that ensure well-designed local residential streets contribute to the aesthetics, mobility, livability, and safety of residential areas.</i></p>
<p>Action Measure vii. Preserve natural features, avoid hazard areas and reduce development costs by allowing new development to:</p> <ol style="list-style-type: none"> <li>Cluster units</li> <li>Utilize flexible lot sizes;</li> <li>Construct a variety of housing types, and</li> <li>Transfer density to more suitable areas of a site.</li> </ol>	<p>This statement is proposed to be deleted from the Housing Chapter and utilized in the Goal 2, land use Planning</p>
<p>Action Measure viii. Actively pursue an effective enforcement program to enforce the City’s zoning, development, tree and sign standards as a means of maintaining and enhancing livability.</p>	<p>It is proposed to amend this Action Measure as follows:</p> <p><i>Actively enforce the City’s codes and standards to maintain and enhance neighborhood quality and livability.</i></p>
<p>Action Measure ix. Monitor and regulate home occupations activity to prevent adverse impacts on residential areas caused by incompatible activities or appearance problems.</p>	<p>This existing Action Measure’s content is proposed to within a policy that reads as follows:</p> <p><i>Provide and maintain home occupation standards to regulate home-based business (occupations), to provide home business opportunities but also to prevent adverse impacts on residential areas.</i></p>
<p>Action Measure x. Utilize screening and buffering, setbacks, landscaping, and modulation of building bulk between different residential densities within neighborhoods to reduce the potential for conflicts such as noise and visual encroachment.</p>	<p>It is proposed to include the intent of this Action Measure in a policy that reads as follows:</p> <p><i>Develop and maintain land use regulations and standards that promote orderly transitions and compatibility between different residential densities and other land uses such as, measures that address traffic and circulation, building and site design, buffering, screening, tree preservation and other landscape treatments. (Policy)</i></p>
<p>Action Measure xi. Require increased setbacks for residential uses along Boones ferry and Kruse way and require trees and other vegetation, which will provide a compatible living environment.</p>	<p>It is proposed to include the intent of this Action Measure in a policy that states:</p> <p><i>Provide Community Development Code standards and other regulations such as increased setbacks for new development from specific streets to mitigate impacts of street proximity on residential neighborhoods and other development. (Policy)</i></p>
<p>Action Measure xii. Promote the planting and maintenance of street trees and other landscaping in residential areas and require walkways, where appropriate to provide for pedestrian comfort and safety.</p>	<p>This statement is proposed to be updated as follows:</p> <p><i>Promote the establishment and maintenance of trees and other landscaping in residential neighborhoods as important elements for neighborhood livability. (Action Measure)</i></p> <p>Note that reference to walkways has been deleted because pedestrian circulation is a transportation related issue and will be addressed in the “Connectivity” (Goal 12, Transportation) Chapter.</p>

<p>Action Measure xiii: Consider traffic management devices and other traffic management techniques for established residential areas which have experienced decreased safety and increased traffic volumes over the years which exceed those in the transportation element of the Comprehensive Plan.</p>	<p>It is proposed to address the issue of traffic safety and the need for traffic management within the “Connectivity” element of the Comprehensive Plan.</p> <p>This statement would read somewhat:</p> <p><i>When warranted, utilize traffic management devices and other traffic management techniques including enforcement to address traffic safety problems in residential neighborhood (Action Measure)</i></p>
<p>Action Measure xiv. Allow secondary (accessory) dwelling units to provide opportunities for affordable rental units, offset housing costs for the primary unit or act as transitional housing without changing the character and quality of single-family areas.</p>	<p>This statement is incorporated into the following proposed policy:</p> <p><i>Provide and maintain land-use regulations that allow development of secondary (accessory) dwelling units subject to standards that ensure compatibility of existing residential neighborhoods.</i></p>
<p>Action Measure xv. Cooperate with the Clackamas County Housing authority in locating sites suitable for special use housing. Provide density bonuses, when and where appropriate, to encourage special use housing.</p>	<p>This action measure has been replaced with several other statements that address the broad range of ways the City can work with CCHA. Some of them are:</p> <p><i>Work with Metro and the Clackamas County Housing Authority (CCHA) to establish realistic targets for development or preservation of affordable/workforce housing in Lake Oswego.” (Action Measure)</i></p> <p><i>Support the Clackamas County Housing Authority, nonprofit organizations, and others, including property owners, and financial institutions in efforts to preserve affordable and special use housing. (Action Measure)</i></p> <p><i>Allow development of special needs housing and Lake Oswego. The scale, intensity and design of which shall be compatible with other surrounding land uses and near supportive community services.(Policy)</i></p>
<p>Action Measure xvi. Establish an agreement with Clackamas County to allow the development of federally assisted low to moderate cost-housing units.</p>	<p>This Action Measure is proposed to be <u>deleted</u> from the Housing chapter. CCHA has the right to develop rent assisted low to moderate cost housing units within the appropriate land-use designations without agreement from the city. It is unlikely that this will occur because the cost of land in Lake Oswego is much higher than other parts of the County where a lot more units can be provided for the same cost.</p>
<p>Action Measure xvii. Encourage Clackamas County to utilize federally funded Community Development Block Grants for provision of housing assistance and housing rehabilitation for which individual Lake Oswego Residents could be eligible.</p>	<p>This Action Measure is proposed to be deleted because the Community Development Block Grant Program (CDBG) is need-based and it is very unlikely that Lake Oswego would qualify even in its lowest income census tracts. Instead of being specific toward a single Funding Source such as CDBG funds, broader and more inclusive action measure and policies are proposed. The following is an example:</p> <p><i>Work with Clackamas County Housing Authority (CHACC), private developers, private non-profit organizations, the state and others to advance funding and development of affordable/workforce housing in Lake Oswego. (Action Measure)</i></p>
<p>Action Measure xviii. Encourage elimination of barriers, which limit housing choice for the handicapped.</p>	<p>This is an aspirational and nonspecific statement and should be deleted. Removing barriers for special use housing is incorporated in the following action measures/policies:</p> <p><i>Allow development of special needs housing and Lake Oswego. The scale, intensity and design of which shall be compatible with other surrounding land uses and near supportive community services.(Policy)</i></p> <p><i>The city’s land-use regulations will provide clear and objective standards for “needed” housing. Develop and maintain a comprehensive plan and implement land-use regulations consistent with applicable Metro, state and federal housing laws and administrative rules. (Policy)</i></p>

<p>Action Measure xix. Encourage innovative housing construction technologies, which decrease development costs.</p>	<p>This statement has been updated by the following Action Measure: <i>Encourage innovation in development of housing types, financing and use of construction methods and materials to reduce costs and increase housing availability.</i></p>
<p>Action Measure xx. Encourage and assist the continuing maintenance of existing residential properties for safety, sanitation, and structural integrity.</p>	<p>This statement is proposed to be updated by the following: <i>Encourage low and moderate-income property owners to access repair and maintenance services and/or financial resources offered through Clackamas County Housing Authority and Habitat for Humanity. (Action measure)</i></p>
<p>Action Measure xxi. Encourage neighborhood cleanup and maintenance of the exterior of dwellings and landscaping.</p>	<p>There are no comparable proposed or existing plan statements. Instead, it is proposed to rely upon code enforcement to address exterior maintenance issues as follows. <i>Preserve and enhance the habitability of existing housing through code inspection and enforcement services and housing safety programs. (Policy)</i> that</p>
<p>Action Measure xii. Encourage home occupations and develop regulations requiring home occupations to be compatible with the character of residential neighborhoods.</p>	<p>The following proposed policy statement addresses the principles within the existing action measure. <i>Provide and maintain home occupation standards to regulate home-based business (occupations) to provide home business opportunities but also to prevent adverse impacts on residential areas. (Policy)</i>  <i>Actively enforce the City's codes and standards to maintain and enhance neighborhood quality and livability. (Policy)</i></p>

