



**City of McMinnville**  
**Planning Department**  
 231 NE Fifth Street  
 McMinnville, OR 97128  
 (503) 434-7311  
[www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov)

**AGENDA**  
**McMinnville Affordable Housing Task Force**  
**ZOOM Online Meeting**  
**Wednesday, June 24, 2020, 10:00 AM-11:30 AM**

*Please note that this meeting will be conducted  
 Via ZOOM meeting software due to the COVID-19 event.*

**ZOOM Meeting: You may join online via the following link:**

<https://mcminnvilleoregon.zoom.us/j/91865406209?pwd=NIVDL1cwSStrM2U3b0FkeUZvN2drQT09>

**Zoom ID: 918 6540 6209**  
**Zoom Password: 578417**

**Or you can call in and listen via zoom: 1-669-900-9128**  
**ID: 918 6540 6209**

Task Force Members	Time	Agenda Items
Remy Drabkin, Chair	10:00 AM	<b>1. Call to Order / Introductions</b>
Kellie Menke, Vice-Chair	10:05 AM	<b>2. Minutes:</b>
Marcus Straw, Business		<ul style="list-style-type: none"> <li>• September 25, 2019, <b>Exhibit 1</b></li> <li>• October 30, 2019, <b>Exhibit 2</b></li> </ul>
Jon Johnson, Business	10:10 AM	<b>3. Action / Discussion Items:</b>
Alan Ruden, Developer	10:30 AM	<ul style="list-style-type: none"> <li>• Homelessness Update               <ul style="list-style-type: none"> <li>○ Hotel Program</li> <li>○ HB 4001 Oregon Special Session Discussion</li> </ul> </li> <li>• Equity and Inclusions Discussion – Affordable Housing, <b>Exhibit 3</b></li> </ul>
Howard Aster, Developer	10:50 AM	<ul style="list-style-type: none"> <li>• Action Plan Calendaring, <b>Exhibit 4</b></li> </ul>
Alexandra Hendgen, Nonprofit/Housing	11:10 AM	<b>4. Citizen Comments</b>
Mary Stern, Nonprofit/Housing	11:15 AM	<b>5. Task Force Member Comments/Updates</b>
Mark Davis, Citizen at Large	11:20 AM	<b>6. Staff Comments/Updates</b>
Ethan MacKay, Youth	11:25 AM	<b>7. Adjournment</b>
Lindsey Manfrin County Ex-Officio		

Please note that these documents are also available on the City's website [www.mcminnvilleoregon.gov](http://www.mcminnvilleoregon.gov); click on Government, click on Boards and Commissions, click on McMinnville Affordable Housing Task Force. You may also request a copy from the Planning Department at the Community Development Center, 231 NE 5<sup>th</sup> Street, 503-434-7311.



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# MINUTES

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**September 25, 2019**  
**McMinnville Affordable Housing Task Force**  
**Regular Meeting**

**10:00 am**  
**Community Development Center**  
**McMinnville, Oregon**

**Members Present:** Chairs Remy Drabkin and Kellie Menke, Howard Aster, Mark Davis, Jon Johnson, Ethan MacKay, and Alan Ruden

**Members Absent:** Shannon Carefoot and Mary Stern

**Staff Present:** Heather Richards – Planning Director and Tom Schauer – Senior Planner

**Others Present** Kyler Macadam, Darcy Reynolds, and Chris Teichroew

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## 1. Call to Order

Chair Menke called the meeting to order at 10:00 a.m.

## 2. Minutes

- April 24, 2019

Committee Member Johnson moved to approve the April 24, 2019 minutes. The motion was seconded by Committee Member Davis and passed unanimously.

## 3. Action / Discussion Items:

- HAYC & City CDBG Grant: MH Rehab., presented by Darcy Reynolds, HAYC

Planning Director Richards said the City was applying for a CDBG grant for housing rehabilitation. She asked Darcy Reynolds to share more about the program.

Ms. Reynolds said the grant was for \$500,000 for construction and administration. The specific focus of the funding was to provide assistance to people who owned manufactured homes in parks. Maximum grants were \$10,000 and they only addressed immediate health and safety items. She thought about 45 homes in McMinnville could be helped with this program. This program could only rehab homes from 1978 and newer. It was for existing homes in parks.

Planning Director Richards said the Housing Needs Analysis showed that in McMinnville's inventory there were over 1,000 manufactured homes and a higher amount proportionally than other communities. This program would be serving a population need. This was an important product in the City and there was a lot of pressure to redevelop these parks. Many of the residents could not go into market rate apartments if these homes were removed. This program would serve 45 homes, and the waiting list was long. The grant application would be submitted soon and she expected to get the funding.

Committee Member Davis pointed out that it was less expensive to rehabilitate the homes than to replace them. He thought it was an efficient use of money to protect these houses and he was in support.

There was discussion regarding examples of health and safety items. Ms. Reynolds clarified it was something that currently made the home uninhabitable or would likely to in the next 12 months.

Senior Planner Schauer asked if this was an annual grant and would it rotate between McMinnville and Newberg in the future. Ms. Reynolds said it was a two year cycle, and they could decide to make the grant for the whole County, or it could be for a certain area based on the applications on the waiting list. The grant was for low to moderate income, which was defined as the low 80% of area median income. They also had a revolving loan fund available that helped people County-wide and a home ownership program where they acquired homes and sold them to low income at substantially below market price. They got several foreclosed properties from the County for the program. The state had been funding a lot of manufactured park acquisitions, rehabbing them, and working with residents to co-op and they would own it and the state would step back. The state had been talking to them about different ways to utilize the CDBG funding and one idea was developing a revolving loan program to help low income create Accessory Dwelling Units.

- Use of OHCS Land Acquisition Fund by City, presented by Natasha Detweiler, OHCS

Planning Director Richards stated McMinnville was not well positioned to access the new state funds for new units, however there was a land acquisition program and a technical assistance program with OHCS that might help the City. Natasha Detweiler would give a presentation on those two programs.

Ms. Detweiler explained the land acquisition program. This program was a loan for 8 years that could be used to acquire land for affordable housing. They did not have to have specifics until year 5 where they wanted to see project movement. There was \$1.2 million left in the \$2 million fund for acquiring property to build rental housing and \$370,000 left for acquiring property for affordable home ownership resources. These funds would open up statewide on November 19 and the interest on the loan was 1%.

Planning Director Richards asked if to be competitive, could they apply for property for rentals, but not define what the project was yet or did they need a partner and funding in play.

Ms. Detweiler said they should have some plan in place with the application to show that there would be eventual success.

Chair Menke clarified they needed to have land identified for the project before they could apply.

Committee Member Davis asked about the evaluation criterion that said the applicant had to have evidence of strong organizational and financial capacity to develop the project including a demonstrated track record of receiving anticipated construction and permanent take out financing. The City did not intend to move forward with the construction itself and would have no experience doing this. Were they still eligible to apply for a loan?

Ms. Detweiler said yes, as the City would be a partner with a developer.

Committee Member Davis said another criterion was the organization's housing plan was well thought out and attainable. He was not sure if they met that criterion.

Planning Director Richards said they wanted to know what was available and determine if it matched the City.

Ms. Detweiler explained the capacity building program. It was for resources and staff to help organize regional mixers as well as coordinating those with experience with those who needed help to get housing actualized. They could help with housing rehabilitation projects as well. They could come to McMinnville to get a better idea of what was needed and what would help them move forward. They could also help with bringing partners together for the needed resources.

Planning Director Richards thought there should be a discussion about helping non-profits in terms of capacity building for development projects.

There was consensus to partner with OHCS on these programs.

There was discussion regarding getting projects together for the newly available state funding and conversations with the affordable housing providers in the City.

Planning Director Richards said staff would continue dialogue with OHCS and set something up in the near future for that.

Task Force Member Davis said the Housing Authority had a strong relationship with OHCS and they should be included in this conversation, especially for projects.

It was suggested to have a Council Work Session on partnering with providers for funding for land acquisition for these types of projects. Planning Director Richards noted land was the biggest barrier the City was facing.

Task Force Member MacKay was concerned about building affordable housing on the fringes which was a distance from services. He liked the Great Neighborhood Principles that would allow people to be within walking distance of services and amenities. He suggested redeveloping some of the parking lots in the city center into housing.

Planning Director Richards thought the Task Force should look at maps to see if there were any land acquisition strategies they could come up with. She noted that there was brownfield

money at the state that could be used to clean up a site that could then be used for a housing development.

- Update on outreach to St. James regarding land for affordable housing

Planning Director Richards said Task Force Member MacKay had reached out to St. James about a potential partnership for affordable housing.

Task Force Member MacKay had talked to Father Michael and he had directed him to the church's World Peace and Justice Committee. He had not heard back from them yet.

Task Force Member Davis thought there might be a way since the churches were not utilizing their parking that they could sell some of the parking lots and the churches and the affordable housing projects could share parking.

Chair Menke noted the Cooperative Ministry had a plan to put Conestoga huts on their property. Planning Director Richards said they were still in conversations on the best use of the property.

- Discussion: Next Meeting - Outreach to Private Affordable Housing Developers

Planning Director Richards said she had reached out to the Executive Director of the Home Builders Association about private developers who did affordable housing projects that would qualify for the new state funds and she had been directed to several who were looking for projects right now. There were three developers who would like to discuss possible projects with the Task Force.

There was consensus to do the mapping exercise first, and then talk with the developers.

#### **4. Citizens Comments**

None

#### **5. Task Force Member Comments**

None

#### **6. Staff Comments**

Planning Director Richards said there had been discussions regarding the Regional Homeless Coordinator for Yamhill County. This position had been identified as a missing link. Newberg, McMinnville, Yamhill County, and the Housing Authority were partnering for the position and had applied for a grant for the position to be housed at the Housing Authority and funded by the cities, but they were not successful in getting the grant. Newberg and McMinnville had funds that could be used for this purpose, however they were on hold due to the transition of the Executive Director of the Housing Authority.

Chair Menke said she had a meeting with YCAP who expressed interest in housing this position. They would need help with the funding for two to three years until they could get grant funding to carry it forward. They thought they would need about \$100,000. If McMinnville was going to

contribute, there needed to be shown benefits to the City. She was waiting to hear more feedback from YCAP.

Planning Director Richards anticipated the Task Force would make a recommendation to the City Council to help fund the position.

Task Force Member Davis wanted to make sure the Housing Authority was informed of this proposal.

Planning Director Richards said there was a vacancy on the Task Force that needed to be advertised and another position that had not been utilized.

The Task Force made recommendations for these positions.

## **7. Adjournment**

Chair Menke adjourned the meeting at 11:18 p.m.



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# MINUTES

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**October 30, 2019**  
**McMinnville Affordable Housing Task Force**  
**Regular Meeting**

**8:00 am**  
**Community Development Center**  
**McMinnville, Oregon**

**Members Present:** Chairs Remy Drabkin and Kellie Menke, Howard Aster, Jon Johnson, and Ethan MacKay

**Members Absent:** Mark Davis, Shannon Carefoot, Alan Ruden, and Mary Stern

**Staff Present:** Heather Richards – Planning Director and Tom Schauer – Senior Planner

**Others Present** Sally Garlick, Joyce Morrow, Angela Parada, Yanira Vera, and Vickie Ybarguen

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## 1. Call to Order

Chair Drabkin called the meeting to order at 8:00 a.m.

## 2. Minutes

- May 22, 2019

Chair Menke moved to approve the May 22, 2019 minutes. The motion was seconded by Task Force Member MacKay and approved unanimously.

## 3. Action / Discussion Items:

- **Angela Parada, Capacity Building Analyst, OHCS.** (On November 19, the Land Acquisition fund expands eligibility to larger communities, which will include McMinnville)

Planning Director Richards said at the last meeting OHCS introduced their land acquisition and capacity building programs. Angela Parada from OHCS had come to give more information on the capacity building program and how McMinnville could benefit from it.

Ms. Parada said this program had not been finalized yet and this was an opportunity for feedback and questions. She reviewed the draft version of the capacity building framework. The next step for approval through the state process was to take this draft to the Housing Stability Council. McMinnville was the type of agency they were focusing their resources toward

and this was a great opportunity to vet the strategies and see what might work in McMinnville. The funds came from a document recording fee for real estate transactions. It was a \$60 charge per transaction and 6% of the funds went to capacity building. They wanted to build a strategy that had continuity and sustainability. For Phase 1 they wanted to activate the program by offering pilot projects in small cities. Cities would apply to OHCS with a particular need. The main goal was to put units on the ground. They were defining small city as anything less than 15,000 in population in a metropolitan statistical area and under 40,000 in population in a non-metropolitan statistical area. She was not sure if McMinnville would qualify and that could be feedback to the Housing Stability Council.

Planning Director Richards said they were in the Portland metropolitan statistical area even though they did not have a statistical relationship with them.

Ms. Parada said if that was a continuing barrier, she would advocate for a more nuanced definition. She asked if there were suggestions for a better definition that would include smaller municipalities that were in metropolitan statistical areas. They could either apply as a small city or targeting populations of color. They were trying to formalize the relationships between housing developers and community organizations.

Planning Director Richards suggested they look at the cities that would not be able to participate because of their relationship with a metropolitan statistical area, but had comparable needs. Even though McMinnville was in a metropolitan statistical area, they were not a participating jurisdiction. They were also trying to get into the Principle City Entitlement program. Some programs were solely based on population, which might work for this program as well.

Ms. Parada discussed the travel resources, mini conference, or convening which would be part of the Qualified Allocation Plan which applied to low income tax credits and came with a 10% set aside for tribal partners. She was not sure if McMinnville would be interested in that program. They were trying to get tribal representatives to the table with non-profit and for-profit developers as well as engaging cities and local representation. The set aside specified that it be in conjunction with a tribal representative or on trust lands. She thought the 10% would be \$10 million to \$20 million. There could be a mini conference or workshops about where a project might be located in McMinnville and how they could integrate that population into their targets.

It was noted that the Housing Authority facilitated vouchers for the tribes.

Task Force Member MacKay thought they should look into the program, but wanted to make sure that they did not interfere with the sovereignty of the tribes. There would be complex conversations that needed to happen because there were many tribes and they all had specific cultural identities and backgrounds.

Ms. Parada said if the tribes had the capacity to compete in projects, they would not have had to put aside resources. There was an opportunity to facilitate some cultural competencies for developers and at least an introductory conversation about how to have those housing conversations sensitively. OHCS offered fair housing and landlord/tenant trainings and that would continue as a part of this program. There was also a Project Development Manual that was program specific outlining the requirements of what a building would look like with certain funding sources. They were encouraging people to engage with the capacity strategy and their architect if projects could not make the requirements of the manual work. They were moving

from an incentive to a requirement that general contractors and projects had representation from minority, women owned, and emerging small business companies. Some rural cities said that would be an impediment, and they were sensitive to that but also wanted to make sure that state resources were fairly accessed by a broad representation.

There was feedback that the location of the trainings needed to have larger capacity because they filled up quickly.

Ms. Parada said for Phase 2 they were considering an asset management and compliance cohort training. There was a high turnover of people who worked in property management and they were hoping as an agency to offer trainings that would give people a certificate and an incentive for developers to keep them. It would be a six to eight month long cohort training. It would be open to anyone, not just small cities, and would run continuously with a set number of slots.

Planning Director Richards suggested offering financial assistance for the organizations that would send team members to the training, especially for small departments that would be impacted by the length of time a staff member would be gone.

Yanira Vera suggested separating different aspects so one staff member was not gone for a long length of time. She agreed that there should be some assistance.

Ms. Parada said they were also thinking about offering trainings that were funding program specific for their internal programs. It would be a high level of understanding the funding.

Task Force Member MacKay suggested for the trainings that there needed to be an advocacy for the people who were living in the housing and how the laws and regulations would impact them.

Planning Director Richards thought the training on their internal programs was a great idea as most affordable housing programs were complex and in smaller cities there were few who understood them. For people on the Task Force to understand what the programs were that they were interacting with and competing for would be helpful. Developers in smaller communities were not aware of these programs and did not take advantage of them. It would help build a group of people with the knowledge needed.

There was consensus that it would be more accessible if the trainings were offered out in the communities instead of in Salem. This would also help build relationships.

Senior Planner Schauer said for profit developers needed to know about the programs that they could access and understand the administrative complexities that right now were prohibitive.

Ms. Parada said they planned to do a larger affordable management training that would include for profit developers. They also planned to host regional mixers where local developers were invited as well as those who knew how to get housing on the ground.

Planning Director Richards thought the more intimate and localized they could make the programs and create relationships, the better success there would be.

Senior Planner Schauer suggested reaching out to local developers to find out what kind of training they wanted. He asked if there was a funding program for owner occupied affordable housing.

Ms. Parada would have to look into it. She liked the idea of expanding the developer pool by bringing in single family home developers and trying to incentivize them to build affordable housing.

Planning Director Richards said the City was trying to get a pilot project going for developers of subdivisions to make a proportion of them affordable in a deed restricted way.

Ms. Parada said right now their programs were specific to multi-family rentals, but she would like to discuss this option further and figure out how to align the funding. She then discussed the land acquisition program which was open to everyone. There was still funding available and the application was straightforward, but they did need to have a purchase and sales agreement or some kind of contract for the land. It was a loan payable within eight years at 1% interest. It could be paid back with project funding.

- Map review for potential candidate sites for affordable housing

Senior Planner Schauer explained how some areas were already highlighted on the maps, but they could look at other areas either for possible land acquisition or partnerships.

The Task Force reviewed the maps. There was discussion regarding possible projects on parking lot sites downtown, Linfield College land, Alpine Avenue, land near Wilco that had environmental issues, hospital land, Habitat for Humanity land, School District property, ESD property, funding sources, size of the units, and management of the units. The Task Force would explore some of these options and have conversations with representatives of these sites before the next meeting.

- Action Plan for 2020-2022

Planning Director Richards said when the Task Force was formed, a three year action plan was formed. They had nearly completed all of the tasks and it was time to update the plan. The Housing Needs Analysis had just been completed, which showed they would need 100 affordable housing units per year over the next 20 years. They were not even close to building that today. To get there, they needed to come up with a strategy to achieve that growth, which was the Housing Strategy document. She thought they could use it as a launching pad for discussion about the Task Force's action plan. The draft action plan would be brought back to the next meeting to be approved. She reviewed the land use strategies and program strategies in the Housing Strategy that the Task Force would choose from. Staff would bring back some recommendations on the land use strategies that could be included in the action plan. She asked if there were any additional strategies to include.

There was clarification on and discussion of the strategies.

The Task Force went through a dot exercise to choose items for the action plan.

Chair Drabkin thought this should be a five year action plan. The items chosen were: develop a high density residential zone, code amendments that allowed for smaller products that were meant to be more attainable and affordable, pursue funds for affordable housing projects, multiple unit limited tax exemption program, vacant property tax, fee for demolition of an affordable home for an expensive home, support of partners' pursuit of affordable housing funds, community land trust, affordable housing property tax abatement, and land banking. She thought advocating for inclusionary zoning enablement should be pursued as well.

There was discussion regarding what had already been done for inclusionary zoning. There was consensus to include it in the action plan.

#### **4. Citizen Comments**

Ms. Morrow from the Housing Authority explained how they needed to work together. When they talked about affordable, it cost the Housing Authority more for projects because of all the requirements and their construction took longer and their upfront costs were often more. To make it affordable, they had to look for grants and ways to bring down the costs.

#### **5. Task Force Member Comments**

Task Force Member Aster was in favor of a free market and thought the more supply there was, the lower the cost and the more restrictions, the higher the cost. He thought the City should work with developers to make it easier and not more difficult with fewer restrictions.

Planning Director Richards said the restrictions were there to maintain minimum thresholds in the community and the financing was to pay for the infrastructure costs associated with the development. If those were removed, the public was now paying for the infrastructure, development fees, and giving up the minimum thresholds. She did not know if removing those things would bring down the cost of housing because the free market was responding to the market comps. They had to set up a system where if the restrictions were removed, the value received was being passed through to the end user.

Task Force Member Aster said homes used to be reasonably affordable in McMinnville. However, SDCs and other fees had climbed higher and higher. He thought having more supply would be the best thing to help with affordable housing.

#### **6. Staff Comments**

Planning Director Richards said for the members whose terms were expiring, they had until Friday to reapply. There were also some vacancies that needed to be filled.

- November 7 Floating Zone Open House

Senior Planner Schauer said the Planning Commission had held two hearings on the Floating Zone and recommended approval to the City Council. It was not a popular concept to the property owners in the eligibility area. There had been misinformation spread in the community and they wanted to hold an Open House to explain the proposal and have one on one conversations.

Planning Director Richards said these property owners felt they were being singled out and that it should be a City-wide floating zone. She encouraged Task Force members to attend the Open House.

- Update - Regional Homeless Coordinator

Planning Director Richards said the Regional Homeless Coordinator was still under dialogue.

- Update - County Foreclosed Property Program

Planning Director Richards said the County Foreclosed Property Program was moving forward on a piece of property and conversations with the Henderson House.

## **7. Adjournment**

Chair Drabkin adjourned the meeting at 11:02 a.m.



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# STAFF REPORT

**DATE:** June 24, 2020  
**TO:** Affordable Housing Task Force Members  
**FROM:** Heather Richards, Planning Director  
**SUBJECT:** Housing Equity Planning

## STRATEGIC PRIORITY & GOAL:

 <p><b>ENGAGEMENT &amp; INCLUSION</b>      Create a culture of acceptance &amp; mutual respect that acknowledges differences &amp; strives for equity.</p>	 <p><b>HOUSING OPPORTUNITIES</b> (ACROSS THE INCOME SPECTRUM)      Create diverse housing opportunities that support great neighborhoods.</p>
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### Report in Brief:

This is a dialogue about planning for housing equity.

### Background:

In the past couple of years the planning industry has embarked on a discussion of how planning initiatives and regulations either promote or serve as a barrier for housing equity and inclusion. (See attached American Planning Association Planning for Equity Policy Guide).

### Discussion:

McMinnville started to talk about housing equity in its future housing needs project advisory committee as the city started to draft a Housing Strategy for meeting the future housing needs of McMinnville’s residents. This conversation focused primarily on affordability and access to housing choices for ownership and rental in regards to housing products. (Please see attached draft McMinnville Housing Strategy).

However, the committee did not have a focused discussion of housing equity relative to access to housing choices, equity in housing amenities, cultural diversity and inclusion, etc.

Some communities are starting to examine these issues in more depth. (Please see attached Housing Equity Plan – Philadelphia, and draft Wilsonville Equitable Housing Strategy).

As defined in the Wilsonville Equitable Housing Strategy, equitable housing could mean . . . .

*Equitable housing goes beyond simple affordability. It aims to ensure all people have housing choices that are diverse, high quality, physically accessible, and reasonably priced, with access to opportunities, services, and amenities.*

*This broad definition includes choices for homes to buy or rent that are accessible across all ages, abilities, and incomes and convenient to everyday needs, such as transit, schools, childcare, food, and parks.*

*Equitable housing also represents a system that accounts for the needs of households with low income and communities of color, recognizes a history of housing discrimination, and complies with current state and federal fair housing policy.*

Source: Metro

**Attachments:**

- APA Planning for Equity Policy
- Draft McMinnville Housing Strategy
- Housing Equity Plan – Philadelphia
- Draft Wilsonville Equitable Housing Strategy

**Recommendation:**

This is an opportunity for the McMinnville Affordable Housing Task Force to decide if this is a dialogue that they want to participate in and at what level – as part of the Task Force Action Plan or as part of a larger committee effort with representation from other city committees/commissions and community groups, etc.



American Planning Association  
*Creating Great Communities for All*



# Planning for Equity Policy Guide



Approved by APA Delegate Assembly, April 14, 2019  
Ratified by APA Board of Directors, May 14, 2019



[planning.org/policy](http://planning.org/policy)

The American Planning Association advocates for public policies that create just, healthy, and prosperous communities that expand opportunity for all through good planning. APA's advocacy is based on adopted positions and principles contained in policy guides. These guides address the critical policy issues confronting planners and communities by identifying solutions for local, state, and federal policy makers. Policy guides are led by the APA Legislative and Policy Committee, ratified by the APA Board of Directors, and developed through the careful and extensive involvement of planners across the country. APA policy guides articulate and advance the principles of good planning in law and regulation.

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**Cover:** Planning for Equity means applying an equity lens—for just and fair inclusion into a society in which all can participate, prosper, and reach their full potential—to everything planners do. From the way planners work with community members creating a shared vision for their neighborhoods to advocating for policies that connect people to opportunities at the local, state, and federal levels, planning for equity is planning for all. (Credits, clockwise from top left: Pitt County Planning Department; iStock/gettyimages.com; OLIN/Sahar Coston-Hardy; James Willamor, Flickr (CC BY-SA 2.0); Steven J. Van Steenhuyse; William Wright Photography)

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# Introduction

The Planning for Equity Policy Guide reaffirms the commitment of the American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations to promote equity and explicitly remove barriers in policies and regulations that perpetuate inequity in the United States.

Equity is defined as “just and fair inclusion into a society in which all can participate, prosper, and reach their full potential. Unlocking the promise of the nation by unleashing the promise in us all.” The inclusive, holistic nature of this definition provides the foundation for considering and applying equity in all facets of planning, all levels of planning, all means of planning, and in all planning policies. Planning for equity is intended to challenge those planning practices that result in policies, programs, and regulations that disproportionately impact and stymie the progress of certain segments of the population more than others. Done with intention, equity is a thread that is woven through the fabric of all plans, regulations, developments, and policy options.

The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support measures and policies to both address the inequities that exist today in urban, suburban, and rural settings and to prevent the creation of new inequities. Disparities or inequities in health, income, opportunity, mobility, and choice are apparent in every community irrespective of their size or location. As a result, entire groups of people, due to their income, race, age, gender, sexual orientation, immigration status, religion, and/or disability experience limited access to opportunity and advancement. Inequity, which is measurable, is marked by two key attributes that often work together:

- **Disproportionality.** When the outcomes of a project or plan create or amplify disparities in only part of a community, the disproportionate impacts can lead to further social and economic impairment of some groups while others receive the full benefit of the effort.
- **Institutionalized.** Inequity is often embedded in methodologies that justify systemic policies, ignore negative outcomes and disproportionate impacts, and do not extend adequate support to the affected areas and their residents.

Planning for equity provides the rationale, structure, and accountability for an opposite yet measurable approach to planning designed to combat inequity. Planning for equity does not stifle growth or serve as an impediment to development. Instead, planning for equity works to (1) create and extend opportunities to each member of the community; (2) recognize and help to build the capacity of each member of the community; (3) acknowledge and take action when the attributes of inequity are present; and (4) adopt new approaches to planning that fully embrace equity.

## Historical Context

It is important for planners to recognize the past and present role the planning profession has played in creating and perpetuating discriminatory practices against communities of color, the LGBTQ communities, women, and persons with disabilities. For example, zoning, which is intended to separate incompatible land uses, has also been used to exclude certain population groups from single-family neighborhoods and to exclude multifamily rental housing from neighborhoods with better access to jobs, transit, and amenities.

The most egregious examples are the racial zoning ordinances that were introduced in the early part of the 20th century and became widely used by city planners, with the first documented racial zoning ordinance in Baltimore in 1910. Although the U.S. Supreme Court outlawed racial zoning ordinances with its 1917 decision in *Buchanan v. Warley*, many cities continued to adopt racial zoning ordinances (e.g., Atlanta, Indianapolis, Richmond, Birmingham, West Palm Beach, Portland). Similar practices in the form of covenants (privately enforced restrictions associated with individual developments) followed. These practices were further exacerbated through exclusionary low-interest home mortgage programs offered through the Federal Housing Administration that prevailed in the mid-20th century. Though such openly discriminatory practices are illegal today, limitations on multifamily dwellings, affordable homes, group homes for persons with disabilities, and similar housing opportunities for underserved people, including the formerly incarcerated, continue to perpetuate exclusionary practices. Equally damaging, the legacy of these policies still contributes to a “slippery slope” that makes it difficult to secure a foothold in the economic mainstream.

APA and its members have a long history of efforts to promote equity (see Resource 1 for a table outlining planning for equity key milestones) including the establishment of APA’s Agenda for America’s Communities program, which followed the 1992 Los Angeles riots. One outcome was the 1994 publication *Planning and Community Equity*. In this publication, APA defined community equity as “the expansion of opportunities for betterment that are available to those communities most in need of them, creating more choices for those who have few.” In 2000, APA created its first member-led task force to explore diversity in the field and in 2004, members organized the first Diversity Summit at the National Planning Conference. APA’s Chapters and Divisions have also made great strides in this area by developing equity, diversity, and inclusion focused programs and, in the case of a growing number of Chapters and Sections, establishing diversity committees to provide ongoing focus and leadership. More recently, in 2016, APA partnered with Enterprise Community Partners, Lincoln Institute for Land Policy,

and National League of Cities to support the creation of the U.S. Housing and Urban Development Prosperity Playbook initiative. This endeavor helped identify best practices that support economic mobility, including expanding affordable housing and providing access to opportunity, education, and jobs.

In the last two years, APA has reached a number of significant milestones, including establishing the Diversity Committee (2017), adopting a [Diversity and Inclusion Strategy](#) (2018), introducing the Planning for Inclusiveness and Social Justice educational track at the annual National Planning Conference (2018), and establishing a Social Equity Task Force (2018) to assist APA in identifying the set of resources and tools members need access to for their own capacity building.

APA's Legislative and Policy Committee (LPC) convened member discussions at the 2015 Policy and Advocacy Conference and at the 2016 National Planning Conference on topics for future policy guides. Ideas were solicited from the Chapter Presidents Council Advocacy Committee, Divisions Council Policy Committee, and the APA Amicus Committee. The Diversity Task Force (now the Diversity Committee) recommended work on an equity policy guide and APA's Legislative Priorities for 2016 were centered around "a platform for stronger, healthier and more just communities through planning." In the summer of 2016, the APA Board of Directors and the AICP Commission identified social equity as one of two high-priority topics demanding new APA policy guidance, offering the greatest opportunity for supporting local planning, advancing planning research and practice, and leading policy change. In late 2017, and in recognition of the need to represent the full breadth of membership, a broader team of nearly 30 APA members formed to move the guide forward with a transparent process that engaged hundreds of APA members and allied professionals along the way.

Several existing APA Policy Guides have focused on a variety of issues that complement planning for equity. These include the following: [Aging in Community](#) (2014), [Factory Built Housing](#) (2001), [Food Planning](#) (2007), [Smart Growth](#) (2012), [Hazard Mitigation](#) (2014), [Homelessness](#) (2003), [Housing](#) (2006), [Public Redevelopment](#) (2004), [Surface Transportation](#) (2010), and [Healthy Communities](#) (2017). Some of these guides address equity explicitly; however, the topic of planning for equity is one that is multifaceted and of growing concern throughout the field of planning. Going forward, all APA Policy Guides should build on the equity in all policies framing used in this Planning for Equity Policy Guide.

## The Role and Responsibility of Planners

Planning is a professional discipline and it has been informed by years of institutional knowledge. Some of this knowledge represents the basis for the professional ethics of planners. Professional planners subscribe to ethics for multiple purposes. Ethics inform the responsibilities of practitioners to the public. They represent standards that protect the integrity of the profession and play a part in maintaining public confidence.

Ethics is not a trivial matter for planners. Instead, it is a core value that cannot be ignored. Applying principles of equity is an ethical responsibility. The goal of social justice is not met when underserved populations shoulder the weight of untenable living conditions, and subsequently experience no material benefit after community

improvements are implemented. Instead, social justice requires the examination of both the positive and negative impacts of community improvements on all community members so that all members benefit and no one group or neighborhood is unfairly disadvantaged. This results in "paying it forward," by improving conditions for future residents.

It is not uncommon for professional planners to suggest the language within the code of ethics is aspirational. This is at least in part because unlike other allied professions, certification is not required to practice as a planner. However, it is important for planners to remember that the provisions within the code were not prepared to function as a prescriptive guide. Instead, the code is a serious charge to planning professionals. Fulfilling it will require planners to be bold in their pursuits, to be curious about who is doing good work, and to be mindful that well-intentioned actions can have negative impacts. Planners need to examine and become aware of their own blind spots and implicit biases, and their relationship and intersectionality with power and privilege in the societal and organizational structures.

The APA Statement of Ethical Principles in Planning (1992) provides many ethical standards for professional planners, resident planners, as well as elected and appointed officials. The planning process exists to "serve the public interest" and in order to serve the public interest, planning participants must "strive to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of disadvantaged groups and persons."

For professional certified planners, the AICP Code of Ethics (2016) calls out several key principles with Part A presenting "Principles to Which We Aspire." Most relevant to this Policy Guide is found in Part A, Principle 1(f):

***We shall seek social justice by working to expand choice and opportunity for all persons, recognizing a special responsibility to plan for the needs of the disadvantaged and to promote racial and economic integration. We shall urge the alteration of policies, institutions, and decisions that oppose such needs.***

The progress towards the above aspirations can be realized since equity is measurable and, in many cases, visible. While equity is not necessarily instinctive for all planners, when prioritized as a goal, planning for equity results in tangible outcomes that can be defined, measured, and celebrated.

Ethics is important when framing and implementing public policy, including policy for the built environment. Governments, through policy, created systemic inequity. The American GI Bill is largely seen as responsible for the rise of the American middle class after World War II; however, the benefits of the policy were not accessible to all Americans who served in the armed forces. The inequitable administration of this policy, just like redlining of neighborhoods, left many families of color without the same prospects for wealth development.

In a like manner, historic trends reveal communities that were weakened by redlining were often subject to other injurious policies, including freeway construction, urban renewal, and benign neglect. Of course, troubling trends occur and/or are scaled-up when responsible

parties are less motivated to make corrections. Equally troubling has been the drafting of new planning policies and public policies in recent years that are conspicuously silent about equity by failing to include direct references or provisions. Although these policies are intended to spark or continue reinvestment, the failure to acknowledge equity in planning policy actually institutionalizes inequity. It is the responsibility of planning schools and the planning profession to educate planners so that they are knowledgeable about past inequities and the role planning has played in their creation. Without this understanding, it is unlikely that we will be able to positively affect troubling trends.

If policy, in part, created the trend of “toxic inequality” that presently burdens communities, regions, and the nation, policy will need to be one of the tools to rectify it. To serve the public interest, planners must ensure proposed policies will serve and benefit all residents of a community. The basis of the planning profession is to create better communities, which means clean air, clean water, decent housing, open space and recreation, safe neighborhoods, transportation options, and good schools in every neighborhood.

The planning profession must be deliberate and send clearer signals that social equity is central to encouraging a comprehensive solution. If planners’ toolboxes can be used to exclude, limit, and segregate, then the same tools and regulatory frameworks can be used to implement policies that result in fair, equitable communities. The Planning for Equity Policy Guide has been prepared in consideration of the role planning has played in creating inequities, while also underscoring the power that planners have to level the playing field.

## Diversity and Inclusion in the Planning Profession

In addition to the ethical responsibilities of planners, planning for equity also requires the profession to better understand the implications of diversity and inclusion on the planning field. If the field is not diverse and inclusive, planners will be limited both as individuals and as members of the larger profession in advancing equity.

To address diversity and inclusion, planners need to be finely attuned to the demographic changes occurring in the United States with regard to age, gender, race, nationality, and many other characteristics. Across the United States, non-white races and ethnic groups are fast becoming the majority, diverse cultural and religious backgrounds are becoming ubiquitous, and gender roles and norms are being redefined. In 2018, for the first time in U.S. history, there is no majority race among children under the age of 18. By 2042, there will be no racial majority in the United States. However, the demographics within the planning profession have not kept pace with demographic changes happening in the communities we serve. While in recent years diversity has increased among APA membership, there is still significant work to be done to ensure a more representative planning profession.

Looking closely at diversity within the planning field, APA membership surveys show a shift in the demographics of the profession (see Resource 2). In 2016, less than 30 percent of APA planners with 20 or more years of experience were women, and seven percent were minorities. However,

planners who have entered the field within the last five years are more diverse at 45 percent women and 15 percent minorities.

When looking at the academic pipeline into the profession, there is a critical gap between the diversity of students in planning schools and their participation in APA. Based on student data from the Planning Accreditation Board, about 30 percent of planning students are racial minorities whereas only 15 percent of planners with less than five years of experience are racial or ethnic minorities.

APA membership surveys also reveal that the diversity of the profession varies across the United States, with more diversity among planners in those regions with larger minority populations. It is critical that planning continues to foster diversity and inclusion within the profession for APA members and nonmembers alike in order to ensure a more inclusive representation of voices in the planning discourse. This implies avoiding tokenism and intentionally managing and supporting diversity and inclusion in order to create space for diverse voices and encourage retention. APA’s vision is to advance planning through leadership in education, research, advocacy, and ethical practice (see Appendix 3 for additional recommendations to APA on achieving this vision). That vision cannot be achieved without ensuring that current planners, as well as the next generation of practitioners, understand and embrace the fundamental importance of diversity and inclusion in the makeup of the field.

APA has four active population-related Divisions (Latinos and Planning, LGBTQ and Planning, Planning and the Black Community, and Women and Planning); a Planning with Underserved Populations Interest Group and a Tribal Planning Interest Group; and a growing number of diversity committees and initiatives at the Chapter level, such as the APA NY Metro’s annual Hindsight Conference, and the National level, such as the annual Diversity Forum and the APA Ambassador Program. Additionally, APA recently adopted its first Diversity and Inclusion Strategy and a statement on what diversity means for the organization:

***“Diversity is an inclusive concept which encompasses, but is not limited to, race, ethnicity, class, gender, age, sexuality, ability, educational attainment, spiritual beliefs, creed, culture, tribal affiliation, nationality, immigration status, political beliefs, and veteran status. With greater diversity, we can be more creative, effective, and just, and bring more varied perspectives, experiences, backgrounds, talents, and interests to the practice of planning and to the communities we serve. We recognize that achieving diversity and inclusion is an evolutionary process that requires an ongoing renewal of our commitment.”***

These are notable accomplishments that demonstrate progress in a maturing profession. Still, more work needs to occur. It is paramount for planning professionals to exercise a strategy to genuinely “make great communities for all” through addressing the planning pillars of diversity, inclusion, and equity within and outside APA’s confines. The policy outcomes recommended in this document as well as the recommended actions in APA’s Diversity and Inclusion Strategy and the Planning for Equity Framework are designed to serve as guidance to planners and planning organizations.

## Equity In All Policies

To serve the public interest, all planners must ensure that proposed policies and regulations will serve and benefit all residents of a community in ways that reduce or eliminate inequity. This policy guide purports that the most effective approach to achieve this is by adopting an “equity in all policies” approach, but what does that mean? Many planners and allied professionals are familiar with “health in all policies,” which is a strategy for addressing the complex factors that influence health and equity. Similarly, equity in all policies recognizes that there are several complex factors that influence the practice of planning. To make advancements in equity, planners need a holistic approach and specific guidance. An equity in all policies approach can also be thought of as using an “equity lens” to view, frame, and consider the policies and practices of planning.

An equity in all policies approach challenges those planning practices and actions that disproportionately impact and stymie the progress of certain segments of the population. These impacts can manifest in many forms, including negative health outcomes, concentrated poverty, and displacement. In planning for equity, local stakeholders, through their meaningful participation in decision-making processes, engage in the creation and betterment of their environment. The foundation of the planning profession is to create better communities, which means clean air, clean water, decent housing, open space and recreation, safe neighborhoods, transportation options, access to employment opportunities, and good schools in every neighborhood. Weaving in equity in all policies is astute and necessary. As stated in *Planning and Community Equity*, “Our professional responsibility to help create good communities requires attention to community equity in the distribution of resources, especially in an era of resource scarcity.

We cannot, for long, have healthy prosperous communities that are insulated from impoverished ones.”

Understanding why equity is important and incorporating principles and practices of equity in all facets of planning is essential for equitable planning. Data-driven accountability—including developing indicators and performance measures—is critical to discover the true picture of equity in a community and how to develop the broad range of strategies required to address those most impacted as part of an overall community strategy to improve lives.

This policy guide outlines a number of recommended policy actions across a range of areas of planning practice. First, underscoring the importance of equity in all planning practices are several issues that cut across topical areas in this policy guide, including gentrification, environmental justice, and community engagement and empowerment.

The policy guide also explores topics such as climate change, education, energy and resource consumption, health equity, housing, mobility and transportation, public space, and heritage preservation. While many of these topics have been addressed in existing policy guides, this policy guide examines these topics specifically through an equity lens and focuses on achieving equitable outcomes.

Finally, it is also important to note that this guide does not address every aspect of planning practice. In those cases, planners and other allied professionals using this guide should draw inspiration from the AICP Code of Ethics, related specific recommendations in this guide, and the equity in all policies approach to determine an equitable course of action. The policy guide is a living document that will benefit from regular review and updates as APA members and allied professionals expand their equity knowledge base through research and practice.

## Cross-Cutting Equity Issues

### Gentrification

The term gentrification was first coined in 1964 by sociologist Ruth Glass. In published research, Glass observed that “once this process of ‘gentrification’ starts in a district, it goes on rapidly until all or most of the original working-class occupiers are displaced, and the whole social character of the district is changed.” Building on the work of Glass, the Regional Plan Association defines gentrification as “the form of neighborhood change characterized by the arrival of higher-income and often-time higher-educated residents, along with increasing rents, property values and cost-of-living, and decreasing non-white populations.” The National Association for Latino Community Asset Builders (NALCAB) defines gentrification as “a type of neighborhood change in which real estate price appreciation leads to involuntary displacement and significant cultural change.” This mostly occurs because the negative impacts of development such as loss of community and culture are not priced in their entirety. As noted in Next City’s 2018 gentrification timeline, the term “gentrification” has increasingly been associated with impacts and externalities that are injurious or have clear social impacts.

Gentrification is sometimes conflated with development or revitalization; however, these terms are not interchangeable. Gentrification is a process whereas development and revitalization are actions. NALCAB says that revitalization, for example, involves investment in neighborhoods that have gone through periods of disinvestment or stagnation, often leading to negative socioeconomic and real estate market trends. Revitalization is needed, and may even be welcomed, in order to improve the quality of life for the people who live, work, and worship in these low- and moderate-income neighborhoods that face major challenges.

It is necessary to acknowledge that revitalization executed in the absence of an equity in all policies approach, or an equity lens, can result in the negative impacts of gentrification and is a contributing factor to the rising inequality in the nation’s metropolitan areas. In connection with rising inequality, researchers have noted lagging incomes, the shift in poverty to suburbia, lack of jobs for low-skill workers, and failures in public transportation. The rapid pace of redevelopment within many cities across the United States that has occurred over the past 25 years has coincided with this swift rise in inequality.

An objective critique of gentrification reveals that the process can result in positive effects such as boosts to the economy and improved environmental conditions. However, a constructive and important way to frame this observation would be to state: “It is a basic principle of fairness that the burden of activities that are necessary for society—like protecting the environment—should not be borne by a small minority who happen to be victimized by their side effects.” The study of economics and planning includes externalities. Other disciplines may

refer to externalities as side effects or unintended impacts. However, externalities represent a form of market failure and their impact is borne by those who are affected. Involuntary displacement is an impact commonly associated with the process of gentrification, but there are additional issues and concerns. These include, but are not limited to, preservation, public involvement, housing affordability, business longevity, placemaking, and criminalizing innocuous activity.

