

METRO HOUSING
GOALS AND OBJECTIVES



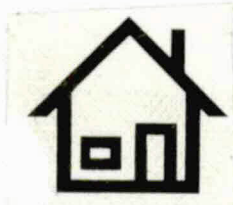
Land Supply



Affordable Housing



New Housing



Existing Housing



Assisted Housing



Fair Housing

Approved by the Regional Planning Committee
August 11, 1980

To be presented to the Metro Council for
Second Reading of Ordinance No. 80-98

August 28, 1980

INTRODUCTION AND BACKGROUND

Purpose

The housing goals and objectives contained in this report address statewide Housing Goal 10 with supplements tailored to the Portland metropolitan area. The wording of Goal #10 is:

To provide for the housing needs of citizens of the state. Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.

Other pertinent State and federal legislation is also addressed. The goal statements, their related objectives, supporting assumptions and factual findings also have the purpose of partially fulfilling (in the area of housing) Metro's Goals and Objectives. These are to:

- A. Meet requirements of ORS 268.
- B. Revise and update existing goals and objectives to reflect Council perspective.
- C. Provide general direction to agency programs and regional policy development with minimum disruption to local planning efforts.
- D. Accomplish needed coordination between regional goals and local plans.

Relationship to Previous Goals, Objectives and Policies

Metro's predecessor, CRAG, adopted goals, objectives and initial policies concerning housing which were used as the starting point for this work.

The goals, objectives, assumptions and facts of this document are a refinement and updating of previous housing planning by CRAG and all such previous work is superceded by them.

Relationship to Other Metro Goals and Objectives and LCDC Goal #10 (Housing)

It is anticipated that Metro will prepare and adopt goals and objectives concerning other aspects of metropolitan development (e.g., transportation, economic development, public facilities, air and water quality, park and open space, etc.). The Housing Goals and Objectives and implementing measures, therefore, shall be subject to review and possible modification to attain consistency

with such other aspects of metropolitan development as they are adopted by Metro.

Metro Housing Goals and Objectives are to be consistent with LCDC Goal #10 (Housing) and they specify how the Statewide Housing Goal is to be interpreted within the Metro area. Although consistent with Goal #10, the Metro Goals and Objectives may enlarge upon or go beyond Statewide requirements.

Clarification of Key Concepts

Certain concepts figure significantly in the goals and objectives of this document. Some confusion and misunderstanding about terms used in describing them requires clarification as to what is intended in the goals and objectives of this document. These are:

1. Demand vs. Need: Some potential for confusion exists in the use of the terms "demand" and "need." Although often used interchangeably, these terms have fairly definite and distinct usages in the economic and planning disciplines. Demand is a measurement of the consumer's willingness and ability to purchase or rent various quantities of housing units at various prices in the housing market. Need is a measurement of the consumer's inability to secure housing in the market within minimum cost-to-income and quality standards. Demand, therefore, may be seen as a demonstrated economic fact reflected in actual purchases during any specified time. Need, on the other hand, is a value adopted by policy makers based on a socially determined conception of the public good.
2. Lower Cost vs. Least Cost: The concepts of "lower cost" and "least cost" housing are apt to be confusing unless a clear distinction is drawn between them. In the context of this document lower cost means housing priced so as to be affordable (within defined standards) by consumers with incomes in the low or moderate income range (defined as under 80 percent of the median). Least cost means housing priced at the lowest possible cost, given the particular type, density, location and quality of housing.
3. Land Use Efficiency vs. Equity: Some potential for misunderstanding in this area also exists. Efficiency, as used in this document with respect to land use, means both minimizing waste of land per se and reduction of wasteful costs related to residential support services. In balancing "efficiency" against "equity," distribution of housing among Metro cities and counties is reflected significantly in several of the goals and objectives. "Equity" is intended to mean "fair" or "just," not "equal."