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**Concepts for Revised Goals, Policies, and Action Measures for “Complete Neighborhoods and Housing”**

2010 – 2013 Proposed Goals and Policies	Revised (Synthesized) Goal and Policies
Proposed Policies: Housing Location and Quality	
Policy A – 2: Assure that residential densities are appropriately related to site conditions, including slopes, potential hazards, and natural features, and to the capacity of public facilities.	<i>Policy 2: Develop and maintain regulations and standards that ensure residential densities are appropriately related to site conditions including slopes, potential hazards, and natural features.</i>
Policy A – 3: Assure an orderly transition from low-density residential neighborhoods to high-density housing, mixed use, and employment uses through incremental changes in zoning or through design and development standards.	<i>Policy 3: Develop and maintain land use regulations and standards that promote orderly transitions and compatibility between different residential densities and other land uses such as, measures that address traffic and circulation, building and site design, buffering, screening, tree preservation and other landscape treatments.</i>
Policy A – 4: Require mitigation of adverse impacts such as noise, traffic, and visual aesthetics on differing adjacent land uses through site and building design.	The above policy addresses the principles in proposed policy A – 4. Policy To – 4 is proposed to be deleted
Policy A – 5: Require mitigation of adverse impacts such as traffic noise, degraded air quality and congestion on all residential development along freeways, major and minor arterials and major collectors through site and building design and other measures.	<p><i>Policy 4: Incorporate into the Transportation System and Capital Improvement Plans measures to mitigate adverse impacts of major transportation projects on adjacent land uses.</i></p> <p><i>Policy 5: Provide land use regulations and standards, including special development setbacks for specific streets, to mitigate the impact of the close proximity of traffic on new development.</i></p> <p>Note; the above two policies may be better suited for the Goal 2, Land Use Planning chapter because they are applicable to a wider range of land uses, not just housing.</p>
Policy A – 6: Provide incentives for energy efficient site and building design, and use of renewable building materials.	It is proposed to reword this statement as Action Measure 1

**Concepts for Revised Goals, Policies, and Action Measures for “Complete Neighborhoods and Housing”**

Proposed Policies: Housing Choice	Revised (Synthesized) Goal and Policies
B-1: Provide the opportunity for housing that accommodates evolving community needs including diverse household compositions.	<i>Policy 6. Provide and maintain zoning and development regulations that allow the opportunity to develop an adequate supply and variety of housing types to accommodate the needs of existing and future Lake Oswego residents.</i>
B-2: Expand the range of housing types in appropriate locations including detached and attached homes centered around shared courtyards.	It is proposed to the principles of this statement Action Measure 2.
B-3: Provide incentives for the development of secondary dwelling units to increase opportunities for small-scale housing	<i>Policy 7. Provide and maintain land-use regulations that allow development of secondary (accessory) dwelling units subject to standards that ensure compatibility with existing residential neighborhoods.</i>
B-4: Allow diverse types of housing that can accommodate the elderly, including frail elderly persons with medical disabilities, disabled families and other special needs populations in all zones.	<i>Policy 8. Provide and maintain land-use regulations and standards consistent with state law that provides opportunities for siting of special needs housing.</i>
B-5: Allow the development of housing units that can be adapted to accommodate changing housing needs over time.	It is proposed to reword this statement as Action Measure 4
Proposed Policies: Housing Affordability	
C-1: Set broad 10 and 20-year goals for the identification and production of affordable housing units and Lake Oswego, along with specific five year targets based on near term conditions and resources availability.	It is proposed to reword this statement as Action Measures 5 and 6
C-2: Provide fair access to housing that does not restrict housing choice or the availability of housing choice because of race, color, religion, sex, disability, familial status, national origin, marital status, sexual orientation, gender identity, or source of income, in addition to any other protected statuses under state, federal or local law.	<i>Policy 9. Develop and maintain a Comprehensive Land Use Plan and implementing land-use regulations consistent with applicable Metro, state and federal housing laws and administrative rules.</i>

**Concepts for Revised Goals, Policies, and Action Measures for “Complete Neighborhoods and Housing”**

Proposed Policies: Housing Choice	Revised (Synthesized) Goal and Policies
Housing Affordability Continued	
C-3: Provide incentives to promote the development of affordable housing in multifamily residential and mixed-use locations near public transit and commercial amenities.	It is proposed to reword this statement as of Action Measure 7.
C-4; Work with the Lake Oswego Redevelopment Agency to establish strategies and minimum target percentages of affordable housing units as part of Lake Oswego Urban Renewal plans. Tailor customized strategies for each plan to reflect the citywide targets required to accomplish affordable housing goals.	It is proposed to word this statement as Action Measure 8.
C- 5: Require no net loss of housing developed or redeveloped as government-subsidized housing.	It is proposed to delete this statement.
C- 6 Participate where appropriate with public agencies including the Clackamas County Community Development Department, the Clackamas County Housing Authority, Metro and the Oregon Department of Housing and Community services, as well as with nonprofit organizations, developers and others to retain and increase the supply of affordable housing in Lake Oswego.	It is proposed to word this statement as Action Measure 9.
C-7: Establish incentives and/or other programs to promote remodeling and retrofitting of older more affordable homes.	<p><i>Policy 10. Preserve and enhance the habitability of existing housing through code inspection and enforcement services and housing safety programs.</i></p> <p><i>Also see Action Measures 10 and 11</i></p>
Complete Neighborhoods	
<p>D-1: Create thriving mixed – use Employment Centers, Town Centers, and Neighborhood Villages that draw nearby residents to shop, dine, work, and play. Provide incentives for the development of medium and higher density housing as part of stand – alone housing or mixed-use housing and commercial developments in these areas.</p> <p>Complete Neighborhoods Continued</p>	<p><i>Policy 11. Provide zoning and development regulations that afford opportunities for development of mixed-use employment centers, town centers and neighborhood business and commercial areas as functional and attractive amenities for nearby residential neighborhoods.</i></p> <p>This statement could also be part of the Goal 2: Land Use Planning Chapter</p>

