

Goal 10 Housing

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BACKGROUND

Statewide Planning Goal 10: Housing

“To provide for the housing needs of citizens of the State.”

In the Portland metropolitan area, the role of local governments in providing housing opportunities is governed by the requirements of Statewide Planning Goal 10 and the “Metropolitan Housing Rule” (OAR-660-7-000-060). This rule sets a requirement for Lake Oswego and other Portland metropolitan communities to provide for the opportunity for a minimum of 10 dwelling units per acre on vacant, buildable land and the opportunity for 50%/50% mix of single family and multifamily or attached housing. These requirements became effective in 1981 and the City has met them since Plan acknowledgment in 1984. When the Comprehensive Plan was acknowledged in 1984 the City provided the opportunity for 10.2 dwelling units per acre on vacant, buildable land*. By 1992, the opportunity for 10.5 units per acre had been achieved. In the future, Metro Regional Framework Plans and Functional Plans may require Lake Oswego and other communities to provide for greater housing densities in appropriate areas, such as the Downtown Business District and along major transit corridors, as a means to minimize pressure to expand the Portland Metropolitan Area Urban Growth Boundary.

Of the 5,444 housing units constructed in Lake Oswego between 1980 and 1992, 57% were single family and 43% were multifamily or attached, representing movement toward the overall goal of a 50%/50% opportunity for single family and multifamily units. When a jurisdiction can meet its density and mix goals, the Housing Rule indicates that it has also satisfied the price range and rent level criteria for needed housing as set forth in Oregon Law.

During the formation of the original Comprehensive Plan, a citizen task force and the neighborhood associations studied residential and housing issues. Residential density designations were based on consideration of physical conditions of available land, capacity of public facilities, availability or potential for transit service, density of existing development, parcel sizes, estimated market demand, projected needs and provision of a mix of housing types and costs. Since most of the City, (approximately 80%) is and will continue to be residential in use, housing, neighborhood quality, traffic, public facilities, land use compatibility, etc., will also continue to be important issues in the City.

In the development of the original plan, many policies were included instructing the City to develop implementation measures to carry out Plan policies. Many of those directives had been accomplished by the time this Comprehensive Plan update had been initiated, such as review criteria for development proposals and appropriate development standards. Also, state law passed in 1991 (ORS 197.195) required all comprehensive plan standards affecting certain types of land use decisions to be included in land use regulations.

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The number of housing units in the city of Lake Oswego grew by 45%, from 9,048 to 13,123, between 1980 and 1990. Lake Oswego's Urban Service Boundary contained approximately 14,300 housing units in 1990 and, according to Metro estimates, will have approximately 20,653 units and a population of approximately 49,000 by 2010.

In a 1991 Community Attitude Survey, Lake Oswego residents gave top marks to Lake Oswego as a place to live. Eight out of every ten people rate Lake Oswego's "livability" as a 9 or better (on a scale of 1-10). The environment, natural beauty, setting, schools and a small town atmosphere, were all primary reasons why people enjoyed living in Lake Oswego.

In regard to housing quality, Lake Oswego is fortunate to have a supply of fairly new, well maintained housing. Over 60% of all housing units have been constructed since 1970. Less than one tenth of one percent (.1%) were lacking plumbing or kitchen facilities in 1990 (1990 Census). A 1981 study of housing structural conditions indicated that only .4% of units surveyed were of a substandard condition.

Lake Oswego has relatively high median income, housing value and rents when compared to the rest of Oregon. In 1990, median rent in Lake Oswego was \$573 per month compared to \$344 for Oregon. In Oregon, median owner occupied housing value was \$67,000 in 1990. Median value in Lake Oswego was more than double that, at \$142,600.

In 1992, Lake Oswego adopted Zoning Ordinance criteria for allowing manufactured homes on individual lots. This was in response to 1991 legislation (ORS 197.303-370) requiring jurisdictions to allow this type of housing under the same review process as a site-built dwelling. There are other means available in Lake Oswego to increase housing opportunities and choice, such as allowing secondary dwelling units in conjunction with a single family dwelling, or encouraging planned unit developments and clustering of units, waiving fees for low income projects, and maintaining zoning designations consistent with the Metropolitan Housing Rule.

The National Affordable Housing Act of 1990 requires localities to develop a five-year Comprehensive Housing Affordability Strategy (CHAS)* to be eligible for direct U.S. Housing and Urban Development (HUD)* housing assistance and Community Development Block Grants (CDBG). Clackamas County administers these programs for the Lake Oswego area and the rest of Clackamas County, and developed the countywide CHAS. One of the findings of the CHAS study is that 22% of Lake Oswego residents are low or very low income.

The CHAS addresses two main groups: 1) Those with very low income, and those who spend more than 30% of their income on housing (and earn less than 50% of median income) and 2) those groups with special housing needs such as the homeless, mentally or physically handicapped or elderly. The County's priorities for housing assistance over the next 5 years include very low income renter households, particularly families and single-person households. Strategies include use of funds to rehabilitate

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rental units, increase the supply of group homes for homeless, youth and victims of domestic violence, medical needs populations and the farm worker population, and for rehabilitating plumbing, electrical and heating systems in substandard housing units.

Summary of Major Issues

Following are some of the issues and changed circumstances and conditions that were considered in the update of this element of the Comprehensive Plan.