Implementation

The Metro Housing Goals and Objectives will be implemented by the following means:

1. The Areawide Housing Opportunity Plan (AHOP) adopted by Metro Council on March 22, 1979, and made effective April 22, 1979, (Ordinance No. 79-68).
2. The preparation and adoption of market level housing standards and implementation strategies for the Metro area, scheduled for completion by December 31, 1981.
3. The review of city and county comprehensive plans within the Metro area pursuant to Metro's authority under ORS 268 to:
 - a. "Recommend or require cities and counties...to make changes in any plan to assume that the plan conforms to the district's metropolitan area goals and objectives and the Statewide goals"; and
 - b. Coordinate the acknowledgment and post-acknowledgment review of city and county comprehensive plans in the Metro area in relation to Statewide goals.
4. Other implementation measures the Metro Council may choose to adopt in the future.

Where plan review is an important means of implementation, certain actions will be necessary to define consistency between local plans and Metro Goals and Objectives. These are:

1. Adoption by Metro of a requirement that objectives be incorporated directly into local comprehensive plans at "re-opening" (the "second generation plans"). Additionally, if performance standards are necessary to define consistency, one of the following actions must also be taken.
2. Adoption by Metro of market level housing implementation strategies (in addition to the already-adopted Areawide Housing Opportunity Plan) with performance standards sufficient to define local plan consistency with Metro objectives.
3. Adoption by Metro of a Regional Capital Improvement Plan with performance standards sufficient to define local plan consistency with Metro objectives.
4. Adoption by Metro of performance standards concerning "excessive local requirements" sufficient to define local plan consistency with Metro objectives.

The Metro Housing Goals and Objectives will not become requirements for local comprehensive plans unless and until the appropriate action(s) occur.

Definitions

ASSISTED HOUSING: Public housing or needy households receiving public assistance, from federal, state or local sources to help such households obtain housing meeting minimum standards.

BUILDABLE LAND: Lands in urban and urbanizable areas that are suitable, available and necessary for residential use.

DEMAND: A measurement of the consumer's willingness and ability to purchase or rent various quantities of housing units at various prices in the housing market.

ENSURE: Signifies Metro's total commitment within the limits of its financial and legal capacity to achieve the state goal or objective.

EQUITABLE: Intended to mean "fair" or "just," not "equal."

GOAL: An ideal expressed as a desired end or condition toward which a long-term effort is directed. It is usually not expressed in measurable terms. (Based on Metro Policy Catalogue)

GROSS RENT: Contract rent plus estimated average monthly cost of utilities.

HOUSEHOLD: One or more persons occupying a group of rooms or a single room constituting a housing unit.

HOUSING UNIT: A house, an apartment, a group of rooms, or a single room occupied or intended for occupancy by a household as separate living quarters.

LOW AND MODERATE-INCOME: Household income 80 percent or less than the Portland Standard Metropolitan Statistical Area (SMSA) median family income.

LOWER COST HOUSING: Housing priced so as to be affordable (within defined standards) by households with low and moderate incomes.

LEAST COST HOUSING: Housing priced at the lowest possible cost, given the particular type, density, location and quality of housing.

MEDIAN: The amount that divides a statistical distribution into two equal groups, one above and one below the middle value. "Median income" is the middle income value in a distribution of incomes.

MULTIPLE FAMILY: Means a housing unit in a structure containing two or more attached units.

NEED: A measurement of the consumer's inability to secure housing in the market within minimum cost-to-income and quality standards.

NO FRILLS HOME: A "minimum" buildable home - valued at \$47,000 (1979), built on minimum sized lot (smallest allowable), with minimum amenities (no garage or fireplace, three bedroom - one bath, single-level, no family or dining rooms) and meets minimum building codes.

OBJECTIVE: A specific aim or end, toward which an effort is directed in reaching a goal. It can be expressed in measurable terms. (Based on Metro Policy Catalogue)

SINGLE FAMILY: Means a housing unit in a structure containing one unit only, and includes mobile homes and houseboats, if occupied.

STANDARD: A formal rule serving as a guide in setting targets and measuring the status of a situation or progress toward a goal, objective or target, usually stated as a minimum acceptable level of performance, capability or condition. (Based on Metro Policy Catalogue)

STRATEGY: A scheme or overall plan for achieving a goal or objective for integrating policies. (Based on Metro Policy Catalogue)

TACTIC: A component of a strategy comprising the specific manner, technique, or method by which a strategy will be implemented. (Based on Metro Policy Catalogue)

TARGET: A specific statement of something to be done to accomplish a goal or objective, described in quantified terms within a fixed time period. (Based on Metro Policy Catalogue)

URBAN GROWTH BOUNDARY (UGB): The boundary that identifies urban and urbanizable lands in the Metropolitan Service District, acknowledged by the Land Conservation and Development Commission January 15, 1980.