**Concepts for Revised Goals, Policies, and Action Measures for “Complete Neighborhoods and Housing”**

Proposed Policies: Housing Choice	Revised (Synthesized) Goal and Policies
Complete Neighborhoods Continued	
<p>D-2: Support community-gathering places throughout the community to provide neighborhood—based locations for social interactions through neighborhood Commons at existing schools parks or public places, and through commercial corners at small existing commercial developments.</p>	<p><i>Policy 12. Provide flexibility within the City’s land-use regulations and standards to allow community events and activities to occur in neighborhood activity areas such as schools, parks, business, and commercial areas.</i></p> <p>This statement could also be part of the Goal 2: land use Planning Chapter</p>
<p>D-3: Partner with business and neighborhood organizations to implement the visions and plans for Lake Oswego’s Town Centers, Employment Centers, and Neighborhood Villages.</p>	<p>It is proposed to word this statement as Action Measure 12.</p> <p>This statement could also be part of the Citizen Involvement chapter since it addresses ringing together stakeholders to plan for the city’s town centers and neighborhood business districts.</p>
<p>D-4: Support the diversity of Lake Oswego’s neighborhoods and foster their unique aesthetic and cultural identities.</p>	<p>It is proposed to incorporate the concepts of this proposed policy into Policy 13 regarding Neighborhood Planning.</p>
<p>D– 5: Develop and adopt specific Neighborhood Plans and implementing measures consistent with the Comprehensive Plan as a means to enhance neighborhood livability and achieve desired neighborhood character. If appropriate, implementation may be accomplished through creation of new a new zoning district or a new overlay zone.</p> <p style="text-align: center;">End of proposed Housing Policies (2010-2013) Planning Project</p>	<p><i>Policy 13. Support development of Neighborhood Plans to maintain and enhance livability and desired neighborhood character. Neighborhood plans shall be determined to comply with and implement the Comprehensive Plan. (Policy)</i></p> <p><i>Policy 14. Recognized Neighborhood Associations may request the City Council to initiate legislative amendments without fee to change a neighborhood plan text or regulatory maps adopted as part of a neighborhood planning process upon a finding that it is in the public interest to do so.</i></p>
<p>The following addresses Goal 10, Housing policies that are within the current (1994) Comprehensive Plan, but which are not addressed by the 2010 – 13 planning project. It is proposed that these be evaluated and if applicable be considered for inclusion in the new Comprehensive Plan.</p>	

**Concepts for Revised Goals, Policies, and Action Measures for “Complete Neighborhoods and Housing”**

Existing 1994 Comprehensive Plan Policy	Revised/Updated Policy Concept
<p>Policy 2. Require design review to determine the actual number of units permitted on a development site through an inventory of site conditions, which demonstrates how proposed development is compatible with the site, surrounding uses, other Plan policies, and capacity of public facilities.</p>	<p><i>Policy 15: Provide and maintain codes and standards that require land use review to ensure the layout of new land divisions and design of multi-family and mixed-use housing take into consideration site conditions, capacity of public facilities and compatibility with surrounding residential areas and other land uses.</i></p> <p><i>This statement could also be part of the Goal 2: Land Use Planning Chapter</i></p>
<p>Policy 7. Provide for safe, comfortable, and visually attractive streets in new developments.</p>	<p><i>Policy 16. Ensure that new residential streets are well designed and contribute to the livability of residential areas by providing safe multimodal mobility and a high level of aesthetic quality (policy)</i></p> <p>This policy could also be either part of the Goal 2, Land Use Chapter or Goal 12, Transportation (Connectivity) Chapter.</p>
<p>Policy 8. Link housing density and location to reduce automobile travel by locating high density residential (R – 0, R – 2 and R – 3) and mixed use developments within walking distance of bus lines or transit centers, and preferably clustered to avoid strip development. [PA 1-96/ZC 1-96-1187; 12/17/96]</p>	<p><i>Policy 17. Develop and maintain Plan and Zoning maps and associated implementing land-use regulations that provide opportunities for high density and mixed-use housing to be developed within walking distance of transit services and near employment, shopping and commercial services and parks.</i></p> <p>This statement could also be part of the Goal 2: Land Use Planning Chapter</p>
<p>Policy 10. Provide for and interconnected Street system to encourage pedestrian, bicycle and transit travel and to reduce vehicle miles traveled to local destinations thus reducing energy use, pollution and congestion.</p>	<p><i>Policy 18. Develop and maintain residential street streets connectivity standards to enhance opportunities for walking and biking, improve emergency vehicle access, reduce travel distances and lessen the need for short trips on the major street system.</i></p> <p>The this statement could also be within the “connected communities” (Goal 12, Transportation) Chapter.</p>

**Concepts for Revised Goals, Policies, and Action Measures for “Complete Neighborhoods and Housing”**

Existing 1994 Comprehensive Plan Policy	Revised/Updated Policy Concept
<p>Policy 13 Provide for the active involvement of neighborhood residents and property owners in decisions affecting their neighborhood.</p>	<p><i>Policy 19: Develop and maintain land-use review processes to ensure the notification and involvement of neighborhood residents and property owners in review of major development proposals.</i></p> <p>This statement could also be part of the “Civic Engagement” Chapter, Goal 1, Public Involvement.</p>
<p>Policy 17. Support public and private actions, which increase housing choices and reduce housing construction costs.</p>	<p>See proposed Action Measure 14</p>
<p>There are also other important Housing related policy concepts to consider in order to ensure this Comprehensive Plan chapter is robust and addresses citizen issues the following additional policies are proposed</p>	
	<p><i>Policy 20: Develop and implement a Transportation System Plan (TSP) that assures multimodal access from residential neighborhoods to transit stops, commercial services, employment areas, parks, and other activity centers.</i></p>
	<p><i>Policy 21: Implement home occupation standards to regulate home-based business (occupations) to provide business development opportunities but also to prevent adverse impacts on residential areas</i></p>
	<p><i>Policy 22: Require infill/housing to be designed and developed in ways to be compatible with existing neighborhood character.</i></p>

## Concepts for Revised Goals, Policies, and Action Measures for “Complete Neighborhoods and Housing”

### Proposed Action Measure Concepts

*Action Measure 1. Encourage remodeling and retrofitting of older homes and construction of new ones to incorporate energy efficiency/conservation measures and to use sustainable building materials. (Note it may be more appropriate to utilize this Action Measure in the Goal 13, Energy Chapter).*

*Action Measure 2. Utilize planned development standards that allow the opportunity to develop alternative/non-traditional housing types such as courtyard housing; cooperative housing; extended family and multigenerational housing, etc.*

*Action Measure 3. Encourage the remodeling, redevelopment and reuse of existing housing as an alternative tearing down functional buildings.*

*Action Measure 4. Work with Metro and the Clackamas County Housing Authority (CCHA) to establish realistic targets for development and preservation of affordable/workforce housing in Lake Oswego.” (Action Measure)*

*Action Measure 5. Actively engage with the Clackamas County Housing Authority (CCHA), and others involved in affordable housing issues to formulate and implement the Comprehensive Housing Affordability Strategy as it might apply and Lake Oswego.*

*Action Measure 6. Work with Clackamas County Housing Authority (CCHA), private developers, private non-profits organizations, the state and others to advance funding and development of affordable/workforce housing in lake Oswego.*

*Action Measure 7. Encourage the Lake Oswego Redevelopment Agency to develop strategies to provide affordable/workforce housing as part of future urban renewal projects.*

*Action Measure 8. Work with Clackamas County Housing Authority (CHACC), private developers, private non-profits organizations, the state and others to advance the retention, funding and development of affordable/workforce housing in Lake Oswego. (Action Measure)*

*Action Measure 9. Support the Clackamas County Housing Authority, nonprofit organizations, and others, including property owners, financial institutions in efforts to preserve of affordable and special use housing.*

*Action Measure 10. Encourage low and moderate-income property owners to access repair and maintenance services and/or financial resources offered through Clackamas County Housing Authority (CCHA) and Habitat for Humanity.*

*Action Measure 11: Work with property owners, business interests, and neighborhood organizations to develop and implement plans for the City’s town and employment centers and neighborhood business districts.*

*Action Measure 12. When opportunities arise, improve street and walking and biking connectivity in existing residential neighborhoods consistent with neighborhood plans or preferences.*

See Existing Policy 10 (1993 Comprehensive Plan) and proposed Policy 18 above.