To advance equity, all planners have an unambiguous duty to be bold, deliberate, and intentional in their efforts to work with community members who could be disproportionately or negatively impacted by interventions made to the built environment. In planning practice, it is essential to address all aspects of proposed plans and developments, including potential gentrification, to maintain integrity and public confidence. The planning profession must not rest on its laurels and it is essential for planners to engage with community members to avoid creating or exacerbating the inequities associated with gentrification. In the end, addressing gentrification is not about stopping growth. Instead, it is about correcting blind spots that perpetuate inequity.

Addressing gentrification and inequity requires analyzing the root causes of gentrification with an equity lens to ensure that growth benefits the most vulnerable, marginalized, and low-income communities. This requires a comprehensive approach that acknowledges that existing systems and policies make communities vulnerable and will produce unjust outcomes for these marginalized communities without thoughtful planning intervention.

The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

#### **Gentrification Policy 1: Take a Comprehensive Approach to Mitigation**

Consider all potential outcomes of gentrification including housing affordability and displacement, which are not the exclusive impacts of gentrification. These quality-of-life concerns need to be considered within a broader context that includes, but is not limited to, capacity building of impacted populations, preserving cultural assets, being responsive to the needs of underserved and underresourced markets, expanding minority business ownership, managing externalities that could overwhelm vulnerable populations, and understanding the realities/subtleties that shape how public policy is developed and implemented.

#### **Gentrification Policy 2: Conduct Social Impact Assessment**

Exercise transparency by advising community members of potential impacts of proposed developments to their communities so that they

will have an opportunity to participate in designing their future. Use social impact assessments in evaluating development plans and proposals to identify potential blind spots early in the process, create the space for dialogue, and make better decisions.

**Gentrification Policy 3: Encourage Equitable Development**

Do not subscribe to one-size-fits-all planning solutions. The progressive path forward in addressing gentrification requires embracing new concepts for encouraging sustainable communities, like equitable development. Planners should commit to exploring a range of solutions that will facilitate managing differential burdens that may beset populations and institutions that are less resilient to shifts in the market.

**Environmental Justice**

Environmental justice is defined by the U.S. Environmental Protection Agency as “fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation and enforcement of environmental laws, regulations and policies.” The movement toward environmental justice was started primarily by people of color and grew from a recognition that the poor and people of color are those who most often live in or near America’s most polluted environments.

For many years, experts have strived to advance environmental justice—with varying degrees of success—by leveraging the law, public health, public involvement, and waste management. Environmental justice, as acknowledged by President Bill Clinton in 1994 via Executive Order 12898, is a key component in achieving equitable treatment of all populations when considering construction of new infrastructure. This means environmental justice is about planning as well.

The practice of planning is not based on a static model. The profession regularly adapts to new trends, opportunities, and challenges. Current trends in academia, as well as among practitioners, suggest planners will have to become proficient in addressing social equity issues that were once seen as beyond their purview, including environmental justice.

A recent advancement toward the inclusion of environmental justice in the practice of planning is the *SB 1000 Implementation Toolkit: Planning for Healthy Communities*, which was published in 2017 by PlaceWorks and the California Environmental Justice Alliance. The Toolkit qualifies how past actions made without consideration of environmental justice can contribute to present, untenable conditions within communities. It explains the link between existing conditions and prior planning practice in this statement: “Low-income residents, communities of color, tribal nations, and immigrant communities have disproportionately experienced some of the greatest environmental burdens and related health problems. This inequity is the result of many factors: inappropriate zoning and negligent land use planning; failure to enforce proper zoning or conduct regular inspections; deed restrictions and other discriminatory housing and lending practices; the prioritization of business interests over public health; development patterns that tend to concentrate pollution and environmental hazards in certain communities; and the like.”

In response, some underserved communities and marginalized populations are leveraging planning practices in order to correct poor conditions in housing, land use, infrastructure, and sanitation. Ironically, the use of community-driven planning models has resulted in favorable outcomes considering many communities are attempting to correct the legacy of environmental hardships that were prompted by a failure to plan or a failure to enforce proper zoning.

Planners are stewards of public health, safety, and welfare. As a result, residents rely on planners to mitigate environmental injustices from the past as well as prevent injustices in the future. It is prudent for planners to improve relationships with the communities they serve. This requires active listening and learning from the experiences of residents, as well as exercising a sense of empathy. It takes time, but it represents an investment toward building trust and confidence. Planners play an important role in correcting stubborn problems, including bridging the impacted community with government, building coalitions and shared goals, and offering technical expertise. Conversely, residents, grassroots nonprofit organizations, and civil servants are well positioned to share how to successfully align environmental justice and planning as complementary quality-of-life goals, such as passing an amortization ordinance in National City, California; upgrading transit infrastructure in Central Harlem, New York City; advancing community-driven redevelopment in Spartanburg, South Carolina; or adding environmental justice elements to general plans in California.

These examples reveal there is need to be responsive to the needs of communities with environmental justice concerns and that there is pent-up demand for planning solutions to address these concerns. Planners and decision makers can look to case studies first presented by the American Planning Association in the 2007 Planning Advisory Service Report 549/550, *Fair and Healthy Land Use: Environmental Justice and Planning*. In the 12 years that have elapsed since its publication, many of the featured case studies have mature outcomes with results that can be referenced, but have not yet been documented in the literature.

Environmental justice is a forward-thinking and sustainable approach. For many years, sensitivities to environmental justice were primarily evident in community involvement and community cleanup. However, recent events, including the discovery of lead in drinking water supplies in Flint, Michigan, and Baltimore, Maryland, serve as a serious reminder that environmental justice is about making investments in places that need them for the benefit of people who need those investments the most. If planning is to truly overcome injustice, sensitivities to environmental justice must carry through to community recovery and redevelopment as well.

The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

**Environmental Justice Policy 1: Encourage Triple-Bottom-Line Outcomes**

Apply the mandate of environmental justice per Executive Order 12898 to ensure that no population is disproportionately impacted by development, disaster recovery, and redevelopment. Attention to environmental justice starts with community involvement, and it should carry through

to redevelopment to ensure that all community members have equitable access to the benefits of community improvements by pursuing the triple-bottom-line outcomes of environment, equity, and economy.

**Environmental Justice Policy 2: Give Deference to Local Knowledge**

Practice early and ongoing public participation, which is a hallmark for sound community planning, as well as environmental justice. Giving deference to local, indigenous knowledge that affected community residents bring to the planning process is important for building credibility and trust. Planning with, rather than for, affected communities is necessary for a balanced result.

**Environmental Justice Policy 3: Encourage Collaborative Problem Solving**

Implement innovative place-based solutions through collaborative problem solving to address multistakeholder interests and concerns. This has been used by communities with environmental justice concerns to realize stronger, more lasting solutions that will make a visible difference while working with overburdened communities.

**Environmental Justice Policy 4: Organize and Support Pro-Bono Planning Efforts to Assist Underserved and Underresourced Communities with Environmental Justice Concerns**

There is a pent-up demand for community planning assistance, such as work performed by APA Community Planning Assistance Teams (CPAT) and others in communities with environmental justice concerns. Early intervention, before market pressures are intense, allows residents to offer their vision for better and healthy communities.

**Community Engagement and Empowerment**

Another cross-cutting issue includes public participation and meaningful outreach to all populations so that all people have a voice and access to decision making. For decades, cities have relied upon neighborhood groups that they have designated and empowered to organize, volunteer, and provide active input into city planning decisions. More recently, cities are realizing these neighborhood power structures have been dominated by single-family home owners who are often predominantly white and above median income. This limits the diversity of opinions voiced to city councils and planning departments and can result in a distribution of resources that favors higher-income single-family neighborhoods or even denial of projects that would benefit lower-income areas. Without having effective input to influence decision making, projects that increase affordable housing through density increases for multifamily developments or funding decisions that would provide more resources for programs or facilities in underserved areas may not move forward.

To address the need for voices that more inclusively represent the community, some places, including Seattle, Minneapolis, Los Angeles, and Denver are broadening their outreach strategies and creating new community involvement structures and processes to ensure that renters, lower-income households, people who are experiencing

homelessness, people of color, youth, and families (including single-parent families) have more voice in both the procedural and substantive decision-making processes. Recently, academics have even argued that planners should broaden their conception of “practice” to include elected political office to better ensure that the underserved gain this voice in governance to produce more equitable planning outcomes. Instead of assuming apathy as the reason people are not participating, cities are examining whether people can participate, given the current structures and formats for giving input and the conflicts with different work schedules, transportation availability, and more.

Some of the new structures and strategies include paying community organizers to do outreach in underrepresented communities, conducting popular education so people know how city planning and budgeting processes work, and reprioritizing planning efforts to address the immediate social welfare needs in some places before quality-of-life needs for the more affluent places.

This expanded type of outreach and involvement takes additional, or shifts in, resources and a diverse pool of employees or contracted liaisons who speak multiple languages and are aware of neighborhood needs and how to reach neighborhood residents. New technologies for virtual town halls, online surveys, and signing up residents for city services and subsidies may require new investments and training, but they can be more effective than one-time meetings in an evening at a library. Pairing planning-input meetings with county services meetings is another approach for connecting to residents about the range of livability needs, regardless of the department that delivers them.

From an equity standpoint, increasing outreach, in the absence of making substantive changes in local decisions about overall development that affects the cost of living, will not ultimately change the inequities in a locality. These new engagement strategies must be connected to and affect local investments, zoning changes, and development approvals.

Localities should create plans for how to address equitable engagement, including identifying populations who need to be targeted and including a goal- and data-driven approach based upon resident feedback. A value statement, strategies, and action steps should also be included in the plan. Resources, such as additional staff or increased funding, should be available for local governments to assist in increasing the capacity of staff to carry out equitable engagement efforts as well as provide a structure that assists with building relationships with community partners to help carry out the planning efforts. An evaluation of the plan and celebration of progress should also be incorporated into the planning process.

The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

**Community Engagement and Empowerment Policy 1: Institute Principles of Effective Community Engagement and Use Targeted Community-Specific Strategies**

Use targeted meeting strategies, based on community-specific needs that may include in-person meetings in the community or alternative meeting strategies such as telephone town halls or virtual meetings, that will engage community members whose voices have not been heard or whose input has been marginalized, as well as those

experiencing mobility challenges, limitations on availability due to family or work responsibilities, literacy challenges, or language barriers. For in-person meetings, select venues and settings that foster communication. Tour neighborhoods with community members to gain first-hand knowledge of conditions and concerns. Use effective means of communication such as translation of written materials and interpreters for non-English-speaking or hearing-impaired attendees. Consider the timing of meetings relative to school, work, or mealtimes; the need for provision of child care; and the importance of offering meals or food.

**Community Engagement and Empowerment Policy 2:  
Implement Principles of Participatory Planning**

Aim for higher rungs on Arnstein's Ladder of Citizen Participation to build a partnership with the community. Higher rungs indicate increasing degrees of collaboration where members are not merely placated but have a clear and meaningful voice in decisions and outcomes. A similar practice is described in the "Spectrum of Public Participation" developed by the International Association for Public Participation. This method describes an increasing degree of collaboration and role in decision making that results in increasing public impact. It is necessary to conduct inclusive outreach so that the full community participates. It is equally important for all voices to be heard and considered by decision makers when determinations are made. Contributions and input from the community must be documented and follow-through is necessary to demonstrate empowerment.

**Community Engagement and Empowerment Policy 3:  
Build Trust Through Outreach**

Make building community trust central to all outreach efforts. Trust should be viewed as a process rather than a single initiative or

event. All engagement efforts should begin with an organizational self-assessment to identify capacity, limitations, history, and power dynamics. Recognize that to build the trust of community members can require overcoming prior ineffective outreach efforts, as well as instituting more effective engagement strategies. Tools include practicing active listening so that the listener asks for clarification when needed in order to fully understand the needs of community members and build in strategies to address these needs, promising only those outcomes that can be delivered, and following through on promised actions. Ongoing availability to planning and community development staff beyond scheduled outreach events will also increase communication and trust.

**Community Engagement and Empowerment Policy 4:  
Create Space to Listen and Heal Old Wounds**

Understand that to build trust it is sometimes necessary to access past grievances and listen to understand old wounds and wrongs that have not been addressed. It is tempting to focus on the future without addressing the past, particularly when it brings up issues that make planners uncomfortable. Learning to be comfortable with being uncomfortable expands engagement skills and opens communication to avoid past mistakes:

**Community Engagement and Empowerment Policy 5:  
Avoid Duplication of Engagement Efforts**

Identify any potential stakeholders conducting engagement to align efforts and avoid duplication of outreach. Encourage a collaborative process that brings together different perspectives and prioritize the data-collection goals of local residents and partner voices, particularly those representing marginalized populations.

# Equity In All Policies In Practice

## Climate Change and Resilience

In 2008, the American Planning Association released its first Policy Guide on Planning and Climate in response to the Intergovernmental Panel on Climate Change's 2007 Summary for Policymakers. The APA guide was groundbreaking in its acknowledgment of the role of planners in helping communities adapt to climate change and mitigation emissions that contribute to climate change. It was also groundbreaking in its framing of the profession's ethical requirement to address the impacts of climate change in an equitable manner, rooting its call for action in the APA's AICP Code of Ethics and Professional Conduct. In the 10 years since that policy guide was released, climate change science has continued to advance and the need for action has become ever more urgent.

In October 2018, the Intergovernmental Panel on Climate Change (IPCC) issued a clarion call to the world to mitigate climate change and learn to adapt to its impacts as a follow-up to the adoption of the Paris Agreement in 2015. In the report, the IPCC noted that global warming is likely to reach 1.5°C between 2030 and 2052 if current trends continue, resulting in higher climate-related risks for natural and human systems. Adaptation of natural and human systems will be essential. Per the IPCC, uneven spatial distributions of climate change impacts, such as differences in mean temperature increases, extreme temperature increase, heavy precipitation in some regions, drought in other regions, and sea-level rise, will necessitate adaptation efforts that are geographically specific. Planners have a critical role in helping communities address climate equity by rapidly and comprehensively adapting their energy, land-use, urban infrastructure, and industrial systems to the risks of climate change and contributing to mitigation scenarios that reduce global emissions so that adaptation efforts may be effective:

The IPCC report states that:

***“Social justice and equity are core aspects of climate-resilient development pathways that aim to limit global warming to 1.5°C as they address challenges and inevitable trade-offs, widen opportunities, and ensure that options, visions, and values are deliberated, between and within countries and communities, without making the poor and disadvantaged worse off.”***

Planning for climate equity requires an understanding of the intersections of climate change with power dynamics, highlighted by the many environmental injustices that already exist in low-income communities and communities of color in the U.S. Per the Urban Sustainability Directors Network (USDN), “many factors—such as racism, income

and wealth, health status, and neighborhood conditions—influence a community's sensitivity to climate impacts and their ability to adapt.” The USDN differentiates between root causes, social factors, and biological factors that may influence sensitivity to climate change. Root causes of social inequity severely weaken our society's ability to respond to climate change. Part of the planning profession's charge is to address these factors at a structural level. As the USDN puts it:

***“An inclusive, community-centered planning process can maximize the benefits of climate preparedness action among lower-income populations and communities of color, while creating greater resilience by empowering those most affected to shape the decisions that will impact their lives. Transformative actions, such as policies that address the root causes of persistent social inequities, can be paired with measures that prepare communities for future climate change impacts and reduce potential hazard vulnerability.”***

This vision contrasts with that of 100 Resilient Cities, an initiative created by the Rockefeller Foundation, which defines resilience as “the capacity of individuals, communities, institutions, businesses, and systems within a city to survive, adapt, and grow, no matter what kinds of chronic stresses and acute shocks they experience.” While the definition is a useful one, it is not focused on achieving an equitable future state for all residents, but rather one that everyone can endure. As such, it is imperative that planners aim beyond the concept of resilience to achieve climate equity.

Planning for sustainable development and poverty reduction amidst climate change will require planning for a vulnerable future with increasing risks, especially for vulnerable, low-income, and marginalized populations. Recent studies have concluded that the impacts of natural disasters on disadvantaged communities and the federal funds that go towards disaster recovery efforts are already increasing wealth inequality in the United States, thereby exacerbating preexisting patterns such as the racial wealth gap between black and white households. Climate change is leading to a greater number of natural disasters of increasing frequency and severity. Given the lack of funding beyond supplementary disaster recovery appropriations for society-transforming climate resilience projects, as well as the uninsurance or underinsurance of property nationwide, we may only expect the inequality to worsen without immediate implementation of intentionally equitable, well-planned, and well-funded climate adaptation and mitigation projects.

Climate change is a cross-cutting challenge that will expose weaknesses in all of our society's systems, especially physical and social, as well as reveal regional differences in climate change impacts in the United States. All areas of the community will be impacted: education, energy, employment, health care, housing, mobility, transportation, and public spaces. Climate change means that our physical systems will be inundated by higher seas and increased precipitation, pushed beyond their design limits, and sometimes even destroyed. Climate change means that planners and the populations for whom we plan will be confronted with hazardous conditions, repetitive losses, and shocks that may not be enduring.

Already, vulnerable communities are being impacted first and worst by climate hazards, as exemplified by the experiences of the Biloxi-Chitimacha-Choctaw Tribe dealing with sea-level rise in the Isle de Jean Charles and the New York City Housing Authority residents whose buildings were inundated by Hurricane Sandy. In planning for equity, the profession must enter into the work acknowledging the preexisting vulnerabilities that communities have as the starting point, while understanding that natural and man-made events will produce unequal outcomes for communities without thoughtful planning interventions.

APA is not alone among professional organizations in its call for climate change adaptation and mitigation planning in support of communities, the built environment, and the planet's natural systems. The American Society of Landscape Architects (ASLA) published its own report in 2018 by the ASLA's Blue Ribbon Panel on Climate Change and Resilience. ASLA's report provides a critical set of policy approaches to resilience planning that is consistent with the findings of the more recent IPCC report and the USDN report. Although landscape architecture is largely focused on natural systems, ASLA's guide also includes recommendations related to community development, vulnerable communities, transportation, and agriculture that may contribute to "healthy, climate-smart, and resilient communities." Among the ASLA's policy solutions, several are focused squarely on vulnerable communities including:

***"Focus on environmental justice and equitable access to transportation, housing, jobs, and recreation and open space; Develop relocation, retreat, and/or evacuation plans; Limit or prohibit building in floodplains to protect life, property, and floodplain function; Update Federal Emergency Management Agency flood maps and include projections of climate change impacts; Limit or prohibit building in fire-prone rural areas; Promote mixed-income housing and mixed-use development that provides easy access to essential services; and Establish/increase low-income housing and new market tax credits."***

What makes the Planning for Equity Policy Guide different from prior efforts is the focus on equity in all policies. In addition to the policy solutions that are outlined in Planning and Climate Change Policy Guide, the American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures that are centered on advancing social equity and social justice in support of climate change adaptation and mitigation efforts:

**Climate Change and Resilience Policy 1: Partner With Communities to Exchange Information About Community Risks**

Encourage community-scale approaches to building resilience by partnering with communities, allied professionals, and technical experts to identify and communicate about areas of high risk. Respect and draw upon wisdom from communities in conjunction with best available demographic and multihazard data to identify the populations that are most vulnerable. Examples include Climate Ready D.C. and Flood Help NY. Focus on outreach to underrepresented communities in planning processes through intentionally inclusive actions such as maintaining strong relationships with community-based organizations, holding meetings in locations that were universally designed, and providing translated documents.

**Climate Change and Resilience Policy 2: Empower Communities Through Community-Based Participatory Planning**

Work with communities to make informed decisions together about how to manage and reduce risks while enhancing resilience, empowering community resilience by establishing representative community-based equity planning committees and processes that link technical experts to communities, and investing in community-driven hazard, vulnerability, and risk assessments. Draw upon lessons learned from the community-based participatory planning process while developing hazard mitigation plans that may reduce the loss of life and property by lessening the impact of disasters.

**Climate Change and Resilience Policy 3: Fund Adaptation and Mitigation Projects Identified by Communities in Community-Based Recovery and Resiliency Plans**

Honor the knowledge and expertise of local communities by working together to identify, plan for, support, and prioritize the funding of community interventions that reduce risks and address underlying, preexisting community vulnerabilities. Use an equity lens to identify the unintended consequences and cost burden implications of strategies meant to increase resiliency, such as requiring costly seismic retrofits to historic buildings, buildings owned by people of color, and buildings owned by those without access to funding to make improvements. Communicate the value of long-term resilient action, including managed retreat where necessary. Target disaster recovery funds at mitigation efforts that incorporate equity thinking into Community Development Block Grant-Disaster Recovery funding appropriations and poverty eradication efforts for disaster-affected households that may be experiencing repetitive losses. Better account for hazard mitigation actions taken as they relate to the National Flood Insurance Program's Community Rating System.

**Climate Change and Resilience Policy 4: Prioritize Equitable Procurement of Planning Services that Build the Capacities of Disadvantaged, Minority-Owned, and Women-Owned Firms and Planners of All Protected Classes in Climate Change Adaptation and Mitigation Projects**

Establish policies that prioritize equitable procurement of planning services that build the capacities of disadvantaged, minority-owned, and women-owned firms and planners of all protected classes to

lead climate change adaptation and mitigation projects. This capacity building is essential for all communities to achieve long-term climate resilience. Equity in climate policy is not just about what is planned, but who does the planning work and how that contributes to the creation of a more diverse and inclusive profession that reflects the communities it serves.

**Climate Change and Resilience Policy 5: Consider Social Equity in All Climate Change Adaptation and Mitigation Decisions**

Consider the co-benefits of climate change adaptation and mitigation decisions and actions. Employ an equity lens to critically analyze the distributional impacts of adaptation and mitigation measures in terms of incomes, jobs, and resources given the wealth inequality pervasive in the United States. Evaluate through the lenses of diversity and inclusion to understand who pays for the adaptation and mitigation measures and who benefits most from them.

**Climate Change and Resilience Policy 6: Include Equity as a Consideration in Benefit-Cost Analyses**

Support the expansion of traditional cost-benefit analysis to include qualitative social equity considerations, as well as quantitative metrics driven by demographic analyses and data. Foster global partnerships with planners and policy makers in Europe and elsewhere to identify opportunities to embed social equity into benefit-cost analyses.

**Education**

One of the most significant opportunities for professional community planners to create equity in urban, suburban, and rural communities rests with our public schools. Although Clarence Perry developed “The Neighborhood Unit” with schools as the building block for neighborhood planning in 1929, most local government planners have not incorporated public schools into community planning efforts. Master plans (also referred to as comprehensive plans or general plans) usually address functional areas such as housing, transportation, and land use, but will often fail to address public school needs, both in terms of the school buildings and the needs of the students who attend the schools.

The overwhelming majority of children attend public schools and the majority of children attend their neighborhood schools. There are 50 million students enrolled in public schools (compared to 5.4 million in private schools) and this number is expected to increase to 51.4 million by 2025. For the 2015–2016 school year, 30.2 percent of students attended city schools and 39.7 percent of students attended suburban schools. Students who attended rural schools made up 18.7 percent while 11.3 percent of the students attended schools in towns. Total student enrollment in public schools increased from 47.1 million in 2000–2001 to 50.1 million in 2015–2016. During this time period, the number of students attending charter schools increased from 1.0 percent to 5.7 percent. The number of students attending magnet schools increased from 2.6 percent to 5.2 percent. Charter school enrollment varies from 16 percent in Arizona to 43 percent in Washington, D.C. On a national level, charter school enrollment accounts for 11 percent of students.

More than 50 years after *Brown v. Board of Education*, many school districts are hypersegregated. Since 1988, intensely segregated schools (where less than 10 percent of students are white) have increased from 5.7 percent to 18.6 percent of all public schools. Since 1970, the percentage of white students decreased from 79.1 percent to 50 percent while the percentage of Latino students increased from 5.1 to 25.4 percent, and the number of black students changed slightly from 15 percent to 15.3 percent. The increase in intensely segregated schools has been caused by many factors, including white flight to suburbs and missed opportunities to consolidate city and school districts (e.g., Raleigh and Wake County, North Carolina).

Surveys show that public schools are viewed as important local planning priorities and are significant drivers for household location decisions. Many households choose neighborhoods based on the perceived quality of public schools. The use of school rating websites has contributed to this neighborhood shopping. This is compounded by the fact that real estate websites display school ratings. Even for childless households, school reputation is an important factor in house-buying decisions, directly and indirectly.

To address public school inequities, local planners must become more engaged in public school planning, including master facility planning involving siting new schools, campus remodeling, and repurposing schools that are closed or changing. Planners must be actively engaged with their local school districts (and their fellow school district planners) to address school neighborhood conditions, student and teacher housing needs, and other issues that impact the learning environment.

The Housing Policy Guide (2006) and Smart Growth Policy Guide (2012) recognize the importance of public schools for community building, equity in opportunity, and reinvestment. It is important for APA to address the role of public schools in our communities. Our public schools are critical civic institutions that deserve much greater attention from the planning profession.

The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

**Education Policy 1: Increase Understanding of the Planner’s Role in Student Education Outcomes**

Consider the interrelatedness of student education outcomes to planning for land use, housing, transportation, and community and regional development. Planners have a responsibility to be aware of how external factors in the built and social environment impact education outcomes for children and youth.

**Education Policy 2: Create Master Plan Education Elements**

Encourage inclusion of education elements in master plans that address education needs and recognize the integral role of public education on community and economic goals. Communities need to address public education in a holistic fashion, not just in terms of facilities planning.

**Education Policy 3: Address Impacts of School Facility Planning Processes**

Support school facility planning for new schools that considers the social, economic, and environmental impacts to the surrounding

community and region, including transportation access to the new school and neighborhood stability. Support joint use of school grounds and facilities for recreation and community events.

**Education Policy 4: Address Impacts of School Closures**

Work with school districts and surrounding neighborhoods before schools are closed to determine short-term and long-term options for the facility, including pre-K classes, nonprofit incubators, and mixed uses to avoid deterioration of the building and potential vandalism or vagrancy.

**Education Policy 5: Encompass Schools and Neighborhoods in All Community Planning Efforts**

Recognize the connection between public education and the economic vitality and sustainability of neighborhoods with an understanding that addressing racial and economic segregation is critical to improving schools and neighborhoods.

**Education Policy 6: Reform State and Local School Funding to Eliminate Inequities**

Encourage reform of local and state funding of public education systems to address education needs for all students, to create more equity across school districts, and to eliminate inequities in school programming and capital needs.

**Education Policy 7: Address School Facility Needs**

Support efforts to address school building deficiencies and unsafe school facilities, including mold, lead, and inadequate HVAC systems, by coordinating capital improvement programs and securing needed funding.

**Education Policy 8: Increase Collaboration Between Local Governments and School Districts Governance**

Promote collaboration, including building models of governance between school districts, local governments, and community organizations to better address the complicated and interrelated issues children and youth face.

**Energy and Resource Consumption**

Energy generation, use, and pricing as structured in modern society today is fundamentally inequitable. This is because the energy needed for heating, cooling, lighting, driving, and cooking is the same across income and locale. As such, lower-income families spend more of their disposable income to cover basic necessities afforded by energy use.

Over the past 100 years, a number of strategic investments have replaced the less expensive on-site distributed systems that once prevailed, such as wood or propane stoves, among others. With the centralization of power generation, more energy is needed to generate the same amount of power. Moreover, with the privatization of energy systems in this centralized model, all decisions related to energy access are not made by a democratically elected body (though there are some municipally owned utilities). These private entities decide the location of

power generators, type of fuel and emissions, who is impacted the most, as well as the rates to cover costs for constructing and operating the system. As private, publicly traded holders, they are beholden to stakeholder interests, which can lean toward profit over sustainability or equity.

For our energy system to be equitable, policies must consider that often the poor live in buildings with the worst insulation, ventilation, and heat. Most states therefore prioritize investments in building insulation with federal programs such as the Low-Income Home Energy Assistance Program, which provides a source for funding.

While there is a growing number of programs for low-income households offered by utilities and installation companies, the number of utilities that will absorb on-site power generation remains relatively small. To take one example, solar on-site generation tends to skew toward middle-income (in the range of \$45,000 to \$150,000 per year). The average solar household income lands roughly around \$100,000. In this market, there is an opportunity for energy planning and policies to explore opportunities for wealth generation in low-income neighborhoods through distributed energy programs. These can be in the form of generous state incentives or rate design. For instance, California’s shift toward time-of-use rates shifts the burden more onto larger residences and private companies.

Based on the findings of a study, GTM researchers estimate that within the four solar markets in their study that account for 65 percent of the total rooftop solar market share, about 100,000 installations are on low-income properties. To counter this inequity, Utility Dive conducted a 2017 survey of more than 600 Canadian and U.S. utility professionals that showed that 95 percent think utilities should be allowed to rate base distributed resources in all or some circumstances as an opportunity to ensure equitable access to the benefits of distributed solar. Community shared solar, which allows consumers without suitable roofs to buy subscriptions to central-station arrays, has become a common utility offering in recent years. Arizona Public Service Co., a key player in the state’s notorious solar policy battles, pledged \$10 million to expand rooftop solar access to low-income customers as part of a settlement with solar installers in the state over rate design. The San Antonio, Texas, municipal utility CPS Energy has a 10-megawatt project with installer PowerFin in the works that allows customers to host panels at no upfront cost and receive credits on their bills. Some states, such as New York, are cognizant of this inequity and offer programs that are focused on low-income households.

The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

**Energy and Resource Consumption Policy 1: Support Income-Sensitive Energy Use**

Advance programs for energy generation and use that are fundamentally equitable, such as the Energy Choice programs available in New York and California. Due to deregulation, these programs allow flexibility and provide a platform for competitive rates.

**Energy and Resource Consumption Policy 2: Improve Efficiency of Low-Income Housing**

Maintain and potentially expand federal programs such as the Low-income Home Energy Assistance Program that support weatherization

as the best form of carbon offsetting in addition to its equity and moral imperatives.

### **Energy and Resource Consumption Policy 3: Promote a More Equitable Grid/System**

Develop power programs that use renewable distributed energy systems, which have environmental benefits, but use a distributed system and/or creative pricing to achieve equity benefits as well. Investing in renewable distributed systems and building insulation programs can reduce the differential impact of energy use on lower-income households.

### **Energy and Resource Consumption Policy 4: Advance Environmental Justice and Health**

Advance the placement of site energy facilities, including stations and lines, to avoid disproportionate impact on the health and well-being of low-income groups over other economic groups and move away from centralized coal-based or nuclear power generation. Fossil fuel use, including transportation, contributes heavily to air, land, and water pollution. Identifying ways to capture waste heat is another equitable and environmentally prudent strategy.

## **Health Equity**

Health equity is defined as the ability of individuals to attain their highest level of health regardless of race, gender, income, or place of residence. Inequities in health occur when there are barriers that hinder the ability to attain this level of health, such as poverty, poor access to health care, lack of healthy food options, historical trauma, and various other environmental issues, such as access to parks and open space, exposure to environmental contaminants, unsafe drinking water, or substandard living conditions. Social and economic factors contribute approximately 40 percent to our overall health and adding physical factors and behaviors to the equation increases this number to almost 80 percent.

Health equity has been on the radar of leading health organizations and governmental agencies for more than a decade. This includes the World Health Organization (WHO), whose overall goal is “to build a better, healthier future for people all over the world.” Among its areas of focus are “Social Determinants of Health,” or SDOH, which are closely aligned with health equity. WHO defines SDOH as conditions in which people are born, grow, work, live, and age, including the forces that shape the conditions of daily life. In particular, these include economic policies and systems, development agendas, social norms, social policies, and political systems. SDOH have become the standard for health baseline measurements of existing conditions and are used by numerous organizations. The measures, or determinants, selected vary by number and degree of specificity, but they all serve the purpose of defining the elements that contribute to health inequities or health disparity.

The Centers for Disease Control and Prevention (CDC) and the Office of Disease Prevention and Health Promotion, an arm of the U.S. Department of Health and Human Services (HHS), launched Healthy People 2020 to establish new 10-year goals for the 30-year-old Healthy People program. Healthy People 2020, which also

considers SDOH in the baseline measurements, has delineated five key areas or determinants: (1) economic stability, (2) education, (3) social and community context, (4) health and health care, and (5) neighborhood and built environment.

Through an equity in all policies approach, it is not difficult to see how these determinants play a role in health equity. Each plays a role in the disparities that exist based on economic status, level of education, social and cultural norms, access to health care, and active living opportunities based on physical environment. In an article published in 2011 in the *American Journal of Public Health*, Braveman et al. lists underlying values and principles that are relevant to health disparities and health equity. In this article, health disparities are defined as “health differences that adversely affect socially disadvantaged groups” and that are “systematic, plausibly avoidable health differences according to . . . an individual’s or group’s position in a social hierarchy.” Further, the article notes that these disparities are a metric for assessing health equity. The article also states that health is worse among socially disadvantaged groups and that public policy regarding health disparities and equity should be a consideration.

Addressing health equity in a community environment is pivotal to establishing an improved quality of life for communities and residents. Efforts toward understanding and furthering health equity are occurring at the state level, as well as the international and federal levels noted above. Examples of this include the work of the California Planning Roundtable, which initiated the Healthy Communities Work Group, a collaboration between planners and public health professionals. This group defined healthy communities as those “guided by health equity principles in the decision-making process” and as ones that are “vibrant, livable, and inclusive communities.” In 2016, it published *The Social Determinants of Health for Planners: Live, Work, Play, Learn!*

Another example is found in Colorado, where the Office of Health Equity was established within the Colorado Department of Public Health and Environment. In 2018, it published the *Equity Action Guide*, which makes the case for using an equity lens, provides baseline data, and delineates next steps. These efforts underscore both the importance of this work and the need for collaboration and engagement. Additional information and resources are available from the National Organization of County and City Health Officials (NACCHO) website. Resources posted here include assistance to local governments in addressing health inequities. All of these efforts underscore both the importance of this work and the need for collaboration and engagement.

The key recommendations for creating health equity in communities via planning processes includes supporting actionable policies including access to education, healthcare, and healthy food systems. In October 2017, the APA Board of Directors ratified the Healthy Communities Policy Guide. It includes strategies and policy outcomes to create healthy communities. The policy outcomes listed below specifically address health equity and are consistent with the policies presented in the Healthy Communities Policy Guide.

To address health disparities and inequities that limit the ability of all people to reach their full potential, the American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

**Health Equity Policy 1: Institute a Cross-Disciplinary Approach**

Encourage collaborative efforts that bring together planners, public health departments, community-based organizations, and community members to share information, perspectives, and needs to fully understand and address the issues that are created by health inequities.

**Health Equity Policy 2: Provide Education for Planners**

Increase awareness and support efforts to educate public officials, planners, and health practitioners in the Social Determinants of Health so that these measures and the data obtained from them can be used as tools to focus the equity lens and apply principles of health equity in planning for communities.

**Health Equity Policy 3: Use an Equity Approach to Plan the Built Environment**

Support long-range community plans and proposed developments that incorporate walkability, access to fresh foods, and access to services, all of which are needed to achieve an equitable built environment.

**Health Equity Policy 4: Improve Access to Health Care**

Improve access to health care by increasing transit accessibility or other means of accessing health care facilities so that automobile ownership or access is not needed. This may include treatment and educational centers in underserved areas and nontraditional settings for health care such as community centers, schools, and others.

**Health Equity Policy 5: Use Health Impact Assessments**

Promote the use of Health Impact Assessments (HIA), with a focus on equity, to discern issues and then bring together public health, planning, and other sectors to ensure that health, equity, and sustainability are considered during decision-making processes.

**Health Equity Policy 6: Implement the Existing APA Health in All Planning Policies**

Implement the health equity policies and outcomes that are included in the [2017 Healthy Communities Policy Guide](#) that was prepared by APA with the intent of improving community health and quality of living through planning.

**Heritage Preservation**

One of the troubling trends in planning is redevelopment efforts that are insensitive to preserving cultural assets. Although attention has been directed to “saving history from sprawl,” it is equally important to “save history from urbanism.”

After focusing on historic buildings, monuments, and sites for many decades, the practice of preservation in the United States is maturing. Recognizing the importance of equity and inclusion, practitioners understand cultural influences shape the built environment. These “intangibles”—while subtle—equally contribute to a community’s placemaking dividend.

According to the U.S. Department of Commerce, cultural and heritage travel is important to our domestic economy. Seventy-eight percent of

all domestic leisure travelers participate in cultural and heritage activities. In short, there is value in authenticity, and tourists and visitors want to see more than markers that succinctly state what used to exist.

The act of stewardship extends beyond protecting natural resources. It also encompasses saving the humanities that represent the social, cultural, and artistic evidence of the human experience. In many ways, the uninterrupted destruction of cultural treasures and heritage assets compromises the ability for future generations to meet their needs because institutional capital is lost that cannot be replaced.

Heritage preservation is a teaching tool, and it is a statement about localized values. In a society of limited bandwidth, there is a risky assumption that future generations will passively become altruistic and empathetic without the stimulus of exposure, curiosity, or stirring reminders. In reality, constant public awareness is the best defense for cultural resource stewardship, and education remains an accepted pathway to correct institutional intolerance.

The utility of planning as a lever for preserving heritage assets is not aspirational. There are plenty of tangible examples that demonstrate the application of this approach. Accessible and inspiring solutions are not difficult to find.

In the Southwest, Ohkay Owingeh is the first Pueblo tribe to develop a comprehensive preservation plan that guides housing improving according to cultural values. In the Pacific Northwest, the Urban League of Metropolitan Seattle purchased the vacant historic Colman School property and converted it to provide 36 units of affordable rental housing while repurposing the ground floor to function as the Northwest African American Museum. In the Midwest, Kansas City officials were deliberate in preparing a master plan for the 18th and Vine Jazz District in order to maintain it as a community asset. In the Southeast, a resident-led commission worked with the Department of the Interior to prepare a cultural management plan for the Gullah Geechee Cultural Heritage Corridor.

When planners facilitate deliberate conversations about how to balance the goals of economic development and cultural development, it does not distract from making communities better. Instead, it results in better community outcomes, especially for underserved populations.

Great communities are more than a collection of buildings, streets, and parks. By balancing the goals of economic and cultural development, planning departments can help municipal governments to restore public trust, improve morale, strengthen the integrity of places that capture the affection of residents, and save heritage assets and cultural treasures for the enjoyment of future generations.

The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

**Heritage Preservation Policy 1: Encourage Dialogue with Public Forums**

Use public seminars and forums as a means to help residents appreciate the shared story of a jurisdiction and inform residents about community treasures (or intangibles) that require maintenance and upkeep. Dialogue and education are important for fostering appreciation of cultural and historical assets that have been devalued overtime.

**Heritage Preservation Policy 2: Save Structures Designed by Architects and Designers of Color**

Support the preservation of buildings and spaces designed by architects and designers of color. There are many motives for preserving older buildings, including the notability of the designer. Preserving the legacy of architects and designers of color is a celebration of diverse talent while acknowledging that no one group has a monopoly on creativity.

**Heritage Preservation Policy 3: Leverage Preservation to Improve Public Involvement**

Support planning efforts that balance the goals of economic development and cultural development. Just as planners are using visual art in order to leverage local knowledge, planners can explore the creative use of preservation as a means to reach untapped audiences and convene discussions about shared values, economic development, resiliency, placemaking, context-sensitive street design, and the like.

**Heritage Preservation Policy 4: Acknowledge Inconvenient Truths**

Planners must lead conversations that reevaluate the role, context, and meaning of symbols in public spaces. Ensure that the cultural assets of underserved populations are not compromised through community revitalization efforts. Sustainable management of cultural assets can improve social cohesion, support the economy, and celebrate the unique treasures that distinguish communities. Planners can improve public trust by encouraging preservation solutions that are responsive to the needs of impacted populations.

**Heritage Preservation Policy 5: Support State and Federal Historic Rehabilitation Tax Credit Programs**

In many underserved neighborhoods, the adaptive reuse of historic buildings can be a major catalyst for economic development, strengthen quality of place, and bring a sense of great pride to the community. At the same time, making developments work financially in these locations can be challenging. State and federal historic tax credits are a very effective tool to make rehabilitation and adaptive reuse viable in communities where there is not otherwise a local market to support it. This is important because in spite of strong evidence of significant return on investment, these programs regularly come under threat at the national level and only some states have such programs.

**Heritage Preservation Policy 6: Encourage Preservation of Historic Resources Connected to the History of People of Color, Women, Immigrants, and Other Traditionally Underrecognized Members of the Community**

The historic preservation movement in the United States is shifting. Increasingly, a broader range of historic resources than have traditionally been recognized through local landmark or National Register designations are being deemed important. The preservation of buildings and places that tell stories of groups that have sometimes been overlooked—people of color, women, immigrants, and others—should be encouraged by planners. This is important because these buildings

and places contribute to the uniqueness of neighborhoods and bring a sense of identity and belonging to community members.

**Housing**

The National Housing Act of 1949 called for “the realization as soon as feasible of the goal of a decent home and a suitable living environment for every American family.” Almost 20 years later, the Housing and Urban Development Act of 1968 acknowledged that this national goal “has not been fully realized for many of the nation’s lower income families.” In 1968, the average American household paid 15 percent of its income for housing and about 7.8 million households were unable to afford housing that cost more than 20 percent of their income.

Sadly, we have made little progress over the years since Congress committed the nation to achieving the goal of decent housing and future prospects seem even bleaker. In 2016, there were 10.4 million extremely low-income families in the United States, three-quarters of whom were paying more than half of their income for housing. Especially since the 2008 economic collapse, housing affordability has become an increasingly critical issue for American households, which particularly hurts communities of color. In 2010, 28.1 percent of African Americans and 25.8 percent of Hispanics, and an even higher percentage of American Indians and Alaska Natives, 29.5 percent, were poor compared with 11.0 percent of non-Hispanic white households. As Angela Glover Blackwell, founder of PolicyLink, has observed, the connection between housing and access to opportunity is inextricable:

*“Address is a proxy for opportunity. Where we live determines whether or not we have access to the requisite resources for success, including good schools, decently paid jobs, and transportation that connects to employment centers. It determines whether or not we have access to healthy living conditions—whether the air is reasonably clean or fouled by pollutants spewing from a freeway or rail line or bus depot in the neighborhood; whether we are likely to develop a long list of chronic illnesses and, if we do, whether we will survive them; whether we are likely to be killed during a crime, in a car crash, or simply when crossing the street. Any serious discussion of poverty inevitably turns to prevention and well-being—and that brings the conversation straight into the places where struggling people live.”*

Restrictive zoning regulations, especially those that mandate large lot sizes and prohibit multifamily development, have created development patterns that not only limit access to opportunity for lower-income households but also consign them to neighborhoods and districts that are more prone to a range of adverse environmental conditions, such as industrial and traffic emissions, illegal dumping, and higher crime rates. Further, downtown revitalization in cities including San Francisco, New York, Seattle, Washington, D.C., Los Angeles, Detroit, and West Oakland have resulted in rapidly increasing rents and displacement. The result is increased overcrowding and families forced to move farther and farther from urban area jobs. Coupled with

the growing holes in the safety net, another effect is an increase in the nation's homeless population.