URBAN INFILL: The practice of building residential units on isolated vacant lots or parcels which had been bypassed by earlier development or considered unbuildable or substandard by local regulation.

LAND SUPPLY

GOALS AND OBJECTIVES

GOAL 1 BUILDABLE LAND:

- . ENSURE THAT ADEQUATE BUILDABLE LAND IS DESIGNATED FOR RESIDENTIAL USE WITHIN THE URBAN GROWTH BOUNDARY TO PERMIT CONSTRUCTION OF NEW OR REPLACEMENT HOUSING UNITS TO MEET THE REGION'S HOUSING GOALS.

Metro Objectives are:

- a. To ensure that cities and counties within the Urban Growth Boundary maintain an adequate supply of serviced land for new urban residential development.
- b. To establish numerical estimates of land area necessary to meet the region's single family and multiple family housing requirements so that the actual land supply can be monitored for adequacy.
- c. To seek, after Council approval, tax revision measures aimed at increasing the availability of land for urban uses within the Urban Growth Boundary.

GOAL 2 DISTRIBUTION AND EFFICIENT USE:

- . ALLOW FOR A CHOICE OF HOUSING TYPES, DENSITIES AND LOCATIONS WHICH IS DISTRIBUTED EQUITABLY AMONG ALL METRO CITIES AND COUNTIES, IN A MANNER THAT EFFICIENTLY UTILIZES LANDS DESIGNATED FOR RESIDENTIAL USE WITHIN THE URBAN GROWTH BOUNDARY.

Metro Objectives are:

- a. To prepare and adopt an areawide plan establishing objectives, targets and implementation strategies among cities and counties within the Urban Growth Boundary.
- b. To ensure more efficient use of residential land through increased density, urban infill and other innovative means.

GOAL 3 COORDINATION:

- . COORDINATE THE PLANNING OF RESIDENTIAL LAND USE WITH PLANNING FOR ECONOMIC DEVELOPMENT, PUBLIC FACILITIES, TRANSPORTATION, ENERGY, ENVIRONMENTAL CONSTRAINTS AND OPEN SPACE.

Metro Objectives are:

- a. To ensure coordination of regional residential land use planning with regional plans for economic development, public facilities, transportation, air and water quality

and open space through liaison between Metro policy alternatives committees and/or with other regional agencies such as Tri-Met, Port of Portland and Clark County Regional Planning Council.

- b. To ensure coordination of regional and local residential land use planning through the process of reviewing the comprehensive plans of cities and counties within the Metropolitan Service District boundaries.

AFFORDABLE HOUSING
GOALS AND OBJECTIVES

GOAL 4 DISTRIBUTION OF LOWER COST HOUSING:

- . PROMOTE A DISTRIBUTION OF LOWER COST MARKET HOUSING UNITS THAT PERMITS A CHOICE IN LOCATION FOR LOW AND MODERATE INCOME HOUSEHOLDS, AND WHICH IS EQUITABLE TO ALL METRO CITIES AND COUNTIES.

Metro Objectives are:

- a. To ensure the availability of adequate numbers of owned and rented housing units at different price ranges and rent levels affordable to households in Metro and provide for flexibility of housing location, type and density as called for in Statewide Goal #10.
- b. To expect housing policies of cities and counties to provide adequate opportunities for low and moderate-income housing in accordance with Statewide Goal #10.
- c. To adopt standards and implementation strategies which provide an equitable geographic distribution of housing affordable by households of differing income.
- d. To adopt standards and implementation strategies which ensure equitable ownership and rental opportunities.
- e. To ensure that city and county comprehensive plans contain opportunities for lower cost housing in a variety of locations, considering accessibility to jobs, shopping, parks, public transit and other public services. Such opportunities should not be limited to areas along arterials or adjacent to commercial or industrial areas, but should be provided in diverse residential settings.