## Concepts for Revised Goals, Policies, and Action Measures for “Complete Neighborhoods and Housing”

*Action Measure 13: Encourage innovation in development of housing types, financing and use of construction methods and materials to reduce costs and increase housing availability. (Action Measure.*

*Action Measure 14: Encourage new mixed use, multifamily and medium density residential development to use arterials or collectors as their primary street access to avoid increasing traffic volumes on existing local residential streets.*

This statement could be part of the “Connectivity Chapter” (Goal 12, Transportation)

*Action Measure 15: Develop and maintain a systems development charge methodology and ordinance, which requires developers to be responsible for their proportionate share of the cost of providing required public facilities and services.*

This statement could be part of the “Land Use Planning” (Goal 12) Chapter

*Action Measure 16: Ensure the City’s land-use regulations and procedures include measures that prevent or mitigate adverse impacts on adjacent and nearby neighborhoods of increased residential densities and other higher intensity land uses.*

This statement has been expressed in various ways above. However, it could also be part of the Land Use Planning (Goal 2) Chapter.

*Action Measure 17. Actively enforce the City’s codes and standards to maintain and enhance neighborhood quality and livability.*

*Action Measure 18. Provide and maintain home occupation standards to regulate home-based business (occupations) to provide home business opportunities but also to prevent adverse impacts on residential areas.*

*Action Measure 19: Promote the establishment and maintenance of trees and other landscaping in residential neighborhoods as important elements for neighborhood livability.*

*Action Measure 20: When warranted utilize traffic management devices and other traffic management techniques including enforcement strategies to address traffic safety problems in residential neighborhoods.*

*This statement could be part of the” Connectivity” Goal 12, Transportation Chapter of the Comprehensive Plan.*

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**Attachment 2: 2010 – 2013 Planning Project - Complete Neighborhoods and Housing, Plan Statements with Non-Land Use and/or Budgetary Impacts**

<b>Plan Statement</b>	<b>Land Use</b>	<b>Potential Budget Impact</b>	<b>Placement – Proposal to Address Land Use and Budget Implications</b>
<p>Policy A – 6: Provide incentives for energy efficient site and building design, and use of renewable building materials.</p>	<p align="center">Yes</p>	<p align="center">Yes</p>	<p>Redesign the statement as an Action Measure and remove the concept of providing incentives.</p> <p><i>Encourage remodeling and retrofitting of older homes and construction of new ones to incorporate energy efficiency and conservation measures to use sustainable building materials. (Action Measure)</i></p>
<p>Policy B-3: Provide incentives for the development of secondary dwelling units to increase opportunities for small-scale housing.</p>	<p align="center">Yes</p>	<p align="center">Yes</p>	<p>Reword the statement to remove the reference to incentives and to add back in the need for neighborhood compatibility.</p> <p><i>Provide and maintain land-use regulations that allow development of secondary (accessory) dwelling units subject to standards that ensure compatibility with existing residential neighborhoods.</i></p>
<p>Policy C-1: Set broad 10 and 20-year goals for the identification and production of affordable housing units in Lake Oswego, along with specific five-year targets based on near term conditions and resources availability.</p>	<p align="center">Yes/No</p>	<p align="center">Yes</p>	<p>Acknowledge that the City is not an affordable housing provider and replace the policy with the following Action Measures:</p> <p><i>Work with Metro and the Clackamas County Housing Authority (CCHA) to establish realistic targets for development and preservation of affordable/workforce housing in Lake Oswego.</i></p> <p><i>Actively engage with the Clackamas County Housing Authority, and others involved in providing affordable housing in formulating and implementing the Comprehensive Housing Affordability Strategy as it might apply to Lake Oswego.</i></p>

**Attachment 2: 2010 – 2013 Planning Project - Complete Neighborhoods and Housing, Plan Statements with Non-Land Use and/or Budgetary Impacts**

<p>Policy C-2: Provide fair access to housing that does not restrict housing choice or the availability of housing choice because of race, color, religion, sex, disability, familial status, national origin, marital status, sexual orientation, gender identity, or source of income, in addition to any other protected statuses under state, federal or local law.</p>	<p>No</p>	<p>Yes</p>	<p>The City does not enforce the fair housing laws, nor does it have the authority to do so. The following policies are proposed instead to address the City’s land use planning responsibility/obligations:</p> <p><i>Develop and maintain a comprehensive plan and implement land-use regulations consistent with applicable Metro, state and federal housing laws and administrative rules.</i></p> <p><i>Allow development of special needs housing in Lake Oswego. The scale, intensity and design of which shall be compatible with other surrounding land uses and near supportive community services.</i></p>
<p>Policy C-3: Provide incentives to promote the development of affordable housing in multifamily residential and mixed-use locations near public transit and commercial amenities.</p>	<p>Yes</p>	<p>Yes</p>	<p>This statement has been reworded as the above policy relating to allowing special needs housing. The language pertaining to incentives has been dropped. Also the following action measures are proposed to address funding of affordable housing:</p> <p><i>Work with Clackamas County Housing Authority (CCHA), private developers, private non-profit organizations, the state and others to advance funding and development of affordable/workforce housing in Lake Oswego.</i></p>

**Attachment 2: 2010 – 2013 Planning Project - Complete Neighborhoods and Housing, Plan Statements with Non-Land Use and/or Budgetary Impacts**

<b>Plan Statement</b>	<b>Land Use</b>	<b>Potential Budget Impact</b>	<b>Placement – Proposal to Address Land Use and Budget Implications</b>
<p>PolicyC-4: Work with the Lake Oswego Redevelopment Agency to establish strategies and minimum target percentages of affordable housing units as part of Lake Oswego Urban Renewal plans. Tailor customized strategies for each plan to reflect the citywide targets required to accomplish affordable housing goals.</p>	<p>No</p>	<p>Yes</p>	<p>Implementing this policy could have significant impact on urban renewal feasibility without a substantial commitment from the private sector and other governmental entities. A less mandatory action measure is proposed as follows:</p> <p><i>Encourage the Lake Oswego Redevelopment Agency to develop strategies to provide affordable/workforce housing as part of future urban renewal projects. (Action Measure)</i></p>
<p>C-5: Require no net loss of housing developed or redeveloped as government-subsidized housing.</p>	<p>No</p>	<p>Yes</p>	<p>The City is not in a position to implement this policy because it does not have the responsibility for providing affordable housing nor commensurate authority to interfere with property owner’s rights once they have fulfilled their contract obligations with the CCHA. It is proposed that the principle of retaining affordable housing be included in other policies or action measure statements. The following proposed action measures are examples:</p> <ul style="list-style-type: none"> <li>▪ <i>Encourage the remodeling, redevelopment and reuse of existing homes as alternatives to tearing down functional buildings.</i></li> <li>▪ <i>Work with Metro and the Clackamas County Housing Authority (CCHA) to establish realistic targets for development and preservation of affordable/workforce housing in Lake Oswego.</i></li> </ul>

**Attachment 2: 2010 – 2013 Planning Project - Complete Neighborhoods and Housing, Plan Statements with Non-Land Use and/or Budgetary Impacts**