Efforts must be made to ensure that planning decisions do not disparately disadvantage lower income and households of color; to protect and maintain rental housing and land resources, especially in neighborhoods and districts that are close to existing and proposed transit and employment; and to promote and support nonprofit housing development corporations. Specifically, some ways to address these issues include enacting inclusionary requirements to ensure that new residential and mixed use development includes units that will be affordable; establishing programs to mitigate the impact of new development on land resources; adopting zoning requirements that will provide incentives for developing affordable housing units in mixed-income neighborhoods, as well as incentives that support small-lot, single-family development; and identifying and eliminating regulatory obstacles to building accessory dwelling units.

The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

#### **Housing Policy 1: Promote Diverse Housing Stock**

Promote the development and preservation of a diverse housing stock, including single-room occupancy, accessory dwelling units, microunits, multigenerational housing, and emergency and transitional housing as by-right development. Diversity includes housing tenure—both owner and renter-occupied housing—and housing size, e.g., family housing.

#### **Housing Policy 2: Reform Development Regulations to Promote Fair Housing**

Encourage planning and regulatory reforms to ensure that protected classes, who should also be protected from source-of-income discrimination, are provided housing opportunities that are dispersed throughout a community. Ensure protections are in place to preserve market-rate affordable housing stock, including requiring a one-to-one replacement standard.

#### **Housing Policy 3: Remove Regulatory Barriers in Zoning and Subdivision Regulations**

Implement zoning and subdivision regulatory reforms to create more housing opportunities for low-income households, such as inclusionary housing and accessory dwelling units, and remove discriminatory regulations regarding housing tenure and single-family definitions.

#### **Housing Policy 4: Prepare Master Plan Housing Elements**

Encourage preparation of master plan housing elements that identify housing needs for the entire community as well as specific populations, including low-income, elderly, disabled, and homeless families and individuals.

#### **Housing Policy 5: Increase the Supply of Housing**

Create and implement housing plans and policies designed to increase the supply of housing both through new production and preservation and with specific goals around affordability, diversity of stock,

tenure type and design, and combating displacement. Plan for and ensure preservation of affordable rental and ownership housing where possible, for example with tools to allow purchase or refinancing of rental buildings with expiring subsidies, and active monitoring and enforcement of resale restrictions for ownership housing.

## **Mobility and Transportation**

Mobility and access to opportunity are essential to move the needle toward equity. Groups disproportionately challenged by mobility needs, and those in traditionally underserved communities, include low-income people, people of color, people with disabilities, people with lower levels of education, and the old and the very young. Without access to jobs, schools, health care, healthy foods, recreation, goods, and services, it is difficult to envision a pathway to opportunity. As expressed by the Transportation Equity Caucus, a division of PolicyLink, transportation opportunities for all people are critical to provide many Americans with connections that will allow them to meet basic needs, be engaged in their communities, and to contribute to the economy.

Alternatives to single-occupancy vehicle travel are favored for environmental, congestion, and health reasons; however, a full range of multimodal solutions is necessary to meet a variety of needs that vary by income, ability, age, and other factors. Complete streets that include transit, bicycle, and pedestrian opportunities are integral to an equitable transportation network.

Underserved groups often include individuals who are transit dependent. For example, racial minorities are four times more likely than nonminorities to rely on public transportation to travel to jobs. The provision of transit facilities varies widely, with more densely populated metropolitan areas having greater service areas and greater frequency of service. Poverty is increasing in the suburbs due to various factors, including the quest to find affordable housing, gentrification of downtowns, and changes in location of available jobs. Suburbs have less transit than urban areas, which impacts accessibility of jobs, goods, and services. Complicating this further from a transit perspective is the need to serve the most people. With an already subsidized and underfunded condition, the greater cost per rider, which occurs in low-density areas as opposed to more compact developments where more people can be served, often results in diminishing levels of service with an increase in distance from the urban core. As a result, those who need service most often do not have it.

Aging populations also rely on transit, but sufficient service is not always available. In 2017, *CityLab* reported that nearly a quarter of Americans over age 65 do not drive and that number increases with age. This further supports the need for transit to serve an aging population. Along these same lines, residents in small towns and rural communities have limited transportation options, with 41 percent having no access to transit and another 25 percent having below-average services.

In addition to transit, nonmotorized transportation options—walking and bicycling facilities—are needed in particular for those who cannot afford a car or prefer not to own a private vehicle, those who are too young or too old to drive, those with disabilities that prevent them from

driving, or those who cannot obtain a driver's license. Further reasons for needing nonmotorized options are commuters who travel outside of traditional 9 to 5 work hours and have limited or no access to cars or transit. Walking requires more than sidewalks and gridded street patterns. An increasing number of studies show that walking rates vary by socioeconomic status because of concerns about personal safety from crime, availability of sidewalks and safe trails, information on the health benefits of walking, pollution, and poorly enforced traffic regulations in lower-income areas:

Alternative transportation solutions, particularly transportation network companies (TNCs) such as Uber and Lyft, have become a popular transportation option. Certainly, additional ride-hailing companies increase the number of options for those who are able to access their services. However, under the current business model, these companies often increase disadvantages for those who are underserved. First of all, they are in direct competition with traditional for-hire services such as taxi cabs, yet they are not subject to the same level of licensing requirements or restrictions, which gives TNCs an advantage over the competition and could result in diminishing their availability to all community members. Second, they have been shown to result in unintended consequences detrimental to underserved populations, including persons with disabilities, low-income populations, people of color, and others who are historically subject to discriminatory practices. In addition to discrimination, the ability to utilize TNCs is further hindered by the business model that requires subscription and payment by credit card. These factors have led some to say that TNCs are nothing more than a "privileged access model." Similarly, bike share and e-scooters also rely on subscription backed by credit card and, thus, their use may also be unavailable to many underserved groups, in particular those who do not have or use credit.

Effective strategies to address equity issues often encountered by underserved groups must address the problems of mobility and access that are often present due to lack of proximity, connectivity, or resources necessary for travel to work, school, shopping, health care, and recreation. An emphasis on multimodal solutions that adhere to ADA requirements and adequate design elements is needed, as are retrofits to bring current transportation facilities in line with current ADA standards and federal requirements. Coordination and collaboration with public health and nonprofit community groups are also needed to address neighborhood resources, social cohesion, and information gaps. These include transit, pedestrian facilities, safety improvements, and bicycle options.

Provision of adequate infrastructure is essential; however, siting of transportation facilities is equally important. Prior to the implementation of environmental justice requirements, roads, highways, and other transportation facilities were located according to criteria that did not consider impacts to existing populations. This resulted, in some cases, in the bifurcation of neighborhoods or in locations that exposed residents to noise or noxious fumes. Facilities exist today that are sited in areas where minority and low-income populations are subject to disproportionate environmental and health effects. However, failure to invest in low-income or minority communities

can result in inadequate or crumbling infrastructure that can also isolate all residents from social and economic opportunity.

To address the role transportation plays in providing access to opportunity and the importance of considering both the benefits and impacts of infrastructure, the American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy measures:

**Mobility and Transportation Policy 1: Provide Access and Affordability**

Utilize existing planning tools such as comprehensive plans, transportation plans, zoning ordinances, resolutions, statutes, site plans, and budget appropriations to create equitable communities in consideration of the need to design land-use and transportation facilities to provide access and connections to jobs, schools, health care, goods, and services. Essential to accessibility is the implementation of inclusionary zoning, provision of affordable housing, and preservation of existing affordable housing in areas proximal to all modes of transportation.

**Mobility and Transportation Policy 2: Provide Affordable Housing in Transit-Rich Locations**

Promote establishing a percentage of affordable, deed-restricted units, or implement measures to provide affordable housing opportunities in developing or urban renewal areas adjacent to transit facilities, including transit-oriented developments, to offer access and opportunities for those who are transit dependent. Implement tools and utilize resources necessary to preserve existing affordable housing stock so that escalating property values do not force the displacement of current residents or prevent those who are transit dependent from benefiting from developments constructed proximal to transit.

**Mobility and Transportation Policy 3: Support Funding for Multimodal Transportation Facilities**

Support increased funding at the state and federal level for multimodal facilities, including complete streets with bike lanes, sidewalks, ADA features (new construction and retrofits), safe crossings, and other pedestrian amenities, as well as increased transit service, that will provide additional means of mobility for all persons, and in particular, those who do not have access to an automobile or who have disabilities that prevent them from operating an automobile.

**Mobility and Transportation Policy 4: Revise Criteria for Award of Federal Transit Funding**

Encourage revision of federal funding grant structure for transit projects to rely less on cost-per-rider metrics and more on transit-dependent populations in award of capital investment grants for new transit projects and transit expansion.

**Mobility and Transportation Policy 5: Site Facilities to Avoid Disproportionate Environmental and Health Effects**

Support and adhere to the rules of environmental justice per Executive Order 12898 that requires consideration of environmental and human health effects when siting new transportation facilities. If

disproportionate impacts to minority and low-income populations cannot be avoided, determine mitigation measures through effective outreach and meaningful community engagement.

**Mobility and Transportation Policy 6: Utilize Regional Transportation Planning and Coordination**

Implement regional plans and practice coordination among agencies, jurisdictions, and metropolitan planning organizations to maximize resources, facilities, and services. Combined resources and cost-effective measures will improve the ability to provide greater mobility options and will result in increased connectivity and access for all community members.

**Public Spaces and Places**

Public spaces and places make up the public commons of our communities and function as the connective tissue that binds people together and anchors neighborhoods. Public spaces are typically made up of parks, plazas, sidewalks, trails, streets, bike paths, public buildings, and parking areas. Public space also occurs in public or semipublic places within the confines of private property, such as interior lobbies, courtyards, and private plazas. Both make up the public commons and vary in size, scale, and function ranging from large urban parks, public plazas, and citywide bicycle networks to small libraries and recreation centers to building courtyards, intimate pocket parks, and hidden alleys. The sidewalks along our streets create the connective network of the public realm and they too can include public space for retail vending, pocket parks, and small gathering spaces. For simplicity, this guide will refer to the public commons that exist in a network of public spaces and places collectively as public space. How public space is designed, managed, and operated has the power to influence positive social outcomes.

Inclusive, safe, and accessible public space can help tackle inequities that exist within our cities. Public spaces are a shared resource and are sometimes the only option for shared social gatherings. When they are intentionally designed to be welcoming to everyone, public spaces can offer opportunities for social, cultural, and economic development. Public space is shared spaces for people to gather with friends and family, places for personal and political expression, opportunities for rest and relaxation, and centers of community. Functioning public space can create opportunities to forge social connections and strengthen community bonds. When equitable access is provided to all members of a community irrespective of physical abilities, age, gender, race, ethnicity, income level, or social status, public space promotes inclusion and improves equity. Equitable public space sets the stage for different socioeconomic groups to mix and interact and can enhance tolerance and diversity cognition.

Through increased interaction among varying socioeconomic classes, public space can increase upward mobility. Open and shared public spaces, and the face-to-face interactions they engender, are the tools for increasing cross-cultural communication. Time spent face-to-face with people from different racial, ethnic, and cultural backgrounds engenders more trust, generosity, and cooperation than any other sort of interaction. Research has shown the connection of proximity among

socioeconomic classes and upward mobility. Functioning public space creates the shared space for interaction among different groups that can lead to innovation and connections improving opportunities of marginalized groups.

Public space can also increase civic identity and engagement through greater connections and social bonds created from the interaction stimulated by the space. Well-designed public spaces have been shown to increase safety and lower rates of crime and violence, creating space for formal and informal social, cultural, and economic activities that contribute to improving mutual trust and safety. Through connection to space, a greater connection to community is gained along with more robust social networks, associations, and community relationships. These relationships increase social capital and social cohesion. Robert Putnam, a political scientist, described social capital as “social networks, norms of reciprocity, mutual assistance, and trustworthiness.” Higher social capital is associated with positive outcomes in many areas, such as health, education, employment, child welfare, and compliance with the law.

The concept of public space needs to be broadened to match the current multiple spheres of public life to encompass the nonphysical qualities—legal, economic, political, aesthetic—and their effects on shared space in public life. Functioning public spaces must be convivial in nature and be places where one can be social and festive. Such spaces form the foundation of public life and are the essence of urbanity. Without public spaces, we are likely to drift even further into privatization and polarization.

Not all public space functions as true shared space due to inequities in the planning and development process. Public spaces often exclude certain demographic groups either explicitly or implicitly through their design, lack of public input, and historical or current discrimination in operational practices. The following is a list of design and programming features and/or attributes that can discourage use of public spaces and act as real or perceived barriers to inclusive and thriving public spaces:

- Lack of places to sit or gather
- Lack of flexibility and customization
- Overly rigid with limited opportunities of interaction
- Discourage opportunities for local art, events, greenspace
- Poor safety and comfort
- Poorly designed edges
- Lack of access for people of all ages and physical abilities
- Hostile features such as fences or signs that detract from a convivial atmosphere
- Overly policed with overwhelming presence of police, security, curfews, cameras, or other restrictions
- Failure to reflect local cultures and values

The above failures in public space design tend to create sterile and hostile environments that send the message, “Don’t stay here! You’re not welcome.” Public spaces that are not intentionally welcoming do not function as shared spaces and they limit social interaction, exacerbate cultural divides, and contribute to lack of community engagement.

Poor design and programming impacts the vitality and well-being of our communities and ultimately harms the economic and social well-being of the entire community.

In addition, there is inequity of distribution of public spaces due to numerous reasons ranging from zoning and density to available access and funding levels. In some areas, local districts or home owners' associations are formed or take on additional public space responsibilities to fill funding and management voids. In other areas, this is not feasible or possible, and in some instances, such as within Native American communities, there are no property taxes and there are limitations on federal funds to plan, design, and construct parks and public spaces.

The recent resurgence in the demand for public space has largely been in walkable, dense parts of cities with close proximity to key attractions. These areas can and should become attractions for a broad and diverse range of uses. However, vibrant public spaces are fueling investments near waterfronts or other high-amenity areas. In turn, these investments, along with shifting demographics, market forces, and consumer preferences, are leading to higher demand for areas that are near quality public spaces as they facilitate collaboration among people and firms. In a time of growing inequality—by income and wealth, by race and ethnicity, by geography—there is an urgent need and also a growing opportunity for local and regional leaders to learn from what makes public spaces successful, and to take advantage of these forces in ways that produce better outcomes for more people in more places.

Effective strategies are needed in the planning, development, and maintenance of public spaces to ensure that they can function as shared space and contribute to the social and economic well-being of our communities. High-quality and functioning public spaces have the ability to improve equity in our communities and provide spaces that are indiscriminate of the socioeconomic standing of their users.

The key to creating quality inclusive public spaces and places is through a people-first design and the co-creation and stewardship of the public space. The following strategy and policy recommendations assist in creating inclusive public spaces. The American Planning Association, its Chapters, Divisions, Interest Groups, and Student Organizations support the following policy outcomes:

**Public Space Policy 1: Broaden the Conversation**

Extend opportunities for diverse voices to be included in the planning, design, operations, and programming of spaces in order to create a sense of shared ownership and connectivity to the public space. When people are co-creators of their spaces, those spaces become welcoming to all.

**Public Space Policy 2: Measure Impacts**

Create a baseline and track, through surveys or observations, how a broad range of constituents use and value public spaces to make the case for financial investments to support programming and maintenance that will increase inclusion. In addition, track social impacts of public space, capturing how the public space is helping to bridge racial, ethnic, age, religious, language, economic, digital, and other barriers and open access to opportunity to disadvantaged groups in order to recommend adjustments to infrastructure, management,

and programming that improve the function of public spaces to address inequities.

**Public Space Policy 3: Utilize Pop-Up Designs and Activations**

Nurture a sense of ownership of public space by reacquainting people with their own neighborhoods using volunteer-based activations such as pop-up public spaces. These pop-ups temporarily transform public space and provide a way to celebrate local culture. Events such as *ciclovias*, which temporarily transform how streets are used, can demonstrate what is possible in shared public spaces that focus on people and community building. Pop-up activations can help communities conceive their neighborhoods in new ways and imagine how their public spaces can become more inclusive and vibrant through intentional designs and activations.

**Public Space Policy 4: Prioritize a Welcoming, High-Quality Environment**

Create life-affirming, welcoming public spaces that are human-scale with clear entrances, open sightlines, and clear navigation. View public spaces as a part of a network of quality open spaces that function and connected unit. Emphasize positive messages regarding use; intentionally design spaces that are welcoming to all, with a focus on women and children; and incorporate nature into the space. Maintain public spaces so that they are safe, clean, and in good repair. Ongoing maintenance and repair of infrastructure as well as a balanced security approach help create a safe and welcoming environment. At the same time, avoid over-policing and instead focus on creating a sense of inclusion.

**Public Space Policy 5: Promote Inclusive Activation and Programming**

Establish intentionally welcoming public spaces using inclusive programming and activations that are designed to reach diverse audiences. Inclusive programming and activations assist in keeping the space safe and vibrant by increasing community stewardship and connection. Review policies around permits and group sizes in public spaces to ensure that multigenerational families and large cultural gatherings are supported, as many immigrant communities tend to have a broader definition of family and often have larger gatherings than the traditional nuclear family that policies tend to have been designed around. Ensure that the activities and programs are designed to meet the needs of a broad and inclusive environment by working with surrounding businesses and residents to explore their interests, unique needs, and potential contributions to the activities. Allow changing uses of the space over time and allow users to shape the feature of the space through movable furniture and other amenities.

**Public Space Policy 6: Encourage Creation of New Public Space**

Create a public space strategy that plans for revitalization and maintenance of public spaces and places to intentionally open them up in inclusive ways, and site additional public spaces in an equitable manner. Grow access for more people in more places through a variety of mechanisms and tools. Public spaces should be considered in multiple spheres of public life beyond the roles of relaxation and recreation and be seen

as crucial components of democratic life. The creation of public space goes beyond the physical and the concrete. Consider the intersection between physical space, laws and regulations that govern them, and the people and communities who use the space as a shared commons.

**Public Space Policy 7: Ensure Authentic Spaces  
Connected to Community**

Intentionally design public space to capture local identity and bolster community pride by including the existing community in the planning

process and designing a space that meets the specific needs of that community. Public spaces can and should function as the heart of a community, creating safe space for public life that is social and festive. Public space should reflect and celebrate the community. Successful public space creates a symbiosis between public and private uses that support each other. Density of both public and private uses surrounding public space help to create the energy, activity, and sense of ownership of the space.

## For Further Reading

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# Resources

## RESOURCE 1: A PLANNING FOR EQUITY TIMELINE

Year	Milestone	Description
1963	"Comprehensive Planning and Social Responsibility"	Article by Melvin Webber in the <i>Journal of the American Institute of Planners</i> calls for profession to widen its scope beyond the traditional base in land-use planning, embrace more directly the social goals of freedom and opportunity in a pluralistic society, and make greater use of the perspectives of the social sciences (from APA Pathways in American Planning History, 2008).
1965	"Advocacy and Pluralism in Planning"	Paul Davidoff article on advocacy planning published in the <i>Journal of the American Institute of Planners</i> .
1975	Cleveland Policy Plan Report	Report shifts emphasis from traditional land-use planning to advocacy planning.
1975	Planners Network established	Chester Hartman sends out first Planners Network mailing to 320 members. Planners Network is an association of professionals, activists, academics, and students involved in physical, social, economic, and environmental planning in urban and rural areas, who promote fundamental change in political and economic systems.
1975	Planners for Equal Opportunity (PEO) established	PEO is the first national organization of advocacy planners.
1990	<i>Making Equity Planning Work</i>	Norman Krumholz and John Forester's book reveals some of the practical issues in managing a planning agency and explains how planners can creatively use their position and technical expertise to challenge prevailing wisdom and to propose and advocate for alternatives.
1992	United Nations adopts the Environment and Development Agenda for the 21st Century	The Agenda 21 document, which was approved by President George H.W. Bush, addresses urban and rural development issues, including poverty, inadequate shelter, environmental issues, and displaced populations.
1993	<i>Social Justice and Land Development Practice</i>	Robert Mier, a Chicago advocacy planner and colleague of Norman Krumholz, was named economic development commissioner under Mayor Harold Washington. This book of essays by Mier and others traces the evolution of his planning philosophy and career and discusses the practical lessons and dilemmas of economic development planning in Chicago during the 1980s.
1994	<i>Planning and Community Equity</i>	APA publishes book as part of Agenda for America's Communities effort.
1994	<i>Journal of the American Planning Association (JAPA)</i>	JAPA publishes Volume 60, Spring 1994, which revisits the topic of advocacy planning and social equity themes.
1996	<i>Urban Planning and the African American Community: In the Shadows</i>	June Manning Thomas and Marsha Ritzdorf's book clarifies the historical connections between the African American population in the United States and the urban planning profession. Thomas and Ritzdorf suggest if urban planning is to support the equitable distribution of public goods and services, it must recognize and address the dismal conditions of millions of Americans who are poor or people of color.

**RESOURCE 1: A PLANNING FOR EQUITY TIMELINE (CONTINUED)**

Year	Milestone	Description
1996	<i>Environmental Justice, Urban Revitalization, and Brownfields: The Search for Authentic Signs of Hope</i>	The U.S. Environmental Protection Agency and the National Environmental Justice Advisory Council publish the findings from public dialogues held in five U.S. cities.
2000	"Local Land Use and the Chain of Exclusion"	Seminal article by Rolf Pendall in <i>JAPA</i> documents exclusionary land-use regulations based on survey of more than 1,000 jurisdictions.
2000	Concept of "fair growth" introduced	Fannie Mae Foundation publishes Volume 2, Number 4, Winter 2000 of <i>Housing Facts &amp; Findings</i> , which introduces the concept of "fair growth."
2000	APA launches the first Diversity Task Force	APA's designates a member-led task force to explore issues of diversity in the field. In 2018, the task force became a standing committee of the American Planning Association.
2004	First APA Diversity Summit takes place in Washington, D.C.	APA members organize and hold the first Diversity Summit during the National Planning Conference. The forum continues and in 2019 was renamed the Plan4Equity Forum.
2016	Social Equity Policy Guide recommended	At the recommendation of the Diversity Task Force, APA's Legislative and Policy Committee begins work on a social equity policy guide.
2017	Inclusiveness and Social Justice Track launches at NPC17	APA launches a new track during NPC17 focused on equity and clearly identifies equity-focused sessions in the conference program.
2019	APA adopts first equity policy guide	The Planning for Equity Policy Guide is approved by the Delegate Assembly during NPC19 and, following APA Board approval, becomes the first policy guide to solely focus on this issue of equity in planning.

RESOURCE 2: DIVERSITY WITHIN THE PLANNING PROFESSION

Figure 1. Women and Non-White APA Planners U.S. Non-White Population

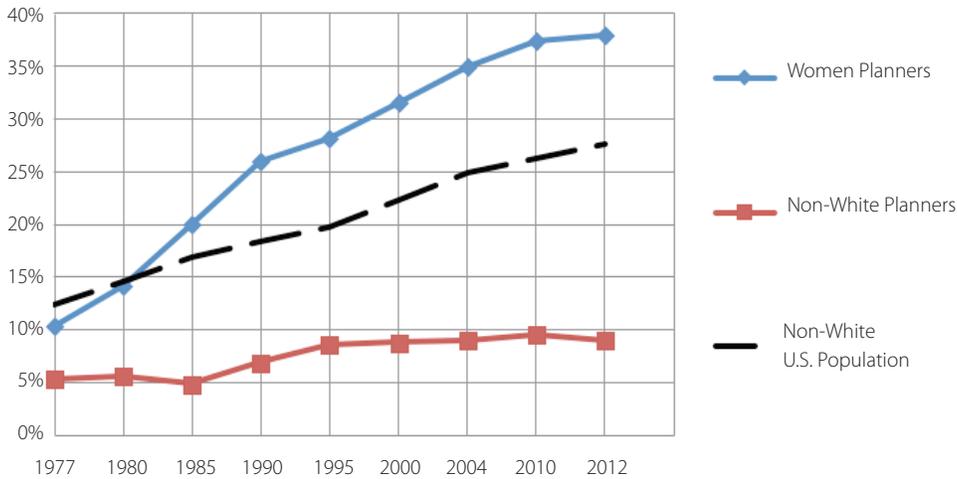
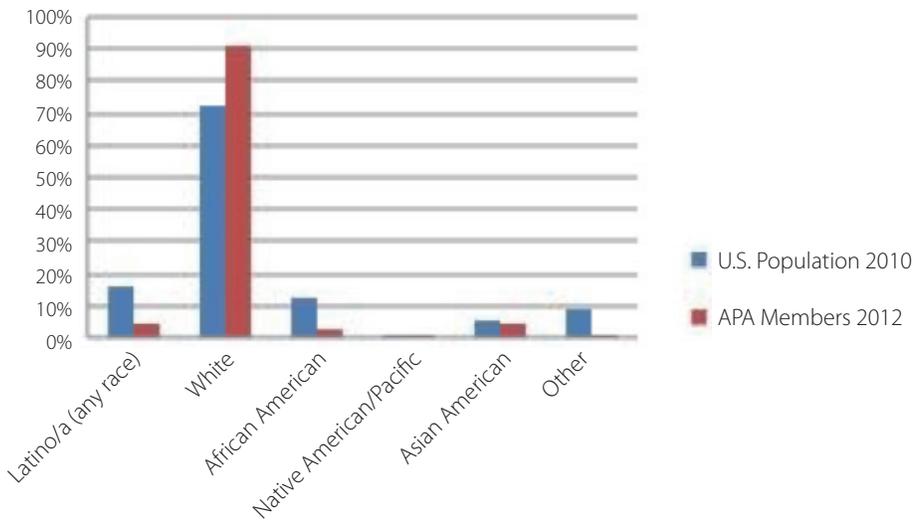
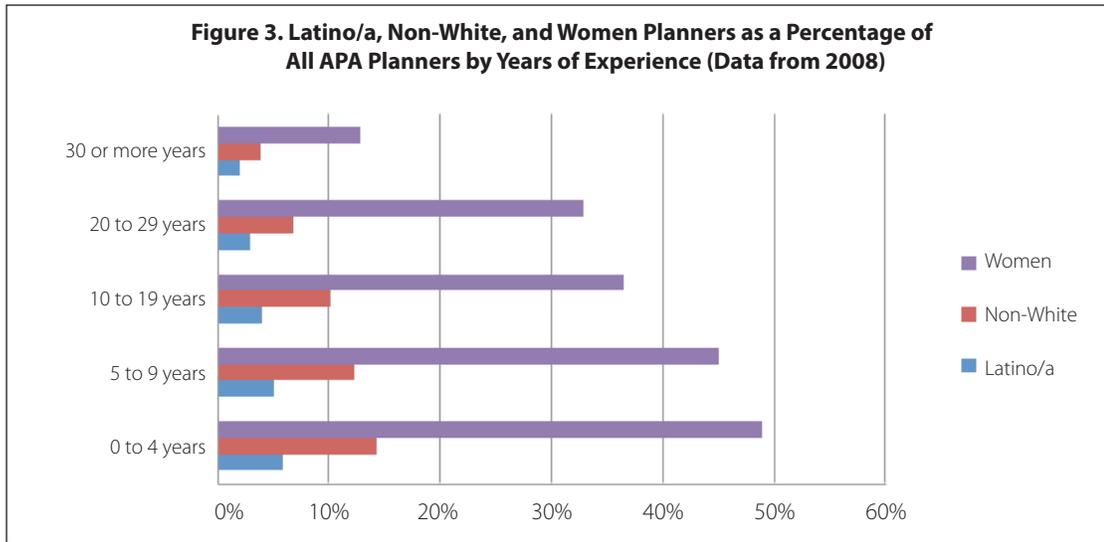


Figure 1. Ethnic and Racial Composition of the U.S. Population Compared with APA Members



RESOURCE 2: DIVERSITY WITHIN THE PLANNING PROFESSION (CONTINUED)



Source (all graphs): Dalton, Linda C. 2014. "Changing Demographics, the Planning Profession and APA Membership," in People and Places Task Force Report. Chicago and Washington, D.C.: American Planning Association.

# Endnotes

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- 4 *Prosperity Playbook* was an initiative of HUD Secretary Julian Castro codigned by policy guide co-chair Lynn Ross who served as the Deputy Assistant Secretary for Policy 2014–2016.
- 5 *PolicyLink National Equity Atlas*, <http://nationalequityatlas.org>.
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- 7 Ibid.
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# City of McMinnville

## Housing Strategy

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June 2019

Prepared for:  
City of McMinnville

**FINAL REPORT**

**ECONorthwest**  
ECONOMICS • FINANCE • PLANNING

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# 1. Introduction

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In 2018, the City of McMinnville received a Technical Assistance planning grant from the Department of Land Conservation and Development (DLCD) to develop a buildable land inventory (BLI), housing needs analysis (HNA), and housing strategy. The BLI and HNA determine whether the City has enough land to accommodate 20-years of population and housing growth. They also address needs for 5-, 10-, and 46-year periods. The BLI and HNA also provide the basis for an update to the City's Comprehensive Plan Housing Element, as well as the basis for developing a Housing Strategy to respond to the identified housing need. While the BLI and HNA predominantly provide the quantitative basis, the Housing Strategy addresses qualitative issues about how the City will plan for those needs, including policies to ensure the community achieves enduring value for future generations.

This work was undertaken with guidance by a Project Advisory Committee through a series of meetings, recommendations, and decision points. The project also included broader outreach with a focus group and public open house to seek input on housing needs and strategies to address identified needs.

Importantly, the housing strategy recognizes that the city does not build housing, but rather provides the regulatory framework in which housing is built. The first part of the strategy focuses on land use tools to ensure there is adequate land planned and zoned to meet the community's future housing needs, promoting opportunities for a variety of housing types, whether market rate or subsidized housing. This strategy further strives to provide opportunities for lower-cost market rate housing to the extent possible to achieve more housing affordability without reliance on subsidies if and when possible. However, it is recognized that housing for those with the lowest incomes is unlikely to be achieved at market rates, and will require some housing provided through affordable housing models that also include subsidized housing, choice vouchers, "sweat equity," etc. Unfortunately, in a community the size of McMinnville there are very few resources available to subsidize housing and without the requested changes in HB 2997 2019, allowing McMinnville to implement inclusionary zoning on housing developments for affordable housing, McMinnville has very few regulatory tools to mandate affordable housing. Like many smaller cities in Oregon, McMinnville will continue to face significant challenges providing subsidized housing for its residents with the lowest incomes.

The City is committed to working hard to ensure that every resident in McMinnville has a great neighborhood in which to live. Recently, the City adopted its Great Neighborhood Principles, thirteen principles of neighborhood development describing what makes a great neighborhood in McMinnville, with a goal of inclusivity and providing a great neighborhood for every resident to live in regardless of income. *See Exhibit 1.*

---

**Exhibit 1. Summary of McMinnville’s Great Neighborhood Principles**

McMinnville’s Great Neighborhood Principles will guide land use patterns, design, and development of the places where McMinnville citizens live, work, and play.



Great Neighborhoods are sensitive to the natural conditions and features of the land.



Great Neighborhoods preserve scenic views in areas that everyone can access.



Great Neighborhoods have open and recreational spaces to walk, play, gather, and commune as a neighborhood.



Great Neighborhoods are pedestrian friendly for people of all ages and abilities.



Great Neighborhoods are bike friendly for people of all ages and abilities.



Great Neighborhoods have interconnected streets that provide safe travel route options, increased connectivity between places and destinations, and easy pedestrian and bike use.



Great Neighborhoods are designed to be accessible and allow for ease of use for people of all ages and abilities.



Great Neighborhoods have buildings and spaces that are designed to be comfortable at a human scale and that foster human interaction within the built environment.



Great Neighborhoods provide easy and convenient access to many of the destinations, activities, and local services that residents use on a daily basis.



Great Neighborhoods complement adjacent rural areas and transition between urban and rural uses.



11 - Great Neighborhoods provide housing opportunities for people and families in all stages of life.  
12 - Great Neighborhoods have a variety of building forms and architectural variety to avoid monoculture design.



Great Neighborhoods have unique features, designs, and focal points to create neighborhood character and identity.

McMinnville’s housing strategy strives to make transformational and fundamental changes to the Comprehensive Plan and Zoning Ordinance to ensure policies and regulations that provide neighborhoods with a variety of housing types, income levels and generations, rather than the homogeneous neighborhoods defined by Euclidean zoning.

Traditionally, when communities undertake their Housing Needs Analysis and Housing Strategy, they determine what the make-up of the future population is for the community and evaluate how they are going to meet the needs of that future population by identifying the types of housing they will encourage through their policies and housing strategy. Typically, the assumption is that the higher density housing is more affordable and therefore multi-family is the most affordable housing type to serve the population base on the lower end of the affordability spectrum (*see Exhibit 2*). However, that does not always bear true in reality and may be what had led to some of the affordable housing issues.

With this Housing Strategy, the City intends to dispel the notion that each of the major categories of needed housing types described in ORS 197.303(1)(a) (single family detached, single family attached and multi-family) is a proxy for a level of affordability (*see Exhibit 2*). Rather, it is recognized that there is a wide range of affordability within each of these major housing types, and communities should have housing strategies that promote housing choices in terms of housing types and in terms of ownership or rental, regardless of income. People are making their housing choices based upon two factors: 1) what they can afford; and 2) how they prefer to live (rental versus ownership, detached versus attached housing). Ideally a housing strategy would provide housing at all income levels that provide choices for all preferences (*see Exhibit 3*). There is not one “right” way to meet housing needs. **Exhibit 4** provides a conceptual illustration of how different communities might address housing needs in very different ways.

Exhibit 2. Relationships between affordability, housing type, and strategy in the traditional statutory model

<b>Assumptions Inherent in Traditional Statutory Model</b>			
	<b>Less Affordable</b>	<b>More Affordable</b>	
	<b>1</b>	<b>2</b>	<b>3</b>
<b>A-Housing Type</b>	Single-Family Detached	Single-Family Attached	Multi-Family
<b>B-Density</b>	Low Density	Medium Density	High Density
<b>C-Affordability</b>	High Cost	Medium Cost	Low Cost
<b>Strategy</b>	↓	↓	↓
<b>Housing Mix Strategy</b>	Reduce Share Compared to Historic	Increase Share Compared to Historic	Increase Share Compared to Historic
<b>Housing Density Strategy</b>	Increase Density of SFD	Increase Density of SFA	Increase Density of MFH
<b>Leads To:</b>	↓	↓	↓
<b>Presumptive Outcome</b>	<ul style="list-style-type: none"> <li>• Lower % SFD in Mix</li> <li>• Increase Density of SFD</li> <li>• <u>Lower Cost:</u></li> <li>• Less of the most expensive housing type</li> <li>• Make this housing type more affordable by increasing its density</li> </ul>	<ul style="list-style-type: none"> <li>• Greater % SFA in Mix</li> <li>• Increase Density of SFA</li> <li>• <u>Lower Cost:</u></li> <li>• More of a more afford. housing type</li> <li>• Make this housing type more affordable by increasing its density</li> </ul>	<ul style="list-style-type: none"> <li>• Greater % of MFH in Mix</li> <li>• Increase Density of MFH</li> <li>• <u>Lower Cost:</u></li> <li>• More of the most afford. housing type</li> <li>• Make this housing type more affordable by increasing its density</li> </ul>
<b>Action:</b>	“Lock In” a mix and density, and determine how to achieve those with the strategy		

### Exhibit 3. Affordable housing types by income level

	<b>Extremely Low Income</b> (≤30% of MHI) 509 HH in 20 Year Forecast 11% of total units	<b>Very Low Income</b> (30 – 50% of MHI) 507 HH in 20 Year Forecast 11% of total units	<b>Low Income</b> (50-80% of MHI) 719 HH in 20 Year Forecast 15% of total units	<b>Middle Income</b> (80 - 120% of MHI) 992 HH in 20 Year Forecast 21% of total units	<b>High Income</b> (≥120% of MHI) 1,930 HH in 20 Year Forecast 41% of total units
<b>Single Family Detached</b>	Tiny Home Villages Mobile Homes	Tiny Home Villages Mobile Homes Manufactured Homes Single Family Detached – Habitat and CHB, Section 8	Tiny Home Villages Mobile Homes Manufactured Homes Cottage Clusters Small Lot Subdivisions Single Family Detached – Habitat and CHB, Section 8	Single Family Detached Cottage Clusters Small Lot Subdivisions	Single Family Detached Cottage Clusters Small Lot Subdivisions
<b>Single Family Attached</b>		Common Wall Duplexes – Section 8 Townhomes – Section 8	Common Wall Duplexes – Section 8 Townhomes – Section 8	Common Wall Duplexes Townhomes	Common Wall Duplexes Townhomes
<b>Multi-Family</b>	Duplexes – Section 8 Triplexes – Section 8 Quadplexes – Section 8 Apartments – Section 8 Apartments - Subsidized	Duplexes – Section 8 Triplexes – Section 8 Quadplexes – Section 8 Apartments – Section 8 Apartments - Subsidized	Duplexes – Section 8 Triplexes – Section 8 Quadplexes – Section 8 Apartments – Section 8 Apartments - Subsidized	Duplexes Triplexes Quadplexes Apartments Condos	High End Duplexes High End Triplexes High End Quadplexes Apartments Condos

### Exhibit 4. Spatial models of housing density



Provision of housing is accomplished by a wide variety of organizations including the City, builders, housing providers, and other organizations. Municipalities must fulfill certain requirements under state law and can choose to undertake additional roles to help achieve development of needed housing.

- The City of McMinnville’s Primary Role: Land Use Planning & Growth Management.**  
 The City has a responsibility under state law to manage land use and development, including land and backbone infrastructure for housing. The City does this through its Comprehensive Plan and land use regulations. The City must adopt and amend plans to ensure an adequate supply of land zoned to accommodate needed housing, together with supporting infrastructure. Plans must be compliant with state and federal law, while reflecting local values and vision for a livable community.

- **The City of McMinnville’s Potential Roles.** The City does not build housing. In addition to its primary role in managing growth, the City may employ additional strategies to help builders and housing providers deliver market-rate and subsidized housing. Evaluation of these strategies, including evaluation of implementation options, are typically the basis for the work plans various City committees carry out with the appropriate charge. City committees generally include representatives of organizational partners.

## Housing Strategic Priorities

Through the technical analysis of the Housing Needs Analysis and input from the Project Advisory Committee, the City identified four strategic priorities (SP). In light of Council’s adoption of the Great Neighborhood Principals, the Housing Strategy includes a fifth priority to address urban form. The strategic priorities are listed below.

- **Land Availability (SP1):** This strategic priority focuses on strategies that ensure an adequate land supply—not just a 20-year supply as Goal 10 requires, but also a pipeline of serviced land that is available for immediate development. Strategies include tools such as boundary amendments to expand the urban area, map amendments to increase density or amount of residentially zoned, and policy and code amendments to address development standards related to uses, density, and lot sizes. This Strategic Priority focuses on land supply, capacity, and availability.
- **Wider Variety of Housing Types (SP2):** This strategic priority intends to allow and encourage a wider array of housing types. This includes all needed housing types identified in ORS 197.303 and include tools to achieve a wider variety of housing types. The city has already adopted some of these tools such as allowing corner duplexes and accessory dwelling units. Other tools include expanding the types of housing allowed in low density zones, and allowing housing types such as cottage housing, tiny homes, and co-housing.
- **Housing Affordability (SP3):** This strategic priority focuses on McMinnville’s housing affordability issues. Much of that work is already underway with the council-appointed Affordable Housing Task Force.<sup>1</sup> This housing strategy is coordinated with that effort but does not intend to duplicate past or future efforts of the Task Force. As such, this housing strategy focuses on a narrow range of strategies which may complement or supplement Task Force efforts.
- **Infrastructure & Public Facilities (SP4):** This strategic priority focuses on ensuring that adequate and cost-effective infrastructure and public facilities are available to support new housing. It includes provision of services by the City and other services providers, including transportation, water, wastewater, stormwater, and parks functional plans. There are two predominant aspects to this strategic priority. First, as the City evaluates opportunities to meet needs within the current UGB, it is necessary to identify and

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<sup>1</sup> <https://www.mcminnvilleoregon.gov/mahtf/page/mcminnville-affordable-housing-task-force-27>

evaluate existing infrastructure & public facilities planning assumptions, capacity, and potential constraints which may need to be resolved to facilitate housing at authorized densities, opportunities for infill and redevelopment, up-zoning, and/or special area planning that may incorporate housing or mixed-use development. Second, it will be necessary to evaluate infrastructure & public facilities needs associated with future expansion areas, including potential Urban Reserve and UGB expansion areas. Some of these issues may overlap, as there could be some cases where “downstream” capacity considerations might affect additional growth whether within the current UGB or in future expansion areas.

- **Urban Form (SP5):** This strategic priority focuses on preserving McMinnville’s character. The adoption of the Great Neighborhood Principles provides the foundation. This strategic priority includes strategies that preserve the character of existing neighborhoods while allowing new housing, and strategies that ensure that the Great Neighborhood principles are reflected in new development, in the unincorporated areas of the UGB, and in future expansion areas. *See Exhibit 4.*

Each of the strategies and actions aligns with one or more strategic priorities.

## 2. The McMinnville Housing Strategy

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This Housing Strategy is an action plan. Accordingly, herein, the individual strategies and tools have been re-organized into **Strategies** and **Actions**. Each strategy includes individual actions grouped together as a series of tasks. When necessary these have been organized into a series of sequential tasks when there are task dependencies that drive the order of the work. There may also be certain efficiencies where there are similar tasks for more than one strategy that could be carried out at the same time to address similar issues for multiple strategies.

Organizing strategies into these groups also provides a specific context for individual strategies. The same strategy might be implemented differently depending on the specific context and objective to be achieved. For example, planning for a “diverse housing type” zone might be accomplished the same way throughout the UGB, or it might be tailored and accomplished one way for infill and redevelopment and a different way for new lands brought into the UGB. Grouping of strategies is also intended to help develop interdepartmental work plans, schedule work, assign resources, and identify budget needs.

In addition to the 20-year Housing Needs Analysis required by state law for UGB planning, the City also conducted the BLI and HNA to include analysis of land supply and housing needs for 5-, 10-, and 46- year periods to facilitate development of short-, medium-, and long-term strategies which are responsive to different needs, issues, and constraints associated with each of these time periods.