GOAL 5 LEAST COST APPROACH:

- . ASSURE A LEAST-COST APPROACH BY METRO CITIES AND COUNTIES TO THE MAINTENANCE OF EXISTING HOUSING AND THE PROVISION OF NEW HOUSING UNITS WHICH PROMOTES HOUSING AT THE LOWEST PRICE POSSIBLE, GIVEN THE TYPE, DENSITY, LOCATION AND QUALITY OF THE HOUSING.

Metro Objectives are:

- a. To support measures designed to reduce housing costs and adverse effects on the production of new housing and maintenance of existing housing resulting from excessive local administrative procedures, fees, regulations and growth management strategies.

GOAL 6 SUPPLY OF RENTAL HOUSING:

- . MAINTAIN A SUPPLY OF RENTAL HOUSING UNITS ADEQUATE TO MEET THE HOUSING REQUIREMENTS OF HOUSEHOLDS WHICH CANNOT OR CHOOSE NOT TO PURCHASE A HOUSING UNIT.

Metro Objectives are:

- a. To support the provision of rental opportunities of diverse types and in all cost ranges sufficient to meet the region's needs and demands.
- b. To support policies, programs and efforts directed towards retaining the existing multiple family rental housing stock.

GOAL 7 LOWER COST MARKET HOUSING:

- . ENCOURAGE LOWER COST NEW, REPLACEMENT AND EXISTING HOUSING UNITS TO PERMIT LOW AND MODERATE-INCOME HOUSEHOLDS TO ENTER THE HOUSING MARKET WITHOUT RELIANCE ON PUBLIC ASSISTANCE.

Metro Objectives are:

- a. To assist cities and counties in developing innovative approaches and incentives to reduce housing costs so that new housing opportunities for low and moderate-income groups will be created.
- b. To support measures to achieve more lower cost housing opportunities through innovative approaches to financing.

NEW HOUSING
GOALS AND OBJECTIVES

GOAL 8 SHELTER FOR NEW HOUSEHOLDS:

- PROVIDE AN ADEQUATE NUMBER OF NEW OR REPLACEMENT HOUSING UNITS TO SHELTER A GROWING POPULATION AND NEW HOUSEHOLDS.

Metro Objectives are:

- a. To assist the private sector in maintaining an adequate supply of new housing to avoid housing shortages and adverse impacts on prices, rents, and choice in housing.
- b. To ensure that measures are adopted to reduce housing costs and adverse effects on the production of new housing resulting from excessive local administrative procedures, fees, regulations and growth management strategies.

GOAL 9 DIVERSITY AND DISTRIBUTION:

- ASSURE A DIVERSIFIED SUPPLY OF NEW HOUSING UNITS THAT PERMITS CHOICE BY HOUSING TYPE, DENSITY, TENURE AND LOCATION, AND WHICH IS DISTRIBUTED EQUITABLY AMONG ALL METRO CITIES AND COUNTIES.

Metro Objectives are:

- a. To adopt standards and implementation strategies which provide an equitable geographic distribution of housing affordable by households of differing incomes.
- b. To adopt standards and implementation strategies which provide equitable ownership and rental opportunities and a choice of housing types.

GOAL 10 COORDINATION:

- COORDINATE THE CONSTRUCTION OF NEW HOUSING UNITS WITH THE PROVISION OF SUPPORT SERVICES AND THE LOCATION OF JOBS.

Metro Objectives are:

- a. To ensure that public facilities planning provides for appropriate services at necessary times to areas designated for future residential development.

GOAL 11 ENERGY EFFICIENCY:

- PROMOTE THE CONSTRUCTION OF COST-EFFECTIVE ENERGY EFFICIENT NEW HOUSING UNITS.

Metro Objectives are:

- a. To ensure that local government plans and regulations allow for and encourage innovation in the development of energy efficient homes.
- b. To monitor the State Uniform Building Code and support the adoption of cost-effective energy conservation code requirements.
- c. To participate with the public and private sector in the development and application of innovative energy conservation techniques.