			<ul style="list-style-type: none"> <li>▪ <i>Support the Clackamas County Housing Authority (CCHA), nonprofit organizations, and others, including property owners, and financial institutions in efforts to preserve affordable and special use housing.</i></li> </ul>
C-7: Establish incentives and/or other programs to promote remodeling and retrofitting of older more affordable homes.	No (?)	Yes	This is a housing program object and not a land use, unless incentives were somehow tied to land use standards such as density increase in allowable floor area ratios or reduction in parking requirements. Possible financial incentives could include reduction in building inspection fees, utility connection, or SDCs. However, these would have financial impacts. It is proposed to replace this statement with principles embodied in the above action measures.
D-1: Create thriving mixed-use Employment Centers, Town Centers and Neighborhood Villages that draw nearby residents to shop, dine, work and play. Provide incentives for the development of medium and higher density housing as part of stand-alone housing or mixed-use housing and commercial developments in these areas.	Yes	Yes	<p>The mention of incentives in the proposed policy raises the issue of potential financial impacts to the City. It is proposed to reword this statement as the following policy:</p> <p><i>Provide and maintain development regulations that afford opportunities for development of mixed-use employment centers, town centers, and neighborhood business and commercial areas as functional and attractive amenities for nearby residential neighborhoods. (Policy)</i></p>

**Attachment 2: 2010 – 2013 Planning Project - Complete Neighborhoods and Housing, Plan Statements with Non-Land Use and/or Budgetary Impacts**

<b>Plan Statement</b>	<b>Land Use</b>	<b>Potential Budget Impact</b>	<b>Placement – Proposal to Address Land Use and Budget Implications</b>
<p>D-2: Support community-gathering places throughout the community to provide neighborhood-based locations for social interactions through neighborhood commons at existing schools, parks, or public places, and through commercial corners at small existing commercial developments.</p>	<p>Yes/No</p>	<p>Yes</p>	<p>This statement is somewhat related to land use, but it could be more explicit as to how land use tools could be used to accomplish the objective of ensuring how community activity centers would be used for social events. The following policy language is recommended instead.</p> <p><i>Provide flexibility within the City’s land-use regulations and standards to allow Community events and activities to occur in neighborhood activity areas such as schools, parks, business, and commercial areas. (Policy)</i></p>
<p>D – 5: Develop and adopt specific Neighborhood Plans and implementing measures consistent with the Comprehensive Plan as a means to enhance neighborhood livability and achieve desired neighborhood character. If appropriate, implementation may be accomplished through creation of new a new zoning district or a new overlay zone.</p>	<p>Yes</p>	<p>Yes</p>	<p>This policy is specific that the City will undertake neighborhood planning, which has budget implications. However, the City has been engaged in this planning program for several years and is currently budgeted to continue, albeit at a lower level than in the past. In addition, it is desirable to have a process-oriented policy as to how neighborhoods can amend their respective plan. The following policy is recommended:</p> <p><i>Support development and maintenance of Neighborhood Plans to preserve and enhance livability and desired neighborhood character. Neighborhood plans shall be determined to comply with and implement the Comprehensive Plan. (Policy)</i></p> <p><i>Recognized Neighborhood Associations may request the City Council to initiate a legislative amendment without fee to change a neighborhood plan text and/or associated regulatory maps</i></p>

**Attachment 2: 2010 – 2013 Planning Project - Complete Neighborhoods and Housing, Plan Statements with Non-Land Use and/or Budgetary Impacts**

			<i>upon a finding that it is in the public interest to do so</i>
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## Attachment 3

### Housing Analysis – Density, Needed Housing and Affordable housing

#### INTRODUCTION AND SUMMARY

In order to have a meaningful discussion about housing density, needed housing, and affordable housing in Lake Oswego, it is important to define the respective roles of those involved in the broad issue of housing. This includes the City, Metro, state, Clackamas County, the federal government and nonprofit housing providers. Also important, is to consider the issues of density and affordable housing in the context of Lake Oswego's Comprehensive Plan's focus on land use. This is essential from the policy perspective regarding the scope of the City's responsibilities versus the obligations of other agencies. Another important policy resource is the 2005 Report of the Affordable Housing Task Force. This group's report came out in 2005. Its findings are summarized at the end of this document.

The importance of this considering these proposed policies in context is illustrated by a proposed Comprehensive Plan policy that states, *"Provide fair access to housing that does not restrict housing choice or the availability of housing choice because of race, color, religion, sex, disability, familial status, national origin, marital status, sexual orientation, gender identity, or source of income, in addition to any other protected statuses under state, federal or local law."*

The responsibilities embodied in the above policy are the responsibilities of other agencies such as the Clackamas County Housing Authority (CCHA), the state and federal governments through their various agencies and not that of the city unless the City Council wishes to take an active role. If so, there would be budgetary and staffing consequences

The following summarizes the roles and responsibilities of the various governmental units in providing and regulating housing affordable housing and housing density. It also provides a summary of definitions of affordable housing types and identifies specific statutes, and various state administrative and metro rules which the City is obligated to comply with.

A key finding of the following is that the City has a limited role in providing affordable housing. In summary, the City's land use standards cannot create a situation whereby they prevent affordable housing from being built or increase its cost through discretionary standards. Furthermore the City is required to provide the opportunity for "group homes and group home facilities" and manufactured homes on individual lots to be built in its respective residential zones. Also the City is to provide the opportunity for accessory units. The City meets these tests except in one area. Its Periodic Review Order determined that the City needs to adopt clear and objective standards for multifamily housing allowed in its Downtown and Town Centers. The purpose is to prevent the regulatory process from increasing housing cost.

The primary density requirement which the City must observe is from a state administrative rule (Goal 10, Metropolitan Housing Rule) that implements the Statewide Planning Goal 10, Housing. It states that Lake Oswego and other jurisdictions in the Portland Metropolitan Region need to provide the opportunity for housing to be built at a density of ten units an acre and at a mix of 50% detached and

## Attachment 3

50% attached (attached single family homes, condominiums, apartments, etc.) Note the operative word is “opportunity.” The City meets this requirement and has done so since the early 1990s.

Metro requires pursuant to Title 1: Housing Capacity of the Metropolitan Functional Plan, that all cities in the region adopt a Housing Capacity based on a minimum number of units in each of zoning district. The City has done this and meets this requirement. It has the potential of 2160 dwelling units that can be built on vacant residential land. In addition the City has undertaken completed Housing Needs Analysis as part of the periodic review requirements. This report indicates that the City can meet the low end of its housing growth projections through development of existing vacant residential land redevelopment of partly developed parcels and development of high density mixed-use housing within its commercial and employment districts. Please see Appendix A: Summary Revised Housing Need Report (Updated March 19, 2013" Housing Supply Assumptions.

Finally Metro Functional Plan Title 12, Protection of Residential Neighborhoods was adopted to, “protect the region’s residential neighborhoods.” A key section of Title 12, states, “Metro, shall not require any city or County to authorize an increase in the residential density of a single – family neighborhood in an area mapped solely as an Inner or Outer Neighborhood pursuant to Metro Code Section 3.0 7.130 prior to May 22, 2002.”

The choice to keep or change the status quo in terms of housing density or affordable housing belongs to the City Council. It is under no mandate from Metro or the state to do so. The city must show that it has the “opportunity” to meet projected housing needs and the requirements of the Metro Housing Rule.