The McMinnville Housing Strategy was developed over the course of several meetings with the Project Advisory Committee. The committee reviewed key issues and prioritized more than 80 potential land-use and non-land-use actions. The following supporting materials from the PAC meeting are included as appendices to this document:

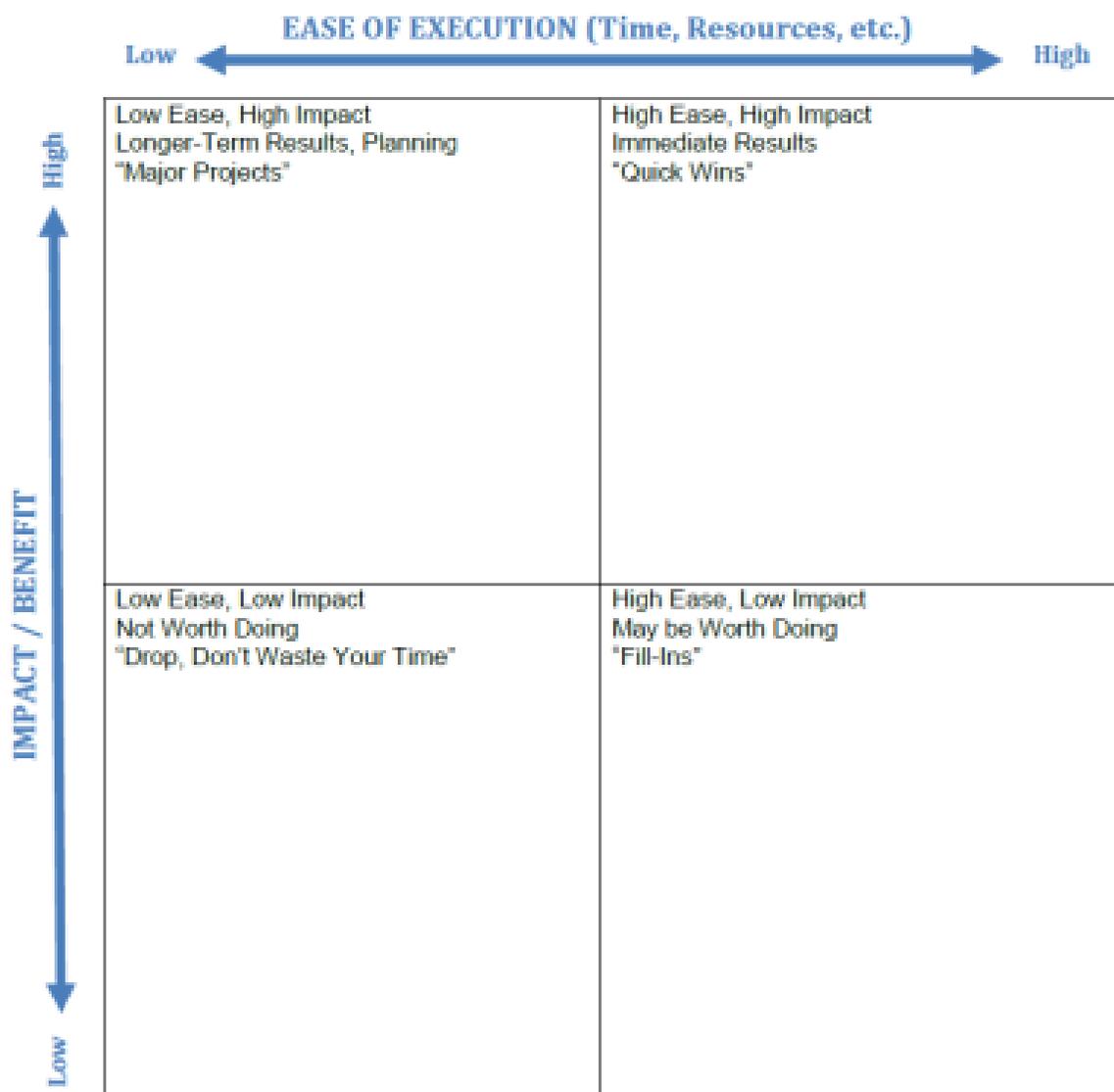
- **Appendix A.** Table 1. Issues Associated with Strategic Priorities. This table identifies issues from the BLI and HNA and also evaluates current conditions; existing plans, policies, and regulations; and new state law that might be addressed as part of the housing strategy.
- **Appendix B.** Table 2. McMinnville Housing Strategy – Potential Strategies and Actions. This table lists each strategy and cross references it with strategic priorities, applicability to affordability groups, applicability to short/medium/long term needs and issues, and other factors.
- **Appendix C.** Table 3. Description of Potential Strategies and Actions. This table provides more detailed descriptions of the potential housing strategies and actions listed in Table 2. In addition, the table provides further information about the potential scale of impact of the strategy.

The Strategies and Actions described below cross-reference with the tables in the appendices (where appropriate) and are identified by their numerical reference (for example A1). In some

instances, additional implementation actions or tasks which are necessary as part of a strategy were identified. Any additional actions do not have a cross-reference.

Further, committee members were presented with an “ease/impact” matrix to assist with prioritizing the most impactful strategies and were also asked to consider how long it would take to complete work and realize benefits of a strategy once initiated until completion, which might require early initiation. This is discussed at a high level under the headings for the strategies below.

**Exhibit 5. Ease/Impact Prioritization Matrix**



## Strategies and Actions

The following strategies and actions have been identified to respond to McMinnville’s future housing need and will be further evaluated by the appropriate City committees, with public

processes, research, and an opportunities and constraints analysis. The strategies and actions were discussed and prioritized by the PAC. Implementation may also identify other key strategies and actions that need to be undertaken as part of a group of strategies undertaken together. Note that some individual actions may be part of more than one strategy.

Based on the City's roles in addressing housing needs described above, the strategies in each exhibit are grouped into two broad categories:

- **Land Use Strategies. (Shown in green headings).** These are related to the City's primary role of land use planning and management.
- **Other, Non-Land Use Strategies. (Shown in orange headings).** These are other strategies the City may employ to help builders and housing providers deliver needed housing. These strategies must still all occur within the parameters of the land use framework. Some of these strategies are also used by other organizations and partners involved in provision of housing.

## Land Use Strategies

### Strategy 1. Growth Planning

**Summary:** This strategy focuses on increasing the supply of buildable lands and conducting all of the associated planning and implementation tasks which are required.

This strategy will predominantly address Strategic Priority 1: Land Availability. It will also address issues of Infrastructure & Public Facilities. It is also a prerequisite to being able to address many of the strategic priorities and address a wide variety of affordability objectives. This Strategy is low ease / high impact. This work needs to be started/continued in the short-term because it will take years before the results / benefits are realized. Many of the following actions include additional planning and implementation actions.

#### **Potential Actions or Projects:**

- 1.1 **Develop an Urban Reserve Area (URA) (E36).** Cities may establish Urban Reserve Areas (URAs) for a period of up to 30 years beyond the Urban Growth Boundary (UGB) planning period of 20 years, for a combined period of up to 50 years. These become the highest priority lands for future UGB expansions. Urban Reserve Areas provide an opportunity for efficient infrastructure planning and future urbanization.
- 1.2 **Establish a Framework Plan for the URA (E37).** A framework plan identifies the major land uses, transportation backbone, infrastructure needs, and sequencing for the long-term growth within the URA. As these lands come into the UGB, area plans will be developed to ensure land uses and housing are provided consistent with the long-term framework plan.

- 1.3 **Identify an Expanded UGB per the URA (E38).** Urban Reserve Planning helps guide where to establish an Urban Growth Boundary to meet needs for the 20-year planning period. In addition to other applicable law, this action could also potentially establish local criteria for housing affordability as part of the UGB expansion process.
- 1.4 **Develop Area Plans for UGB Lands Identifying Housing Opportunities (E39).** Area plans for the UGB refine the framework plan into a more detailed land use plan for areas within the UGB. Development proposals would require master plans consistent with the area plans.
- 1.5 **Conduct Infrastructure Planning for URA and UGB Areas (Update infrastructure plans for growth lands) (D29).** Infrastructure plans are generally sized with capacity for build-out of the Urban Growth Boundary. Expansion of the UGB will necessitate updates to the public facility plans to provide capacity to serve new areas. Infrastructure planning can also be sized to accommodate future growth within designated Urban Reserve Areas, providing for more cost-efficient provision of services.
- 1.6 **Update Goal 5 Natural Resource Planning & Policies, incl. Wetlands and Riparian Areas (F41).** The City has not adopted certain local “Goal 5” resource policies, which will be required, including a Local Wetland Inventory (LWI) and standards for riparian corridors. These will further affect or inform the capacity of lands within the UGB and future growth areas.
- 1.7. **Update Goal 7 Hazards Planning & Policies, incl. Landslide Susceptibility (F42).** The City has not adopted certain local “Goal 7” policies for hazards, including areas mapped by DOGAMI (The Oregon Department of Geology and Mineral Industries) as high landslide susceptibility. DOGAMI is in the process of refining their mapping which will further inform this work, which could affect or inform the capacity of lands within the UGB and future growth areas.
- 1.8. **Review and Update City/County Urban Growth Management Agreement (UGMA) if needed.** The UGMA defines planning authorities and procedures between the city and Yamhill County for the unincorporated areas of the UGB.
- 1.9. **Implement Great Neighborhood Principles (C26).** In April 2019, the City adopted Great Neighborhood Principles (GNP) and associated policies as part of the Comprehensive Plan. Some of these policies address mixed income and mixed housing neighborhoods. These policies will need to be implemented with code amendments, which can include other strategies, such as Strategy A2 to achieve a Diverse Housing Zone.
- 1.10. **Create a Diverse Housing Zone (A2).** Explore residential zoning with targeted/ minimum density and multiple allowed housing types. This zone would authorize a variety of housing types and sub-types including single-family detached and attached and multi-family housing types (such as duplexes, triplexes and quad-plexes, and cottage clusters). In contrast to traditional zoning, this strategy would be used to implement Great Neighborhood Principles (GNP), including the framework and area

planning for growth areas, to specify a housing mix and associated average density that would need to be achieved in an area.

- 1.11. **Develop a High-Density Residential Zone (A3).** This strategy would be used in conjunction with and to complement the Great Neighborhood Principles and diverse housing zone (A2) to provide for higher density housing types in specific areas, such as more dense core areas, centers, nodes, etc. which would be higher density than the densities for housing types which would be incorporated on smaller lots within the diverse housing zone, such as duplexes, cottages, townhomes, row houses, and tri- and quad-plexes.
- 1.12. **Develop Annexation Process to Mandate Housing Types Upon Annexation per Area Plans (E40).** Lands brought into the UGB are placed in an urban holding zone, allowing for annexation phasing plans. Annexation would require master plan approval addressing required housing mix and average density, site design, and development standards.

**Exhibit 6. Summary of Potential Actions or Projects**

Reference	Tasks or Projects	Time Period		
		Near-term	Mid-term	Long-term
1.1	E36. Plan for Urban Reserve Area (URA)	X		
1.2	E37. Develop Framework Plan for URA	X		
1.3	E38. Plan for UGB within Urban Reserve	X		
1.4	E39. Develop Area Plans for UGB		X	X
1.5	D29. Conduct Infrastructure Planning for URA and UGB Areas.	X		
1.6/1.7	F41 & F42. Update Goal 5 and Goal 7 planning for URA and UGB areas.		X	
1.8	Review and Update City/County IGA if needed		X	
1.9	B26. Establish Guidance on Implementation of Great Neighborhood Principles That Will Inform Land Use for Urban Reserves and UGB.	X		
1.10/1.11	A2 & A3. Establish Provisions in the Zoning Ordinance for a New “Diverse Housing” Zone and a New “High Density” Zone	X		
1.12	E40. Establish Requirements for Master Planning Prior to Annexation to Ensure Areas Will Be Consistent with Framework and Area Plans, Great Neighborhood Principles, and Affordability Targets.		X	

## Strategy 2. Housing Development in Existing UGB

**Summary:** This strategy focuses on increasing the capacity of lands already inside the UGB for residential development. Some of the actions may also have capacity benefits for future lands not already in the UGB.

This strategy addresses Strategic Priorities 1 (Land Availability) and 5 (Urban Form). This strategy seeks to achieve more efficient use of land within the current UGB through more efficient land use – which is also required by Goal 14 and ORS 197.296. It helps address short-term needs, and it addresses urban form through decisions implementing policies for Great Neighborhood Principles within the current UGB.

This strategy is low and high ease / high impact. This work needs to be started/continued in the short-term and may see both immediate as well as long-term results.

### **Potential Actions or Projects:**

- 2.1 **Create a Diverse Housing Zone (A2).** Explore residential zoning with targeted/ minimum density and multiple allowed housing both within existing zones and in a new zone as applicable. This zone would authorize a variety of housing types and sub-types including single-family detached and attached and multi-family housing types, such as duplexes, cottages, townhomes, row houses, and tri- and quad-plexes. In contrast to traditional zoning, this strategy would be used to implement Great Neighborhood Principles (GNP).
- 2.2 **Develop a High-Density Residential Zone (A3).** This strategy would be used in conjunction with and to complement the Great Neighborhood Principles and diverse housing zone (A2) to provide for higher density housing types in specific areas, such as more dense core areas, centers, nodes, etc. which would be higher density than the densities for housing types such as duplexes, cottages, townhomes, row houses, and tri- and quad-plexes which would be incorporated on smaller lots within the diverse housing zone.
- 2.3 **Provide Density Bonuses to Developers (A15).** The local government allows developers to build housing at densities higher than are usually allowed by the underlying zoning. Density bonuses are commonly used as a tool to encourage greater housing density in desired areas, provided certain requirements are met. This strategy is generally implemented through provisions of the local zoning code and is allowed in appropriate residential zones. Bonus densities can also be used to encourage development of low-income or workforce affordable housing. An affordable housing bonus, if the proposed project provides a certain amount affordable units, would allow more housing units to be built than what would be allowed by zoning.

- 2.4 **Promote Infill Development, Allowing Flexibility in Existing Zones with Appropriate Design and Development Standards (A13).** This policy seeks to maximize the use of lands that are fully developed or underdeveloped and makes use of existing infrastructure by identifying and implementing policies that (1) improve market opportunities and (2) reduce impediments to development in areas suitable for infill or redevelopment.
- 2.5 **Update Infrastructure Plans for Infill Development (D28).** In some developed areas, infrastructure plans including waste water collection and transportation may have assumed no additional development and were not planned for infill and redevelopment to higher intensity. Further, in undeveloped areas, these plans may have assumed growth would occur at historic densities, which may be less than the maximum density permitted by zoning, limiting density of new development where there may be a desire to encourage infill and redevelopment.
- 2.6 **Implement Great Neighborhood Principles (C26).** In April 2019, the City adopted Great Neighborhood Principles (GNP) and associated policies as part of the Comprehensive Plan. Some of these policies address mixed income and mixed housing neighborhoods. These policies will need to be implemented with code amendments, which can include other strategies, such as Strategy A2 to achieve a Diverse Housing Zone and A13 to promote infill development with appropriate design and development standards.
- 2.7 **Re-designate or Rezone Land for Housing (A1).** The types of land rezoned for housing are vacant or partially vacant low-density residential and employment land rezoned to multifamily or mixed use. In rezoning land, it is important to choose land in a compatible location. When rezoning employment land, it is best to select land with limited employment capacity (e.g., smaller parcels) in areas where multifamily housing would be compatible (e.g., along transit corridors or in employment centers that would benefit from new housing). This policy change increases opportunity for comparatively affordable multifamily housing and provides opportunities for mixing residential and other compatible uses.

**Exhibit 7. Summary of Potential Actions or Projects**

Reference	Tasks or Projects	Time Period		
		Near-term	Mid-term	Long-term
2.1	A2. Create a Diverse Housing Zone	X		
2.2	A3. Develop a High-Density Residential Zone	X		
2.3	A15. Provide Density Bonuses to Developers	X		
2.4	A13. Promote Infill Development, Allowing Flexibility in Existing Zones with Appropriate Design and Development Standards	X		
2.5	D28. Update Infrastructure Plans for Infill Development		X	
2.6	B26. Establish Guidance on Implementation of Great Neighborhood Principles That Will Inform Land Use for Urban Reserves and UGB.		X	
2.7	A1. Re-designate or Rezone Land for Housing		X	

**Strategy 3. Infrastructure & Public Facilities Planning**

**Summary:** This strategy would provide data to help inform decision-making about where there might already be infrastructure capacity that could accommodate additional growth or make adjustments to capital projects already identified in infrastructure plans that haven't yet been built, to achieve efficiencies and add capacity.

As special area planning has been undertaken, and as higher density development applications have been submitted, there has been additional ad-hoc infrastructure analysis that indicates there may be limitations to capacity to serve new development consistent with zoned densities, through infill and redevelopment, within special area planning areas, or through up-zoning. Sufficiency of infrastructure capacity and public facilities will also be a factor in evaluating future growth areas.

This strategy should be undertaken early as a prerequisite to other projects. It will provide information needed to help inform other work. This strategy has the potential to help meet short-term needs as well as address longer-term infrastructure and public facility needs.

This strategy is low and high ease / high impact. This work needs to be started/continued in the short-term and may see both immediate as well as long term results.

## **Potential Actions or Projects:**

- 3.1 **Assess Infrastructure Capacity to Support Infill (D28, Supports D30, D35).** This is a variation on option D28 & D30. It will provide data to help support other efforts that could Use a “value engineering” approach to determine available capacity or potential infrastructure projects to add capacity and identify areas that could be used for infill/redevelopment, up-zoning, more efficient use, etc., possible reallocation of density etc. The intent is to identify where capacity exists and consider land use options that might capitalize on that capacity. It could also help identify areas with known limited capacity, where plans already include projects for maintenance or some new capacity, and whether those improvements could upsize the same planned improvement to achieve more capacity if there are areas that could be up-zoned, etc.
- 3.2 **Repeal Outdated Policies Related to Old Sewer Treatment Capacity Limits (C27).** Previously, the City’s sewer treatment plant (water reclamation facility) had limitations on treatment capacity, and the City established policies that limited density in certain areas commensurate with the treatment capacity limitations. The treatment capacity of the plant has increased, and those limitations are no longer necessary, and should be repealed.
- 3.3 **Identify Issues and Plan for Water Zone 2 Infrastructure Improvements (D34).** The western portion of the UGB is at a higher elevation which requires separate infrastructure for water service within Water Service Pressure Zone 2, which will require a new water storage tank. Buildable lands within the UGB which area in Zone 2 will be unavailable for development until they can be served with water. The investment in the Zone 2 water infrastructure won’t occur without sufficient area and timely development to help fund the necessary water infrastructure.
- 3.4 **Develop Infrastructure Allocation Policies (D30).** If there are current infrastructure capacity limits, developing policies to allocate the capacity can provide greater certainty about capacity and allowable density of development phasing in the short term, in support of development, redevelopment, and infill priorities.
- 3.5 **Identify Areas with Underutilized Infrastructure Capacity (D35).** Areas with underutilized infrastructure capacity may be evaluated as candidates for additional development intensity of vacant lands or infill and redevelopment opportunities in developed areas.
- 3.6 **Encourage “To and Through” Infrastructure Policies (D33).** These policies ensure infrastructure extensions are sized to serve development as well as to extend beyond the development in the future to serve outlying properties.

## Exhibit 8. Summary of Potential Actions or Projects

Reference	Tasks or Projects	Time Period		
		Near-term	Mid-term	Long-term
3.1	D28. Assess Infrastructure Capacity to Support Infill	X		
3.2	C27. Repeal Outdated Comprehensive Plan Policies Related to Old Sewer Treatment Capacity Limits	X		
3.3	D34. Identify Issues and Plan for Water Zone 2 Infrastructure Improvements	X		
3.4	D30. Develop Infrastructure Allocation Policy	X		
3.5	D35. Identify Areas with Underutilized Infrastructure Capacity	X		
3.6	D33. Encourage To and Thru Infrastructure Policies		X	

### Strategy 4. Special Area Planning

**Summary:** This strategy includes planning for defined geographic areas or special districts to adjust existing land use plans and evaluate opportunities to include housing or mixed-use development and determine whether and how that could occur.

Strategy 4 relates to Strategy 2 (Housing Development in Existing UGB). This strategy recognizes studies that are currently underway and that are in the Planning Department’s future work plan that assess the potential for housing in McMinnville’s core and on Three Mile Lane.

Because two of these projects are already underway, this planning phase is high ease / high impact. Work on two of the special area plans will be completed in the short-term and may see both immediate as well as long term results.

#### **Potential Actions or Projects:**

- 4.1 **City Center Housing Strategy (underway, B23).** The strategy will evaluate a defined area within the City Center for opportunities to increase context-sensitive housing within that area. This work has the potential to implement other strategies. The study area is partially within the designated Urban Renewal District area where eligible for TIF (K62), and could include strategies such as such as infill (A13), redevelopment, rezoning for residential use (A1), up-zoning (A3), identification of possible opportunity sites (H48), and determination of associated infrastructure needs (D28).

- 4.2 **Evaluate Three Mile Lane for Residential Development (underway, B24).** The Three Mile Lane Area Plan includes evaluation of land use alternatives that could include opportunities to increase housing within the defined study area. This work has the potential to implement other strategies, which could include rezoning to residential or mixed-use (A1), up-zoning (A3), and determination of associated infrastructure needs (D28, D30).
- 4.3 **Undertake a Highway 99W Corridor Study – Explore Opportunities for Higher Density Mixed-Use Development (B25).** This work could include opportunities for higher density mixed-use development in anticipation of changing commercial patterns.

**Exhibit 9. Summary of Potential Actions or Projects**

Reference	Tasks or Projects	Time Period		
		Near-term	Mid-term	Long-term
4.1	B23. City Center Housing Strategy (underway)	X		
4.2	B24. Evaluate Three Mile Lane for Residential Development (underway).	X		
4.3	B25. Undertake a Highway 99W Corridor Study – Explore Opportunities for Higher Density Mixed-Use Development		X	

**Strategy 5. Land Use / Code Amendments**

**Summary:** This strategy includes different policy options that could be incorporated into the land use policies and development standards to help meet housing needs consistent with McMinnville’s Great Neighborhood Principles. Many of these could be undertaken independently of one another but might be reviewed more efficiently if evaluated together at the same time through a single review process.

These code amendments generally do not need to be undertaken in a specific sequence. They may individually vary in ease and impact. Some may be required for statutory compliance.

**Potential Actions or Projects:**

- 5.1 **Allow Duplexes, Cottages, Townhomes, Row Houses, and Tri- and Quad-Plexes in Single-Family Zones with Appropriate Design & Development Standards (A9).** Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multifamily housing types. This approach would be implemented through the zoning ordinance and would list these housing

types as outright allowable uses in appropriate residential zones. These housing types provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone.

5.2 **Implement Other Code Amendments Prioritized by the PAC.** These include the following:

- Allow More Housing Types (A9)
- Develop a High-Density Residential Zone (A3)
- Permit ADUs in SF Zones (A11)
- Allow Small Residential Lots (A4)
- Mandate Minimum Residential Densities (A6)
- Increase Allowable Residential Densities (A7)
- Promote Infill Development, Allowing Flexibility in Existing Zones with Appropriate Design and Development Standards (Underway) (A13)
- Allow Small or “Tiny” Homes and Identify Opportunities for Tiny Home Developments. (A12)
- Allow Clustered Residential Development (A8)
- Allow Cohousing and “Group Quarters” (SROs, etc.) (A10)
- Evaluate Transfer of Density for Protection of Natural Features (A 18)

5.3 **Streamline Zoning Code and Other Ordinances (G44).** Complexity of zoning, subdivision, and other ordinances can make development more difficult, time consuming, and costly. Streamlining development regulations can result in increased development. As part of the streamlining process, McMinnville should evaluate potential barriers to affordable workforce housing and multifamily housing. Potential barriers may include height limitations, complexity of planned unit development regulations, etc.

5.4 **Implement the Great Neighborhood Principles (C26).** In April 2019, the City adopted Great Neighborhood Principles (GNP) and associated policies as part of the Comprehensive Plan. Some of these policies address mixed income and mixed housing neighborhoods. These policies will need to be implemented with code amendments, which can include other strategies, such as Strategy A2 to achieve a Diverse Housing Zone.

5.5 **Repeal Outdated Policies Related to Old Sewer Treatment Capacity Limits (C27).** Previously, the City’s sewer treatment plant (water reclamation facility) had limitations on treatment capacity, and the City established policies that limited density in certain areas commensurate with the treatment capacity limitations. The treatment capacity of the plant has increased, and those limitations are no longer necessary, and should be repealed.

- 5.6 **Evaluate Code for Fair Housing Act Best Practices (A22).** Historically, many communities have regulated residential use through definitions of “dwelling,” “family,” and “household” that described the maximum number of related and/or unrelated people living as a household within a dwelling unit. These regulations typically predated the Fair Housing Act, and new best practices which further the Fair Housing Act take a different approach to defining these terms and regulating residential use. Resulting regulations are more inclusive in permitting residential use.
- 5.7 **Advocate for Inclusionary Zoning Enablement – State Legislation and Annexation Processes (A14).** Inclusionary zoning policies tie development approval to, or provide regulatory incentives for, the provision of low- and moderate-income housing as part of a proposed development. Mandatory inclusionary zoning requires developers to provide a certain percentage of low-income housing. Incentive-based inclusionary zoning-provides density or other types of incentives. Price of low-income housing passed on to purchasers of market-rate housing; inclusionary zoning impedes the “filtering” process where residents purchase new housing, freeing existing housing for lower-income residents. Some cities have long had quasi-inclusionary housing provisions in their codes that are implemented at the point of annexation. SB 1533 2016 and HB 2997 2019 related to this issue but failed to provide inclusionary zoning reform that meets McMinnville’s needs.

**Exhibit 10. Summary of Potential Actions or Projects**

Reference	Tasks or Projects	Time Period		
		Near-term	Mid-term	Long-term
5.1	A9. Allow Duplexes, Cottages, Townhomes, Row Houses, and Tri- and Quad-Plexes in single-family zones with appropriate design & development standards	X		
5.2	Other code amendments prioritized by the PAC. <ul style="list-style-type: none"> <li>• A9. Allow more housing types</li> <li>• A3. Develop a high-density residential zone</li> <li>• A11. Permit ADU in SF Zones</li> <li>• A4. Allow Small Residential Lots</li> <li>• A6. Mandate Minimum Residential Densities</li> <li>• A7. Increase Allowable Residential Densities</li> <li>• A13. Promote Infill Development, Allowing Flexibility in Existing Zones with Appropriate Design and Development Standards (Underway)</li> <li>• A12. Allow small or “tiny” homes and identify opportunities for tiny home developments.</li> <li>• A8. Allow Clustered Residential Development</li> <li>• A10. Allow Cohousing and “Group Quarters” (SROs, etc.)</li> <li>• A19. Evaluate Parking Code as a Barrier to Housing</li> <li>• A18. Evaluate Transfer of Density for Protection of Natural Features</li> </ul>	X	X	X
5.3	G44. Streamline Zoning Code and Other Ordinances	X	X	X
5.4	C26. Implement the Great Neighborhood Principles	X		
5.5	C27. Repeal Outdated Policies Related to Old Sewer Treatment Capacity Limits	X		
5.6	A22. Evaluate Code for Fair Housing Act Best Practices	X		
5.7	A14. Advocate for Inclusionary Zoning Enablement – State Legislation and Annexation Processes	X		

## Other, Non-Land Use Strategies

### Strategy 6. Programs for Affordable Housing (Non-Land Use)

**Summary:** This strategy includes different policy options that could be evaluated independently of one another. These are not land use actions, and don't go through the land use process. These don't become part of the Comprehensive Plan and land use regulations.

This strategy includes a prioritized list of actions to be evaluated by the Affordable Housing Task Force and/or other City committee. These are listed in priority identified by the PAC. This list can generally be undertaken for individual evaluation rather than as part of a larger sequenced project.

These actions range from low to high ease and low to high impact and are listed per priority for discussion and evaluation.

#### **Potential Actions or Projects:**

- 6.1 **Pursue Funds for Affordable Housing (City Influence).** This strategy recognizes that there are funding mechanisms that the City can institute that could be used for affordable housing.
  - **Transient Lodging Tax Funds for Affordable Housing (K68).** The City receives 30% of the transient lodging taxes collected to offset impacts of tourism on city services. Some cities have dedicated some or all of these funds towards affordable housing under the premise that short term rentals are displacing affordable housing supply and that the tourism industry creates more demand for affordable housing.
  - **Urban Renewal Funds or Tax Increment Financing (K63).** The City can direct urban renewal funds to incentivize workforce housing in the city center.
  - **Construction Excise Tax (K64).** Recent state legislation allows cities to collect a construction excise tax dedicated specifically for affordable housing.
  - **Community Development Block Grant Funds (K69).** The City can apply to the State of Oregon for Community Development Block Grant Funds as part of the state's entitlement program. And the City can pursue a Principal City CDBG Entitlement status.
- 6.2 **Financial Incentives Supporting Inclusionary Zoning (I52).** In addition to regulatory mandates and incentives for inclusionary zoning, there can be financial incentives to help achieve inclusionary zoning, or to help increase the level of affordability or percentage of affordable units. If a City adopts both inclusionary zoning and a Construction Excise Tax, a city must offer certain incentives for developments subject to inclusionary zoning.

- 6.3 **Reduced or Waived Planning Fees, Permit Fees, SDCs for Affordable Housing (I55).** Planning fees, permit fees, and SDCs can be reduced or waived for qualifying affordable housing developments. McMinnville has already enacted planning, permit, and certain SDC waivers for qualifying affordable housing developments.
- 6.4 **Vertical Housing Tax Abatement (Locally Enabled and Managed) (I51).** Subsidizes "mixed-use" projects to encourage dense development or redevelopment by providing a partial property tax exemption on increased property value for qualified developments. The exemption varies in accordance with the number of residential floors on a mixed-use project with a maximum property tax exemption of 80% over 10 years. An additional property tax exemption on the land may be given if some or all of the residential housing is for low-income persons (80% of area is median income or below). The proposed zone must meet at least one of the following criteria: Completely within the core area of an urban center; Entirely within half-mile radius of existing/planned light rail station; Entirely within one-quarter mile of fixed-route transit service (including a bus line); Contains property for which land-use comprehensive plan and implementing ordinances effectively allow "mixed-use" with residential.
- 6.5 **SDC Financing and Credits (I53).** Enables developers to spread their SDC payment over time, thereby reducing upfront costs. Alternately, credits allow developers to make necessary improvements to the site in lieu of paying SDCs. Note that the City can control its own SDCs, but often small cities manage them on behalf of other jurisdictions including the County and special districts. Funding can come from an SDC fund or general fund. In some cases, there may be no financial impact. Can come in the form of student, low-income, or workforce housing.
- 6.6 **Parcel assembly (H45).** Parcel assembly involves the city's ability to purchase lands for the purpose of land aggregation or site assembly. It can directly address the issues related to limited multifamily lands being available in appropriate locations (e.g., near arterials and commercial services). Typical goals of parcel assembly programs are: (1) to provide sites for rental apartments in appropriate locations close to services and (2) to reduce the cost of developing multifamily rental units. Parcel assembly can lower the cost of multifamily development because the City is able to purchase land in strategic locations over time. Parcel assembly is more often associated with development of government-subsidized affordable housing, where the City partners with nonprofit affordable housing developers.
- 6.7 **Multiple-Unit Limited Tax Exemption Program (Locally Enabled and Managed) (I49).** Multi-unit projects receive a ten-year property tax exemption on structural improvements to the property as long as program requirements are met. There is no ground floor active use requirement for this tool. The City of Portland's program, for example, limits the number of exemptions approved annually, requires developers to apply through a competitive process, and encourages projects to provide greater public benefits to the community. This program is enabled by the state, but managed by the local jurisdiction.

- 6.8 **Sole Source SDCs (I54).** Retains SDCs paid by developers within a limited geographic area that directly benefits from new development, rather than being available for use city-wide. This enables SDC eligible improvements within the area that generates those funds to keep them for these improvements. Improvements within smaller areas can enhance the catalytic and redevelopment value of the area. This tool can also be blended with other resources such as LIDs and TIF. Funding can come from an SDC fund or general fund. In some cases, there may be no financial impact. The housing can come in the form of student, low income, or workforce housing.
- 6.9 **Grants or Loans (I56).** Through the annual budget process, the City can allocate funds to assist affordable housing developments as part of an Affordable Housing Fund. Assistance can also be provided through no- or low-interest loans. That typically occurs in conjunction with a revolving loan fund that allows the fund to grow over time as loans are repaid.
- 6.10 **Vacant Property Tax.** This strategy would assess additional taxes on vacant residential properties. The intent is to disincentivize land holding and speculation and to encourage housing development.
- 6.11 **Fee for Demolition of Affordable Home for Expensive Home.** This action would assess additional fees for certain demolitions. It would be modeled after a policy in Lake Oswego. The intent is to preserve affordable housing stock.

**Exhibit 11. Summary of Potential Actions or Projects**

Reference	Tasks or Projects	Time Period		
		Near-term	Mid-term	Long-term
6.1	Pursue Funds for Affordable Housing (City Influence) <ul style="list-style-type: none"> <li>• K68. Transient Lodging Tax Funds for Affordable Housing.</li> <li>• K63. Urban Renewal Funds or Tax Increment Financing.</li> <li>• K64. Construction Excise Tax.</li> <li>• K69. Community Development Block Grant Funds.</li> </ul>	X	X	X
6.2	I52. Financial Incentives Supporting Inclusionary Zoning		X	
6.3	I55. Reduced or Waived Planning Fees, Permit Fees, SDCs for Affordable Housing	X		
6.4	I51. Vertical Housing Tax Abatement (Locally Enabled and Managed)		X	
6.5	I53. SDC Financing and Credits	X		
6.6	H45. Parcel Assembly	X	X	X
6.7	I49. Multiple-Unit Limited Tax Exemption Program (Locally Enabled and Managed)		X	
6.8	I54. Sole Source SDCs		X	
6.9	Vacant Property Tax	X		
6.10	I56. Grants or Loans		X	X
6.11	Fee for Demolition of Affordable Home for Expensive Home	X		

## Strategy 7. Leveraging Partnerships for Housing (Non-Land Use)

**Summary:** This strategy includes different policy options that could be evaluated independently of one another. These may require a partner organization to take on a new or expanded role or may require formation or identification of a new organizational partner.

Several of the high priority actions identified by the PAC require partnerships with external organizations.

### Potential Actions or Projects:

#### 7.1 Support Partners Pursuit of Affordable Housing Funds for:

- **Low Income Housing Tax Credit (P78).** The Low-Income Housing Tax Credit Program (LIHTC) is an incentive to encourage the construction and rehabilitation of rental housing for lower-income households. The program offers credits on federal tax liabilities for 10 years. Individuals, corporations, partnerships and other legal entities may benefit from tax credits, subject to applicable restrictions. Annually, the U.S. Department of Treasury allocates tax credits to each state. Oregon Housing and Community Services (OHCS) administers the tax credit program for the state of Oregon. Tax credits offer direct federal income tax savings to owners of rental housing developments who with a developer are willing to set-aside a minimum portion of the development's units for households earning 60 percent or less of gross area median income. Developers of tax credit developments typically sell the credits to investors who are willing to provide capital in return for the economic benefits (including tax credits) generated by the development.
- **Homeownership Programs (I57).** Cities (and other partners) use a variety of programs to assist with homeownership
  - **Homebuyer Assistance Programs.** These Down Payment Assistance loans help low- or moderate-income households cover down payment and closing costs to purchase homes on the open market. These programs either give loans or grants, most frequently to first time homebuyers.
  - **Inclusionary Housing Program.** Some cities have an Inclusionary Housing Ordinance (IH) requires that new residential development contribute at least 20% of the total units as permanently affordable housing. Options for meeting this requirement can be allow the affordable units to be located on or off site. Cities that use inclusionary housing generally have programs to ensure that housing continues to be affordable over the long-term.
  - **Partnerships.** Cities often work with partnerships with nonprofit agencies that provide homeownership assistance.
- **Oregon Affordable Housing Tax Credit (P77).** The 1989 Oregon Legislature created the Oregon Affordable Housing Tax Credit Program (OAHTC). Under the OAHTC Program, the Department has the authority to certify tax credits for projects. Through the use of tax credits, lending institutions are able to lower the

cost of financing by as much as four percent for housing projects or community rehabilitation programs serving low-income households. The savings generated by the reduced interest rate must be passed directly to the tenant in the form of reduced rents.

- **Housing Rehabilitation Programs (I59)** Cities (and other partners) often offer home rehabilitation programs, which provide loans to low- and moderate-income households for rehabilitation projects such as making energy efficiency, code, and safety repairs. Some programs provide funding to demolish and completely reconstruct substandard housing.
- **State Affordable Housing Funding (M73).** 2019 proposed legislation, HB 3349 that would change the tax income code to eliminate certain deductions, and the resulting revenues would fund state affordable housing programs.

**7.2 Community Land Trust (CLT) (H47).** A Community Land Trust (CLT) creates permanent affordability by severing the value of the land and the improvements (i.e., the house). The land is held in trust by a nonprofit or other entity then leased to the homeowner. The homeowner enjoys most of the rights of homeownership, but restrictions are placed on use (e.g., owner occupancy requirement), and price restrictions on resale ensure that the home remains affordable. CLTs may be used in conjunction with land banking programs, where the city or a nonprofit housing corporation purchases a future site for affordable housing or other housing that meets community goals. A variation to the community land trust is to have the City own the property rather than the land trust, and lease property to income-qualifying households (such as low-income or moderate-income households) to build housing. The City would continue to own the land over the long-term, but the homeowner would be able to sell the house. Restrictions on resale ensure that the home remains affordable.

**7.3 Affordable Housing Property Tax Abatement (I50).** There are several statutory authorizations for different types of affordable housing property tax abatements which could apply to affordable housing developments that aren't already tax exempt. Some of these can be designated for a limited duration.

**7.4 Land Banking (H46).** Land banks are public or community-owned entities created to acquire, manage, maintain, and repurpose vacant, abandoned, and foreclosed properties for conversion into productive use. Land banks can play a variety of roles. They can play a very limited role, such as simply acquiring property on behalf of a local municipality, or a broader role of property developer. It is important to note that land banks are not financial institutions: financing comes from developers, banks, and local governments. Land banks may be granted special powers via state enabling legislation. These powers can include the ability to remove legal and financial barriers, such as delinquent property taxes, that often render vacant and abandoned properties inaccessible or unattractive to the private market. Land banks acquire

properties through different means, but the most common pipeline is the property tax foreclosure system.

**Exhibit 12. Summary of Potential Actions or Projects**

Reference	Tasks or Projects	Time Period		
		Near-term	Mid-term	Long-term
7.1	Support Partners Pursuit of Affordable Housing Funds for: <ul style="list-style-type: none"> <li>• P78. Low Income Housing Tax Credit</li> <li>• I57. Home Ownership Programs</li> <li>• P77. Oregon Affordable Housing Tax Credit</li> <li>• I59. Housing Rehabilitation Programs</li> <li>• M73. State Affordable Housing Funding</li> </ul>	X	X	X
7.2	H47. Community Land Trust (CLT)	X	X	X
7.3	H50. Affordable Housing Property Tax Abatement		X	X
7.4	H46. Land Banking	X	X	

## 3. Appendices

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The McMinnville Housing Strategy builds upon various materials provided to the Project Advisory Committee (PAC) throughout the project. Materials from the May 21<sup>st</sup> PAC meeting are attached as appendices:

- **Appendix A.** Table 1. Issues Associated with Strategic Priorities. This table identifies issues from the BLI and HNA and also evaluates current conditions; existing plans, policies, and regulations; and new state law that might be addressed as part of the housing strategy.
- **Appendix B.** Table 2. McMinnville Housing Strategy – Potential Strategies and Actions. This table lists each strategy and cross references it with strategic priorities, affordability groups, and other factors.
- **Appendix C.** Table 3. Description of Potential Actions. This table provides more detailed descriptions of the potential housing strategies and actions listed in Table 2. In addition, the table provides further information about the potential scale of impact of the strategy.
- **Appendix D.** Prioritization Results from May 21, 2019 PAC Meeting.

Links to full size copies of these materials and additional supporting materials are provided below. Due to the length and format of documents, these materials are incorporated by reference through links to files on the City website.

### **Materials from May 21<sup>st</sup> PAC Meeting (includes above tables)**

[https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/1675/0-5-housing\\_strategy\\_memo\\_and\\_tables\\_5-14-2019.pdf](https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/1675/0-5-housing_strategy_memo_and_tables_5-14-2019.pdf)

### **Materials from the March 7<sup>th</sup> PAC Meeting: Thinking About McMinnville’s Future Housing Needs – A Guide**

[https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/1675/city\\_memo\\_-\\_housing\\_strategy\\_guidance1.pdf](https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/1675/city_memo_-_housing_strategy_guidance1.pdf)

### **January 22<sup>nd</sup> Focus Group Notes (see Exhibit 2)**

[https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/1675/housing\\_pac\\_meeting\\_5\\_materials\\_3-7-2019\\_print.pdf](https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/1675/housing_pac_meeting_5_materials_3-7-2019_print.pdf)

### **February 5<sup>th</sup> Public Open House Notes (see Exhibit 3)**

[https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/1675/housing\\_pac\\_meeting\\_5\\_materials\\_3-7-2019\\_print.pdf](https://www.mcminnvilleoregon.gov/sites/default/files/fileattachments/planning/page/1675/housing_pac_meeting_5_materials_3-7-2019_print.pdf)

This table identifies issues from the BLI and HNA and also evaluates current conditions; existing plans, policies, and regulations; and new state law that might be addressed as part of the housing strategy.