GOAL 12 QUALITY LIVING ENVIRONMENT IN HIGHER DENSITY HOUSING:

- ENCOURAGE MULTIPLE FAMILY OR OTHER HIGHER DENSITY HOUSING THAT OFFERS A QUALITY RESIDENTIAL ENVIRONMENT WITHIN THE FINANCIAL CAPACITY OF THE HOUSEHOLDS OF THE REGION.

Metro Objectives are:

- a. To encourage local jurisdictions to develop feasible standards which minimize noise within common-wall residential structures.
- b. To encourage multiple family or other higher density housing that preserves a sense of privacy, security and living space.

EXISTING HOUSING

GOALS AND OBJECTIVES

GOAL 13 SUPPLY OF EXISTING HOUSING:

- . MAINTAIN ADEQUATE NUMBERS OF EXISTING HOUSING UNITS TO PERMIT HOUSEHOLDS WHO NEED OR DESIRE SUCH HOUSING TO PURCHASE OR RENT SUITABLE SHELTER.

Metro Objectives are:

- a. To support and encourage local and State policies and efforts to conserve and maintain the existing housing stock.
- b. To support and encourage policies, programs and efforts directed towards retaining the existing multiple family rental housing stock.

GOAL 14 MAINTENANCE OF EXISTING HOUSING:

- . PROMOTE THE MAINTENANCE OF THE REGION'S EXISTING HOUSING SUPPLY IN A MANNER THAT IS SAFE, SANITARY, SOUND, AND ENERGY EFFICIENT.

Metro Objectives are:

- a. To ensure that cities and counties adopt cost effective policies and programs that improve sanitation, weatherization or energy conservation of deficient existing housing.
- b. To ensure that local plans and regulations emphasize maintenance or minor repair as a means of preventing declines in housing conditions.
- c. To encourage State and federal agencies to adopt innovative, cost effective programs which promote the maintenance of the region's housing supply in a safe, sanitary, sound and energy efficient manner.

GOAL 15 REHABILITATION:

- . PROMOTE THE REHABILITATION OF EXISTING HOUSING UNITS TO MEET MINIMUM HEALTH, SAFETY, SOUNDNESS, AND ENERGY CONSERVATION STANDARDS.

Metro Objectives are:

- a. To ensure that cities and counties develop policies and programs aimed at conserving those existing low-cost housing units which are suitable for rehabilitation.

- b. To assist public or private agencies in developing maintenance or rehabilitation programs to reduce the number of structurally deficient housing units.
- c. To identify and develop innovative financing or other provisions designed to alleviate impacts on lower or fixed income households where major rehabilitation programs are necessary.
- d. To ensure coordination between agencies engaged in housing maintenance or rehabilitation programs and Metro area cities and counties.

GOAL 16 HISTORIC PRESERVATION:

- . IDENTIFY AND PRESERVE HISTORIC STRUCTURES AND AREAS THROUGHOUT THE REGION.

Metro Objectives are:

- a. To ensure that cities and counties identify and designate historic residential structures and areas consistent with Statewide Goal #5, Open Spaces, Scenic and Historic Areas and Natural Resources.
- b. To identify and develop innovative financing and other provisions to preserve designated historic residential structures or areas.

ASSISTED HOUSING
GOALS AND OBJECTIVES

GOAL 17 MAXIMIZE ASSISTANCE:

- MAXIMIZE FEDERAL, STATE OR LOCAL RESOURCES TO PROVIDE PUBLIC ASSISTANCE FOR HOUSEHOLDS UNABLE TO MEET THEIR HOUSING NEEDS IN THE MARKET.

Metro Objectives are:

- a. To maintain a consistent, areawide information base and methodology for monitoring changes in housing needs unmet in the market.
- b. To establish numerical goals to reduce unmet regional housing needs.
- c. To assist public agencies engaged in the delivery of housing assistance to reduce the number of households with unmet housing needs.

GOAL 18 NEW RESOURCES AND INCENTIVES:

- DEVELOP NEW RESOURCES AND INCENTIVES TO PROVIDE HOUSING UNITS FOR HOUSEHOLDS REQUIRING PUBLIC ASSISTANCE.

Metro Objectives are:

- a. To assist cities and counties in developing innovative approaches to reduce the overall cost of assisted housing so that new housing opportunities for low and moderate-income groups will be created.