This does not mean that the City should not be a partner with the other agencies and partner in working toward affordable housing solutions. Affordable housing is an important component of a community’s quality of life and economy. The City should, within its capabilities and desires, define what its role should be and partner with other agencies that are better suited to support the provision of this essential needed housing type.

### **BACKGROUND AND DISCUSSION**

#### **State Wide Planning Goal and Land Use Statutes**

The Oregon Statewide Planning Goal 10, Housing states that Oregon jurisdictions shall “provide for the housing needs of the citizens of the state.” The focus of the goal is to, *“Inventory lands for residential use and develops plans that encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capability of Oregon Households and allow for flexibility of housing location, type and density.”*

The Metropolitan Service District (Metro) has the overall responsibility for managing the Urban Growth Boundary and providing for adequate buildable lands to provide development opportunities for needed housing. From the regional perspective, Lake Oswego’s primary responsibility for providing

## Attachment 3

opportunities for housing development is to coordinate its housing and employment projections with Metro so the Agency can make decisions when, where and how much to expand Urban Growth Boundary (UGB). The City cannot depart from its already established capacity numbers either citywide or in its specific zones by amending these to a lower density. If it does then it must find a way to make up the loss either through increasing the density somewhere else or get another jurisdiction to take on more housing within its existing residential zones .

Lake Oswego is not required to make sure that “needed housing its built. Instead its land use regulations must allow the opportunity for “needed housing. “ These are housing units determined to meet the need for housing within an urban growth boundary at particular price range and rent levels. Needed housing includes, government assisted housing, attached and detached single – family housing, multiple family housing and manufactured homes, whether occupied by owners or renters.” Lake Oswego’s land-use ordinances do this, with the exception noted above pertaining to clear and objective versus discretionary approval standards.

It is important at this point to emphasize that 2011 ORS 197.312 (1) states that, “a city or County may not by charter prohibit from all residential zones attached or detached single-family housing, multifamily housing for both owner and renter occupancy or manufactured homes. A city or county may not by charter prohibit government assisted housing or impose additional approval standards on government assisted housing that are not applied to similar but unassisted housing. However, 197.313 does not interpret ORS 197.312 as requiring a city or county to contribute to the financing, administration or sponsorship of government assisted housing.<sup>1</sup>

However cities and counties do have the obligation, via state statute, to provide the opportunity for the establishment of residential homes and residential facilities.<sup>2</sup> ORS 197.655, Locations of Residential Homes, states:

- (1) A residential home shall be permitted use in:
  - a) Any residential zone including a residential zone which allows a single family dwelling; and

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<sup>1</sup> ORS 197.313 Interpretation of ORS 197.312: Nothing in ORS 197.312 (Limitation on City and County Authority to Prohibit Certain Kinds of Housing) or in the amendments to ORS 197.295 (Definitions for ORS 197.295 197.314 and 197.4752 197.490), 197.303 (Needed housing defined), 197.307 (effect of need for certain housing and urban growth areas) by sections 1, 2 and 3, chapter 795, Oregon Laws 1983, shall be construed to require a city or County to contribute to the financing, administration or sponsorship of government assisted housing. [1990 3C. 795 – 6]

<sup>2</sup> Residential I facility means a residential care, residential training or residential treatment facility as those terms are defined in ORS 443.400 that provides residential care alone or in conjunction with treatment or training or combination thereof for 6 to 15 individuals who need not be related. Staff persons required to meet licensing requirement shall not be counted in the number of facility residents, and need not be related to each other or to any residents of the residential facility. Residential home means a residential treatment or training home, as defined in ORS 443.400

## Attachment 3

- b) Any commercial zone which allows a single family dwelling.
- (2) Any city or County may not impose any zoning requirement on the establishment and maintenance of a residential home in a zone described in subsection (1) of this section that is more restrictive than a zoning requirement imposed on a single – family dwelling in the same zone.

Pertaining to the location of a residential facility, ORS 197.667 states:

- (1) A residential facility shall be a permitted use in any zone where multifamily residential uses are a permitted use.
- (2) A residential facility shall be a conditional use in any zone where multifamily uses are a conditional use.
- (3) A city or County may allow a residential facility in a residential zone other than those zones described in subsections (1) and (2) of this section, including a zone where a single – family dwelling is allowed.

The City of Lake Oswego’s Land Use Program currently complies with these state requirements . From the Comprehensive Plan perspective , a policy that states essentially that the City “will comply with all state and federal laws pertaining to access to housing,” would address these requirements.

### **The Federal Fair Housing Act and Oregon Fair Housing Laws**

The federal government through the Department of Justice (Housing and Civil Enforcement Section) and the Department of Housing and Urban Development (HUD) through its office Of Fair Housing and Equal Opportunity (FHEO) enforces the federal law which prohibits discrimination in housing. The City does not have an enforcement role unless it somehow wished to coordinate enforcement of housing discrimination with the federal government.

The primary role of city government is to ensure that its land-use and building permit program does not create a regulatory environment that discriminates against those who need housing; particularly those that are in a protected class. For example if a jurisdiction determined that it would no longer allow the development of apartments in a portion of its city that would affect a protected class, then it would be in danger of violating the discrimination provisions of the Act. Another example is if the City had a pattern of permitting housing to be constructed that did not meet the “Americans with Disabilities Act” then this also could be also determined to be in violation.

It is important to note that the Federal law prohibits discrimination based on race, sex national origin, religion, disability, familial status and color. Oregon laws add to this list by prohibiting discrimination based on source of income, sexual orientation and marital status. The Civil Rights Division of the Bureau of Labor and Industries enforces Oregon’s antidiscrimination housing laws. The Housing Rights and

## Attachment 3

Resources 's program associated with the Clackamas County Social Services Division serves as a central intake for all housing complaints. The volume of complaints about housing discrimination is low throughout Clackamas County with about 37 complaints being registered in 2012; of that only two were from Lake Oswego.<sup>3</sup>

The City is diligent in ensuring its codes standards and permitting procedures are consistent with federal and state laws and as such, a broad policy statement saying that the city, "will comply with all state and federal laws pertaining to access to housing," would suffice to establish a policy basis for the City's current practices.

### **Statewide Planning Goal 10, Metropolitan Housing Rule**

The State Metropolitan Housing Goal Oregon Administrative Rule is embodied in OAR 660 – 007 – 000. The purpose of the rule "is to ensure the opportunity for the provision of adequate numbers of needed housing units and that efficient use of land within the Metropolitan Portland (Metro) urban growth boundary to provide greater certainty in the development process and so to reduce housing costs."

Other provisions of the rule, "are intended to establish regional residential density and housing mix standards to measure Goal 10, Housing compliance of cities and counties within the Metro Urban Growth Boundary (UGB) and to ensure the efficient use of residential land within the UGB consistent with Goal 14, Urbanization."

The responsibility for implementing the Housing Rule is a partnership between Metro and its member Cities and counties within the Portland Metropolitan region.<sup>4</sup> The City's primary responsibility is to coordinate its population, housing and employment projections with Metro.