**Table 1. Issues Associated with Strategic Priorities**

1. Land Supply, Capacity, & Availability	2. Wider Variety of Housing Types	3. Affordability	4. Infrastructure	5. Great Neighborhood Principles & Urban Form
<b>Land Use Issues &amp; Considerations</b>				
<b>Barriers:</b>				
<p><b>Lack of available, buildable land in the UGB to meet short-term needs.</b></p> <p><b>Some “Buildable Lands” in the UGB aren’t truly “available” for development, despite presumptions stated in state statutes or administrative rules.</b> Land may be unavailable due to unwilling property owners, including the unincorporated UGB, etc.</p> <p><b>There are additional plan updates required and lag time after land is added to the UGB before it can be rezoned and ready for urban development.</b></p> <p><b>There is uncertainty in the Buildable Land Inventory regarding additional “Goal 5” natural resource impacts.</b> The City will need to conduct planning for a local wetland inventory and riparian corridors to determine impacts on buildable land supply.</p> <p><b>There is uncertainty in the Buildable Land Inventory regarding additional “Goal 7” hazards impacts.</b> The state will be refining landslide hazards mapping; in addition, there is no statute or administrative rule interpreting the state’s landslide hazard susceptibility classifications.</p> <p><b>See additional barriers under “Infrastructure”</b> related to serviceability of buildable lands in the UGB and unknowns about current downstream capacity that could affect service of expansion areas.</p>	<p><b>No “middle housing” zone.</b> There isn’t a zoning district between the R-3 and R-4 zones in the Zoning Ordinance, which could cover a density range of 11-20 units/acre typical of 2-story “middle housing” types. This means zoning options are lower density or higher density.</p> <p>-The R-3 zone allows for density in the range of approximately 7 to 11 du/acre; it doesn’t allow for attached housing or multi-family housing over 2 units.</p> <p>-The R-4 zone allows for density in the range of approximately 9 to 30 du/acre; it is the only residential zone that allows for attached housing and multi-family housing with 3 or more units.</p> <p>-This can exacerbate infrastructure planning for <u>somewhat</u> higher densities, since a rezone from R-3 to R-4 would allow a significant increase from 11 to 30 units per acre, rather than a more modest increase from 11 to 20 units per acre.</p> <p><b>No existing residential zone allows density greater than 30 du/acre (R-4),</b> except when higher density is authorized as a conditional use in the defined core area. The R-4 standards also apply in commercial zones that allow residential uses.</p> <p><b>The highest density residential zone (R-4) also allows single-family development as a stand-alone permitted use with a minimum lot size</b></p>	<p><b>Current Inclusionary Zoning (IZ) Enabling Legislation Limits Cities.</b> Current state law provisions governing local “inclusionary zoning” have largely been inapplicable in McMinnville since it is currently authorized only for multi-family structures with 20 or more units, which isn’t the type of multi-family housing typically built in McMinnville. Further, inclusionary zoning isn’t current authorized for single-family housing.</p> <p>In addition, the definition of affordability in the IZ legislation doesn’t authorize cities to establish affordability requirements below 80% median income.</p>	<p><b>Until infrastructure planning is completed, it is unknown whether “downstream” infrastructure in the UGB will be able to serve future expansion areas without first being upsized to allow for extensions.</b></p> <p><b>Buildable lands within the UGB in Water Service Zone 2 are unserviceable in the short-term until a Zone 2 reservoir is built (estimated 10 years).</b></p> <p><b>Sewer Capacity Constraints.</b> The sewer (wastewater) collection plan was based on development of vacant lands at historic development densities by zone, rather than maximum density permitted by existing zoning. In addition, this planning didn’t assume developed properties would experience infill and redevelopment at higher density permitted by existing zoning. This presents constraints:</p> <ul style="list-style-type: none"> <li>- <b>Constraints to Code Amendments.</b> This may limit code amendments that would authorize additional, “middle housing” types within existing zoning districts.</li> <li>- <b>Constraints to Permitted Development and Densities.</b> This doesn’t always allow development of vacant lands consistent with maximum density permitted by existing zoning.</li> <li>- <b>Constraints to Infill &amp; Redevelopment.</b> This doesn’t always allow infill and redevelopment of developed properties consistent with higher or maximum density permitted by existing zoning.</li> </ul>	<p><b>Current Euclidean Zoning System Limits Mix of Housing and Density.</b> However, most development occurs through the Planned Development process which achieves housing mix to some extent (up to 25% of area) based on density averaging of the underlying zone. However, this requires reducing density of other housing to achieve the same average, or requires rezoning.</p> <p><b>Form-Based Codes.</b> Some “form-based codes” can allow development that is compatible within a neighborhood by regulating the size and physical characteristics of a building, while providing flexibility regarding the density within the building envelope. The same exterior building form/envelope can contain fewer large units or a greater number of smaller units. Some density-based codes can prevent this flexibility. This should be considered when implementing Great Neighborhood Principles, Diverse Housing Types zoning and public facilities planning. It is unclear how this could be implemented in a way that satisfies statutory requirements which require a density-based zoning.</p>

1. Land Supply, Capacity, & Availability	2. Wider Variety of Housing Types	3. Affordability	4. Infrastructure	5. Great Neighborhood Principles & Urban Form
	<p><b>of 5,000 square feet.</b> This could be a barrier to achieving other needed housing.</p> <p><b>Finer-Grained Zoning.</b> There is a need for a finer gradation of residential uses based on “scale”. Anything over a duplex or semi-detached housing (two attached units) is only permitted in the R-4 zone. Further, for 3 or more units, there is no differentiation of multi-family housing development that has the same number of units, whether all in one building or in multiple smaller buildings. More smaller-scale structures can be permitted and compatible within different neighborhood contexts.</p> <p>Some uses may already be permitted, but not in all zones, so there may be a need to increase opportunities for where certain uses are permitted. Finer gradation will help this.</p> <p><b>Fair Housing Act.</b> Code provisions should be reviewed in the context of Fair Housing Act best practices to ensure residential living models aren’t inadvertently prohibited by the zoning ordinance due to outdated definitions and regulations.</p> <p><b>Other Co-Living Land Uses.</b> Places where people live are classified by the Census Bureau as either residential use or group quarters. Some codes inadvertently prohibit some residential living situations and housing types that don’t technically meet the definition of residential use, but would typically fall under the Census Bureau’s classification of group quarters. Some of this may be addressed through code provisions consistent with Fair Housing Act best practices.</p>		<p>- <b>Constraints to Upzoning.</b> This doesn’t always permit upzoning of vacant lands already in the UGB.</p> <p><b>Short-Term Housing Strategies May be Impacted by Capacity Constraints.</b> More efficient use of land within the current UGB would be a strategy to help meet short-term needs until additional land is available through a UGB amendment, associated public facility plan updates, and extension/ availability of services to those lands. <i>However, this strategy may be impacted by infrastructure capacity issues.</i></p> <p><b>Transportation Plan Modeling.</b> Transportation Planning assumed no further development in certain developed areas, posing similar potential issues as described above for sewer, possibly affecting infill &amp; redevelopment, upzoning, etc.</p> <p><b>Existing Policies Restricting Density.</b> Due to previous sewer <u>treatment</u> capacity limitations which are no longer applicable, the City adopted density restrictions for part of the UGB which are no longer needed and should be formally repealed.</p>	
<b>Opportunities:</b>				
		<p><b>SB 2997 Enabling Legislation for Broader Use of Inclusionary Zoning.</b> If enacted, SB 2997 will allow McMinnville greater discretion in use of “inclusionary zoning” to specify a % of housing in new developments as part of land use approval.</p>		

1. Land Supply, Capacity, & Availability	2. Wider Variety of Housing Types	3. Affordability	4. Infrastructure	5. Great Neighborhood Principles & Urban Form
<b>New Requirements:</b>				
	<p><b>HB 2001 “Middle Housing” Mandates.</b> If enacted, HB 2001 will mandate that cities to plan for and permit small “middle housing” multi-family types in more zones.</p> <p><b>HB 2001 ADU Mandates.</b> If enacted, HB 2001 will require change to McMinnville’s current ADU implementation (to eliminate off-street parking requirements for ADUs).</p>			<p><b>HB 2001.</b> If HB2001 is enacted, implementation of GNP will need to be consistent with HB 2001 mandates.</p>
<b>Additional Considerations:</b>				
	<p><b>Transition from Current Zoning Structure.</b> The transition from the current zoning structure to regulations that implement Great Neighborhood Principles will mean some traditional land use tools more applicable to Euclidean zoning with more separated housing types and densities won’t be applicable. There may be some more traditional tools that would be used in the interim as implementation of the Great Neighborhood Principles is phased in (map amendments that upzone property, code amendments that authorize more efficient use in existing zones, etc.).</p> <p><b>Inclusivity of Diverse Housing Types.</b> In addition to providing opportunities for a wider variety of housing types, it will be key that this is closely coordinated with the implementation of Great Neighborhood Principles to address inclusion of these diverse housing types within neighborhoods, together with appropriate requirements for mix and average density, design standards, and other considerations.</p> <p><b>Context-Based Design Standards.</b> Some design standards are based on use and don’t account for different locational contexts, such as different urban vs. suburban forms and design standards for multi-family development depending on location and context.</p>		<p>It would be useful to map current capacity, currently planned capacity, and capacity that would result from public facility plan updates.</p> <p>If there are areas unlikely to experience new development, it may be possible to transfer allowed density to other areas where sewer capacity could be utilized for new development or infill.</p>	<p><b>Great Neighborhood Principles Adopted.</b> The City has adopted Great Neighborhood principles which will need to be implemented.</p> <p><b>Great Neighborhood Principles – Implementation.</b> The City will be implementing the recently adopted Great Neighborhood Principles, which will be a transformative step in how the City regulates residential land use in a manner than provides for neighborhoods with a mix of housing types and housing for different incomes.</p> <p>Phase-in of Great Neighborhood Principles will need a strategy. Some existing developed areas may have different requirements as the implementation is phased in.</p> <p><b>Special Area Planning Projects Underway.</b> Several district planning efforts are underway that may identify nodal areas suitable for higher-density housing than would be achieved within the context of smaller neighborhood settings.</p> <p>Larger development sites should be subject to framework planning that sets performance requirements for future neighborhood developments.</p> <p><i>(Some housing related aspects of planning for urban form will be incorporated into a broader urbanization strategy which will include planning for all uses).</i></p>

1. Land Supply, Capacity, & Availability	2. Wider Variety of Housing Types	3. Affordability	4. Infrastructure	5. Great Neighborhood Principles & Urban Form
<b>Other Issues and Considerations Related to Delivery of Housing (Non Land Use)</b>				
<b>Barriers</b>				
		<p><b>Lack of Housing Supply Prevents Partner Resources from Being Fully Utilized.</b> Many Section 8 Housing Choice Vouchers available through the Housing Authority can't be used to help subsidize housing costs due to lack of housing or housing within the price point that would allow vouchers to be used. Reducing the cost of market-rate housing could also present an opportunity to more fully utilize these vouchers to provide a subsidy for more affordable market-rate housing.</p> <p>Lack of available sites could preclude partners such as the Housing Authority from developing affordable housing using Low Income Housing Tax Credits, which means lost opportunity for use of outside funds which would be highly competitive if sites were available.</p> <p><b>Administrative Cost Could Impact Ability to Manage a Housing Program that Requires Monitoring of Deed Restricted Affordable Housing.</b> Deed-restricted affordable housing can help ensure affordable housing supply is maintained, but can require a housing program and staff to administer a program over the long term. <i>(There could be exploration of potential partnership opportunities to administer a program).</i></p>		
<b>Opportunities</b>				
		<p><b>(Time Sensitive). Opportunity Zone.</b> McMinnville has a significant area within a designated Opportunity Zone which can be an incentive to affordable housing.</p> <p><b>New Opportunity: SB595 Enabling Legislation for Affordable Housing Funds.</b> If enacted, SB 595 will allow cities to decide whether to dedicate a portion of local transient lodging tax to affordable housing.</p>		

1. Land Supply, Capacity, & Availability	2. Wider Variety of Housing Types	3. Affordability	4. Infrastructure	5. Great Neighborhood Principles & Urban Form
<b>New Requirements</b>				
<b>Additional Considerations</b>				
	<p><b>Education &amp; Awareness.</b> It is important to keep homebuilders up to date on regulatory changes and opportunities for new housing types authorized by code amendments.</p> <p>In addition, some uses may already be permitted in some zones by a less familiar name.</p> <p>It is also important to evaluate what is a permitted use vs. what is actually built. The community may assume certain uses aren't permitted because they haven't been built, when that might not be the reason.</p> <p>There may be reasons why trending ideas aren't being built in the housing market that need to be further explored. (financial, regulatory, etc.)</p> <p><b>Transitional Housing.</b> There is a need for both permanent housing and transitional housing.</p>	<p>There is a need to increase more affordable owner-occupied housing opportunities as well as rental opportunities. Further, such housing equity can help households maintain housing options as housing prices escalate. (Supported by land use tools to authorize a wider variety of housing types in more areas).</p>		

TABLE 2. MCMINNVILLE HOUSING STRATEGY – POTENTIAL STRATEGIES AND ACTIONS - DRAFT MATRIX

Strategic Option	Housing Benefits				Program Impact, (Low, Medium, High)	Nexus with Affordable Housing Action Plan	Strategic Timeframe			Strategic Priority					Housing Need Met					Status		Priority	
	Market Rate		Subsidized				Near-Term, 2021-2026 (5 year)	Mid-Term, 2021-2031 (10 year)	Long-Term 2021-2041 (20 year)	1 – Land Supply, Capacity, Availability	2 – Wider Variety of Housing Types	3 – Housing Affordability	4 – Infrastructure	5 – Great Neighborhood Principles and Urban Form	Extremely Low Income (< 30% of MHI)	Very Low Income (30-50% of MHI)	Low Income (50-80% of MHI)	Middle Income (80 - 120% of MHI)	High Income (> 120% of MHI)	Budgeted? Plan Started? Plan Adopted? Implemented? Ongoing?	Additional Implementation or Implementation Refinement? (Opp. or Req.)	High	
	Ownership	Rental	Ownership	Rental																		509 HH in 20 Year Forecast	507 HH in 20 Year Forecast
<b>LAND USE STRATEGIES (City)</b>																							
A	Evaluate Zoning Code and Other Ordinances to Advance Strategic Priorities (efficiencies, regulatory incentives, and regulatory mandates)																						
1	Re-designate or rezone land for housing	Y	Y	Y	Y	L-H	Y	Y	Y		Y-S	Y	Y			Y	Y	Y	Y	Y	Y-O	Y	
2	Explore residential zoning with a targeted/minimum density standard and multiple allowed housing types.	Y	Y	Y	Y	M-H		Y	Y	Y	Y-C	Y	Y		Y				Y	Y	-		
3	Develop a High Density Residential Zone	Y	Y	Y	Y	M-H	Y	Y	Y	Y	Y-C	Y	Y		Y	Y	Y	Y	Y	Y	-		
4	Allow Small Residential Lots	Y		Y		L-M	Y	Y	Y	Y	Y-C	Y	Y		Y				Y	Y	-		
5	Mandate Maximum Lot Sizes					L-M					Y-C										-		
6	Mandate Minimum Residential Densities	Y	Y	Y	Y	L-M	Y	Y	Y	Y	Y-C	Y	Y		Y				Y	Y	-		
7	Increase Allowable Residential Densities	Y	Y	Y	Y	L-M	Y	Y	Y	Y	Y-C		Y		Y	Y	Y	Y	Y	Y	-		
8	Allow Clustered Residential Development	Y	Y	Y	Y	Med	Y	Y	Y	Y	Y-C	Y	Y		Y		Y	Y	Y	Y	-		
9	Allow Duplexes, Cottages, Townhomes, Row Houses, and Tri- and Quad-Plexes in single-family zones with appropriate design and development standards	Y	Y	Y	Y	L-M	Y	Y	Y	Y	Y-C	Y	Y		Y		Y	Y			-	Y (R)	(R) HB2001
10	Allow Co-housing and “Group Quarters” (SROs, etc.)	Y	Y	Y	Y	L-M	Y	Y	Y	Y		Y	Y		Y	Y	Y	Y	Y	Y	-		
11	Permit Accessory Dwelling Units (ADUs) in single-family zones (Further Revisions to Current Implementation)	Y	Y	Y	Y	Low		Y	Y	Y	Y-C	Y	Y		Y	Y	Y	Y	Y		Y-I	Y (R)	(R) HB2001
12	Allow small or “tiny” homes & identify opportunities for tiny home developments	Y	Y	Y	Y	L-M	Y	Y	Y	Y	Y-C	Y	Y		Y	Y	Y				Y	Y (O)	
13	Promote Infill Development by allowing for flexibility in existing zones with appropriate design and development standards	Y	Y	Y	Y	L-M		Y	Y	Y	Y-C	Y	Y		Y	Y	Y	Y	Y	Y	Y-S	Y	
14	Evaluate Incentive-Based Zoning for Affordable Housing (Inclusionary Zoning - Regulatory Mandates Paired with Incentives, Eligibility for Financial Incentives)			Y	Y	L-M	Y	Y	Y	Y			Y		Y	Y	Y				-	(O)	
15	Provide Density Bonuses to Developers	Y	Y	Y	Y	Low	Y	Y	Y	Y	Y-C		Y		Y	Y	Y				-		
16	Allow Transfer or Purchase of Development Rights	Y	Y	Y	Y	L-M		Y	Y	Y	Y-C			Y	Y	Y	Y	Y	Y	Y	-		
17	Transfer of Density	Y	Y	Y	Y	L-M		Y	Y	Y	Y-C			Y	Y	Y	Y	Y	Y	Y	-		

Strategic Option	Housing Benefits				Program Impact, (Low, Medium, High)	Nexus with Affordable Housing Action Plan	Strategic Timeframe			Strategic Priority					Housing Need Met					Status		Priority		
	Market Rate		Subsidized				Near-Term, 2021-2026 (5 year)	Mid-Term, 2021-2031 (10 year)	Long-Term 2021-2041 (20 year)	1 – Land Supply, Capacity, Availability	2 – Wider Variety of Housing Types	3 – Housing Affordability	4 – Infrastructure	5 – Great Neighborhood Principles and Urban Form	<b>Extremely Low Income</b> (≤ 30% of MHI)  483 HH in 20 Year Forecast  11% of total units	<b>Very Low Income</b> (30-50% of MHI)  482 HH in 20 Year Forecast  11% of total units	<b>Low Income</b> (50-80% of MHI)  683 HH in 20 Year Forecast  15% of total units	<b>Middle Income</b> (80 - 120% of MHI)  943 HH in 20 Year Forecast  21% of total units	<b>High Income</b> (> 120% of MHI)  1,833 HH in 20 Year Forecast  41% of total units	Budgeted? Plan Started? Plan Implemented? Ongoing?	Additional Implementation or Refinement? (Opp. or Req.)	High		
	Ownership	Rental	Ownership	Rental																		Low	Y	Y
18	Evaluate transfer of density for protection of natural features – develop policies				L-M		Y	Y	Y	Y-C						Y	Y			-				
19	Evaluate reduced parking standards for different housing types				Low		Y	Y	Y	Y-C		Y			Y	Y	Y	Y			-			
20	Reduce Street Width Standards (Further Revisions)				Low					Y-C		Y								Y-I	N			
21	Regulations to Preserve Existing Housing Supply				Low	Y	Y	Y	Y			Y			Y	Y	Y				-			
22	Fair Housing Act Best Practices				L-M		Y	Y	Y		Y	Y	Y	Y	Y	Y	Y	Y	Y		-			
<b>B</b>	<b>Conduct Special Area Planning which Includes Housing Opportunities</b>																							
23	City Center Housing Strategy				L-M	Y	Y	Y	Y	Y-C	Y	Y		Y	Y	Y	Y	Y	Y	Y	Y-S			
24	Evaluate Three Mile Lane for Residential Development				L-M		Y	Y		Y-C		Y			Y	Y	Y	Y	Y	Y	Y-S			
25	99 W Corridor Study – Promote Higher Density Mixed-Use Development in anticipation of changing commercial patterns.				L-M		Y	Y	Y	Y-S	Y	Y		Y		Y	Y	Y			?			
<b>B</b>	<b>Ensure Comprehensive Plan Policies Support Strategic Priorities</b>																							
26	Great Neighborhood Principles				Low	Y	Y	Y	Y	Y-C	Y	Y		Y	Y	Y	Y	Y	Y	Y	Y-A	Y		
27	Repeal outdated Comprehensive Plan policies previously needed to limit density based on previously limited sewer treatment capacity				L-M		Y	Y	Y	Y-C			Y		Y	Y	Y	Y	Y	Y		-		
<b>D</b>	<b>Develop Infrastructure Plans to Support Strategic Priorities</b>																							
28	Update Infrastructure Plans for Vacant/Infill Develop.				L-M		Y	Y	Y	Y-C		Y	Y	Y	Y	Y	Y	Y	Y	Y		-		
29	Update Infrastructure Plans for Growth Lands				M-H			Y	Y	Y-S			Y		Y	Y	Y	Y	Y	Y		-		
30	Develop Infrastructure Allocation Policies and Methodologies to Manage Systems and Accommodate Need				Low		Y			Y-C			Y		Y	Y	Y	Y	Y	Y		-		
31	Develop Alternative Mobility Network that is Convenient and Attractive to Offset Pressure on Vehicular Network.				Low				Y	Y-C			Y	Y	Y	Y	Y	Y	Y	Y		-		
32	Develop Plan Documents that Allow for Emerging Technology Responsiveness and Flexibility				?	Y	Y	Y	Y		Y	Y		Y	Y	Y	Y	Y	Y	Y		-		
33	Encourage “To and Through” Infrastructure Development				M-H		Y	Y	Y	Y-C			Y		Y	Y	Y	Y	Y	Y		-		

Strategic Option	Housing Benefits				Program Impact, (Low, Medium, High)	Nexus with Affordable Housing Action Plan	Strategic Timeframe			Strategic Priority					Housing Need Met					Status		Priority
	Market Rate		Subsidized				Near-Term, 2021-2026 (5 year)	Mid-Term, 2021-2031 (10 year)	Long-Term 2021-2041 (20 year)	1 – Land Supply, Capacity, Availability	2 – Wider Variety of Housing Types	3 – Housing Affordability	4 – Infrastructure	5 – Great Neighborhood Principles and Urban Form	Extremely Low Income (≤ 30% of MHI)  483 HH in 20 Year Forecast  11% of total units	Very Low Income (30-50% of MHI)  482 HH in 20 Year Forecast  11% of total units	Low Income (50-80% of MHI)  683 HH in 20 Year Forecast  15% of total units	Middle Income (80 - 120% of MHI)  943 HH in 20 Year Forecast  21% of total units	High Income (> 120% of MHI)  1,833 HH in 20 Year Forecast  41% of total units	Budgeted? Plan Started? Plan Implemented? Ongoing?	Additional Implementation or Implementation Refinement? (Opp. or Req.)	High
	Ownership	Rental	Ownership	Rental																		Low
34	Identify issues with Water Zone 2 and Plan for strategic plan for implementing infrastructure improvements.				Low		Y	Y	Y-S			Y				Y	Y	-				
35	Identify areas with underutilized infrastructure capacity.				L-M		Y	Y	Y-C			Y			Y	Y	Y	Y	-			
<b>E</b>	<b>Increase Buildable Lands Inventory – Developing a 5, 10, 20 and 50 Year Inventory &amp; Phase-In</b>																					
36	Develop an Urban Reserve Area (URA)				L-H			Y	Y-S			Y			Y	Y	Y	Y	Y	-		
37	Develop a Framework Plan for URA				L-H			Y	Y-S	Y	Y	Y	Y		Y	Y	Y	Y	Y	-		
38	Identify Expanded Urban Growth Boundary per URA				High			Y	Y-S			Y			Y	Y	Y	Y	Y	-		
39	Develop Area Plans for UGB lands identifying housing opportunities				High			Y	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y	-		
40	Develop annexation process to mandate housing types upon annexation per area plans.				High			Y	Y	Y-S	Y	Y		Y	Y	Y	Y	Y	Y	-		
<b>F</b>	<b>Complete “Functional” Planning that Further Affects or Informs Buildable Land Inventory</b>																					
41	Goal 5 Planning and Policies – Natural Resources, Including Local Wetland Inventory. Evaluate policies for wetland mitigation within the city limits as it pertains to housing development.				Low		Y	Y	Y	Y-S					Y	Y	Y	Y	Y	-		
42	Goal 7 Planning and Policies – Hazards, Including Landslides. Update soils analysis for identified constrained buildable land (high landslide susceptibility)				Low		Y	Y	Y	Y-S								Y	Y	Y-S	Y(O)	
<b>G</b>	<b>Evaluate Administrative and Procedural Reforms</b>																					
43	Expedited / Fast-tracked building permits for affordable housing				Low	Y	Y	Y	Y			Y			Y	Y	Y			-		
44	Expedite land use procedures for affordable housing and other land use decisions				L-M	Y	Y	Y	Y			Y			Y	Y	Y			-		

Strategic Option	Housing Benefits				Program Impact, (Low, Medium, High)	Nexus with Affordable Housing Action Plan	Strategic Timeframe			Strategic Priority					Housing Need Met					Status		Priority
	Market Rate		Subsidized				Near-Term, 2021-2026 (5 year)	Mid-Term, 2021-2031 (10 year)	Long-Term 2021-2041 (20 year)	1 – Land Supply, Capacity, Availability	2 – Wider Variety of Housing Types	3 – Housing Affordability	4 – Infrastructure	5 – Great Neighborhood Principles and Urban Form	Extremely Low Income (≤ 30% of MHI)  483 HH in 20 Year Forecast  11% of total units	Very Low Income (30-50% of MHI)  482 HH in 20 Year Forecast  11% of total units	Low Income (50-80% of MHI)  683 HH in 20 Year Forecast  15% of total units	Middle Income (80 - 120% of MHI)  943 HH in 20 Year Forecast  21% of total units	High Income (> 120% of MHI)  1,833 HH in 20 Year Forecast  41% of total units	Budgeted? Plan Started? Plan Implemented? Ongoing?	Additional Implementation or Implementation Refinement? (Opp. or Req.)	High
	Ownership	Rental	Ownership	Rental																		Low
<b>OTHER STRATEGIES (City)</b>																						
H	Land Interventions to Reduce Costs and Facilitate Housing Development																					
45	Parcel Assembly				L-M	Y	Y	Y	Y	Y-A	Y		Y	Y	Y				-			
46	Land Banking				L-M	Y	Y	Y	Y	Y-A	Y		Y	Y	Y				-			
47	Land Trusts				L-M	Y	Y	Y	Y	Y-A	Y		Y	Y	Y				-			
48	Public Land Disposition				High	Y	Y	Y	Y	Y-A	Y		Y	Y	Y				Y-O	Y		
I	Evaluate Financial Incentives and Affordable Housing Subsidy & Assistance Programs to Retain Housing Stock, Add Supply, and Help People Afford Housing																					
49	Multiple-Unit Limited Tax Exemption Program (Locally Enabled and Managed)				L-M	Y	Y	Y	Y		Y		Y	Y	Y				-			
50	Affordable Housing Property Tax Abatement				L-M	Y	Y	Y	Y		Y		Y	Y	Y				-			
51	Vertical Housing Tax Abatement (Locally Enabled and Managed)				L-M		Y	Y	Y		Y	Y	Y	Y	Y	Y	Y	Y	-			
52	Financial Incentives for Inclusionary Zoning				L-M	Y	Y	Y	Y		Y		Y	Y	Y				-			
53	SDC Financing and Credits				Low	Y	Y	Y	Y		Y		Y	Y	Y	Y	Y	Y	-			
54	Sole Source SDCs				L-M		Y	Y	Y		Y	Y				Y	Y		-			
55	Reduced / Waived Building Permit fee, Planning fees, and/or SDCs for Affordable Housing				Low	Y	Y	Y	Y		Y		Y	Y	Y				Y-I	N		
56	General Fund Grants or Loans				?	Y	Y	Y	Y		Y		Y	Y	Y				-			
57	Home ownership programs (direct assistance)				Low	Y	Y	Y	Y		Y		Y	Y	Y	Y			-			
58	Rental assistance programs (direct assistance)				Low	Y	Y	Y	Y		Y		Y	Y	Y				-			
59	Housing Rehabilitation Programs				Low	Y	Y	Y	Y		Y		Y	Y	Y				-			
60	Programs to Preserve Existing Housing Supply				Low	Y	Y	Y	Y		Y		Y	Y	Y				-			
J	Evaluate Tools to Help Fund Infrastructure or Facilitate Equitable & Timely Infrastructure Extension																					
61	Local Improvement District (LID)				L-M		Y	Y	Y			Y		Y	Y	Y	Y	Y	Y-O	**		
62	Reimbursement District				L-M		Y	Y	Y			Y		Y	Y	Y	Y	Y	Y-O	**		

Strategic Option		Housing Benefits				Program Impact, (Low, Medium, High)	Nexus with Affordable Housing Action Plan	Strategic Timeframe			Strategic Priority					Housing Need Met					Status		Priority
		Market Rate		Subsidized				Near-Term, 2021-2026 (5 year)	Mid-Term, 2021-2031 (10 year)	Long-Term 2021-2041 (20 year)	1 – Land Supply, Capacity, Availability	2 – Wider Variety of Housing Types	3 – Housing Affordability	4 – Infrastructure	5 – Great Neighborhood Principles and Urban Form	<b>Extremely Low Income</b> (≤ 30% of MHI)  483 HH in 20 Year Forecast  11% of total units	<b>Very Low Income</b> (30-50% of MHI)  482 HH in 20 Year Forecast  11% of total units	<b>Low Income</b> (50-80% of MHI)  683 HH in 20 Year Forecast  15% of total units	<b>Middle Income</b> (80 - 120% of MHI)  943 HH in 20 Year Forecast  21% of total units	<b>High Income</b> (> 120% of MHI)  1,833 HH in 20 Year Forecast  41% of total units	Budgeted? Plan Started? Plan Implemented? Ongoing?	Additional Implementation or Refinement? (Opp. or Req.)	High
		Ownership	Rental	Ownership	Rental																		Low
<b>K</b>	Consider Programs and Revenue Sources to Generate Revenue to Fund Subsidy Programs and Incentives																						
<b>63</b>	Urban Renewal / Tax Increment Finance (TIF)	Y	Y	Y	Y	Med		Y	Y	Y		Y	Y	Y	Y	Y	Y	Y	Y	Y	N?		
<b>64</b>	Construction Excise Tax (CET)			Y	Y	L-M	Y	Y	Y	Y			Y			Y	Y	Y					
<b>65</b>	Linkage Fees	Y	Y	Y	Y	L-M	Y	Y	Y	Y			Y			Y	Y	Y	Y				
<b>66</b>	General Fund			Y	Y	?	Y	Y	Y	Y			Y			Y	Y	Y					
<b>67</b>	General Obligation (GO) Bonds			Y	Y	M-H	Y	Y	Y	Y			Y			Y	Y	Y					
<b>68</b>	SB 595 - Transient Lodging Tax (TLT) - up to 30% for Affordable Housing			Y?	Y	L-M	Y	Y	Y	Y			Y			Y	Y	Y		?	(O)		
<b>69</b>	Community Development Block Grant (CDBG)+Sec. 108			Y	Y	?	Y	Y	Y	Y			Y	Y		Y	Y	Y					
<b>70</b>	Housing Trust Funds			Y	Y	?	Y	Y	Y	Y	Y		Y			Y	Y	Y					
<b>71</b>	Fees or Other Dedicated Revenue			Y	Y	?		Y	Y	Y			Y			Y	Y	Y					
<b>L</b>	Education and Outreach																						
<b>72</b>	Ensure builders and housing providers are aware of current opportunities and recent regulatory reforms	Y	Y	Y	Y	Low	Y	Y	Y	Y		Y	Y			Y	Y	Y	Y	Y	Y		
<b>M</b>	Advocate for State/Federal Legislative Actions That Increase State Agency Program Funding Available to Fund Affordable Housing																						
<b>73</b>	State Affordable Housing Funding - HB 3349			Y	Y	?	Y	Y	Y	Y			Y			Y	Y	Y					
<b>N</b>	Apply for and Utilize State, Federal, and Foundation Resources																						
<b>74</b>	Use grants, programs, and technical assistance when available and cost-effective*			Y	Y	?	Y	Y	Y	Y			Y			Y	Y	Y		Y-O	Y		
<b>O</b>	Partnerships																						
<b>75</b>	Misc. Partnerships - (Placeholder to Capture Ideas)					-																	
<b>P</b>	Strategies and Tools Employed by Orgs. Other Than City																						
<b>76</b>	Misc. Other - (Placeholder to Capture Ideas)					-																	
<b>77</b>	Oregon Affordable Housing Tax Credit (OAHTC)*			Y	Y	L-M	Y	Y	Y	Y			Y			Y	Y	Y					
<b>78</b>	Low Income Housing Tax Credits (LIHTC)*			Y	Y	Med	Y	Y	Y	Y			Y			Y	Y	Y					

\*Some state and federal programs apply directly between the state and a housing developer or lender, without City involvement; however, the state may look for local support and/or matches when making competitive award decisions, such as with Low Income Housing Tax Credits.

\*\*Authorized by the City, but not frequently used

**Note 1:** While the City has a traditional Euclidean zoning program, a Planned Development (PD) process is almost exclusively employed for most new subdivision developments, which provides flexibility and has achieved a mix of housing types and densities not otherwise permitted in the underlying zoning. In addition, implementation of Great Neighborhood Principles (GNP) and transition into the new program may mean some strategies applicable to current zoning will no longer apply when GNPs are implemented.

**Note 2:** Market rate housing benefits may apply across the board, or may be targeted to market rate at the more affordable end of the spectrum that can be achieved at market rates without subsidies – typically in the “workforce housing” range of 80-120% of median income.

Table 3. This table provides more detailed descriptions of the potential housing strategies and actions listed in Table 3. In addition, the table provides further information about the potential scale of impact of the strategy.

Strategy Name	Description	Scale of Impact
<b>I. LAND USE STRATEGIES (City)</b>		
<b>A. Regulatory Changes. Changes to the Zoning Code and Other Ordinances to Advance Strategic Priorities (through increasing residential land and capacity, flexibility, efficiencies, regulatory incentives, regulatory mandates, etc.)</b>		
A1. Redesignate or rezone land for housing	<p>The types of land rezoned for housing are vacant or partially vacant low-density residential and employment land rezoned to multifamily or mixed use. In rezoning land, it is important to choose land in a compatible location, such as land that can be a buffer between an established neighborhood and other denser uses or land adjacent to existing commercial uses. When rezoning employment land, it is best to select land with limited employment capacity (e.g., smaller parcels) in areas where multifamily housing would be compatible (e.g., along transit corridors or in employment centers that would benefit from new housing).</p> <p>This policy change increases opportunity for comparatively affordable multifamily housing and provides opportunities for mixing residential and other compatible uses.</p>	<b>Scale of Impact - Low to high:</b> Scale of impact depends on the amount and location of land rezoned and the densities allowed on the rezoned land.
A2. Diverse Housing Zone. Explore residential zoning with targeted/ minimum density and multiple allowed housing types	<p>This zone would authorize a variety of housing types and sub-types including single-family detached and “middle housing” attached and multi-family housing types.</p> <p>In contrast to traditional zoning, this strategy would be used to implement Great Neighborhood Principles (GNP), including the framework and area planning for growth areas, to specify a housing mix and associated average density that would need to be achieved in an area.</p>	<b>Scale of impact – Medium to high:</b> This strategy allows a broader range of housing types; the impact will depend on market response.
A3. Develop a high density residential zone	<p>This strategy would be used in conjunction with and to complement the Great Neighborhood Principles and diverse housing zone (A2) to provide for higher density housing types in specific areas, such as more dense core areas, centers, nodes, etc.</p>	<b>Scale of Impact – Medium to high:</b> The key impacts of this strategy will be (1) ensuring land is available for higher density housing types, and (2) achieving

Strategy Name	Description	Scale of Impact
(cont.)	which would be higher density than the densities for “middle housing” types which would be incorporated on smaller lots within the diverse housing zone.	greater land use efficiencies that the city currently achieves in the R-4 zone.
A4. Allow Small Residential Lots	<p>Small residential lots are generally less than 5,000 sq. ft. This policy allows individual small lots within a subdivision or short plat. Small lots can be allowed outright in the minimum lot size and dimensions of a zone, or they could be implemented through the subdivision or planned unit development ordinances.</p> <p>This policy is intended to increase density and lower housing costs. Small lots limit sprawl, contribute to the more efficient use of land, and promote densities that can support transit. Small lots also provide expanded housing ownership opportunities to broader income ranges and provide additional variety to available housing types.</p>	<p><b>Scale of Impact – Low to medium.</b></p> <p>Cities have adopted minimum lot sizes as small as 3,000 sq. ft. However, it is uncommon to see entire subdivisions of lots this small. Small lots typically get mixed in with other lot sizes.</p>
A5. Mandate Maximum Lot Sizes	<p>This policy places an upper bound on lot size and a lower bound on density in single family zones. For example, a residential zone with a 6,000 sq. ft. minimum lot size might have an 8,000 sq. ft. maximum lot size yielding an effective net density range between 5.4 and 7.3 dwelling units per net acre.</p> <p>This approach ensures minimum densities in residential zones by limiting lot size. It places bounds on building at less than maximum allowable density. Maximum lot sizes can promote appropriate urban densities, efficiently use limited land resources, and reduce sprawl development.</p>	<p><b>Scale of Impact – Low to medium.</b></p> <p>Mandating maximum lot size may be most appropriate in areas where the market is building at substantially lower densities than are allowed or in cities that do not have minimum densities.</p>
A6. Mandate Minimum Residential Densities	<p>This policy is typically applied in single-family residential zones and places a lower bound on density. Minimum residential densities in single-family zones are typically implemented through maximum lot sizes. In multiple-family zones they are usually expressed as a minimum number of dwelling units per net acre. Such standards are typically implemented through zoning code provisions in applicable residential zones.</p> <p>This policy increases land-holding capacity. Minimum densities promote developments consistent with local comprehensive plans and growth assumptions. They reduce sprawl development, eliminate underbuilding in residential areas, and make provision of services more cost effective.</p>	<p><b>Scale of Impact - Low to medium.</b></p> <p>Increasing minimum densities and ensuring clear urban conversion plans may have a small to moderate impact depending on the observed amount of underbuild and the minimum density standard.</p>

Strategy Name	Description	Scale of Impact
A7. Increase Allowable Residential Densities	<p>This approach seeks to increase holding capacity by increasing allowable density in residential zones. It gives developers the option of building to higher densities. This approach would be implemented through the local zoning or development code. This strategy is most commonly applied to multifamily residential zones.</p> <p>Higher densities increase residential landholding capacity. Higher densities, where appropriate, provide more housing, a greater variety of housing options, and a more efficient use of scarce land resources. Higher densities also reduce sprawl development and make the provision of services more cost effective.</p>	<p><b>Scale of Impact – Low to medium.</b> This tool can be most effective in increasing densities where very low density is currently allowed or in areas where a city wants to encourage higher density development.</p>
A8. Allow Clustered Residential Development	<p>Clustering allows developers to increase density on portions of a site, while preserving other areas of the site. Clustering is a tool most commonly used to preserve natural areas or avoid natural hazards during development. It uses characteristics of the site as a primary consideration in determining building footprints, access, etc. Clustering is typically processed during the site review phase of development review.</p>	<p><b>Scale of Impact – Medium.</b> Clustering can increase density, however, if other areas of the site that could otherwise be developed are not developed, the scale of impact can be reduced.</p>
A9. Allow Duplexes, Cottages Townhomes, Row Houses, and Tri- and Quad-Plexes in single-family zones with appropriate design & development standards	<p>Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multifamily housing types. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones. These housing types provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone.</p>	<p><b>Scale of Impact – Low to Medium.</b> Allowing these types of housing in more zoning districts may provide a relatively small number of new, relatively affordable, housing opportunities.</p>
A10. Allow Cohousing and “Group Quarters” (SROs, etc.)	<p>Co-housing is a type of intentional community that provides individual dwelling units, both attached and detached, along with shared community facilities. Members of a co-housing community agree to participate in group activities and members are typically involved in the planning and design of the co-housing project. Private homes contain all the features of conventional homes, but residents also have access to extensive common facilities, such as open space, courtyards, a playground, and a common house.</p>	<p><b>Scale of Impact – Low to Medium.</b> While cohousing may be able to achieve multifamily housing densities, it is unlikely that this housing type would make up a large portion of new housing stock, thereby diminishing its impact.</p>

Strategy Name	Description	Scale of Impact
(cont.)	<p>This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones.</p> <p><b>NOTE:</b> “Co-housing” is often a permitted use as one of the permitted housing types (single-family, attached housing, or multi-family) that has private social arrangements which are not publicly regulated through the zoning ordinance).</p> <p>“Group Quarters” is a useful category used by the Census Bureau to describe living situations that aren’t classified as dwellings. This includes a variety of different living situations where occupants have some private living spaces, but each private living space doesn’t comprise a full dwelling unit, and there are certain shared common areas. For example, they may have one or more of the following: shared kitchen and dining facilities, living rooms, and/or bathrooms, etc. Examples include SROs (Single Room Occupancy housing, etc.). Similar to differentiation of “middle housing” multi-family housing types, these could be regulated and differentiated by zoning based on size categories.</p>	<p>“Group quarters” uses may reduce construction costs and address a potentially unmet need.</p>
A11. Permit Accessory Dwelling Units (ADUs) in single-family zones	<p>Communities use a variety of terms to refer to the concept of accessory dwellings: secondary residences; “granny” flats; and single-family conversions, among others. Regardless of the title, all of these terms refer to an independent dwelling unit that share, at least, a tax lot in a single-family zone. Some accessory dwelling units share parking and entrances. Some may be incorporated into the primary structure; others may be in accessory structures. Accessory dwellings can be distinguished from “shared” housing in that the unit has separate kitchen and bathroom facilities. ADUs are typically regulated as a conditional uses. Some ordinances only allow ADUs where the primary dwelling is owner-occupied.</p> <p><b>NOTE:</b> McMinnville has already adopted and simplified ADU provisions. HB 2001 may require a modification that would eliminate additional off-street parking requirements for ADUs.</p>	<p><b>Scale of Impact - Low.</b> Oregon law recently changed to require cities to allow ADUs. McMinnville has received few permit applications for ADUs in recent years.</p>

Strategy Name	Description	Scale of Impact
A12. Allow small or “tiny” homes and identify opportunities for tiny home developments.	<p>“Tiny” homes are typically dwellings that are 500 square feet or smaller. Some tiny houses are as small as 100 to 150 square feet. They include stand-alone units or very small multifamily units.</p> <p>Tiny homes can be sited in a variety of ways: locating them in RV parks (they are similar in many respects to Park Model RVs), tiny home subdivisions, or allowing them as accessory dwelling units.</p> <p>Smaller homes allow for smaller lots, increasing land use efficiency. They provide opportunities for affordable housing, especially for homeowners.</p>	<p><b>Scale of Impact – Low to medium:</b> Scale of impact depends on regulation of tiny homes, where they are allowed, and market demand for tiny homes.</p>
A13. Promote Infill Development, Allowing Flexibility in Existing Zones with Appropriate Design and Development Standards	<p>This policy seeks to maximize the use of lands that are fully developed or underdeveloped. Make use of existing infrastructure by identifying and implementing policies that (1) improve market opportunities, and (2) reduce impediments to development in areas suitable for infill or redevelopment.</p> <p>Regulatory approaches to promote infill development include:</p> <ul style="list-style-type: none"> <li>• Administrative streamlining</li> <li>• Allowing accessory dwelling units (ADUs)</li> <li>• Allowing small lots</li> <li>• Density bonuses</li> </ul>	<p><b>Scale of Impact – Low to medium.</b> In general, infill development, especially small-scale infill, is more expensive than other types of residential development. Some types of infill development, such as ADUs, may provide opportunities for relatively affordable housing.</p>
A14. Incentive-Based Zoning and Inclusionary Zoning	<p>Inclusionary zoning policies tie development approval to, or provide regulatory incentives for, the provision of low- and moderate-income housing as part of a proposed development. Mandatory inclusionary zoning-requires developers to provide a certain percentage of low-income housing. Incentive-based inclusionary zoning-provides density or other types of incentives.</p> <p>Price of low-income housing passed on to purchasers of market-rate housing; inclusionary zoning impedes the "filtering" process where residents purchase new housing, freeing existing housing for lower-income residents.</p> <p>Some cities have long had quasi-inclusionary housing provisions in their codes that are implemented at the point of annexation.</p> <p><i>Legislative Authorizations: SB 1533 (2016), HB 2997 (2019, pending)</i></p>	<p><b>Scale of Impact – Low to medium.</b> Inclusionary zoning has recently been made legal in Oregon. The scale of impact would depend on the inclusionary zoning policies adopted by the city.</p>