GOAL 19 EQUITABLE DISTRIBUTION AMONG JURISDICTIONS:

- ASSURE AN EQUITABLE DISTRIBUTION OF PUBLIC HOUSING ASSISTANCE AMONG ALL METRO CITIES AND COUNTIES.

Metro Objectives are:

- a. To establish numerical goals for achieving expanded assisted housing opportunities in areas which traditionally have limited assisted housing.
- b. To expect housing policies of cities and counties to provide adequate opportunity for assisted housing in accordance with Statewide Goal #10.

GOAL 20 EQUITABLE DISTRIBUTION AMONG RECIPIENTS:

- . ASSURE AN EQUITABLE DISTRIBUTION OF PUBLIC HOUSING ASSISTANCE AMONG: (1) ELDERLY AND FAMILY UNITS: (2) OWNER AND RENTER UNITS; AND (3) NEWLY CONSTRUCTED, EXISTING AND REHABILITATED UNITS.

Metro Objectives are:

- a. To ensure that city and county housing assistance plans provide for equitable distribution of housing assistance among elderly, family, owner and renter households and newly constructed, existing and rehabilitated housing units.

GOAL 21 DISPERSAL VS. ACCESSIBILITY:

- . DISPERSE PUBLICLY ASSISTED HOUSING UNITS WITHIN EACH JURISDICTION WHILE PROMOTING ACCESSIBILITY TO JOBS, SHOPPING, PUBLIC TRANSIT AND OTHER PUBLIC SERVICES.

Metro Objectives are:

- a. To improve coordination between agencies engaged in the delivery of housing assistance and Metro area cities and counties.
- b. To encourage Public Housing Authorities constructing housing to afford an opportunity for occupants (current and potential) to participate in site selection and project design.
- c. To ensure that city and county housing assistance plans distribute assisted housing in a manner that considers accessibility to jobs, shopping, parks, public transit and other public services. The placement of assisted housing should not be limited to areas along arterials or adjacent to industrial or commercial areas but should be provided in diverse residential settings.

FAIR HOUSING

GOALS AND OBJECTIVES

GOAL 22 ACCESS TO HOUSING:

- . ASSURE FAIR AND EQUITABLE ACCESS TO HOUSING FOR ALL SEGMENTS OF SOCIETY.

Metro Objectives are:

- a. To ensure that cities and counties affirmatively plan and provide reasonable opportunity for an appropriate variety and choice of housing, including low and moderate-income housing, to meet the needs, desires and resources of all categories of people who may desire to live within their boundaries. Cities and counties may not adopt regulations or policies which thwart or preclude that opportunity.
- b. To assist public or private agencies engaged in programs to secure fair and equitable access to housing so that all segments of society have fair opportunity to secure needed housing.
- c. To support measures to increase the housing choices (both geographic and by housing type) of special need groups and minority households.
- d. To undertake measures to increase the awareness of eligible households concerning available housing assistance programs.
- e. To undertake measures to increase the awareness of member jurisdictions concerning the housing needs of their residents and available housing assistance programs.
- f. To support measures to improve the acceptance in all communities of special need groups and minority households.
- g. To encourage the placement of publicly assisted housing and non-assisted lower cost housing within easy access of appropriate services and activities which may include jobs, shopping, public transit, schools, parks, medical facilities, and other public facilities and services. The placement of such housing should not be limited to areas along arterials or adjacent to commercial or industrial areas, but should be provided in diverse residential settings.
- h. To encourage a generally dispersed approach in locating publicly assisted housing intended primarily for families, while recognizing that publicly assisted housing targeted for the elderly may best be located in more concentrated groupings.

A G E N D A M A N A G E M E N T S U M M A R Y

TO: Metro Council
FROM: Executive Officer
SUBJECT: Housing Goals and Objectives

I. RECOMMENDATIONS:

- A. ACTION REQUESTED: First reading of Ordinance No. 80-98 adopting Housing Goals and Objectives.
- B. POLICY IMPACT: Adoption of Housing Goals and Objectives would replace previous housing goals, objectives and policies developed by CRAG.
- C. BUDGET IMPACT: No budget impacts are anticipated for FY 1980. Budget impacts for FY 1981 are incorporated in the Metro budget as approved June 26, 1980. Adoption of the Housing Goals and Objectives will be followed by public discussion and subsequent Council determinations as to appropriate implementation options. The outcome of that process would begin to have budget impacts in FY 1982, but their exact nature or magnitude will depend upon the results of the pending discussions and determinations.