The Housing Rule's requirements for Metropolitan area jurisdictions consist of:

- Requiring clear and objective approval standards for all needed housing or providing optional alternative approval processes based on suitable options identified within OER 660 – 007 – 0015.
- Assigning specific plan designations to lands within the city that allows or requires residential uses and including a time specific strategy for resolution of identified public facilities uncertainties such as within the City's public facility plan

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<sup>3</sup> Clackamas County, Analysis of Impediments to Fair Housing Choice 2012, Clackamas County Community Development Division

<sup>4</sup> OAR 660 – 007 – 0035 implements the Land Conservation and Development Commission's determination in the Metro UGB acknowledgment proceedings that region wide, planned residential densities must be considerably in excess of the residential density assumed in Metro's UGB Findings." The new construction density and make standards and the criteria forbearing from them in this rule take into consideration and also satisfy the price range and rent level criteria for needed housing as set forth in ORS 197.303

## Attachment 3

- Restricting jurisdictions from limiting housing type by tenure
- Requiring sufficient buildable land to provide the opportunity for at least 50% of new residential units to be attached single-family or multiple family housing or justify an alternative percentage based on changing circumstances.
- Considering a range of other housing types such as manufactured housing and government assisted housing within the Portland Metropolitan UGB.

The following portion of the Metropolitan Housing Rule (OAR 660 – 007 – 0035) is applicable specifically to Lake Oswego, Multnomah County and the cities of Portland,, Gresham Beaverton, Hillsboro and Tigard. This portion of the rule requires the referenced cities and County to “provide for an overall density of 10 or more dwelling units per net buildable acre for new residential development and a mix of 50% attached and 50% detached dwellings. These are larger urbanized jurisdictions with regionally coordinated population projections of 50,000 or more for their active planning areas which encompass or are near major employment centers, and which are situated along regional transportation corridors.”

It is important to note that the new construction mix and minimum residential density standards of the Housing Rule are applicable at each periodic review of the Comprehensive Plan. During each periodic review the local government prepares findings regarding the cumulative effects of all plan and zone changes affecting residential uses. The jurisdiction’s buildable lands inventory is a supporting document to the local jurisdictions periodic review order. In Lake Oswego’s case there has been a minimal number of residential zone and plan map amendments since the current Comprehensive Plan was adopted in 1994. The City continues to comply with the Housing rule as it did in 1994 when the current Comprehensive Plan was adopted with the above noted exception regarding clear and objective standards.

As above, the City has been determined to be able to meet its projected housing need at the lower end of the range. In order to accommodate more housing the City would have to consider rezoning residential land for high and medium family residential uses and to implement other strategies identified by the Housing Need report as follows. It should be noted that the Housing Need report suggests that implementing some of these strategies may be necessary in order to meet the lower end of the housing supply need.

- Promote development within the medium and high density residential zones and within zones that allow mixed uses
- Specifically increase mixed use housing opportunities in the Boones Ferry Corridor door
- Undertake specific planning and zoning amendments for the Foothills Industrial area to promote high density housing;

## Attachment 3

- Explore changing the density designation of lands to higher density housing at select locations near Centers with transportation options and other amenities while maintaining the integrity of single family neighborhoods.
- Amend development standards to remove barriers to mixed use housing and employment uses such as adjustments to heights and densities; reduction of parking requirements; landscaping requirements; allow greater floor area ratios and remove limit subjective buffering standards.
- Explore a range of strategies to meet the need for affordable housing such as, establish a Minimum Percentage of Affordable Units and All Developments that receive assistance from the Lake Oswego Redevelopment Agency; work toward a goal of no net loss of existing affordable housing through incentives and other means; Improve the permitting process to allow for needed housing types including secondary dwelling units; avoid “one size fits all” approaches for different geographic areas in Lake Oswego

### **County Housing Authority (CCHA)**

The Clackamas County Housing Authority (CCHA) is the County’s primary affordable Housing Provider. The CCHA has an annual budget of approximately \$13 million. It owns and manages nearly 1100 rental units and administers about 1500 HUD vouchers. The CCHA would be the primary agency that would work with developers to construct affordable housing in Lake Oswego.

The CCHA also provides a number of other programs related specifically to housing such as

- Special needs housing special needs for the mentally and physically disabled
- Transitional/homeless housing to get people off the streets and into stable housing environments
- Affordable housing preservation
- Low-Rent public housing and rental assistance programs
- Housing Rights and Resources Center

The CCHA is also the County’s Community Development Block Grant (CDBG) administrator, with much of these federal funds going to support affordable housing throughout Clackamas County.

### **Metro**

Like the State or federal government Metro does not require cities and counties to provide affordable housing. Instead, “Title 4 of the Metropolitan Area Functional Plan calls for the establishment of voluntary affordable housing production goals to be adopted by local governments and assistance from local governments on submitting reports directed towards increasing the supply affordable housing.”<sup>5</sup>

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<sup>5</sup> Portland Metropolitan Area Functional Plan, Title 7: Housing Choice

## Attachment 3

Section 3.0 7.720 of Title 7 states that “Each city and county within the Metro region should adopt a affordable housing production goal indicated in Table 3.07-7 as amended over time as a guide to measure progress toward increasing housing choices and meeting affordable housing needs. For Lake Oswego its voluntary housing production goal for the period 2001 to 2006 is 339 units. This includes 185 new housing units for households earning less than 30% of median family income and 154 new housing units for households earning 30% to 50% of median family income. The primary mandatory requirement of Title 7 is that local governments shall assist Metro in the preparation of a biennial affordable housing inventory.

A significant issue associated with affordable housing is that the number of affordable housing units and types in the City is unknown. Currently Lake Oswego has about 35 units subsidized by Section 8 vouchers and approximately 75 subsidized rentals units for low income elderly. However the number of market rate affordable housing units has not been inventoried.

### **Findings and priority recommendations of the 2005 Affordable Housing Task Force**

Findings: The following are the findings of the 2005 Affordable Housing Task Force.

- The need for affordable housing in Lake Oswego is especially needed for five segments of the population.
  1. First time home buyers including the children/grandchildren of current residents;
  2. Single parents;
  3. Senior citizens;
  4. Employs of local businesses, organizations, public agencies and schools; and
  5. Low income individuals with disabilities and families of people with disabilities
- There are a surprising number of affordable housing units in the community but many (probably most) of these existing units are threatened with destruction and replacement by more expensive housing.
- The trend of tearing down and replacing existing housing is a matter of serious concern to many members of the community this issue overlaps concerns about affordability and is also a quality of life issue in many neighborhoods.
- The portion of the city that is zoned for residential development is almost entirely built out. This contributes to higher prices and adds to the pressure for infill development, including the destruction of existing affordable units.
- Conventional housing, receiving no government subsidy or assistance, can be provided at affordable prices in other parts of the region. Given the scarcity of land and the land values of

## Attachment 3

Lake Oswego, however it is extremely unlikely that new housing can be constructed here and made available to households earning less than 80% of the region's median income level without some form of subsidy.

- The City's Comprehensive Plan has for some years contained language supporting housing diversity and encouraging affordability. These Comprehensive Plan provisions have been only partially implemented.
- Federal funding for housing programs is being reduced, at the same time as the demand for such funds is increasing.
- There is a limited amount that the City can do to support the development or maintenance of affordable units in the community. The following are a number of options that should be considered by City Council. Some combinations of these proposals could have a positive effect on affordability for at least some households in the targeted demographic groups.

**Priority Recommendations:** These are not all the recommendations listed within the Task Force's report it is recommended that the full report be read by those who are further interested in this topic.