- Many of the directives in the Housing Element of the original Plan have been accomplished and are now contained in the Zoning Ordinance, Development Code and other standards.
- With adoption of the Clackamas County CHAS, there may be opportunities for Lake Oswego to acknowledge housing for special needs groups and to enter into agreements with the County to enlist their assistance in providing for affordable housing and in monitoring affordable housing arrangements.

GOALS, POLICIES AND RECOMMENDED ACTION MEASURES

GOAL

The City shall:

- a. Provide the opportunity 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 city residents;
- b. Protect the character of existing neighborhoods; and,
- 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.

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POLICIES

1. Maintain the following residential land use designations and locational criteria which support the above goal:

- a. Low Density Residential

| Density Classification | Minimum Square Feet of Area per Unit |
|------------------------|--------------------------------------|
| R-15 | 15,000 sq. ft. |
| R-10 | 10,000 sq. ft. |
| R-7.5 | 7,500 sq. ft. |

Low Density is intended for areas:

- i. Which are currently developed at low density;
- ii. Where transportation routes are primarily limited to collectors and local streets;
- iii. Where public services are adequate but development constraints may exist; and,
- iv. Where sensitivity to the natural environment or the existence of natural hazards indicates a reduced density.

- b. Medium and High Density Residential [PA 1-96/ZC 1-96-1187; 12/17/96]

| Density Classification | Minimum Square Feet of Area per Unit |
|------------------------|--------------------------------------|
| R-6 | 6,000 Sq. ft. |
| R-5 | 5,000 Sq. ft. |
| R-3 | 3,375 Sq. ft. |
| R-2 and R-0 | (FAR) Maximum |

Medium and high density residential areas may be designated in areas:

- i. Which are currently developed at medium and high density;
- ii. Where there are public services and few development constraints; and,
- iii. Near arterials or major collector and transit service, and particularly for high density residential, areas in close proximity to commercial areas and/or employment concentrations.

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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.
3. Assure that residential densities are appropriately related to site conditions, including slopes, potential hazards and natural features.
4. Require mitigation of adverse impacts such as noise, traffic and visual aesthetics, on differing, adjacent land uses through site and building design.
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.
6. Assure that residential density is appropriately related to the capacity of public facilities, especially residential streets. Developments shall not generate traffic exceeding the capacity of adjacent streets or intersections. (Also see Transportation Chapter, Goal 1, Policy 1, Goal 4 and Figure 16.)
7. Provide for safe, comfortable, visually attractive streets in new developments.
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 so as to avoid strip development. [PA 1-96/ZC 1-96-1187; 12/17/96]
9. Encourage energy efficient site and building design, and use of renewable building materials.
10. Provide for an 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.
11. Place higher density residential, employment and shopping opportunities and public facilities, such as transit and parks, within close proximity where feasible.
12. Assure an orderly transition from one residential density to another through design and development standards such as landscaping, buffering and screening.
13. Provide for the active involvement of neighborhood residents and property owners in decisions affecting their neighborhood.

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14. Provide a wide range of housing types to meet the needs of various lifestyles and family types.
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.
16. Assure equal access to housing for all.
17. Support public and private actions which increase housing choices and reduce housing construction costs.
18. Actively participate with Metro and Clackamas County in formulating and carrying out the Comprehensive Housing Affordability Strategy.
19. Allow special use housing for elderly, including frail 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 need.
20. Maintain a cooperation agreement with Clackamas County authorizing provision of rent supplement assistance within the City and enter into agreements with the County Housing Authority* to control rents in assisted units, if opportunities arise.

RECOMMENDED ACTION MEASURES

- i. Encourage primary access to a collector or arterial street for R-0, R-3, and R-5 developments.
- ii. Require developers to be responsible for their proportionate share of costs of providing required public facilities and services including recreation facilities and park land.
- iii. Comprehensively evaluate all major developments to adequately analyze site design, solar access, building placement, significant features, factors relating to surrounding uses, pedestrian and traffic circulation, drainage and energy conservation, plus any special protections needed to mitigate any adverse impacts of increased density.

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- 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.
- v. Encourage site and building design considerations for residential developments 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.
- vi. Design residential streets to accommodate residential speeds and volumes, to reduce noise levels, increase land use efficiency and reduce impervious surface.
- vii. Preserve natural features, avoid hazard areas and reduce development costs by allowing new development to:
 - a. Cluster units;
 - b. Utilize flexible lot sizes;
 - c. Construct a variety of housing types; and,
 - d. Transfer density to more suitable areas of a site.
- 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.
- ix. Monitor and regulate home occupation* activity to prevent adverse impacts on residential areas caused by incompatible activities or appearance problems.
- 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.
- 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.
- 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.
- 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

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years which exceed those recommended in the Transportation Element of the Comprehensive Plan.

- 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.
- 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.
- xvi. Establish an agreement with Clackamas County to allow the development of federally assisted low-to moderate cost housing units.
- 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.
- xviii. Encourage elimination of barriers which limit housing choice for the handicapped.
- xix. Encourage innovative housing construction technologies which decrease development costs.
- xx. Encourage and assist the continuing maintenance of existing residential properties for safety, sanitation and structural integrity.
- xxi. Encourage neighborhood cleanup and maintenance of the exterior of dwellings and landscaping.
- xxii. Encourage home occupations and develop regulations requiring home occupations to be compatible with the character of residential neighborhoods.