II. ANALYSIS:

- A. BACKGROUND: Metro's involvement in housing stems largely from the fact that housing issues are areawide in scope, i.e., consumers obtain housing in a market that is metropolitanwide. Realization of this has led to decisions such as LCDC's Seaman v. Durham case in which the need for areawide housing planning by an agency such as CRAG or Metro is stressed. In addition, the establishment by Metro of an Urban Growth Boundary has caused some concerns as to how the housing requirements of a growing population can be met within the confines of such a Boundary. Housing Policy Alternatives Committee (HPAC) conducted extensive deliberations on such issues before reaching the conclusions and proposals incorporated in the accompanying Goals and Objectives. An attached memorandum (Exhibit A) regarding Housing Goals and Objectives, Background and Public Involvement, provides more detailed information.

In response to comments of the Regional Planning Committee and Legal Counsel, the following changes have been made in the original Discussion Draft submitted by HPAC in April, 1980.

1. The term "Objectives" is used in place of "Policies."

2. All Goals have been renumbered consecutively.
3. Sections entitled "Clarification of Key Concepts" and "Implementation" have been added to the INTRODUCTION AND BACKGROUND.
4. Definitions have been added for the following terms: "ensure," "goal," "multiple family," objective," "single family," standard," "strategy," "tactic" and "target."
5. Clarifying language has been added to the INTRODUCTION AND BACKGROUND concerning "Relationship to Other Metro Goals and Objectives and LCDC Goal #10 (Housing)."
6. A new Goal and related Objectives addressing the issue of environmental quality in higher density housing has been added under NEW HOUSING. Supporting assumptions for this addition have also been added.
7. A Supplement (Exhibit B) has been prepared that explains "Possible Implementation Options" and "Use in the Review of Local Comprehensive Plan."

B. **ALTERNATIVES CONSIDERED:** A number of alternatives were considered by HPAC before making its recommendations. At the outset, CRAG's Initial Housing Policies, previous staff and Council reviews of housing issues, and staff papers on goals and objectives were available to HPAC. A Task Force of HPAC was created to draft entirely new goal statements and redraft previous policy statements to support the recommended goals. These all involved numerous alternative versions prior to final approval of the full document.

Review of the HPAC Discussion Draft document by the Regional Planning Committee on June 9, 1980, resulted in changes or alternatives that have been incorporated into an "Amended Discussion Draft" as noted above. Other changes or alternatives were presented in testimony received at the public hearing held jointly by the Regional Planning Committee and HPAC on June 17, 1980. These additional changes or alternatives are described in summaries of oral testimony and written comments (Exhibit C attached herewith), but no determination as to their incorporation into the document has been made.

C. **CONCLUSION:** HPAC completed preparation of Metro Housing Goals and Policies in Discussion Draft form. These have been reviewed by the Regional Planning Committee (June 9), presented to local jurisdiction representatives (June 12), and comments received in a public hearing (June 17). Legal Counsel has recommended the document be retitled,

First reading of Ordinance No. 80-98 adopting Metro Housing Goals and Objectives (Exhibit D) should proceed based on an Amended Discussion Draft, attached herewith, that incorporates changes requested by the Regional Planning Committee and Legal Counsel. (NOTE: Copies of Exhibit D may be obtained from the Clerk of the Council.)