- Establish an affordable housing trust fund that could be used to create, preserve, or maintain affordable housing in the community.
- Implement the City's existing Comprehensive Plan policies to support a wide range of housing options.
- Review all Community Development Code standards to determine whether they unnecessarily limit or preclude the provision of affordable housing.
- Have a more user-friendly Development Code.
- Maintain a commitment to periodically review and update both the Comprehensive Plan and Community Development Code.
- Form a Housing Board or Commission to implement the Housing Task Force's recommendations and to advise the City Council.
- Work with and support the efforts of community development corporations and other nonprofit housing providers and form partnerships with schools, service groups and other organizations that may advance the goals of affordable housing in the community.

## Attachment 3

- Establish through the Lake Oswego Redevelopment Agency (LORA) a minimum percentage of affordable housing units in all developments that receive its assistance.
- Work towards a goal of no net loss of existing affordable housing and explore incentives to preserve the community's existing stock of affordable housing.
- Replace the current discretionary land-use process of permitting secondary dwelling units (SDU's) with a set of clear and objective standards that address neighborhood differences.
- Establish a program to assist/guide property owners in constructing secondary dwelling units.
- Recognize that differences in neighborhoods exist when promoting affordable housing development
- Support local efforts to establish an employer assisted housing to accommodate people who are employed in the community. File: Housing Analysis may 292013. Doc

## Attachment 3

### Appendix A: Summary Revised Housing Need Report (Updated March 19, 2013" Housing Supply Assumptions

The City of Lake Oswego's Housing Needs Analysis (June 26, 2012 updated March 19, 2013, estimates that there is about 77 acres of vacant and buildable land in the City.

Low density Single-family residential land (R – 7.5, R – 10,, R – 15) comprise 69 acres of the total vacant land. As shown by the following table. This among the land if developed at existing zoning would yield about 326 single-family residential units. The majority of which would be in the R- 7.5 district.

There is very little vacant multi-family zoned land left in the City – only about 2.6 acres that would accommodate about 79 units. There is also little vacant medium density land – 5.0 acres which would accommodate about 44 units.

Table 1: Summary Capacity of Vacant Low-Density Single-Family Residential Land

Zone/Plan Designation	Dwelling Units/Acre	Vacant Acres	Overall Development Potential
R-7.5	5.8	33	194
R – 10	4.4	18.5	81
R – 15	3.0	17.7	51
Totals		69.2	<b>326</b> single-family residential units

Table 2: Summary Capacity of vacant multifamily family residential land

Zone/Plan Designation	Dwelling Units/Acre	Vacant Acres	Overall Development Potential
R-0	34	0	0
R-2	28.5	2.2	62
R-2.5	28.5	.4	11
R-3-0	12.9	.5	6
		2.6	<b>79</b> Multifamily Units

Table 3: Summary Capacity of Vacant Medium Density Land

Zone/Plan Designation	Dwelling Units/Acre	Vacant Acres	Overall Development Potential
R-5	8.7	4.4	38
R-6	28.5	0.6	5
Totals		11.7	<b>44</b> Medium Density Units

The buildable land inventory estimated that there is another 500 acres of partly vacant residential land as shown in Table 4. Partially vacant land is defined as, even though it has a structure on it, the footprint of the building could easily allow for further residential units on the site under current zoning. The Housing

### Attachment 3

Needs Analysis considered lots partially vacant if they were at least 2.5 times a minimum lot size for the zone.

Table 4: Summary Capacity of Partially Vacant Residential Land

Zone/Plan Designation	Dwelling Units/Acre	Part Vacant acres	Total Unit Capacity	Less <u>Existing Units</u> on Part Vacant Land	Maximum Net New Dwellings on Part Vacant Land
R-0	34	5.6	190	44	146
R-2	28.5	0.0	0.0	0.0	0.0
R-2.5	28.5	0.0	0.0	0.0	0.0
R-3-0	12.9	12.5	161	33	128
R-5	8.7	18.1	157	43	114
R-6	28.5	Zero	0.0	0.0	0.0
R-7.5	5.8	242.7	1407	631	777
R – 10	4.4	179.5	785	332	452
R – 15	3.0	80.5	240	145	94
		502.7	2940	1228	<b>1711</b>

The Housing needs analysis indicated that Lake Oswego’s current development opportunities on vacant and partly vacant land are primarily concentrated among lower density land-use zone/plan designations. The partly vacant land inventory is estimated to accommodate 1708 new net dwelling units under current zone/plan designations. This combined with 447 units of housing that could be built on vacant land results in a dwelling capacity of about 2160 units dwelling units.

The distribution among low medium and high density residential is shown in Table 5.

Table 5: Total Potential Dwelling Units On Vacant And Partly Vacant Land

Land-Use	Total Potential Dwelling Units Vacant and Partly Vacant Land
Low density residential	1649
Medium density residential	158
High density residential	353
Total	<b>2160</b>

In addition to the potential of development on vacant and partly vacant land, the Housing Needs analysis also undertook an analysis of what land might redevelop in the City. The Housing Need analysis was revised in March 2013 and focused only on the medium and higher density residential zones within the Urban Services Boundary (R – 0, R – 2, R – 25, R – 3, and R – 5) where there is capacity for additional units to be added through redevelopment. The methodology used is described in the revised Housing Need Report.

Table 6 illustrates the redevelopment potential in medium and high density residential zones.

### Attachment 3

Table 6: Summary of redevelopment potential in high density and medium density residential zones

Zoning	Buildable Redevelopment Acres	Maximum Allowed Units Per Acre	Maximum Potential Dwelling Units At Existing Zoning	Less Estimated Units 148	Net New Redevelopment Dwelling Unit Capacity
R – 0	17.4	34.0	657	148	509
R – 2	4.2	28.5	91	31	60
R – 2.5	1.3	28.5	36	2	34
R – 3	36.9	12.9	493	196	297
R – 5	67.5	8.7	590	160	430
<b>Totals</b>	<b>127</b>		<b>1867</b>	<b>537</b>	<b>1331</b>

A redevelopment analysis was also done for mixed use zones resulting in an estimated 1,577 maximum net of new dwelling units at build out. This is shown by Table 7. The methodology is also described in the Housing Needs Report.

Table 7: Summary Of Mixed Use Zones Residential Redevelopment Potential

Zoning	Net Buildable Redevelopment Acres	Estimated maximum Net New Dwelling Units
General Commercial (GC)	21.3	121
Neighborhood Commercial/High Density (NC/RO)	2.3	10
Office Commercial/Medium Density (OC/R3)	12.0	66
East And General Commercial (EC)	14.8	1338
Highway Commercial (HC)	29.0	33
Campus Research And Development (CR&D)	0.0	0.0
East End commercial/High Density (EC/R0)	0.0	0.0
Office Commercial (OC)	1.6	9
<b>Totals</b>	<b>81</b>	<b>1577</b>

In summary if the City of Lake Oswego developed all of its vacant land; develop all of its re-developable land and all districts then it would achieve about 5300 new residential units. The development of Accessory Units has been excluded. The Housing Need Report states, “This need would have to be addressed by redevelopment in appropriate locations within the Urban Services Boundary. The City may also want to explore some or all of the medium density housing being met through the high density supply under the assumption that high density housing can be provided at price levels at or below medium density levels.”