<b>Strategy Name</b>	<b>Description</b>	<b>Scale of Impact</b>
A15. Provide Density Bonuses to Developers	<p>The local government allows developers to build housing at densities higher than are usually allowed by the underlying zoning. Density bonuses are commonly used as a tool to encourage greater housing density in desired areas, provided certain requirements are met. This strategy is generally implemented through provisions of the local zoning code and is allowed in appropriate residential zones.</p> <p>Bonus densities can also be used to encourage development of low-income or workforce affordable housing. An affordable housing bonus would allow for more housing units to be built than allowed by zoning if the proposed project provides a certain amount affordable units.</p>	<b>Scale of Impact - Low.</b>
A16. Allow Transfer or Purchase of Development Rights (TDR/PDR)	<p>This policy is intended to move development from sensitive areas to more appropriate areas. Development rights are transferred to “receiving zones” and can be traded. This policy can increase overall densities. This policy is usually implemented through a subsection of the zoning code and identifies both sending zones (zones where decreased densities are desirable) and receiving zones (zones where increased densities are allowed).</p>	<p><b>Scale of Impact – Low to medium.</b> Actual impact will depend on the extent to which the policy is used. TDRs may have little impact on overall densities since overall density is not changed; rather it is moved around. TDRs can be used to encourage higher densities in selected areas.</p>
A17. Transfer of Density	<p>Transfer of density can be similar to TDR/PDR (A16), but could potentially be implemented in a more simplified manner that doesn’t require the same administrative tracking of sending and receiving zones. For example, a Planned Development may allow a mix of housing types and densities which have the same overall density as allowed in the underlying zone that would achieved through development with uniform minimum lot sizes.</p>	<p><b>Scale of Impact – Low to medium.</b> Actual impact will depend on the extent to which the policy is used. Density transfers may have little impact on overall densities since overall density is not changed; rather it is moved around.</p>
A18. Evaluate transfer of density for protection of natural features	<p>This policy could be implemented in a number of different ways, but with the specific intent of encouraging preservation of natural features by transferring allowed density elsewhere. This could be outside of the development or elsewhere within a development if applicable, similar to A16 or A17. The policy could also be achieved by permitting smaller lot sizes for lots abutting natural features so the natural feature can be better preserved in a distinct tract of land without reducing the development capacity of the site.</p>	<p><b>Scale of Impact – Low to medium.</b> Actual impact will depend on the extent to which the policy is used. Density transfers for natural resource protection may have some impact on overall densities since it is allowing density to be captured on lands that would otherwise be unbuildable.</p>

Strategy Name	Description	Scale of Impact
A19. Reduced Parking Requirements for Different Housing Types	<p>Allows development of housing units to with discretionary reduction of parking requirements if an applicant can demonstrate that no more parking is needed.</p> <p>Reduced parking requirements are generally used in conjunction of development of subsidized affordable housing but cities like Portland have reduced or eliminated parking requirements for market-based multifamily housing in specific circumstances.</p>	<p><b>Scale of Impact - Low.</b></p> <p>The City could require the developer to prove the need and public benefit or reducing parking requirements to increase housing affordability.</p>
A20. Reduce Street Width Standards	<p>This policy is intended to reduce land used for streets and slow down traffic. Street standards are typically described in development and/or subdivision ordinances.</p> <p>Reduced street width standards are most commonly applied on local streets in residential zones.</p> <p>Narrower streets make more land available to housing and economic-based development. Narrower streets can also reduce long-term street maintenance costs.</p> <p><b>NOTE:</b> McMinnville has already adopted “skinny street” provisions, so any additional revisions would likely be minimal.</p>	<p><b>Scale of Impact - Low.</b> This policy is most effective in cities that require relatively wide streets.</p>
A21. Regulations to Preserve Existing Housing Supply	<p>Housing preservation ordinances typically condition the demolition or replacement of certain housing types on the replacement of such housing elsewhere, fees in lieu of replacement, or payment for relocation expenses of existing tenants. Preservation of existing housing may focus on preservation of smaller, more affordable housing.</p> <p>Approaches include:</p> <ul style="list-style-type: none"> <li>• Housing preservation ordinances</li> <li>• Housing replacement ordinances</li> <li>• Single-room-occupancy ordinances</li> <li>• Regulating demolitions</li> </ul>	<p><b>Scale of Impact - Low.</b> Preserving small existing housing can make a difference in the availability of affordable housing in a city but it is limited by the existing stock housing, especially smaller, more affordable housing.</p>
A22. Fair Housing Act Best Practices	<p><b>Amendments to Definitions and Regulations, Using Best Practices to Further the Fair Housing Act.</b> Historically, many communities have regulated residential use through definitions of “dwelling,” “family,” and “household” that described the maximum number of related and/or unrelated people living as a household within a dwelling unit. These regulations typically predated the Fair Housing Act, and new best practices which further the Fair Housing Act take a different approach to defining these terms and regulating residential use. Resulting regulations are more inclusive in permitting residential use.</p>	<p><b>Scale of Impact – Low to medium.</b> This strategy would potentially help low income households obtain affordable housing by allowing more unrelated people to reside in a single dwelling.</p>

Strategy Name	Description	Scale of Impact
<b>B. Special Area Planning which Includes Housing Opportunities</b>		
B23. City Center Housing Strategy	The strategy will evaluate a defined area within the City Center for opportunities to increase context-sensitive housing within that area. This work has the potential to implement other strategies. The study area is partially within the designated Urban Renewal District area where eligible for TIF (K62), and could include strategies such as such as infill (A13), redevelopment, rezoning for residential use (A1), upzoning (A3), identification of possible opportunity sites (H48), and determination of associated infrastructure needs (D28).	<b>Scale of Impact – Low to medium.</b> This work is ongoing; it provides an opportunity to identify potential extent of residential component. Impact will also depend on market conditions.
B24. Evaluate Three Mile Land for Residential Development	The Three Mile Lane Area Plan includes evaluation of land use alternatives that could include opportunities to increase housing within the defined study area. This work has the potential to implement other strategies, which could include rezoning to residential use (A1), upzoning (A3), and determination of associated infrastructure needs (D28, D30)	<b>Scale of Impact – Low to medium.</b> This work is ongoing; it provides an opportunity to identify potential extent of residential component. Impact will also depend on market conditions.
B25. Hwy 99W Corridor Study – Opportunity for Higher-Density Mixed use Development	This work could include opportunities for higher density mixed-use development in anticipation of changing commercial patterns.	<b>Scale of Impact – Low to medium.</b> Impact will depend on market conditions.
<b>C. Ensure Comprehensive Plan Policies Support Strategic Priorities</b>		
C26. Great Neighborhood Principles	In April 2019, the City adopted Great Neighborhood Principles (GNP) and associated policies as part of the Comprehensive Plan. Some of these policies address mixed income and mixed housing neighborhoods. These policies will need to be implemented with code amendments, which can include other strategies, such as Strategy A2 to achieve a Diverse Housing Zone.	<b>Scale of Impact – Low.</b> The GNPs are primarily focused on urban form.
C27. Repeal outdated policies related to old sewer treatment capacity limits	Previously, the City’s sewer treatment plant (water reclamation facility) had limitations on treatment capacity, and the City established policies that limited density in certain areas commensurate with the treatment capacity limitations. The treatment capacity of the plant has increased, and those limitations are no longer necessary, and should be repealed. (Comprehensive Plan Housing Policies – 71.10)	<b>Scale of Impact – Low to medium.</b>

Strategy Name	Description	Scale of Impact
<b>D. Develop Infrastructure Plans to Support Strategic Priorities</b>		
D28. Update infrastructure plans for vacant/infill development	In some developed areas, infrastructure plans including waste water collection and transportation may have assumed no additional development and were not planned for infill and redevelopment to higher intensity. Further, in undeveloped areas, these plans may have assumed growth would occur at historic densities, which may be less than the maximum density permitted by zoning, limiting density of new development where there may be a desire to encourage infill and redevelopment.	<b>Scale of Impact – Low to medium.</b> It is difficult to determine impact until the assessment is completed; impact will depend on market response.
D29. Update infrastructure plans for growth lands	Infrastructure plans are generally sized with capacity for build-out of the Urban Growth Boundary. Expansion of the UGB will necessitate updates to the public facility plans to provide capacity to serve new areas. Infrastructure planning can also be sized to accommodate future growth within designated Urban Reserve Areas, providing for more cost-efficient provision of services.	<b>Scale of Impact – Medium to high.</b> The HNA concludes a significant deficit of residential lands; ensuring services is essential to transitioning land to a developable state.
D30. Develop infrastructure allocation policies	If there are current infrastructure capacity limits, developing policies to allocate the capacity can provide greater certainty about capacity and allowable density of development phasing in the short term, in support of development, redevelopment, and infill priorities.	<b>Scale of Impact – Low.</b> This strategy is primarily about efficient use of infrastructure and timing and will have little impact on land capacity.
D31. Develop alternative mobility network	Planning and developing an alternative mobility network can shift some trips to alternative transportation modes, providing transportation choice and reducing congestion. This can support infill and redevelopment that supports alternative modes in congested areas.	<b>Scale of Impact – Low.</b> This will have little impact on housing cost or type, but will ensure livable neighborhoods.
D32. Develop plans that allow for emerging technology	As new technologies emerge, there may be opportunities to reduce demand on certain infrastructure and transportation systems, potentially increasing capacity by reducing travel demand for some trips. Plans should be designed to allow for this technology and be flexible in adapting plans to reduced demand and congestion on systems that may enable additional infill and redevelopment	<b>Scale of Impact – Unknown.</b> Not enough is known about the impact of emerging technologies such as autonomous vehicles to predict their impact.
D33. Encourage “to and through” infrastructure policies	These policies ensure infrastructure extensions are sized to serve development as well as to extend beyond the development in the future to serve outlying properties.	<b>Scale of Impact – Medium to high.</b> This strategy will have little impact on housing type or affordability, but will ensure adequate capacity to serve lands in a timely and economical manner.

Strategy Name	Description	Scale of Impact
D34. Identify issues and plan for Water Zone 2 infrastructure improvements	The western portion of the UGB is at a higher elevation which requires separate infrastructure for water service within Water Service Pressure Zone 2, which will require a new water storage tank. Buildable lands within the UGB which area in Zone 2 will be unavailable for development until they can be served with water. The investment in the Zone 2 water infrastructure won't occur without sufficient area and timely development to help fund the necessary water infrastructure.	<b>Scale of Impact – Low.</b> This strategy will allow development of land included in the BLI.
D35. Identify areas with underutilized infrastructure capacity	Areas with underutilized infrastructure capacity may be evaluated as candidates for additional development intensity of vacant lands or infill and redevelopment opportunities in developed areas.	<b>Scale of Impact – Low to medium.</b> This strategy would potentially allow higher density development; impact will depend on market response.
<b>E. Increase Buildable Land Inventory – Developing a 5, 10, 20, and 50 Year Inventory &amp; Phase-In</b>		
E36. Establish an Urban Reserve Area (URA)	Cities may establish Urban Reserve Areas (URAs) for a period of up to 30 years beyond the Urban Growth Boundary (UGB) planning period of 20 years, for a combined period of up to 50 years . These become the highest priority lands for future UGB expansions. Urban Reserve Areas provide an opportunity for efficient infrastructure planning and future urbanization.	<b>Scale of Impact – Low to high.</b> URAs are a long-term land supply strategy. The short term impact will be none; the impact 10-20+ years out could be significant in allowing better infrastructure and land supply.
E37. Establish a framework plan for the URA	A framework plan identifies the major land uses, transportation backbone, infrastructure needs, and sequencing for the long-term growth within the URA. As these lands come into the UGB, area plans will be developed to ensure land uses and housing are provided consistent with the long-term framework plan.	<b>Scale of Impact – Low to high.</b> URAs are a long-term land supply strategy. The short term impact will be none; the impact 10-20+ years out could be significant in allowing better infrastructure and land supply.
E38. Identify an expanded UGB per the URA	Urban Reserve Planning helps guide where to establish an Urban Growth Boundary to meet needs for the 20-year planning period.	<b>Scale of Impact – High.</b> Land supply is one of McMinnville's biggest short-term constraining factors.

Strategy Name	Description	Scale of Impact
E39. Develop area plans for UGB lands identifying housing opportunities	Area plans for the UGB refine the framework plan into a more detailed land use plan for areas within the UGB. Development proposals would require master plans consistent with the area plans.	<b>Scale of Impact – High.</b> Land supply is one of McMinnville’s biggest short-term constraining factors. This strategy will ensure efficient development of expansion areas.
E40. Develop annexation process to mandate housing types upon annexation per area plans.	Lands brought into the UGB are placed in an urban holding zone, allowing for annexation phasing plans. Annexation would require master plan approval addressing required housing mix and average density, site design, and development standards.	<b>Scale of Impact – High.</b> Land supply is one of McMinnville’s biggest short-term constraining factors. This strategy will ensure efficient development of expansion areas.
<b>F. Complete “Functional” Planning that Further Affects or Informs the Buildable Land Inventory</b>		
F41. Goal 5 Natural Resource Planning & Policies, incl. wetlands and riparian areas	The City has not adopted certain local “Goal 5” resource policies, which will be required, including a Local Wetland Inventory (LWI) and standards for riparian corridors. These will further affect or inform the capacity of lands within the UGB and future growth areas.	<b>Scale of Impact – Low.</b> This strategy may take certain lands off the buildable inventory.
F42. Goal 7 Hazards Planning & Policies, incl. landslide susceptibility	The City has not adopted certain local “Goal 7” policies for hazards, including areas mapped by DOGAMI (The Oregon Department of Geology and Mineral Industries) as high landslide susceptibility. DOGAMI is in the process of refining their mapping which will further inform this work, which could affect or inform the capacity of lands within the UGB and future growth areas.	<b>Scale of Impact – Low.</b> This strategy may take certain lands off the buildable inventory.

Strategy Name	Description	Scale of Impact
<b>G. Evaluate Administrative and Procedural Reforms</b>		
G43. Administrative and Procedural Reforms	<p>Regulatory delay can be a major cost-inducing factor in development. Oregon has specific requirements for review of development applications; however, complicated projects frequently require additional analysis such as traffic impact studies, etc.</p> <p>A key consideration in these types of reforms is how to streamline the review process and still achieve the intended objectives of local development policies.</p>	<p><b>Scale of Impact - Low.</b> The level of impact on production of housing and housing affordability will be small and will depend on the changes made to the city's procedures.</p>
G44. Streamline Zoning Code and other Ordinances	<p>Complexity of zoning, subdivision, and other ordinances can make development more difficult, time consuming, and costly. Streamlining development regulations can result in increased development.</p> <p>As part of the streamlining process, cities may evaluate potential barriers to affordable workforce housing and multifamily housing. Potential barriers may include: height limitations, complexity of planned unit development regulations,</p>	<p><b>Scale of Impact - Low to medium.</b> The level of impact on production of housing and housing affordability will depend on the changes made to the zoning code and other ordinances.</p>

Strategy Name	Description	Scale of Impact
<b>II. OTHER STRATEGIES – NON LAND USE (City)</b>		
<b>H. Land Interventions to Reduce Costs and Facilitate Housing Development</b>		
H45. Parcel assembly	<p>Parcel assembly involves the city’s ability to purchase lands for the purpose of land aggregation or site assembly. It can directly address the issues related to limited multifamily lands being available in appropriate locations (e.g., near arterials and commercial services). Typical goals of parcel assembly programs are: (1) to provide sites for rental apartments in appropriate locations close to services and (2) to reduce the cost of developing multifamily rental units</p> <p>Parcel assembly can lower the cost of multifamily development because the City is able to purchase land in strategic locations over time. Parcel assembly is more often associated with development of government-subsidized affordable housing, where the City partners with nonprofit affordable housing developers.</p>	<p><b>Scale of Impact - Low to medium:</b> Parcel assembly is most likely to have an effect on a localized area, providing a few opportunities for new multifamily housing development over time.</p>
H46. Land Banking	<p>Land banks are public or community-owned entities created to acquire, manage, maintain, and repurpose vacant, abandoned, and foreclosed properties for conversion into productive use. Land banks can play a variety of roles. They can play a very limited role, such as simply acquiring property on behalf of a local municipality, to a broader role of property developer. It is important to note that land banks are not financial institutions: financing comes from developers, banks, and local governments.</p> <p>Land banks may be granted special powers via state enabling legislation. These powers can include the ability to remove legal and financial barriers, such as delinquent property taxes, that often render vacant and abandoned properties inaccessible or unattractive to the private market. Land banks acquire properties through different means, but the most common pipeline is the property tax foreclosure system.</p>	<p><b>Scale of Impact - Low to medium:</b> Land banking would have the biggest impact on production of low- and moderate-income affordable housing. Considering how difficult it can be to build this type of affordable housing, and the level of need for affordable housing, land banking could encourage development of more affordable housing types.</p>

Strategy Name	Description	Scale of Impact
H47. Community Land Trust (CLT)	<p>A Community Land Trust (CLT) creates permanent affordability by severing the value of the land and the improvements (i.e., the house). The land is held in trust by a nonprofit or other entity then leased to the homeowner. The homeowner enjoys most of the rights of homeownership, but restrictions are placed on use (e.g., owner occupancy requirement) and price restrictions on resale ensure that the home remains affordable.</p> <p>CLTs may be used in conjunction with land banking programs, where the city or a nonprofit housing corporation purchases a future site for affordable housing or other housing that meets community goals.</p> <p>A variation to the community land trust is to have the City own the property rather than the land trust, and lease property to income-qualifying households (such as low-income or moderate-income households) to build housing. The City would continue to own the land over the long-term but the homeowner would be able to sell the house. Restrictions on resale ensure that the home remains affordable.</p>	<p><b>Scale of Impact - Low to medium:</b> A land trust will have the biggest impact on production of low- and moderate-income affordable housing. Considering how difficult it is to build this type of affordable housing and the level of need for affordable housing, a land trust could increase nonprofits' capacity to build affordable housing.</p>
H48. Public Land Disposition	<p>The public sector sometimes controls land that has been acquired with resources that enable it to dispose of that land for private and/or nonprofit redevelopment. Land acquired with funding sources such as tax increment, EB5, or through federal resources such as CDBG or HUD Section 108 can be sold or leased at below market rates for various projects to help achieve redevelopment objectives. This increases development feasibility by reducing development costs and gives the public sector leverage to achieve its goals via a development agreement process with the developer. Funding can come from Tax Increment, CDBG/HUD 108, EB-5.</p>	<p><b>Scale of Impact - Low to medium:</b> Using public land would have the biggest impact on production of low- and moderate-income affordable housing. Impact varies considering how difficult it is to build this type of affordable housing and the level of need for affordable housing.</p>
<p><b>I. Financial Incentives and Affordable Housing Subsidy &amp; Assistance Programs to Retain Housing Stock, Add Supply, and Help People Afford Housing (Tax abatement programs that decrease operational costs by decreasing property taxes, Programs to lower the cost of development)</b></p>		
I49. Multiple-Unit Limited Tax Exemption Program (Locally Enabled and Managed)	<p>Multi-unit projects receive a ten-year property tax exemption on structural improvements to the property as long as program requirements are met. There is no ground floor active use requirement for this tool. The City of Portland's program, for example, limits the number of exemptions approved annually, requires developers to apply through a competitive process, and encourages projects to provide greater public benefits to the community. This program is enabled by the state, but managed by the local jurisdiction.</p>	<p><b>Scale of Impact – Low to medium.</b> The design of the tax abatement program will impact whether and how many developers use the tax abatement, which will affect the scale of the impact.</p>

Strategy Name	Description	Scale of Impact
I50. Affordable Housing Property Tax Abatement	There are several statutory authorizations for different types of affordable housing property tax abatements which could apply to affordable housing developments that aren't already tax exempt. Some of these can be designated for a limited duration. Some of these are authorized by statute and require local enabling legislation or approvals.	<b>Scale of Impact – Low to medium.</b> The design of the tax abatement program will impact whether and how many developers use the tax abatement, which will affect the scale of the impact.
I51. Vertical Housing Tax Abatement (Locally Enabled and Managed)	Subsidizes "mixed-use" projects to encourage dense development or redevelopment by providing a partial property tax exemption on increased property value for qualified developments. The exemption varies in accordance with the number of residential floors on a mixed-use project with a maximum property tax exemption of 80% over 10 years. An additional property tax exemption on the land may be given if some or all of the residential housing is for low-income persons (80% of area is median income or below). The proposed zone must meet at least one of the following criteria: <ul style="list-style-type: none"> <li>• Completely within the core area of an urban center.</li> <li>• Entirely within half-mile radius of existing/planned light rail station.</li> <li>• Entirely within one-quarter mile of fixed-route transit service (including a bus line).</li> <li>• Contains property for which land-use comprehensive plan and implementing ordinances effectively allow "mixed-use" with residential.</li> </ul>	<b>Scale of Impact – Low to medium.</b> The design of the tax abatement program will impact whether and how many developers use the tax abatement, which will affect the scale of the impact.
I52. Financial incentives supporting inclusionary zoning	In addition to regulatory mandates and incentives for inclusionary zoning, there can be financial incentives to help achieve inclusionary zoning, or to help increase the level of affordability or percentage of affordable units. If a City adopts both inclusionary zoning and a Construction Excise Tax, a city must offer certain incentives for developments subject to inclusionary zoning.	<b>Scale of Impact – Low to medium.</b> The design of the program will impact whether and how many developers use the incentives which will affect the scale of the impact.

Strategy Name	Description	Scale of Impact
I53. SDC Financing and Credits	<p>Enables developers to spread their SDC payment over time, thereby reducing upfront costs. Alternately, credits allow developers to make necessary improvements to the site in lieu of paying SDCs. Note that the City can control its own SDCs, but often small cities manage them on behalf of other jurisdictions including the County and special districts. Funding can come from an SDC fund or general fund. In some cases there may be no financial impact. Can come in the form of student, low-income, or workforce housing.</p> <p>An additional variation is deferral of SDC payment from time of building permit issuance to when the building is occupied, which can reduce up-front costs, but can potentially present create administrative issues.</p>	<p><b>Scale of Impact – Low.</b> The City may consider changes in SDCs to allow financing, but the City would want to ensure that the impact should be spread-out and non-negatively impact one entity.</p>
I54. Sole Source SDCs	<p>Retains SDCs paid by developers within a limited geographic area that directly benefits from new development, rather than being available for use city-wide. This enables SDC eligible improvements within the area that generates those funds to keep them for these improvements. Improvements within smaller areas can enhance the catalytic and redevelopment value of the area. This tool can also be blended with other resources such as LIDs and TIF. Funding can come from an SDC fund or general fund. In some cases there may be no financial impact. The housing can come in the form of student, low income, or workforce housing. However, in some cases, this could limit the ability to aggregate SDC resources regardless of geographic area for larger infrastructure projects.</p>	<p><b>Scale of Impact – Low to medium.</b> Depends on extent to which SDCs can be aggregated to complete larger projects.</p>
I55. Reduced or waived planning fees, permit fees, SDCs for affordable housing	<p>Planning fees, permit fees, and SDCs can be reduced or waived for qualifying affordable housing developments.</p> <p>McMinnville has already enacted planning, permit, and certain SDC waivers for qualifying affordable housing developments.</p>	<p><b>Scale of Impact – Low.</b> McMinnville has already enacted planning, permit, and certain SDC waivers for qualifying affordable housing developments.</p>
I56. General Fund Grants or Loans	<p>Through the annual budget process, the City can allocate funds to assist affordable housing developments. Assistance can also be provided through no- or low-interest loans. That typically occurs in conjunction with a revolving loan fund that allows the fund to grow over time as loans are repaid.</p>	<p><b>Scale of Impact – Unknown.</b> Impact is dependent on obtaining grants.</p>

Strategy Name	Description	Scale of Impact
I57. Home ownership programs	<p>Cities (and other partners) use a variety of programs to assist with homeownership</p> <ul style="list-style-type: none"> <li>• <b>Homebuyer Assistance Programs.</b> These Down Payment Assistance loans help low- or moderate-income households cover down payment and closing costs to purchase homes on the open market. These programs either give loans or grants, most frequently to first time homebuyers.</li> <li>• <b>Inclusionary Housing Program.</b> Some cities have an Inclusionary Housing Ordinance (IH) requires that new residential development contribute at least 20% of the total units as permanently affordable housing. Options for meeting this requirement can be allow the affordable units to be located on or off site. Cities that use inclusionary housing generally have programs to ensure that housing continues to be affordable over the long-term.</li> <li>• <b>Partnerships.</b> Cities often work with partnerships with nonprofit agencies that provide homeownership assistance.</li> </ul>	<p><b>Scale of Impact - Low.</b> While homeownership programs are important, limited funds mean that the number of households that benefit from homeownership programs is relatively small.</p>
I58. Rental assistance programs	<p>Cities (and other partners) use a variety of programs to provide rental assistances</p> <ul style="list-style-type: none"> <li>• <b>Section 8 Voucher:</b> This assistance subsidizes the difference between 30 to 40 percent of a household's income and the area's Fair Market Rent (FMR).</li> <li>• <b>Rental assistance programs.</b> These programs offer a range of services, such as assistance with security deposits.</li> <li>• <b>Rent Control.</b> Rent control regulations control the level and increases in rent, over time resulting in rents that are at or below market rates.</li> <li>• <b>Partnerships.</b> Cities often work with partnerships with nonprofit agencies that provide rental assistance.</li> </ul>	<p><b>Scale of Impact - Low.</b> Renter assistance programs are important. However, limited city funds mean that the number of households that benefit from rental assistance resulting from city funding is relatively small.</p>
I59. Housing Rehabilitation Programs	<p>Cities (and other partners) often offer home rehabilitation programs, which provide loans to low- and moderate-income households for rehabilitation projects such as making energy efficiency, code, and safety repairs. Some programs provide funding to demolish and completely reconstruct substandard housing.</p>	<p><b>Scale of Impact - Low.</b> Limited fund availability means that relatively few households will be able to access housing rehabilitation funds.</p>
I60. Non-regulatory programs and incentives to	<p>While rehabilitation programs can help preserve housing supply there are other strategies that can help preserve housing supply, or affordable housing supply. For example, if a long-term deed restriction requiring affordable rents for a specified period is</p>	<p><b>Scale of Impact - Low.</b> Impact would be limited by the availability of funding.</p>

Strategy Name	Description	Scale of Impact
preserve existing housing supply	set to expire, an affordable housing agency may acquire a property to retain the housing as affordable units.	
<b>J. Tools to Help Fund Infrastructure or Facilitate Equitable &amp; Timely Extension of Infrastructure</b>		
J61. Local Improvement District (LID)	This tool is a special assessment district where property owners are assessed a fee to pay for capital improvements, such as streetscape enhancements, underground utilities, or shared open space. LIDs must be supported by a majority of affected property owners and setting up fair LID payments for various property owners, who are located different distances from the improvement can be challenging. However, if successful it succeeds in organizing property owners around a common goal. It also allows property owners to make payments over time to bring about improvements quickly that benefit them individually. LIDs can also be bundled with other resources, such as TIFs.	<b>Scale of Impact – Low to medium.</b> This tool can only be used when certain majority requirements are met for properties to be assessed.
J62. Reimbursement District	<p>A reimbursement district is a tool that provides equity if the City or a developer must extend public facilities along other properties in order to enable development of a property. If intervening properties connect to the infrastructure extended at the expense of the developer or City, a reimbursement district allows the City or developer who paid for the extension to recoup costs that would have been incurred by the intervening properties if they had to extend it on their own at the time of their development.</p> <p>Unless or until the intervening property develops in a manner that would have required the infrastructure extension, there is no assessment. Therefore, there is no assurance that the City or developer that installed the infrastructure will recoup the costs.</p> <p>This tool can overcome a situation where a developer may be hesitant to extend services if the intervening property can connect for free at developer's expense.</p>	<b>Scale of Impact – Low to medium.</b> This tool doesn't provide a new funding source, but may sometimes impact decisions to extend infrastructure to serve new development.

Strategy Name	Description	Scale of Impact
<b>K. Programs and Revenue Sources to Generate Revenue to Fund Subsidy Programs and Incentives (Sources of funding to pay for infrastructure to support development)</b>		
K63. Urban Renewal / Tax Increment Finance (TIF)	<p>Tax increment finance revenues are generated by the increase in total assessed value in an urban renewal district from the time the district is first established. As property values increase in the district, the increase in total property taxes (i.e., City, County, school portions) is used to pay off the bonds. When the bonds are paid off, the entire valuation is returned to the general property tax rolls. TIFs defer property tax accumulation by the City and County until the urban renewal district expires or pays off bonds. Over the long term (most districts are established for a period of 20 or more years), the district could produce significant revenues for capital projects. Urban renewal funds can be invested in the form of low-interest loans and/or grants for a variety of capital investments:</p> <ul style="list-style-type: none"> <li>• Redevelopment projects, such as mixed-use or infill housing developments</li> <li>• Economic development strategies, such as capital improvement loans for small or start up businesses which can be linked to family-wage jobs</li> <li>• Streetscape improvements, including new lighting, trees, and sidewalks</li> <li>• Land assembly for public as well as private re-use</li> <li>• Transportation enhancements, including intersection improvements</li> <li>• Historic preservation projects</li> <li>• Parks and open spaces</li> </ul>	<b>Scale of Impact – Medium.</b> Urban Renewal funding is a flexible tool that allows cities to develop essential infrastructure or provides funding for programs that lower the costs of housing development (such as SDC reductions or low interest loan programs). Portland used Urban Renewal to catalyze redevelopment across the City, including the Pearl District and South Waterfront.
K64. Affordable Housing Construction Excise Tax (CET)	<p>An affordable housing construction excise tax (CET) is a tax on the value of new construction that is used to fund affordable housing. CETs are governed by state law but provide local control over some aspects of the tax structure, rates, etc.</p> <p>A CET can be established using a flat rate or a tiered/marginal rate, which can help further affordable housing objectives.</p> <p><i>(Legislative Authorization: SB 1533, 2016)</i></p>	<b>Scale of Impact – Low to medium.</b> Impacts would depend on (1) the amount of the tax, (2) the amount of revenue generated, and (3) how the funds are invested.

<b>Strategy Name</b>	<b>Description</b>	<b>Scale of Impact</b>
K65. Linkage Fees for Non-Residential Development	Linkage fees are a type of impact fee based on the source of the impact. In this case, the fee is based on the impact of commercial and industrial development creating additional housing demand. New nonresidential development generates jobs, which triggers housing needs for their workers. Commercial and/or industrial developers are charged fees, usually assessed per square foot, which then are used to build new housing units. A communitywide analysis is usually performed to estimate the type and amount of jobs and wages that are expected to be generated by new development.	<b>Scale of Impact – Low to medium.</b> Impact is dependent on the design of the program which will determine how many projects are required to pay fees.
K66 & 67. General Fund and General Obligation (GO) Bonds	The city can use general fund monies on hand or can issue bonds backed by the full faith and credit of the city to pay for desired public improvements. GO Bonds require a public vote which can be time-consuming and costly. GO Bonds also raise property owner taxes.	<b>Scale of Impact – Medium to high.</b> GO Bonds can be used to develop essential infrastructure or provides funding for programs that lower the costs of housing development (such as SDC reductions or low interest loan programs).
K68. Transient Lodging Tax (TLT) – Up to 30% for Affordable Housing (SB595)	This legislation would enable cities with a local transient lodging tax to use a portion for affordable housing. Currently 70% of local funds must go to tourism, and 30% can be allocated to general fund. SB595 would authorize a maximum of 30% be dedicated for affordable housing, authorized to be deducted from the 70% for tourism.  <i>(Legislative Authorization: SB595, 2019, pending)</i>	<b>Scale of Impact – Low to moderate</b> Would require Council action to appropriate funds for housing and the amount of funding. Would provide a stable annual funding source dedicated to affordable housing.

Strategy Name	Description	Scale of Impact
<p>K69. Community Development Block Grants (CDBG)</p> <p>(Federal Program, Locally Administered)</p>	<p>Community Development Block Grants (CDBG) provide communities with resources to address a range of community development needs, including infrastructure improvements, housing and commercial rehab loans and grants, as well as other benefits targeted to low- and moderate-income persons. Funds can be applied relatively flexibly. This program has been run since 1974, and is seen as being fairly reliable, but securing loans/grants for individual projects can be competitive.</p> <p>Some drawbacks to CDBG funds include:</p> <ul style="list-style-type: none"> <li>• Administration and projects must meet federal guidelines such as Davis Bacon construction requirements.</li> <li>• Amount of federal funding for CDBG has been diminishing over the past few years.</li> <li>• CDBG program is not in the control of the City.</li> </ul>	<p><b>Scale of Impact – Unknown.</b> Impact is dependent on qualifying as an entitlement community with an annual appropriation or obtaining grants competitively through the state/small cities program</p>
<p>p/o K69. CDBG – Section 108</p> <p>(Federal Program, Locally Administered)</p>	<p>HUD Section 108 increases the capacity of block grants to assist with economic development projects by enabling a community to borrow up to five times its annual CDBG allocation. These funds can be fairly flexible in their application. The program has been in operation since 1974 and has gained reliability. It enables a larger amount of very low interest-rate-subordinate funding for eligible projects. As with CDBGs, the process of securing the loan can be competitive.</p>	<p><b>Scale of Impact - Low.</b> Section 108 funds could be used to help finance development of some affordable housing but would only cover a portion of the affordable housing development.</p>
<p>K70. Housing Trust Funds</p>	<p>Housing trust funds are designed locally so they take advantage of unique opportunities and address specific needs that exist within a community. Housing trust funds support virtually any housing activity that serves the targeted beneficiaries and would typically fund new construction and rehabilitation, as well as community land trusts and first time homeowners.</p> <p>This tool is often used in cities with inclusionary zoning ordinances, which generates fees to fund development of the housing trust fund. Successfully implementing this tool requires a dedicated funding source.</p>	<p><b>Scale of Impact – Unknown.</b> Impact is dependent on program design.</p>

Strategy Name	Description	Scale of Impact
K71. Fees or Other Dedicated Revenue	Directs user fees into an enterprise fund that provides dedicated revenue to fund specific projects. Examples of those types of funds can include parking revenue funds, stormwater/ sewer funds, street funds, etc. The City could also use this program to raise private sector funds for a district parking garage wherein the City could facilitate a program allowing developers to pay fees-in-lieu or “parking credits” that developers would purchase from the City for access “entitlement” into the shared supply. The shared supply could meet initial parking need when the development comes online while also maintaining the flexibility to adjust to parking need over time as elasticity in the demand patterns develop in the district and influences like alternative modes are accounted for. Funding can come from residents, businesses, and developers. Also these fees or revenues allow for new revenue streams into the City.	<b>Scale of Impact – Unknown.</b> Impact is dependent on program design.
<b>L. Education and Outreach</b>		
L72. Education and Outreach	Ensure housing developers are aware of regulatory changes that authorize additional housing options or flexibility. Provide information that explains housing options that are already available under existing zoning and building codes, but may use different terminology than is commonly recognized.	<b>Scale of Impact – Low.</b>
<b>M. Advocacy for State/Federal Legislative Actions that Increase State Agency Program Funding Available to Fund Affordable Housing</b>		
M73. State Affordable Housing Funding	This legislation would change the tax income code to eliminate certain deductions, and the resulting revenues would fund state affordable housing programs.  <i>(Legislation: HB 3349, 2019, pending)</i>	<b>Scale of Impact – Unknown.</b>
<b>N. Apply for and Utilize State, Federal, and Foundation Resources</b>		
N74. Use grants, programs, and technical resources when available and cost-effective	Continue to utilize grant funds and other resources when available to fund housing related planning and housing-related programs.	<b>Scale of Impact – Unknown.</b> Impact is dependent on obtaining grants.

Strategy Name	Description	Scale of Impact
<b>O. Partnerships</b>		
O75. Misc. Partnerships	Placeholder Only – To Capture Ideas / Discussion	
<b>P. Strategies and Tools Employed by Organizations Other Than the City</b>		
P76. Misc. Strategies	Placeholder Only – To Capture Ideas / Discussion	
P77. Oregon Affordable Housing Tax Credit (OAHTC)	<p>The City is directly not involved in this program.</p> <p>The 1989 Oregon Legislature created the <b>Oregon Affordable Housing Tax Credit Program (OAHTC)</b>. Under the OAHTC Program, the Department has the authority to certify tax credits for projects. Through the use of tax credits, lending institutions are able to lower the cost of financing by as much as four percent for housing projects or community rehabilitation programs serving low-income households. The savings generated by the reduced interest rate must be passed directly to the tenant in the form of reduced rents.</p>	<b>Scale of Impact – Low to medium.</b> The city is not directly involved in this program.
P78. Low Income Housing Tax Credits (LIHTC)	<p>The Low Income Housing Tax Credit Program (LIHTC) is an incentive to encourage the construction and rehabilitation of rental housing for lower-income households. The program offers credits on federal tax liabilities for 10 years. Individuals, corporations, partnerships and other legal entities may benefit from tax credits, subject to applicable restrictions.</p> <p>Annually, the U.S. Department of Treasury allocates tax credits to each state. Oregon Housing and Community Services (OHCS) administers the tax credit program for the state of Oregon. Tax credits offer direct federal income tax savings to owners of rental housing developments who with a developer are willing to set-aside a minimum portion of the development's units for households earning 60 percent or less of gross area median income. Developers of tax credit developments typically sell the credits to investors who are willing to provide capital in return for the economic benefits (including tax credits) generated by the development.</p>	<b>Scale f Impact – Moderate to high.</b> The city is not directly involved in this program.

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# Housing for Equity:

## AN ACTION PLAN FOR PHILADELPHIA

October 2018



Cover Photos (clockwise from top left):

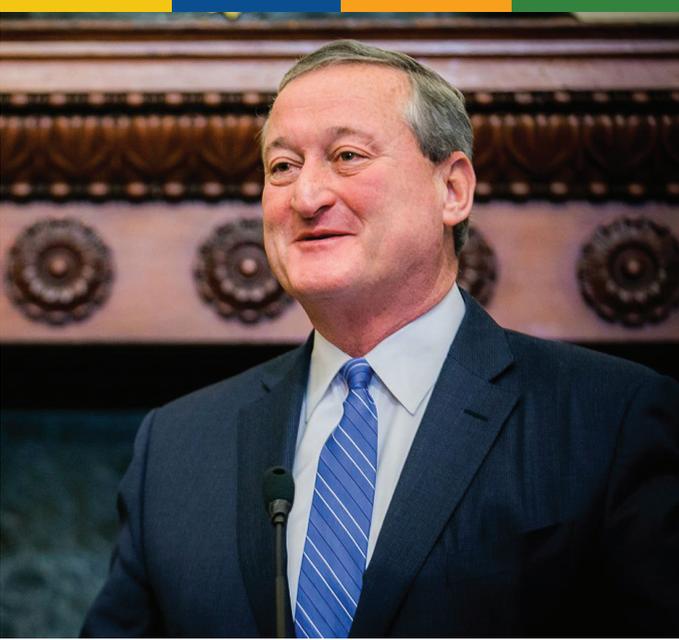
Marshall Street. Credit: Tiger Productions for DHCD

Lincoln Square. Credit: Kimco Realty Corp.

Wynne Senior Residences. Credit: Tiger Productions for DHCD

Lofts at 2601. Credit: Tiger Productions for DHCD

Blumberg Apartments. Credit: Philadelphia Housing Authority



“The Plan addresses homelessness and eviction, production and preservation, affordable, workforce, and market-rate housing. It offers innovative and effective strategies to address our housing needs.”

## Fellow Philadelphians,

I am pleased to present Philadelphia’s first Housing Action Plan.

Philadelphia is growing, adding both people and jobs. To continue that growth, we need housing that addresses the needs of residents at all income levels.

Toward that end, this plan outlines strategies to:

- Support continued growth in the housing market
- Stop the loss of affordable housing, and increase production of new units
- Preserve aging houses and apartments, including public housing units
- Advocate for additional Housing Choice Vouchers and continue use of Annual Contributions Contracts
- House our most vulnerable residents

The Plan is a shared effort between my Administration, City Council, and a broad group of community stakeholders. More importantly it reflects contributions from the public. Residents across the city have provided information as we developed an Assessment of Fair Housing, City Planning Commission District Plans, the Homelessness Housing Plan, and other reports. Their input has been critical to this Plan.

The Plan addresses homelessness and eviction, production and preservation, affordable, workforce, and market-rate housing. It offers innovative and effective strategies to address our housing needs. To support those strategies my Administration has committed at least \$53 million in new funding for affordable housing over the next five years. I have also supported legislation projected to raise an additional \$18 million for affordable housing over that time.

I am extremely proud of how community members across the nonprofit, for-profit, and public spectrum have embraced the work of finding housing solutions. They have charted a way forward, and we will follow their path.

Sincerely,

Jim Kenney  
Mayor

# Acknowledgments

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The Housing Action Plan is the assimilation of several housing reports and working committee products into one comprehensive, action-oriented document. Each of those efforts incorporated an extensive public engagement process. As a result, this Plan includes input from a diverse set of stakeholders representing sectors and neighborhoods across the City. Those working groups include:

- Access to Homeownership
- Affordable Rental Housing Preservation
- Assessment of Fair Housing
- Construction Cost & Technology
- Eviction Prevention
- Homeless Assistance Strategic Plan
- Resources & Financing

The Kenney Administration and the Housing Advisory Board gratefully acknowledge the input of the individuals and agencies who participated in these efforts to make housing in Philadelphia safer, more plentiful, more accessible, more affordable, and more equitable.

The Kenney Administration would also like to thank the members of the Housing Advisory Board for their contributions to developing this Plan:

- Duane Bumb
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- Alison Rooney Communications

# Framing the Plan

## Mission

Guiding the development of this action plan is a commitment to develop policies and programs to foster economic growth, ensure sustainable neighborhoods, and provide quality affordable housing options.

## Objectives

Housing is the foundation of a vibrant and resilient city and supports the health and well-being of all its residents. Mayor Kenney directed the City's Department of Planning and Development (P&D) to provide recommendations for maintaining and increasing affordable, middle-income, and market-rate housing. The resulting plan is guided by three objectives:

- Build a broad and deep constituency to inform public policies, drive programs, and generate capital to deliver and sustain such housing;
- Use data, best practices in the industry, and examples of success here in Philadelphia and in other places to inform recommendations and priorities; and
- Engage public, private, and nonprofit stakeholders to work individually and collectively to help define and achieve the goals called for in this housing action plan.

## Background & Foundation of the Plan

- There were over 100 recommendations developed in the planning process, many of which will be **continually considered as this Plan evolves**. This Action Plan reflects key recommendations. All recommendations are included in the companion report, *Foundation for the Future: Developing Philadelphia's Housing Action Plan*.
- The recommendations in the Plan **are the result of a comprehensive planning process**. This process included research and data analysis; cross-sector engagement to develop recommendations for the Plan; briefings with City Council; and four public meetings with the Housing Advisory Board.