HB:bk
8627/33
7/3/80

A G E N D A M A N A G E M E N T S U M M A R Y

TO: Metro Council
 FROM: Regional Planning Committee
 SUBJECT: Housing Goals and Objectives

I. RECOMMENDATIONS:

- A. **ACTION REQUESTED:** Second reading and adoption of Ordinance No. 80-98, setting forth Regional Housing Goals and Objectives. (Document of Goals and Objectives recommended by the Regional Planning Committee is attached.)
- B. **POLICY IMPACT:** Adoption of Housing Goals and Objectives would replace previous housing goals, objectives and policies developed by CRAG. They would also set the base for future Metro housing programs and review of local comprehensive plans at "re-opening."
- C. **BUDGET IMPACT:** No budget impacts are anticipated for FY 1980. Budget impacts for FY 1981 are incorporated in the Metro budget as approved June 26, 1980. Adoption of the Housing Goals and Objectives will be followed by public discussion and subsequent Council determinations as to appropriate implementation options. The outcome of that process could begin to have budget impacts in FY 1982, but their exact nature or magnitude will depend upon the results of the pending discussions and determinations.

II. ANALYSIS:

- A. **BACKGROUND:** Metro's involvement in housing stems largely from the fact that housing issues are areawide in scope, i.e., consumers obtain housing in a market that is metro-politanwide. Realization of this has led to decisions such as LCDC's Seaman v. Durham case in which the need for areawide housing planning by an agency such as CRAG or Metro is stressed. In addition, the establishment by Metro of an Urban Growth Boundary has caused some concerns as to how the housing requirements of a growing population can be met within the confines of such a Boundary. Housing Policy Alternatives Committee (HPAC) conducted extensive deliberations on such issues before reaching the conclusions and proposals incorporated in a Discussion Draft Housing Goals and Objectives.

In response to comments of the Regional Planning Committee, Legal Counsel and testimony received at a public hearing held on June 17, 1980, a number of suggested changes were incorporated by the Committee in a Marked-up Draft. Public meetings were held upon request of Councilors as follows:

July 21, 1980 -- North Portland Citizens Committee, Board of Directors

August 5, 1980 -- Northwest Portland District Association Board of Directors

August 7, 1980 -- Buckman Neighborhood Association

August 8, 1980 -- Neighborhood or Community Organizations in Districts 7, 9 and 10.

- B. ALTERNATIVES CONSIDERED: A number of alternatives were considered by HPAC before making its recommendations. At the outset, CRAG's Initial Housing Policies, previous staff and Council reviews of housing issues, and staff papers on goals and objectives were available to HPAC. A Task Force of HPAC was created to draft new goal statements and redraft previous policy statements as objectives to support the recommended goals. These resulted in numerous alternative versions prior to final approval of the full document. The several drafts record the various alternatives.

Review of the Marked-up Draft Document by the Regional Planning Committee was completed on August 11, and a final draft recommended to the Metro Council for second reading and adoption. There was extensive discussion of the degree to which the Goals and Objectives represented an overly directive position in relation to local jurisdictions. This concern was addressed in part by a decision to limit use of the Goals and Objectives to review of plans during "re-opening" only.

In addition, the Regional Planning Committee requested and will have before it in September, staff proposals with directions as to other (nonplan review) means of implementing the Goals and Objectives.

- C. CONCLUSION: HPAC completed preparation of Metro Housing Goals and Policies in Discussion Draft form. These have been reviewed by the Regional Planning Committee (June 9), presented to local jurisdiction representatives (June 12), and commented upon in a public hearing (June 17). Legal Counsel has recommended the document be retitled, and that various adjustments be made primarily concerning format.

First reading of Ordinance No. 80-98 adopting Metro Housing Goals and Objectives was on July 10, 1980. The Regional Planning Committee has made a final determination as to which suggested changes it believes should be incorporated into the Housing Goals and Objectives and adopted at the time of second reading, August 28, 1980.

ORDINANCE NO. 80-98

TITLE AN ORDINANCE ADOPTING HOUSING GOALS
AND OBJECTIVES AND PROVIDING FOR IMPLEMEN-
TATION THEREOF

DATE INTRODUCED July 10, 1980

FIRST READING July 10, 1980

SECOND READING August 28, 1980

DATE ADOPTED September 4, 1980

DATE EFFECTIVE September 4, 1980

ROLLCALL

	Yes	No	Abst.
Burton	X		
Stacy			
Williams	X		
Berkman			X
Kirkpatrick	X		
Deines		X	
Rhodes	X		
Schedeen	X		
XXXX Bonner	X		
Banzer	X		
Peterson	X		
Kafoury	X		