- The City of Philadelphia's Assessment of Fair Housing (AFH) identified a number of barriers to housing access within low-income communities of color, and crafted strategies to eliminate those barriers. The Plan **recommendations align with the AFH strategies to promote fair and equitable access to housing opportunities for protected classes and for all residents of Philadelphia**.
- Philadelphia Housing Authority (PHA) is a major partner with the City on efforts to preserve and expand the affordable housing portfolio, with the primary emphasis on deeply affordable units for households earning less than 30% of Area Median Income (AMI). The Plan **recommendations take into consideration PHA's conventional, voucher, and tax-credit units and recognizes that PHA has and will continue to provide significant capital and operating support to thousands of new units developed by neighborhood-based and mission-driven nonprofits and other developers**.
- **This plan is a living document**; it offers an informed path forward but will be revisited and updated as the City of Philadelphia continues to grow, particularly if the needs of its communities, or market dynamics change.
- The Plan represents ambitious goals that exceed many of our past accomplishments but is grounded in the reality that **we will not be able to fully address all of Philadelphia's housing needs over the next 10 years**.
- Among our goals outlined in this Plan are to **identify data gaps and develop tools to collect more robust data** so we can better assess our future needs and measure our progress.
- The Plan is a testament to the capacity, and commitment, of organizations across Philadelphia. By continuing to **develop more efficient and coordinated systems we can build on this capacity to promote access to housing programs and services for all Philadelphians**.

# The State of Housing in Philadelphia

Philadelphia's population has grown by more than 63,000 people since 2000 and is expected to grow by an additional 25,000 households over the next 10 years. This growth is reflected in our housing market. Over the last 10 years Philadelphia has seen high levels of construction and renovation. While this market activity represents important progress, we have further to go to address current and future housing needs. Most of the new units developed in recent years have entered at the high end of the market. At the same time, poverty and homelessness persist and the number of existing units at the low end of the market has fallen.

In order for Philadelphia to continue to move toward a balanced and equitable housing market, attention must be paid across all income spectrums. Therefore, this plan addresses the need to continue to create upper-income, middle-income, and affordable housing units.

This plan sets a target of providing 3,650 new housing opportunities per year. Most of these will be new construction or the rehabilitation of formerly vacant units. Some will be new homeowners able to purchase their homes through closing cost assistance programs. These units target demand across the income spectrum. The affordable housing goals are greater than what has been achieved in the recent past, and overall production of new and rehabbed units is expected to exceed the new/rehabbed unit production of the past ten years.

In addition, we acknowledge that one of Philadelphia's biggest challenges is to revitalize our existing housing stock. Nearly 90 percent of units are over 30 years old, and many are in need of repairs and upgrades. As a result, we set a goal to preserve 6,350 units per year.

This plan cannot solve all of our housing challenges, but it establishes ambitious goals and moves us toward a more robust and equitable housing market.

Philadelphia is expected to add 25,000 new households in the next 10 years.

## Growth in Population and the Housing Stock

Change in Population **-260,339** **-102,633** **-68,027** **+8,456** **+68,994**

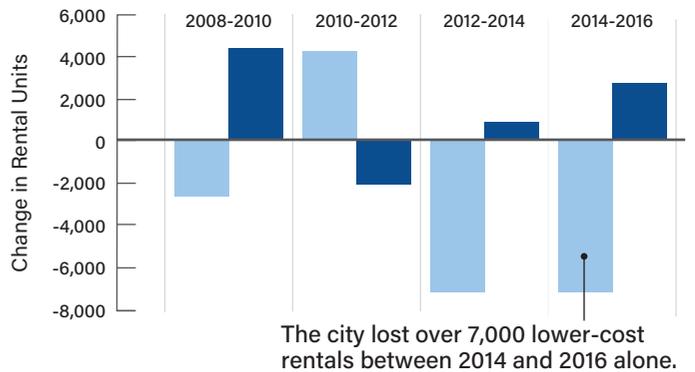


Source: Original estimates based on the U.S. Census Bureau Decennial Census and the American Community Survey (ACS), and DVRPC Municipal-Level Population Forecasts.

From 2008 to 2016, Philadelphia lost 13,000 lower-cost units, while adding 6,000 units at the high end of the market.

## Change in Units at the High and Low Ends of the Market

Units renting at \$800 or less<sup>1</sup> Units renting at \$2,000 or more<sup>1</sup>



Source: U.S. Census Bureau, 2016 ACS 1-Year Estimates.  
1. Rent costs in 2016 dollars.

Philadelphia continues to struggle to house its residents.

## Housing Insecurity



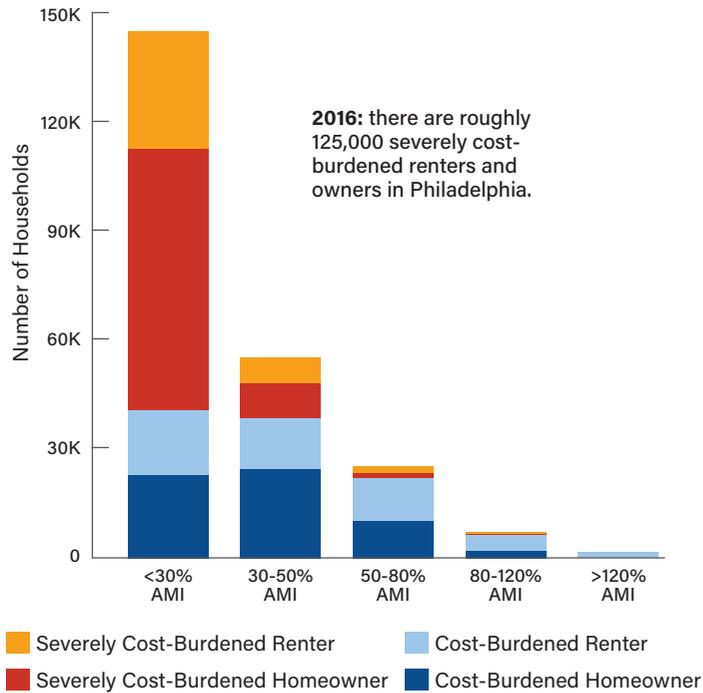
Source: U.S. Census Bureau, 2016 ACS; City of Philadelphia, Re-Envisioning Philadelphia's Homeless Services System; Mayor's Taskforce on Eviction Prevention and Response; Pew Charitable Trusts 2018.

2. The poverty rate is defined by the U.S. Census Bureau as: if a family's total income is less than the family's threshold, then that family and every individual in it is considered in poverty.

3. The wait list for public housing is currently closed and therefore an underestimate of eligible households seeking assistance.

Many Philadelphians are struggling to pay for housing, especially the lowest-income households.

### Cost-Burdened<sup>4</sup> Households



Source: U.S. Census Bureau, 2016 ACS.

4. Cost-burdened households pay more than 30% of their income on housing expenses, while severely cost-burdened households pay more than 50%.

Age, blight and vacancy in Philadelphia's housing stock contribute to the shortage of safe, decent affordable housing.

### Condition of Housing Stock



\* A number of these properties are also vacant.

Note: Data is compiled from a number of sources and is not cumulative. A single housing unit may fall into all categories.

Source: U.S. Census Bureau, 2012-2016 ACS; City of Philadelphia, Office of Property Assessment (OPA) September 2017, Licenses & Inspections (L&I) 2017; Valassis 2017 Q3.

## 10-Year Housing Goals

To address Philadelphia's housing needs, this Plan proposes programs and policies that will support new housing opportunities for 36,500 households and preservation of 63,500 currently occupied homes in 10 years.

Housing Type	AMI Range	Income	Owner		Renter		Total
			Preserved <sup>5</sup>	New <sup>6</sup>	Preserved <sup>5</sup>	New <sup>6</sup>	
Homeless						2,500	2,500
Affordable	<30%	\$0-25k	20,000		18,000	1,400	39,400
	30-50%	\$25-42k	2,000		6,000	4,200	12,200
	50-80%	\$42-67k	2,000	6,000	10,000	1,400	19,400
Workforce	80-120%	\$67-100k	5,500	4,000		2,000	11,500
Market-Rate	>120%	\$100k+		7,500		7,500	15,000
<b>Total</b>			<b>29,500</b>	<b>17,500</b>	<b>34,000</b>	<b>19,000</b>	<b>100,000</b>

5. Preserved units are currently occupied units that are preserved via physical rehabilitation and/or affordability assistance.

6. New units are units newly occupied by a renter or homeownership household. They can be either new construction or formerly vacant units. Note that these targets are meant to be achieved through a combination of public interventions and market activity.

# Key Themes and Programs<sup>7</sup>

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## Housing our most vulnerable residents:

Proactively prevent households from entering homelessness and prioritize housing options for people exiting homelessness, very low-income households, people living with disabilities, and at-risk populations.

**Develop an Emergency Homelessness Prevention Program with Flexible Rental Assistance:** Pilot a program to divert vulnerable families from homelessness modeled on the New York City HomeBase initiative. This program uses a data-informed assessment tool to identify households at high risk of homelessness due to loss of income, eviction, and other factors. The program provides flexible financial assistance and wraparound services scaled to the needs of eligible households in order to prevent shelter entry.

**Expand Adaptive Modifications Program (AMP)** to make more homes accessible: Increase funding to an existing initiative that helps low-income individuals with permanent physical disabilities, impaired mobility and in fragile health live more independently in their homes. AMP provides City-funded adaptations to a house or apartment that allow easier access and indoor mobility.

**Initiate an Eviction Prevention Program** to resolve landlord-tenant disputes without displacement: Similar to Philadelphia's nationally acclaimed Mortgage Foreclosure Prevention Program, create an Eviction Prevention Program to provide tenants at risk of eviction with legal assistance to avoid an eviction proceeding, as well as access to pre-trial mediation and housing and budget counseling. If the landlord files suit, the program will provide legal support to eligible low-income tenants in housing court. Further legislation should require the landlord to disclose the reason for lease termination.

**Explore the Nexus between Health and Housing** to identify cost-saving interventions: Work with the Philadelphia Department of Public Health and local healthcare systems and insurers to quantify the cost to

the healthcare system of chronic disease, emergency room visits, and repeat admissions attributable to low-quality and unaffordable housing and identify housing interventions that will improve habitability and access to housing and reduce incidents of homelessness. Data will be used to have an informed and meaningful discussion with healthcare providers to support investment in housing.

**Seed a Flexible Housing Subsidy Pool** to finance supportive programs: Utilize a portion of achievable healthcare cost savings to seed a funding pool to augment funding of new and existing rental assistance programs for people with extremely low fixed incomes including home repair grant and loan programs. In addition, explore floating a bond to raise capital for upfront housing repair and adaptive modifications costs, and permanent supportive housing. The returns on these investments to impact investors would be a portion of costs savings achieved through housing interventions.

**Advocate for Sufficient Housing Choice Vouchers** to increase housing opportunities for very low-income households: Due to limits placed on the number of vouchers available, not every household eligible for a voucher is able to receive one. A coordinated advocacy effort should be undertaken to urge the Federal government to allocate additional Housing Choice Vouchers (HCV). This Program will be used to target housing for households at or below 30% AMI. PHA and the City will also continue to partner to maximize the use of Annual Contributions Contract (ACC) in new units developed by neighborhood-based and mission-driven nonprofits and other developers.

7. A complete list of recommendations can be found in the companion document, Foundation for the Future: Developing Philadelphia's Housing Action Plan.

## Preserving and Protecting Long-Term Affordability:

Ensure that Philadelphia's aging housing stock remains safe, livable, and affordable.

**Establish a Housing Accelerator Fund** to preserve affordable housing: Create a new fund to finance the acquisition and rehabilitation of affordable housing and to provide working capital for Low-Income Housing Tax Credit (LIHTC) projects. Local housing dollars will provide a one-time capital infusion, leveraging it to attract social impact capital and program-related investment dollars with the goal of achieving a leverage ratio of 10 to 1. Developers will benefit from longer terms and higher loan-to-value ratios than the market provides.

**Expand Credit Enhancement Product** to increase workforce housing: The Philadelphia Redevelopment Authority (PRA) is piloting a credit enhancement vehicle that increases access to construction loans for developers who build workforce housing affordable to households earning up to 120% AMI. The enhancement is a \$1 million fund that covers the first 25% of defaulted construction loans, enabling commercial lenders to accept less-profitable projects or offer lower interest rates. Additional funding can expand this program to more developers.

**Expand Small Landlord Repair Program Pilot** to extend affordability of units while ensuring a safe, quality living arrangement: The PRA is launching a pilot program to help landlords who own fewer than five units access loans to make health- and safety-related repairs. The PRA will provide a loan-loss reserve fund to private lenders who participate in the program. In the pilot program, lenders will make loans of up to \$25,000 for repairs to rental properties affordable to households at or below 100% of AMI, with one-third of the loans serving properties with rents affordable to households at or below 50% of AMI. This pilot will target a handful of zip codes. Additional funding would expand this program citywide and potentially increase loan amounts.

**Expand and Modify the Shallow Rent Subsidy** to decrease tenant evictions and increase tenant stability: Many evictions are the result of a renter's inability to afford their rent. A shallow rent subsidy pays a portion of the rent. Use the Flexible Housing Subsidy Pool to fund a shallow rent subsidy to households undergoing a housing crisis or transitioning from a homeless shelter to permanent housing. The subsidy will provide up to \$300 per month for up to one year or until a household is able to afford the rent on their own, whichever is sooner.

**Strengthen Expiring Use Regulations** to protect existing subsidized rental housing: A federal rule requires owners of subsidized rental housing to notify U.S. Department of Housing and Urban Development (HUD) before their property's affordability period or rent subsidy contract expires. Expand the rule to notify the City, housing advocates, and tenants. Also establish a Right of First Refusal giving a qualified nonprofit developer, government agency, and/or tenant association the ability to purchase a subsidized rental property if the owner decides to opt out of the subsidy program.

**Utilize the Value of Publicly Held Land** to finance affordable housing interventions: The City owns several thousand parcels of vacant land and vacant structures. Assess the book value of these properties and determine whether there is a mechanism to capture this value to provide resources for affordable housing.

**Preserve Existing PHA Units** to ensure longer-term affordability of very-low income units: PHA has a significant number of units that are more than 50 years old, other units in need of substantial repair, and expiring LIHTC projects. PHA and the City will continue to partner to ensure the long-term preservation of units through recapitalization and other strategies including conversion to project-based assistance under Rental Assistance Demonstration (RAD).

## Providing Pathways to Sustainable Homewnership and Wealth Creation:

Preserve the quality and viability of homeownership and expand access to a new generation of homeowners.

**Continue Home Repair Grant and Loan Programs:** The Basic Systems Repair Program (BSRP) provides City-funded repairs to address electrical, plumbing, heating, structural, and roofing emergencies in income-eligible owner-occupied homes. The Weatherization Assistance Program (WAP) provides free weatherization and energy-efficiency improvements to both rental and owner-occupied units. The Restore Repair Renew: Philadelphia Neighborhood Home Preservation Loan Program (RRR) offers low-interest loans for home repairs to homeowners below 120% AMI. The City will continue to authorize and actively market these programs to eligible households. In addition, it will consider recoverability mechanisms, like attaching a lien to homes repaired via BSRP, to ensure that they remain affordable over the long term.

**Expand Tangled Title Program to ensure access to housing resources:** When residents are not listed as the owner of their home on their deed, they are often unable to access home repair programs and tax and utility payment plans. Increasing funding to the Tangled Title Fund (TTF) will allow legal services agencies to provide free representation to homeowners seeking clear title to their homes, and to provide Estate Planning services to prevent homeowners from having tangled title issues.

**Consider a Realty Transfer Tax Offset** to eliminate a key barrier for first-time homebuyers: The Realty Transfer Tax can be a significant barrier to homebuyers purchasing their first home. Approximately three-quarters of the total transfer tax bill is collected by the City. To incentivize homeownership among low- and moderate-income households, the City should consider a mechanism to offset all or a portion of the Realty Transfer Tax for first-time homebuyers meeting defined income requirements.

**Continue Mortgage Foreclosure Prevention Program** to keep households in their homes: The City operates a Residential Mortgage Foreclosure Prevention Program

that pauses the foreclosure process. It gives homeowners facing mortgage foreclosure the opportunity to attend a free conciliation conference with a housing counselor and attorney to negotiate new loan or tax payment terms with their mortgage company or with the City. The Residential Mortgage Foreclosure Prevention Program has helped more than 12,000 homeowners avoid foreclosure since it began in April 2008.

**Expand Closing Cost and Downpayment Assistance** to increase access to homeownership: The Settlement Assistance Grant Program helps first-time homebuyers pay for closing costs. The City will increase funding to this program, allowing it to serve additional households; it will also create a new loan fund providing low-interest loans to first-time, low- and moderate-income homebuyers to cover up to \$10,000 of closing and downpayment costs.

**Expand Access to Mortgage Financing** to encourage lenders to use alternative credit histories: Work with lending institutions to develop innovative financial products that will serve households ready for homeownership but unable to access a traditional mortgage due to low credit scores or a lack of credit history. This is particularly true for communities of color that have been adversely impacted by exclusionary policies and practices. The City will encourage lenders to explore alternative credit histories such as utility payment records, rental payments, and automobile insurance payments.

**Expand Housing Counseling and Education** to ensure successful homeownership through pre- and post-purchase counseling: Increase opportunities for post-purchase education and counseling to reduce delinquency and foreclosure rates and ensure successful and sustainable homeownership.

## Encouraging Equitable Growth without Displacement:

Plan for and harness Philadelphia's growth to benefit all residents.

### **Create a Stable Funding Stream for Housing Strategies:**

In addition to the \$53 million in expiring abatements and \$18 million in anticipated density bonus payments committed by the Kenney Administration in years one through five of this plan, and the \$115 million in those categories projected to be available in years six through ten, identify opportunities for stable funding to develop and preserve affordable housing. In addition, research the impact of increasing eviction filing fees as a potential mechanism to increase funding for tenant legal assistance.

**Plan for Growth:** Zone for greater density in neighborhoods with strong markets and for transit-oriented development (TOD) near transit access points. Increase the appeal to developers of building mixed-income housing in exchange for additional density.

**Explore Ways to Capture the Value Created by Up-Zoning or Increases in Allowable Density** to fund housing programs citywide: Develop a tool capable of measuring the value added to a property due to up-zoning or an increase in allowable building density. Based on increased value, develop a set of recommendations to identify an economically viable, proportionate share of the units, which could be developed as affordable housing. Explore the use of a "special assessment" on the increased value due to up-zoning or density increase. The proceeds received from this assessment would be used to support the Housing Trust Fund (HTF).

**Continue Homeowner Tax Relief Programs** to protect against growth-driven displacement: A number of public programs offer relief to homeowners facing rapidly rising property taxes and/or limited income. Relief in the form of tax abatements, deferrals, credits, and payment plans is crucial to sustaining homeownership among low- and moderate-income households. The City will continue to authorize and actively market them to eligible homeowners.

### **Explore Tax Relief for Landlords with Permanent Affordable Units:**

Explore with the Department of Revenue, Office of Property Assessment, and State agencies options to offset taxes paid by landlords with non-subsidized units. The landlord would have to have a restrictive covenant on the property to ensure long-term affordability of the units.

**Allow for Accessory Dwelling Units (ADUs)** to generate passive income: Identify areas in which ADUs will be permitted under the zoning code. Renting out such units can generate passive income for low-income households or help finance needed repairs.

**Continue to Leverage Publicly Held Land** to build affordable housing in critical locations: As Philadelphia continues to grow, its vacant and underutilized public properties have become a major resource for affordable housing. Sell these properties to developers at a nominal or below-market price in exchange for the developer's commitment to produce affordable housing. Prioritize the acquisition of tax-delinquent parcels in high-value neighborhoods to promote mixed-income housing and equitable development. Identify publicly held parcels located adjacent to tax-delinquent parcels for the Land Bank to assemble for development and spur further capital investment in disinvested neighborhoods.

**Continue to Preserve Long-Term Affordability in Strengthening Markets** by continuing the collaboration between the City and PHA on large-scale community revitalization efforts such as the Choice Neighborhood Initiative in North Central, the Blumberg-Sharswood project, and the revitalization of Bartram Village with the goal of preserving and/or redeveloping units on a one-for-one basis.

## Enabling Efficient and Innovative Development and Rehabilitation to Promote Greater Housing Choice:

Reduce government requirements, streamline service delivery, and adopt new mechanisms to lower the cost of all housing development and rehabilitation.

**Fully Implement eCLIPSE** to streamline Development Review: The Department of Licenses and Inspections (L&I) is transitioning to an electronic system to manage the development permitting process. It is expected to greatly improve communication, standardization, and coordination within L&I and across departments. Fully implement the eCLIPSE system within 12 months and ensure that all relevant agencies use the platform for permit reviews shortly thereafter. Even before eCLIPSE is fully operational, adopt a system to track projects' progress through the permitting and approvals process in order to identify opportunities to improve efficiency and transparency.

**Establish an Affordable Housing Labor Rate:** The City should explore with the building trades the possibility of adopting a Project Labor Agreement that would allow a lower union wage rate for affordable housing projects that is in line with the federal prevailing wage rate. This recommendation requires the buy-in of the building trades and may require approval from HUD and/or the Pennsylvania Housing Finance Agency (PHFA). The success of this approach will also rely on the strength of the construction market to attract a skilled workforce to a project with reduced union wage rates.

**Promote Modular Construction Technology** to increase development efficiencies: Collaborate with L&I staff to accommodate modular permitting. The City will explore the potential to provide security or collateral agreements, or affordable lines of credit, to accommodate the terms and draw-down schedules necessary for modular construction. Work with investors to develop mechanisms that increase their willingness to finance modular construction.

**Seek Flexibility in Energy and Size Requirements** to ensure affordable housing development is cost-efficient: In partnership with HUD and PHFA, commission a cost-benefit analysis on the impact of various design-related elements in the state's Qualified Allocation Plan, which governs the construction of affordable housing using federal tax credits. The analysis will compare the upfront capital costs with the long-term operating costs of complying with mandated unit sizes and Passive House specifications.

**Pool LIHTC Preservation Projects** to ensure maximum access to funding resources: Small affordable housing production and preservation projects are often not financially viable as 4% LIHTC deals. Thus, Philadelphia is missing an opportunity to access a federal housing subsidy. Workshops and trainings will be offered to owners and asset managers of low-income housing tax credit projects to build their shared capacity and to develop a mechanism to pool their preservation projects and increase the viability of using 4% tax credits. By pooling smaller projects into a larger overall financing package, the City can increase access to these dollars.

**Promote Greater Housing Choice** to make available a range of housing types and sizes to meet a range of housing needs. Explore potential changes to zoning and building codes to facilitate a broad variety of housing types, ensuring that they are compatible with neighborhood character and compliant with safety and licensing standards.

# Implementing the Plan

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Once accepted by the Housing Advisory Board (HAB), the success of this Action Plan will require collaboration and cooperation amongst a spectrum of stakeholders.

The Plan's strategies demand coordination across all levels of government: federal, state, and local. They also require input from public, private, and nonprofit development stakeholders, as well as from organizations representing Philadelphia's residents and communities. Only a broad-based, collective effort can achieve this Plan's vision: a healthy housing market for all Philadelphians.

Engagement by members of the public will be critical to meeting the goals in this Plan. The Plan includes funding, legislative and regulatory strategies, and each of those includes a public participation process as they are developed and implemented. The City welcomes and encourages residents to participate in those processes as these strategies are designed and finalized.

As part of the public engagement process, the HAB will continue to rely on the work of the following groups such as:

- Housing Security Working Group
- Affirmatively Furthering Fair Housing Stakeholder Group
- Affordable Rental Housing Preservation Committee
- Anti-Displacement Committee
- Interagency Council on Homelessness
- Philadelphia's Homeless Continuum of Care Board

In addition, restructured and expanded stakeholder groups will work toward implementing the following types of recommendations:

- Data Analysis
- Legislative and Regulatory
- Funding and Resources
- Programmatic and Policy
- Capacity Building

The composition of these groups will be broad and inclusive. It is anticipated that these groups will be in operation by late Fall 2018.

These groups will work with City agencies to launch and sustain the key actions that make up this Plan according to the Implementation Timeline. The City will evaluate its progress toward these targets on a regular basis using an Evaluation Scorecard. This tool will tell the City what is and is not working, and suggest priorities as housing needs and preferences change over time.

Philadelphia prides itself on being a city of neighborhoods, and our residents take great pride in the very neighborhoods in which they live. Although the Action Plan does not prescribe specific interventions for each neighborhood, it does take into account the differing challenges facing our communities today.

For example, households in **Disinvested Neighborhoods** face aging housing, limited access to public amenities, and a disproportionate risk of eviction and foreclosure. The Plan promotes home repair, affordable housing preservation and production, and denser development near transit—among other initiatives—to ensure residents enjoy safe, affordable housing with access to employment.

**Middle Neighborhoods** are generally stable and play an important role in building economic security for residents. The Plan ensures the longevity of these communities in several ways, for example by promoting home repair grant and loan programs, closing cost assistance to expand access to homeownership, and financial and estate planning.

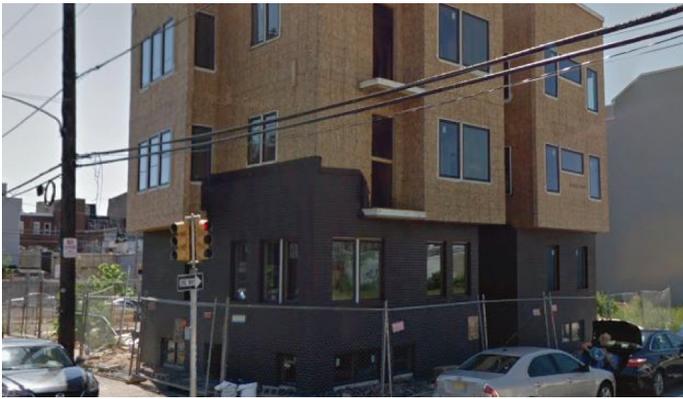
In **Strong Market Neighborhoods** characterized by high home prices, low foreclosure rates, and high owner occupancy, the Plan will ensure growth is not accompanied by displacement. For example, the Plan provides for increased density, mixed-income housing opportunities, land acquisition for affordable housing, and property tax deferral programs.



As the City continues to grow, it will place emphasis on locating development near transit. The TOD section of the zoning code offers increased height, density, and reduced parking requirements to incentivize this type of development. The City will continue to promote the remapping of TOD districts.



Enabling families to stay in their current homes is a key component of the City's preservation efforts. Continuing our home repair programs and homeowner property tax protections will be vital to maintaining affordability in our communities.



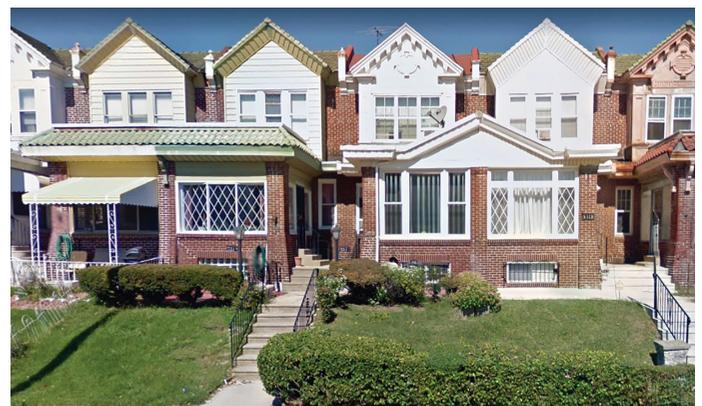
By providing publicly held properties at a nominal or below-market value in exchange for developer commitment to produce affordable housing the City can mitigate the impact of displacement in strong market neighborhoods.



Through promoting density in strong market neighborhoods, new housing developments will continue to be encouraged to include affordable units through the Mixed-Income density bonus in the zoning code. If units cannot be accommodated on site, a developer can make an in-lieu payment into the HTF, which will be utilized to produce or preserve additional affordable housing.



Building on the City's relationship with PHA and HUD, the City will continue to leverage LIHTC, HUD Choice, and other funds to produce affordable rental housing.



Continuing to insure the vitality of our middle-neighborhoods will be fostered through the City's home improvement loan programs, closing cost assistance, and estate planning services.

# Resourcing the Housing Goals

The Housing Action Plan addresses housing needs at all income levels. As such, funding to support those needs comes from a variety of sources. The Plan recommends several actions to increase private sector activity in both affordable and market-rate housing in addition to using existing and new private and public sector funding.

Government-assisted housing opportunities in Philadelphia are supported by funding from federal, state, and local government; in-kind provision of land; the private and philanthropic sectors; and tens of millions of dollars in sales and rent paid by residents, including those in OHS and PHA housing. Market-rate housing is produced through developer capital and financing, ultimately supported by sales and rents. Achieving the goals in this Action Plan will require more resources, especially for lower-cost housing.

Almost all of that additional funding will be locally based. To support new housing opportunities and increased preservation, the City will provide up to an additional \$186 million over ten years of the Plan.

Those funds will leverage an additional \$395 million or more in private funding and be augmented by the rents and sales proceeds from the residents of the homes. The leveraged funds include resources anticipated from the new Accelerator and Health Care funds. They do not include funds supplied by new homeowners using City-provided closing cost assistance to purchase their homes.

The Plan offers strategies to boost market rate development as well, notably upzoning, Transit Oriented Development, and consideration of modular construction. Based on current construction costs, the construction value of the projected 15,000 market rate units is \$3.5 billion.

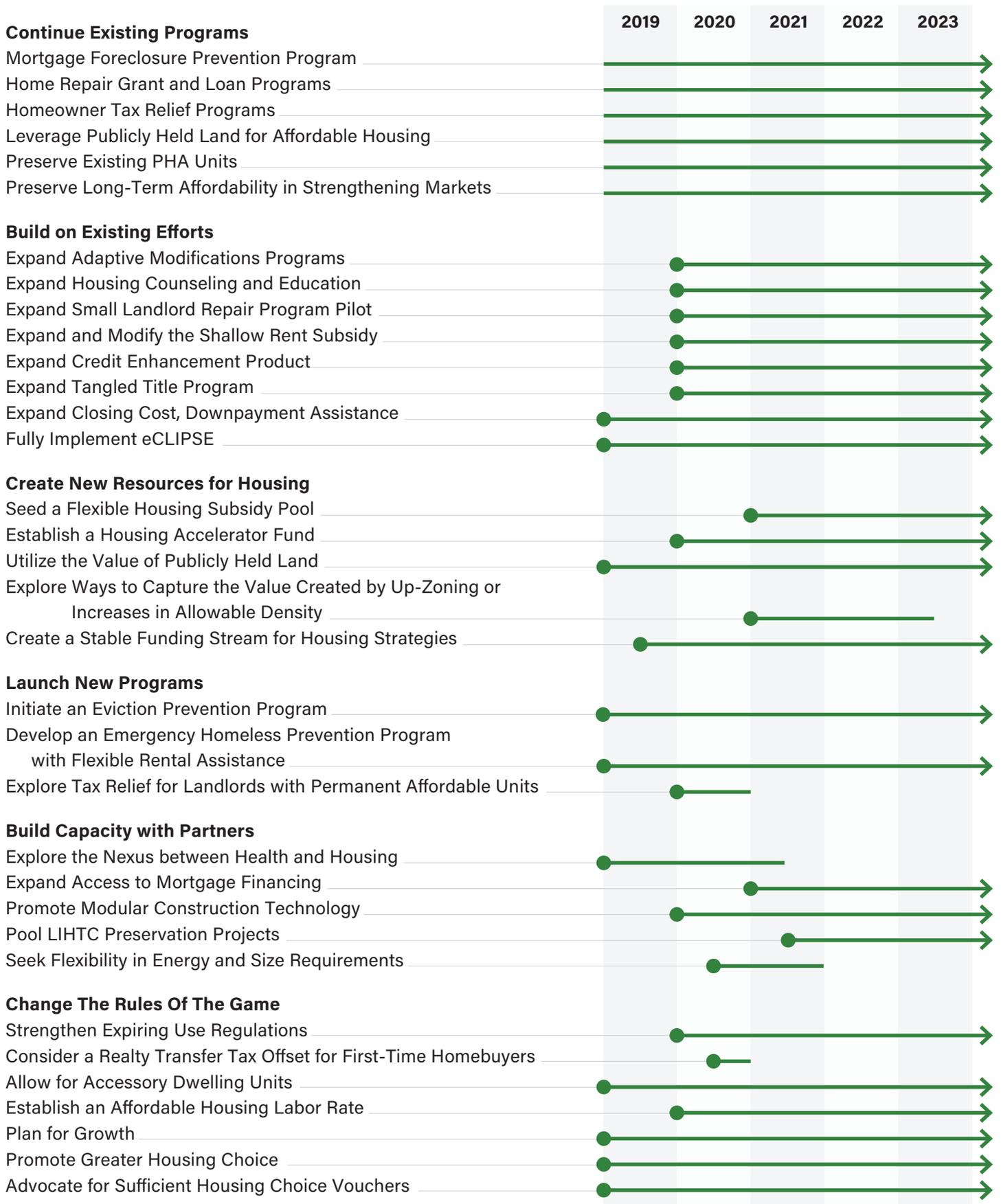
At the same time that Philadelphia identifies new and innovative funding sources it is critical that the Federal government maintains its current funding levels and identifies new resources to support additional Housing Choice Vouchers.



**\$3,500,000,000 in anticipated private sector resources used to develop 15,000 market-rate units is in addition to the resources outlined above.**

**Federal funds** include public housing operating and capital funds; tenant and project-based Housing Choice Vouchers; Community Development Block Grant; HOME Investment Partnership; Housing Opportunities for Persons with AIDS (HOPWA); Continuum of Care; and Emergency Solutions Grant. **Local funds** include Housing Trust Fund; General Funds; developer density bonus payments; bond funding; and the value of discounted or free City-owned land. **State funds** include PHARE and Weatherization funding. **Private funds** include investment through the Low-Income Housing Tax Credit, Federal Home Loan Banks, private philanthropy, and the Accelerator and Health Care funds.

# Implementation Timeline



# Evaluation Scorecard

The City will provide regular updates to measure progress on the Housing Action Plan using the following Dashboard and Status tools. The Department of Planning and Development will update the Evaluation Scorecard on its website.

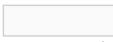
## Dashboard: Track Annual Progress toward Goals

Number of...	2019	2020	2021	2022	2023
Units Repaired					
New Units					
Building Permits					
Closing Cost Grants and Loans					
Renters Assisted					
Homeless to Permanent Housing (prevention and exits)					

## Status: Track Annual Progress of Programs and Initiatives

Recommendation		Status
Housing our Most Vulnerable Residents	Develop an Emergency Homeless Prevention Program with Flexible Rental Assistance	
	Expand Adaptive Modifications Program	
	Initiate an Eviction Prevention Program	
	Explore the Nexus between Health and Housing	
	Seed a Flexible Housing Subsidy Pool	
	Advocate for Sufficient Housing Choice Vouchers	
Preserving Long-term Affordability	Establish a Housing Accelerator Fund	
	Expand Credit Enhancement Product	
	Expand Small Landlord Repair Program Pilot	
	Expand and Modify the Shallow Rent Subsidy	
	Strengthen Expiring Use Regulations	
	Utilize the Value of Publicly Held Land	
Pathways to Sustainable Homeownership	Preserve Existing PHA Units	On-Going
	Continue Home Repair Grant and Loan Programs	On-Going
	Expand Tangled Title Program	
	Consider a Realty Transfer Tax Offset for First-Time Homebuyers	
	Continue Mortgage Foreclosure Prevention Program	On-Going
	Expand Closing Cost and Downpayment Assistance	
	Expand Access to Mortgage Financing	
Expand Housing Counseling and Education		
Encouraging Equitable Growth	Create a Stable Funding Stream for Housing Strategies	
	Plan for Growth	
	Explore Ways to Capture the Value Created by Up-Zoning or Increases in Allowable Density	
	Continue Homeowner Tax Relief Programs	On-Going
	Explore Tax Relief for Landlords with Permanent Affordable Units	
	Allow for Accessory Dwelling Units	
	Continue to Leverage Publicly Held Land to Build Affordable Housing	On-Going
Preserve Long-Term Affordability in Strengthening Markets	On-Going	
Enabling Efficient Development	Fully Implement eCLIPSE	On-Going
	Establish an Affordable Housing Labor Rate	
	Promote Modular Construction Technology	
	Seek Flexibility in Energy and Size Requirements	
	Pool LIHTC Preservation Projects	
Promote Greater Housing Choice		

### Key:

	Not Started
	Launched
	On-Going
	Completed

# Key Terms

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## City Boards and Agencies

**DHCD:** Division of Housing and Community Development

**HAB:** Housing Advisory Board

**L&I:** Department of Licenses and Inspections

**OHS:** Office of Homeless Services

**P&D:** Department of Planning and Development

**PHA:** Philadelphia Housing Authority

**PRA:** Philadelphia Redevelopment Authority

## State and Federal Agencies

**HUD:** U.S. Department of Housing and Urban Development

**PHFA:** Pennsylvania Housing Finance Agency

## Programs and Subsidies

**ACC:** Annual Contributions Contract. Under the ACC, HUD agrees to make payments to PHA, over a specified term, for housing assistance payments to owners and for the PHA administrative fee. Payments can be used toward payments for rent, financing debt service, and financing for modernization.

**AMP:** Adaptive Modifications Program. AMP provides City-funded modifications to a house or an apartment to allow for easier access and indoor mobility for persons living with disabilities.

**BSRP:** Basic Systems Repair Program. BSRP provides free repairs to electrical, plumbing, heating, structural repair and roofing emergencies in eligible owner-occupied homes.

**Homestead Exemption:** The Homestead Exemption is a real estate tax savings of up to \$559 per year achieved by reducing the taxable assessment of primary residences by \$40,000. All Philadelphia homeowners are eligible for the exemption for the property that they primarily occupy.

**HTF:** Housing Trust Fund. HTF is a dedicated source of local revenue for affordable housing in Philadelphia. It was created in 2005 with revenue from a portion of the Deed and Mortgage Recording Fees.

**LIHTC:** Low-Income Housing Tax Credit. LIHTC is a federal tax credit administered by state agencies such as the PHFA. Affordable housing projects can compete for credits based on criteria set out in the state's Qualified Allocation Plan (QAP). LIHTCs can have either a 9% or 4% tax credit rate, meaning that they credit either 9% or 4% of the project's construction cost each year for 10 years. Developers typically sell the credits to investors in order to finance their projects.

**LOOP:** Longtime Owner Occupants Program. LOOP is an income-based real estate tax abatement for homeowners of 10+ years. Their property assessment must have increased at least 300% from one year to the next.

**Low-Income Senior Tax Freeze:** The Department of Revenue will freeze real estate taxes for seniors who meet certain age and income requirements. This stops property taxes from increasing even if the property assessment or tax rates increase.

**OOPA:** Owner-Occupied Real Estate Tax Payment Agreement. OOPA allows homeowners to pay back delinquent real estate taxes in affordable monthly payments based on their income.

**RAD:** Rental Assistance Demonstration. RAD allows PHA and owners of other HUD-assisted properties to convert units from their original sources of HUD financing to project-based Section 8 contracts. Properties that convert under RAD are no longer restricted from securing private sources of capital financing, and the owners are therefore able to address deferred maintenance issues.

**Real Estate Tax Installment Plan:** This program is for low-income taxpayers and senior citizens who own and live in their home. If eligible, homeowners can pay their current-year real estate taxes in monthly installments.

**RRR:** Restore Repair Renew: Home Preservation Loan Program. The RRR offers low-interest loans of up to \$24,999 for home repairs to homeowners with incomes at or below 120% of the Philadelphia's area median income (AMI).

**Small Landlord Repair Program:** This program offers low-cost loans and technical assistance to landlords that own a total of four or fewer units that need health and/or safety-related repairs. All loans must be made to properties with affordable rents.

**TTF:** Tangled Title Fund. TTF assists low-income Philadelphians seeking legally clear title to their homes with the assistance of an attorney, paralegal, or housing counselor.

**WAP:** Weatherization Assistance Program. WAP provides free weatherization and energy-efficiency improvements to owner-occupied houses and tenant-occupied rental units.

**Water Customer Bill Assistance:** The Department of Revenue and Philadelphia Water Department offer a number of water bill assistance options for qualifying customers.



[phila.gov/departments/department-of-planning-and-development](http://phila.gov/departments/department-of-planning-and-development)

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# Wilsonville Equitable Housing Strategic Plan

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January 2020

Note to reviewers:

This document compiles nine months of stakeholder engagement and technical analysis in a draft Equitable Housing Strategic Plan intended to support stakeholder and City leadership review. As such, we expect that its content will evolve with your feedback. In some places, we have intentionally called out areas that need additional internal conversations or discussions with the project Task Force, City Council, and Planning Commission to advance to a final document that will carry the weight of the city's commitment to action.

Thank you for your time and attention in reviewing and providing feedback on this important document.

**Review Draft**



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# 1. A Call for Action

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Rising housing prices affect every community in the Portland metropolitan region in different ways, and each community is searching for solutions that match their unique challenges.

Wilsonville experiences many of the same challenges as other communities in the region: affordable rental and homeownership options are increasingly out of reach for current residents as well as for those seeking a new life in the community, construction costs are rising, and there is a limited supply of new land.

At the same time, Wilsonville has unique challenges that require targeted solutions. For example, while multifamily housing comprises over half of Wilsonville’s housing stock, the City’s supply of low-cost market rate housing units is limited. And, at the same time that the City is planning for new housing in urban growth areas, there are limited opportunities for near-term new development opportunities in established residential neighborhoods. The City also has no dedicated City staff or local housing authority focused on lower-cost housing.

Residents have expressed concern about being displaced or having to move out of the City in search of more affordable rental and homeownership opportunities. Residents have also expressed an interest in encouraging a broader range of housing types to be built, including more single-level homes with accessibility or adaptability features, accessory dwelling units and entry-level homes.

In the midst of this regional housing crisis, Wilsonville seeks to expand opportunities and access for more people to enjoy the City’s quality of life. To address the community’s housing needs now and in the future, the City of Wilsonville has committed to establishing a roadmap toward a more *equitable* housing system. While housing affordability is a key component of housing equity, providing more rent-restricted affordable housing without also taking other actions will not achieve the full potential of an equitable housing approach. As a frame for action, equitable housing means that all people are able to find a home that meets their needs for location, price, and household needs. It requires a strategy that not only account for new units and price points, but also other features needed by the people who will occupy them.

With this Strategic Plan (Plan), the City commits to a set of actions that it will take in the next two years and beyond to move toward more equitable housing outcomes. The Plan’s actions encourage the production of more diverse housing types with access to services, improve

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## What is equitable housing?

Equitable housing goes beyond simple affordability. It aims to ensure all people have housing choices that are diverse, high quality, physically accessible, and reasonably priced, with access to opportunities, services, and amenities.

This broad definition includes choices for homes to buy or rent that are accessible across all ages, abilities, and incomes and convenient to everyday needs, such as transit, schools, childcare, food, and parks.

Equitable housing also represents a system that accounts for the needs of households with low income and communities of color, recognizes a history of housing discrimination, and complies with current state and federal fair housing policy.

Source: Metro

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partnerships with housing providers, expand homeownership opportunities, and reduce displacement risk for Wilsonville residents.

## How can this Plan advance housing equity?

Access to housing is foundational to family success and helps to achieve broader equity goals. Affordable, stable housing can help families meet their basic needs and build reserves for unforeseen expenses. Providing a diverse set of housing sizes and types can help to accommodate the many different households that might wish to locate in Wilsonville in the future. Furthermore, locating those units close to services, transit, parks, civic buildings, and retail opportunities can increase quality of life.

Housing affordability is a key component of housing equity. Research for Metro’s 2018 Affordable Housing Bond found that access to stable, accessible housing that people can afford contributes to a wide range of equitable outcomes:

- **Better outcomes for schoolkids:** Studies have shown that children from low-income families earn more as young adults when they spend more of their childhood in an affordable home.<sup>2</sup>
- **Increased access to jobs:** A TriMet analysis suggests high housing costs are playing a role in pushing low-income workers to the edge of urban areas where there are more dispersed street networks, low population densities, and a lack of safe walking routes.
- **Better outcomes for people of color:** While renters saw their household incomes increase about 12 percent between 2010 and 2015, Native Americans and African-Americans saw gains of only three and four percent over that same time period, respectively.<sup>3</sup> **\*\*Will add info on Latinx household income trends\*\***
- **Better quality of life for seniors and people with disabilities:** Research shows that low-income seniors who pay less than half of their income on rent have up to \$150 more per month, or \$1,800 more per year, available to spend on health care or other basic necessities than their cost-burdened peers.<sup>4</sup>
- **A more stable economy:** Analysis shows that the economy of greater Portland is being held back because of the growing imbalance between housing costs and wages—one estimate predicts this imbalance will result in 50,000 fewer jobs over the next 10 years.<sup>5</sup> Workforce housing supply is a critical component to Wilsonville’s ability to remain a desirable place to do business.

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### What is equity?

There are many working definitions and visions of what an equitable world would look like. One definition, from the Stanford Social Innovation Review, describes equity this way:

*“It is about each of us getting what we need to survive or succeed—access to opportunity, networks, resources, and supports—based on where we are and where we want to go.”<sup>1</sup>*

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*“For many of our patients, a safe, decent, affordable home is like a vaccine—it literally keeps children healthy.”*

-Megan Sandel, M.D., M.P.H. and Deborah Frank, M.D.

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Prospective employers are weighing this factor more heavily than they have in past when making decisions on relocation and expansion.

- **Lower medical expenses:** A Providence Health study in the Portland region showed that once lower income families moved into affordable housing, they had fewer emergency room visits and accumulated lower medical expenditures than in the year before they moved in.<sup>6</sup>
- **More stable employment:** Housing stability affects worker performance. For low-income workers who experienced an eviction or forced move, the likelihood of being laid off increases between 11 and 22 percentage points, compared to similar workers who were not forced to move.<sup>7</sup>

Starting a conversation about equity with an intentional focus on housing can lead to meaningful change toward better outcomes for all Wilsonville residents. Housing equity – a world in which all people have housing choices that meet their unique needs without racial and economic disparities – is a key component of a larger strategy of achieving greater equity.

## What changes with implementation of this Plan?

This Plan is the first step in a change from business as usual. Recognizing the complex, interrelated conditions that result in social and economic inequities, and the critical urgency of housing access, **this Plan intentionally focuses on a set of housing actions that the City can begin to advance in the two years following the Plan’s adoption.** These actions range from identifying site-specific development opportunities, to code-based strategies, to tax abatements.

At the same time, the Plan also identifies a set of actions that have promise but that will require more exploration and definition to advance. These actions include revisiting parking requirements, exploring a land acquisition strategy, and reducing or waiving permit fees. **This structure allows the city to make immediate progress on pressing issues while clarifying its next steps. It recognizes that achieving housing equity will require sustained action over time, and that the City has more to learn as it goes.**

Much of what the city needs to learn about housing equity will require careful listening, especially to those who understand housing inequities first-hand. Success will build from ongoing engagement with housing and service providers, regional and state housing funders, and the citizens of the City of Wilsonville, especially Wilsonville’s communities of color, renters, those seeking to become homeowners, and other residents that are experiencing the worst effects of income disparities. The research and conversations conducted as part of this Plan revealed that there are currently few Wilsonville community-based organizations working on housing and equity questions; in that context, authentic, community conversations that expand the collective imagination about equitable outcomes are an even more necessary starting place.

In the meantime, the City’s commitment to the actions proposed in this Plan will begin its journey.

## 2. Context

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This Plan draws from many sources to identify priorities, including technical analysis of the housing market, stakeholder interviews, public outreach, and discussions with a project task force, Planning Commission, and City Council.

### Overview of Housing Needs

The project team completed a Housing Market Research Report to document existing and projected future housing conditions. The purpose of this Housing Market Research Report is to synthesize background information on the current housing market to support development of focused actions. In particular, the report focuses on housing affordability issues and identifies the types of housing that the city should plan for in the future. The data source for the following summary is predominantly the United States Census American Community Survey, with additional data from Metro's Regional Land Information System.

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This section summarizes the research conducted as part of the Housing Market Research Report, which is included in Appendix A.

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#### Who lives in Wilsonville today?

- Wilsonville has a relatively young population. Millennials make up 32% of the population in the city, compared to 24% in Clackamas County. Aging Baby Boomers (ages 60+) make up 20% of the population in the city, compared to 23% in the county. The majority of households are family households.
- Median household income in 2016 was \$105,000 for homeowners and \$50,000 for renters. The majority (56%) of Wilsonville householders are renters.
- The Latinx community is expanding quickly. Between 2000 and 2016, the Latinx population in Wilsonville grew by about 2,000 people, from 6% to 11% of the population. This growth rate was greater than the growth rate of any other population in Wilsonville or the growth rate of Latinx population in the county.

#### What will Wilsonville's future population look like?

- Wilsonville's population is projected to grow by 14% over 20 years. About half of the new households are expected to be low income (earning less than 80% of MFI).
- Countywide, Middle-aged Millennials (ages 40 to 60) will grow to 28% of the population, and, the share of people over age 60 is expected to stay relatively constant. While city-level projections are not available, Wilsonville will be affected by these countywide trends.
- Latinx residents in the metropolitan region will more than double by 2040 because 46% of all new residents are expected to be Latinx. Again, Wilsonville is expected to be affected by this broader trend.

## What are the current housing conditions in Wilsonville?

- Wilsonville has an even mix of multifamily and single-family homes, while a greater proportion of homes in Clackamas County are single-family. Single-family and multifamily homes are well-distributed across the city and close to services. Market trends for multifamily rental housing in Wilsonville mirror those of the Portland region, but the city's multifamily housing stock is relatively new and high-quality compared to that of the region.
- One in ten Wilsonville households live in a subsidized unit, most of which are for families and seniors. However, despite Wilsonville's subsidized housing stock, almost a quarter of all households in the city are housing cost-burdened, spending more than 30% of their income on housing. Eight of ten Wilsonville households earning less than \$50,000 per year are cost-burdened.
- Homeownership is out of reach for many residents. Entry-level homes and most other homes cost much more than what the average household can afford. A median renter household could afford homes valued between \$221,000 and \$252,000 if they had sufficient down payment resources, but the median housing price in Wilsonville was \$454,500 as of February 2019.

## What types of housing will future residents need?

- The city will need a wider range of housing types and at more affordable costs. Baby Boomers, Millennials, and Latinx families will be increasingly important groups seeking affordable housing options, but they will have different preferences for unit types and sizes. Attached single-family and multifamily units will likely be the most affordable choices people seeking less expensive options.
- Key growth areas are the Frog Pond and Town Center planning areas. Most of the housing needs can be met by the new homes built in these areas. While these areas are projected to meet most of the numerical demand for new units, additional actions are needed to generate the full range of types and price points of housing needed by future Wilsonville households.

## Stakeholder and Public Engagement

The team conducted stakeholder and public engagement to understand housing challenges and possible solutions. The team conducted a process that included:

- One-on-one interviews with 10 key stakeholders. Participants included community-based organizations, real estate professionals, etc. Some of these organizations currently address the needs of underrepresented groups in Wilsonville.
- A survey of 15 community members who rent units in existing subsidized buildings.
- An online survey on Let's Talk, Wilsonville! with 80 participants.

- Three focus groups with nonprofit affordable housing developers, local employers, and community-based organizations that serve Wilsonville residents, including underrepresented populations.
- A kiosk at the Wilsonville Public Library that featured an interactive poll available in English and Spanish that was available during December 2019.
- A survey of employers with nine responses that indicated workforce housing costs were a concern.

A summary of feedback and themes emerging from the project's stakeholder and public engagement process is included as Appendix B.

## Develop Investment Framework and Project list

The outcome of the technical analysis and public outreach described above resulted in a list of possible implementation actions. The project team developed and vetted (with the project Task Force, City Council, and Planning Commission) a framework for prioritizing those projects and moving toward implementation together in concert the other public and private partners in the community. The project team worked with City Council and Planning Commission to develop and vet the list of possible implementation actions.

## Final Plan

This Strategic Plan documents the plan process, key findings from the outreach and technical analysis, the City's framework action, and details the list of specific actions the City will take to advance its equitable housing goals.

## 3. Framework for Action

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This Plan moves the City toward a comprehensive approach to achieving equitable housing outcomes. It focuses on a set of housing actions that can be initiated in the two years after Plan adoption and completed in the short-term. At the same time, the Plan also identifies a set of potential actions that have promise but that will require more exploration and stakeholder discussions before the city can advance them. This structure allows the City to make immediate progress on pressing issues while clarifying its next steps.

### Policy Objectives

Drawing from adopted policies and priorities, stakeholder input, and feedback from the Planning Commission and Equitable Housing Task Force, the Wilsonville City Council developed policy objectives to guide development of the Equitable Housing Strategic Plan. These objectives set the course for the city's approach to improving equitable access to a range of housing in Wilsonville.

1. Greater availability of a diversity of housing types for a full range of price points to serve the community.
2. Increased partnerships with nonprofit and for-profit housing developers.
3. New and expanded affordable homeownership opportunities, especially for first-time homebuyers.
4. Reduced risk of housing displacement.
5. Targeted housing opportunities in areas with access to services and public transit.
6. Maintenance and expansion of quality subsidized affordable housing stock.
7. Implementation of all housing policies through a lens of social equity and inclusion.

The actions described in the following sections advance these policy objectives.

### Funding Sources

One of the key limitations implementing the actions in this plan is the availability of funding. Funding is needed not just to increase or preserve affordability and access to equitable housing, but also to cover staff time. Identifying a set of realistic funding sources will be necessary for achieving the vision of equitable housing in Wilsonville.

## Locally-Controlled Funding Sources

Beyond the funding tools available at the state and regional levels, the City will need to explore a range of locally-controlled funding options to generate additional resources for affordable housing development and associated programs.

- Additional **General Fund Revenue** can support equitable housing preservation and development programs in the City of Wilsonville. General fund dollars are generally in short supply; housing projects and programs must compete with other key City services for funding. However, as a source of one-time funds for important projects, to support outreach efforts and fund staff time, or for other smaller-scale funding needs, general fund can be a critical contributor to a comprehensive equitable housing implementation.
- A **Construction Excise Tax**<sup>1</sup> consistent with recent changes to state law can generate funding for housing development incentives and programs in the City of Wilsonville. Many communities around Oregon are in the process of exploring the application of CET for housing projects. The City should explore implementation of a CET in the near-term, including assessing potential revenue generation (using 10 to 15 years of past development activity as a case study), studying impacts on development activity and business recruitment, outlining funding objectives needed to advance the equitable housing strategy, and coordinating the process for CET adoption by ordinance.
- **Tax Increment Financing (TIF) Revenue** from Wilsonville's urban renewal areas (as applicable). TIF (also commonly referred to as urban renewal) is a financing tool for local governments to use property taxes generated from new development in a specific area to fund capital improvements in that same area. The state's statutes, Oregon Revised Statutes chapter 457, allow for TIF to fund the development of affordable housing, mixed-use housing, housing that meets other public goals, and / or infrastructure. Some communities choose to include funding for affordable housing as a project in their urban renewal area plans; some have even used their urban renewal plans to identify a portion of all TIF dollars that should be used for affordable housing. Wilsonville should review its current TIF districts to determine if there is potential project funding available for housing development (that would comply with the district plan) and the legal capacity for the City to expand or establish new TIF districts that could include allowances for housing assistance.

## Partner Funding Sources

Funding sources available at the regional and state levels can be used to fund several projects and programs, such as new construction of subsidized units, renter supports, weatherization programs, and home ownership support programs. These partner funds will be an important

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<sup>1</sup> A CET is a percentage-based fee on new residential or commercial construction charged at the time of permitting. In 2016, the Oregon Legislature passed Senate Bill 1533 which permits cities to adopt a construction excise tax (CET) on the value of new construction projects to raise funds for affordable housing projects. If adopted, the tax would be 1% of the permit value on residential construction and at an uncapped rate on commercial and industrial construction.

part of how the City will advance its equitable housing priorities. As such, the City should seek to develop closer ties with its regional and state partners, track funding cycles, and understand gaps in funding availability.

- **Clackamas County**, through its Department of Health Housing and Human Services (H3S), manages a wide array of federal, state and local resources for housing and social services that are available in Wilsonville. For example, the Community Development Department administers federal Community Development Block Grant and HOME funds that represent potential funding sources for housing development and rehabilitation programs. The Housing Authority of Clackamas County administers housing vouchers that help lower income households afford rental housing. One way to capture these and other housing and human services resources is through collaboration with affordable housing providers and Clackamas County.
- **Metro's General Obligation Bond** will fund regional affordable housing development through a new region-wide property tax. In the near-term, this funding source creates the most likely opportunity for funding construction of new affordable housing units or rehabilitation of existing units in the City of Wilsonville. The Housing Authority of Clackamas County is responsible for creating and administering the countywide Local Implementation Strategy for deploying these funds. One of the key actions in the coming year is to work more closely with Clackamas County to determine which properties and projects in the City of Wilsonville are eligible for these resources. In addition, **Metro's TOD Program** provides support to create public-private partnerships that produce transit oriented development projects, which would complement City's potential land acquisition activities.
- The **State of Oregon** can serve as a partner in several ways.
  - **Oregon Housing and Community Services (OHCS)** funds low-interest loan programs, grants, and tax credits for affordable multifamily rental housing developments through its Multifamily Housing Finance Section. The Section works with local jurisdictions and affordable housing developers to provide financing packages to carry out the department's mission to develop and preserve affordable housing, linked with appropriate services, throughout Oregon. In addition, OHCS has a variety of programs that support tenants, including home weatherization and emergency rent supports. One way to better access these resources for Wilsonville is through partnering with affordable housing providers and Clackamas County.
  - In 2019 the Oregon Legislature passed two bills that support housing development in urban areas – referred to as House Bills 2001 and 2003 (HB 2001 and HB 2003). The new laws seek to expand housing choice in cities across the state by requiring cities within the Metro area to allow duplexes on lands zoned for single dwellings and to develop new methodologies for calculating the amount of land and types of housing needed to meet growth expectations. To support local government efforts in implementing HB 2001 and HB 2003, the Legislature appropriated \$4.5 million to **the Department of Land Conservation and Development (DLCD)** for technical

assistance grants. In late 2019, Wilsonville applied for and received a grant from DLCD through this program, which will support a portion of the work outlined in one of this Plan's implementation actions.

- Many **private organizations** in the region provide services and housing that can support a more equitable community in Wilsonville. Partnerships with these organizations will be necessary to secure and create equitable housing as envisioned in this strategy. These partners have their own sources of funding that can be matched to one another and to public sources noted above. Funding partnerships for equitable housing could include: public/private development agreements, foundation grants, down-payment assistance, rent assistance, land trusts, transportation or in-home care for disabled and elderly residents, and employer-based housing assistance.

### Other Partners

An effective strategy will require ongoing outreach, support, and coordination with organizations in the community that may or may not include funding. Other partners could include local and regional foundations, community-based organizations (including Heart of the City and Wilsonville Community Sharing), large employers, the West Linn-Wilsonville School District, and Habitat for Humanity.

## 4. Implementation Actions

Community stakeholders and market research have provided insights to the greatest needs and opportunities for equitable housing in Wilsonville. Throughout the process, the City asked its leaders and partners: What is the best step we can take in the next few years?

The Wilsonville City Council took the information gathered and created a discrete list of **implementation actions** that have been prioritized for near-term implementation. (See the following pages for details.) While many strategic approaches and actions were considered, these actions arose as the best opportunities for responding to immediate needs while also establishing a system for the City to continue its work for the long term. Council also identified a set of **actions requiring further exploration** that require further research and community discussions and were not prioritized for immediate implementation, may be considered again in future years as more equitable housing is achieved and new needs arise. *Please refer to Appendix C for a complete list of actions considered in the process.*

<b>1. Implementation Actions</b> <i>High-priority actions the City plans to initiate within two years of strategic plan adoption.</i>	<b>2. Actions Requiring Further Exploration</b> <i>High-priority actions that require further research and community discussions for the City to determine how or if it will pursue in the near-term.</i>
1A: Explore Implementation of Transit-Oriented Development (TOD) at City-owned Wilsonville Transit Center Property 1B: Incorporate Equitable Housing Needs into Middle Housing Planning 1C: Define Equitable Housing Approaches in New Urban Growth Areas 1D: Create Housing Tax Abatement Programs to Achieve Housing Diversity and Affordability 1E: Facilitate Connections to Partners and Housing Resources through City Liaison	2A: Secure Land for Development of Affordable and Equitable Housing 2B: Reduce Housing Costs by Modifying Parking Requirements 2C: Explore Tactics to Reduce the Impact of Systems Development Charges on Affordable Housing 2D: Partner with Community Land Trusts 2E: Explore Homeownership Support Programs 2F: Explore Housing Preservation Tax Abatement 2G: Assess Accessibility and Visitability Standards or Incentives

Exhibit 1 cross-references the Plan’s policy objectives and actions.

**Exhibit 1. Actions by Policy Objective**

		1. Diverse Housing Types	2. Partnerships	3. Homeownership	4. Reduced Displacement	5. Accessible Locations	6. Expand Subsidized Housing Stock	7. Social Equity
1A	Explore Implementation of Transit-Oriented Development (TOD) at City-owned Wilsonville Transit Center Property	■	■			■	■	■
1B	Incorporate Equitable Housing Needs into Middle Housing Planning	■		■		■		
1C	Define Equitable Housing Approaches in New Urban Growth Areas	■	■			■	■	■
1D	Create Housing Tax Abatement Programs to Achieve Housing Diversity and Affordability	■	■			■		
1E	Facilitate Connections to Partners and Housing Resources through City Liaison		■	■	■			■
2A	Secure Land for Development of Affordable and Equitable Housing		■	■		■		
2B	Reduce Housing Costs by Modifying Parking Requirements	■	■			■		
2C	Explore Tactics to Reduce the Impact of Systems Development Charges on Affordable Housing		■				■	
2D	Partner with Community Land Trusts		■	■			■	■
2E	Explore Homeownership Support Programs			■				■
2F	Explore Housing Preservation Tax Abatement		■		■			
2G	Assess Accessibility and Visitability Standards or Incentives	■						■

The following section details the six key actions for the first year after adoption of the Strategic Plan, providing information about why the action is important and what stakeholders said about the action. It also includes an order-of-magnitude assessment of each action’s potential impact and administrative requirement, referencing the following key.

<b>Key:</b>	<b>Potential Impact</b>	<b>Administrative Requirements</b>
	◆◆◆ High	◆◆◆ Relatively low administrative requirements, mostly policy setup
	◆◆ Medium	◆◆ Moderate administrative effort
	◆ Low	◆ Substantial staff time and program setup required

# 1A: Explore Implementation of Transit-Oriented Development (TOD) at City-owned Wilsonville Transit Center Property

**Summary**

The City-owned property at the Wilsonville Transit Center is the City’s main opportunity to promote TOD with affordable and/or workforce housing. Potential support could include development/permitting incentives or a public-private partnership that would provide development or infrastructure subsidies in exchange for fulfillment of community goals. The parking lot adjacent to the development site currently has 399 spaces. Many of those spaces are not utilized throughout the day, overnight parking is permitted but rare, so one important opportunity in the development program is the ability to share parking between the park and ride and the development.

The City is interested in completing a Development Opportunities Study and Prospectus to understand development possibilities and constraints and compile materials that the City can use as it conducts outreach with potential developers.



Source: City of Wilsonville

<b>Rationale</b>	The Wilsonville Transit Center is one of the City’s limited opportunities to provide true transit-oriented development within the community. Given City ownership of the site, it is also an opportunity to provide affordable housing through land write downs for nonprofit affordable housing development.
<b>Policy Objectives</b>	1 (Diversity of Unit Types), 2 (Partnerships), 5 (Accessible Locations), 6 (Expand Subsidized Housing Stock), 7 (Social Equity)
<b>Summary of Stakeholder Feedback</b>	Near-term opportunity with potential high-impact. Affordable housing developers are interested in exploring this opportunity. Planning Commission and Task Force supported this tool.
<b>Potential Impact</b>	◆◆◆ Control of land is one of the key sources of local government leverage for housing development. The Wilsonville Transit Center property presents an opportunity for transit-oriented affordable housing.

<b>Administrative Effort</b>	◆◆ Requires development of partnership agreement with developer
<b>Applicable Geographies</b>	Single-site
<b>Partners</b>	• Nonprofit developers, Tri-Met, State of Oregon, Metro, Clackamas County
<b>Potential Funding Sources</b>	Land write-down, Metro Bond, Federal Transit Administration (FTA) funding, Metro TOD Grant Program. If the City is interested in pursuing Metro Affordable Housing Bond funding for this project, any technical work will need to be expedited to match up to the release of bond funds through the Notice of Funding Available. <b>**confirm dates for NOFAs in next draft**</b>
<b>Next Steps</b>	<p><b>1. Complete Development Opportunities Study (DOS)</b></p> <p>The DOS will explore the following questions:</p> <ul style="list-style-type: none"> <li>• What are Council’s goals for development on the site? How can the City balance its financial and housing goals?</li> <li>• What are the market conditions for development at this site?</li> <li>• What are the constraints for the site, including any considerations related to environmental, transportation impacts, utility connections, etc.</li> <li>• How many housing units could the site accommodate under existing zoning?</li> <li>• How can the City best position the site for Metro Bond funding? Does that include confirming desired income tiers and unit types (e.g. two bedroom units) that conform with the Clackamas County Housing Authority’s Local Implementation Strategy for the site? <b>**Provide additional direction pending conversations with Metro and Task Force on how to best market this publicly controlled site not just to developers but to the HACC and Metro leadership who will ultimately approve funding.**</b></li> <li>• Given current market conditions and the site's context, should the development program include ground-floor retail?</li> <li>• What disposition alternatives should the City explore?</li> </ul> <p><b>2. Outreach</b></p> <p>The outcome of the DOS exercise will be a site prospectus that will provide potential development partners and funders with information about the site and the City’s objectives for development. The City should consider convening a mix of affordable housing developers and for-profit developers to (1) help understand opportunities and barriers and (2) build interest. Questions for outreach include:</p> <ul style="list-style-type: none"> <li>• What are possible funding sources for development, including regional, state, and federal sources?</li> <li>• What can the City do to make this site more attractive for those funding sources?</li> </ul> <p><b>3. Solicitation Process</b></p> <p>The final near-term implementation step will be to define a process for soliciting interest from affordable housing developers.</p> <ul style="list-style-type: none"> <li>• Determine funding resources or incentives that could be applied.</li> <li>• Refine Council goals for the site, based on feedback from outreach.</li> <li>• Market and Release RFP for the site.</li> </ul>

# 1B: Incorporate Equitable Housing Needs in Middle Housing Planning

## Summary

Oregon House Bill 2001 requires that local jurisdictions adopt zoning code regulations or comprehensive plan amendments to permit middle housing types (e.g., duplexes, triplexes, etc.) in all areas that are zoned for residential use and allow for detached single-family dwellings. These changes will allow for a diversity of unit types throughout Wilsonville, but the City will need to assess its own plans for future planning areas for Frog Pond as well as the restrictions in each of its existing neighborhoods that have HOAs. The City could explore implementation actions beyond HB2001's requirements, such as code changes to encourage accessibility, design options to promote affordability, etc. The City plans to address many barriers to expand housing variety while implementing key equitable housing strategies related to quality design standards, community support, and adequate infrastructure.

The City of Wilsonville has a unique set of circumstances that demand a creative approach to implementing the HB 2001 requirements. Most of the City's established neighborhoods are in planned unit developments, and a majority of planned housing units are located in large master plan areas with a variety of housing types, some of which already have completed master plans. The City of Wilsonville is spearheading a project that will ensure that tools are in place to support the development of a wider range of housing types. As part of this project, the City will complete the following activities:

1. Public outreach and education: public events, a public engagement website, and a memo for duplex and middle housing design based on community inputs.
2. Updating plans and codes: review of density limits and other codes, revision of Frog Pond West master plan, and updated zoning code amendments. This will include an analysis of how zoning code requirements may affect the affordability of housing.
3. Developing architectural standards: research of architectural standards and architectural renderings.
4. Reviewing and updating infrastructure plans: projection of infrastructure needs, revision of Frog Pond West infrastructure plan, and citywide infrastructure update recommendations.
5. Funding infrastructure: analysis of various public service charge and permitting process options.

This action will intersect with **Action 1C**, which includes approaches for equitable development in newly master planned areas.

<b>Rationale</b>	The City will explore design standards and incentives to further expand the housing variety in Wilsonville. Not all residential communities have explicitly considered housing variety in previous planning efforts. Now there is an opportunity to address equitable housing concerns related to HB2001.
<b>Policy Objectives</b>	1 (Diversity of Unit Types), 3 (Homeownership), 5 (Accessible Locations)
<b>Summary of Stakeholder Feedback</b>	There is interest in a broader variety of housing types, including starter homes and middle housing types, but the ability for those housing types to be incorporated into existing neighborhoods requires further study.

**Potential Impact** ♦♦ Changes are likely to happen incrementally over time. Some neighborhoods will likely see more of a diversity of development proposals than other neighborhoods, depending on location and other factors. When combined with financial incentives, these changes could have a greater impact on development feasibility for middle housing types.

**Administrative Effort** ♦♦ The City will explore potential amendments to the Development Code through a public process, adopt any Development Code changes that emerge from that process, and then review proposals through the existing development review process.

**Applicable Geographies** Citywide, with a focus on Frog Pond

**Partners** DLCD, Metro

**Potential Funding Sources** DLCD grant, other regional funding sources, General Fund

- Next Steps**
- Understand state rulemaking around HB 2001 and implications for current master plans.
  - Assess to what degree the statewide requirements affect an area that has a master plan
  - Identify regulatory barriers to duplex and middle housing development and needed updates for regulatory compliance.
  - Discuss possible financial, design, or other regulatory incentives for missing middle housing, and whether to target to specific geographies.

# 1C: Define Equitable Housing Approaches in New Urban Growth Areas

<b>Summary</b>	As part of the master planning requirements for Frog Pond East and South, the City will establish goals or targets for accessibility to services/amenities, unit types, and unit affordability levels. The targets for affordability levels (number of units and depth of affordability for those units) should be reasonably achievable, allowing for sufficient market rate development to support key infrastructure investments. The City can explore applying these methodologies and unit targets in future urban growth areas beyond Frog Pond.
<b>Rationale</b>	Integrating housing units for low-income and public housing residents into market rate development buildings can encourage greater community stability, safety, and access to opportunity for vulnerable populations. <b>**add sidebar information on Villebois history**</b>
<b>Policy Objectives</b>	1 (Diversity of Unit Types), 2 (Partnerships), 5 (Accessible Locations), 6 (Expand Subsidized Housing Stock), 7 (Social Equity)
<b>Summary of Stakeholder Feedback</b>	The City has already developed broad goals for housing types in the Frog Pond Area Plan. Developing additional policies for affordability may require additional technical analysis.
<b>Potential Impact</b>	◆◆ By establishing targets ahead of master planning efforts, the City can work with developers to achieve those targets.
<b>Administrative Effort</b>	◆ Requires staff time and stakeholder engagement to establish goals/targets.
<b>Applicable Geographies</b>	Frog Pond East and South, other future urban growth areas
<b>Partners</b>	Metro
<b>Potential Funding Sources</b>	N/A

## Next Steps

**Prior to Master Planning Process:** Develop policy guidance to guide master planning.

The City can consider the following:

- Determine range of units affected by the policy, including rent-restricted units, ownership units, accessory dwelling units, and units by size.
- Determine a range for depth of affordability for those units.
- Provide guidance on how the City should further refine these policies, including stakeholder engagement with property owners, developers, renters, communities of color, and potential funders and composition of any oversight or advisory committees.
- Understand community design implications, including providing a specific focus on maintaining access to amenities for affordable units and integrating those units into the overall master plan design.

**During Master Planning Process:**

- Define policies: Identify the City's targets for affordability levels and number of units that meet those affordability levels. The target should be provided in a range to allow flexibility to be responsive to changing market dynamics, funding sources, and partner interests.

- Identify specific properties that could play a role in achieving the Master Plan targets.
  - Explore how the affordability targets interact with the master plan use mix, the location of amenities, infrastructure provision, and the implementation and funding plan.
  - Determine potential changes to impact fee assessments and conduct infrastructure funding analysis.
  - Directly engage nonprofit and for profit affordable housing developers
- 

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# 1D: Create Housing Tax Abatement Programs to Achieve Housing Diversity and Affordability

## Summary

Tools that support housing production and encourage preservation of housing affordability by providing a partial property tax exemption on increased property value for qualified developments.

The City will conduct an analysis of the available options to determine which are most appropriate to and viable in Wilsonville. Through a multifamily tax exemption, a jurisdiction can incent diverse housing options in urban centers lacking in housing choices or workforce housing units. There are several additional abatement programs authorized at the state level that could be added. Each targets a slightly different type or market rate and/or affordable housing unit. Potential programs include:

### Vertical Housing Development Zones (VHDZ):

While ground floor retail is desirable in high-density, amenity-rich areas, the additional expense and regulatory requirements that result often make projects infeasible. Providing ground floor retail can help to increase access to services and amenities in a neighborhood. VHDZ incents multi-story mixed-use development by offering a partial property tax exemption for 10 years to developments that include housing as well as non-residential use (e.g. retail on the ground floor), with a larger tax exemption for higher density developments. A tax exemption can help to increase development feasibility for projects that might not otherwise pencil. *Key Takeaway: This program could be useful in specific, geographically-limited areas like Villebois and Town Center.*

### Multiple Unit Property Tax Exemption (MUPT, sometimes called MULTE):

A flexible program that can be used to incent multifamily housing with particular features or at particular price points by offering qualifying developments a partial property tax exemption for 10 years. Though the state enables the programs, each city has an opportunity to shape the program to achieve its goals by controlling the geography of where the exemption is available, application process and fees, program requirements, criteria, and program cap. One important implementation consideration is the need to monitor compliance over the course of the abatement. The City could implement one or more of the following program types:

- **Encouraging middle housing rental development** by establishing eligibility criteria related to tenure, units on site, and unit size but not requiring detailed income reporting.
- **Supporting rent-regulated affordable projects** that are not eligible for the City's existing nonprofit exemption (e.g. projects developed by for profit developers) but still have monitoring required by state or federal funds.
- **Supporting workforce housing projects.** The City could offer a citywide program for housing that is affordable to households making up to some specific income level (e.g., 80% or 100% of AMI). If the affordability threshold is relatively close to current market rents, the City could limit the rent the developer could charge but not require income certification for tenants.
- **Preserving the affordability of existing housing** (see Action 2F).

*Key Takeaway: A citywide program with multiple uses would likely be the most effective program in encouraging affordable housing at multiple scales.*

**Temporary exemption for newly rehabilitated or constructed multiunit rental housing:**

Incentivizes development or rehabilitation of multifamily rental housing with rents affordable to households with an annual income at or below 120% of the area median income (AMI) citywide through a full property tax abatement for no more than 10 years. This abatement program is most useful when a city is interested in encouraging all multifamily development, even above the median income. *Key Takeaway: Given the City's interest in prioritizing affordable development, the MUPT program is a more suitable program unless the City is interested in providing an abatement to almost any new multifamily housing development project.*

**Nonprofit Low-Income Rental Housing Exemption:**

Provides a simplified way for affordable housing owned and operated by a nonprofit to qualify for a property tax exemption. *Key Takeaway: The City already provides an abatement to non-profit affordable housing developers.*

A more detailed comparison of the available programs is included in Appendix D.

<b>Rationale</b>	Tax abatements can substantially contribute to the feasibility of both market-rate and regulated units. Saving on operational costs contributes to greater net operating income, which is important in determining project value and subsequently the development feasibility. By reducing ongoing operating costs for housing through a housing tax abatement, the City could help to incentivize developers to include affordable units as part of larger development projects.
<b>Policy Objectives</b>	1 (Diversity of Unit Types), 2 (Partnerships), 5 (Accessible Locations)
<b>Summary of Stakeholder Feedback</b>	Developers consider this tool most impactful. Requires more research about which abatements to explore.
<b>Potential Impact</b>	◆◆ Or ◆◆◆ An abatement can be an important incentive to enable new development; more research into the abatements that work best for Wilsonville is needed (see next steps).
<b>Administrative Effort</b>	◆ Market and policy analysis plus stakeholder outreach (including outreach to overlapping taxing districts) required to evaluate and adopt options.
<b>Applicable Geographies</b>	Vertical Housing: zone-specific (Villebois, Town Center) MULTE program: City-wide
<b>Partners</b>	Other taxing jurisdictions
<b>Funding Required</b>	N/A. Foregone revenue
<b>Next Steps</b>	<ul style="list-style-type: none"><li>• Explore the following implementation considerations:<ul style="list-style-type: none"><li>○ How much revenue would the City be willing to forgo on an annual basis? Does the City want to limit the number of abatements provided?</li><li>○ How can the City best assess the benefit it receives in exchange for the abatement? Does this include a financial analysis of the expected cost to the City and other taxing jurisdictions in exchange for other benefits?</li><li>○ How would the City evaluate and select projects that would receive the abatement?</li><li>○ Would the City be interested in leading an effort to abating its own taxes plus working with other taxing jurisdictions to seek abatement of their taxes as well, to encourage deeper levels of affordability?</li><li>○ Determine City goals for how many units can receive an abatement.</li><li>○ How would the City accommodate reporting requirements?</li></ul></li></ul>

- How does the City weigh the temporary (up to 10 years) loss of tax revenue against the potential attraction of new investment to targeted areas?
- Is there a threshold at which the City would end the program, such as after certain number of units receive the abatement?
- Identify specific geographies where specific abatements would be most effective.
- Reach out to overlapping taxing districts to gauge support for the City's priority program(s). To extend the exemption to all taxing districts, the City must secure support (in the form of a resolution) from governing boards representing at least 51% of the total combined rate of taxation levied on the property.
- The City should also track multifamily housing production and whether recently permitted projects move to construction to determine whether MUPTe is appropriate for market-rate multifamily housing.
  - If the City ultimately decides to implement MUPTe, the City must adopt the provisions of ORS 307.600 to 307.637. The City must designate a specific area if MUPTe will be applied to market-rate housing; for housing subject to affordability restrictions, the City can designate the entire city for the exemption.
  - Prior to passing an ordinance or resolution to adopt MUPTe, the City must hold a public hearing to determine whether qualifying housing would otherwise be built or preserved without the benefit of the exemption. The City must also establish standards and guidelines to consider applications and make decisions, including setting eligibility criteria.
- Adopt the selected tax abatement(s) by resolution, including specifying any local parameters and definitions required for the abatement in question.

## 1E: Facilitate Connections to Partners and Housing Resources through City Liaison

<b>Summary</b>	<p>The City would designate a point person to serve as a resource for community members and interested housing stakeholders for housing in the City. That staff person would:</p> <ul style="list-style-type: none"> <li>• Conduct ongoing outreach with the County, Metro, development community, community-based organizations, and service providers.</li> <li>• Fully understand the array of resources available for prospective homeowners and current renters.</li> <li>• Help to implement Strategic Plan implementation actions.</li> <li>• Create and maintain the online One Stop Shop that would include a directory of housing-related resources on the City's website for community members, key stakeholders, and interested developers. See City of Milwaukie's One Stop Shop for an example: <a href="https://www.milwaukieoregon.gov/housingaffordability">https://www.milwaukieoregon.gov/housingaffordability</a>).</li> </ul>
<b>Rationale</b>	Achieving lasting implementation of the Strategic Plan requires focused attention. The Housing Liaison would be able to track current conditions, build relationships with local stakeholders, support renters, maintain information on the website, and help to implement the Plan.
<b>Policy Objectives</b>	2 (Partnerships), 3 (Homeownership), 4 (Prevent Displacement), 7 (Social Equity)
<b>Summary of Stakeholder Feedback</b>	The City could play a better role in providing resource referrals, but it is not necessarily the City's role to provide the resources themselves (i.e. renter support, landlord counseling). The City does not currently have a resource for interested housing developers nor someone who is solely focused on implementing housing-related actions.
<b>Potential Impact</b>	◆ to ◆◆ Focused attention on plan implementation can help to advance Council's priorities. In addition, this staff person could increase the City's exposure to potential funding partners, including regional, state, and private players.
<b>Administrative Effort</b>	◆ to ◆◆ Requires staff allocation.
<b>Applicable Geographies</b>	Citywide
<b>Partners</b>	Clackamas County, Metro, State, nonprofit and for profit developers, nonprofit organizations
<b>Funding Required</b>	General fund
<b>Next Steps</b>	<ul style="list-style-type: none"> <li>• Determine needed staffing levels and designate staff person.</li> <li>• Develop work plan, which includes the creation of online one stop shop, stakeholder engagement, and Plan implementation.</li> <li>• Monitor engagement and partnership development.</li> </ul>

# 5. Tools Requiring Further Exploration

## 2A: Secure Land for Development of Affordable and Equitable Housing

<b>Summary</b>	City-led program to buy and hold land for future development opportunities. This supports affordable housing by reducing or eliminating land cost from development. The City has a number of properties in its portfolio that could serve as housing opportunity sites, including the Public Works/Police/Community Center property and the Wilsonville Transit Center.
<b>Policy Objectives</b>	2 (Partnerships), 3 (Homeownership), 5 (Accessible Locations)
<b>Summary of Stakeholder Feedback:</b>	Overall favorable opinion, especially among potential developers who were concerned about lack of available land for infill development. Requires more research about potential funding sources, strategy execution, and target properties.
<b>Potential Impact</b>	◆◆◆ Control of land is one of the key sources of local government leverage for housing development.
<b>Administrative Effort</b>	◆◆ Requires development of a land banking or acquisition strategy that includes a funding source. For properties the City already owns, the administrative effort is minimal.
<b>Possible Next Steps</b>	<ul style="list-style-type: none"> <li>• Inventory City or publicly-owned property.</li> <li>• Determine the viability of a policy that prioritizes surplus property for housing development. Such a policy would not stipulate that all surplus property will or can be development for housing, but that the City must at least evaluate a parcel's potential for housing before selling the property or using it for another purpose</li> <li>• Explore feasibility of a City-led effort to work with partners, including regional land banks, to optimize the use of City-owned land. This could include a parcel-by-parcel development opportunity study or a set of conversations with potential development partners about the opportunities and challenges for each parcel.</li> <li>• Identify the sources of funding the City has to deploy, and how the City could leverage those funds with outside funding.</li> <li>• Conduct an analysis of potential acquisition opportunities.</li> <li>• Consider role of Metro housing bond in helping to fund affordable housing projects on City-owned parcels.</li> </ul>

## 2B: Reduce Housing Costs by Modifying Parking Requirements

### Summary

Parking requirements can have an adverse impact on land and development costs, leading to an increase in housing costs. In some communities, there are areas where the required parking is considerably more excessive than the need. This is especially true as areas transition to support more people traveling by transit, carpool, bicycle and walking/rolling. Parking that is developed but rarely used consumes a lot of land and resources. Some communities have found great savings by looking more closely at their parking policies, including shared parking policies, minimum parking requirements, and comprehensive parking plans and strategies for commercial districts such as the Town Center. Additionally, developments providing equitable housing for people who are disabled or elderly, and those that are close to regional transit, typically have lower levels of car ownership and needs for parking. Potential to limit to subsidized units, areas with better transit access, or provide a case-by-case review depending on the project parameters.

<b>Policy Objectives</b>	1 (Diversity of Unit Types), 2 (Partnerships), 5 (Accessible Locations)
<b>Summary of Stakeholder Feedback</b>	Split agreement – some stakeholders in favor, others oppose. Requires more research and discussion for potential applications.
<b>Potential Impact</b>	◆◆ For some projects, especially affordable housing projects, a reduction in parking requirements can mean greater feasibility.
<b>Administrative Effort</b>	◆ Requires staff time to develop standards.
<b>Next Steps</b>	<ul style="list-style-type: none"> <li>• Which parking requirements may be affecting housing costs?</li> <li>• How much of a parking reduction would be appropriate for affordable housing units? Does location and surrounding amenities influence this?</li> <li>• Would affordable developments only be eligible if they met certain criteria?</li> <li>• How would the City mitigate any concern from surrounding neighborhoods?</li> </ul>

## 2C: Explore Tactics to Reduce the Impact of Systems Development Charges on Affordable Housing

### Summary

Systems Development Chargers (SDCs) can have a big impact on the feasibility of a housing project. Some cities make changes to their SDC schedules to incent more affordable housing types, while others provide reductions or waivers to projects that meet specific program criteria. Many programs have specific requirements that eligible projects must include a share of affordable units. This reduces the cost to build affordable housing and can allow affordable housing developers to produce units more cost-effectively. Potential avenues for the City to explore include:

- Tie SDCs to overall size of housing unit (potentially regardless of number of fixtures or size of infrastructure)
- Delaying collection of SDCs and/or time of investment.
- Offer reductions or waivers on a project's system development charges or permit fees, which reduces the cost to build those types of housing.

<b>Policy Objectives</b>	2 (Partnerships), 6 (Expand subsidized housing stock)
<b>Summary of Stakeholder Feedback</b>	Effective tool to bridge feasibility gap; Developers consider these tools most impactful.
<b>Potential Impact</b>	◆◆◆ Developers working in Wilsonville have stated that SDCs have a big impact on project costs, even though Wilsonville's SDCs are comparable to the regional average. This make waivers a valuable incentive; however, the City cannot waive SDCs collected by the County or special districts without prior approval. The City must balance its affordable housing goals with its ability to pay for infrastructure to support new housing.
<b>Administrative Effort</b>	◆ to ◆◆ Depends on program criteria and ongoing monitoring required.
<b>Key Considerations</b>	<ul style="list-style-type: none"> <li>• Would the City want to offer exemptions or fee reductions to projects that are not already subject to monitoring and compliance regulations, or limit it to projects with state or federal funding and projects to be owned/operated by non-profits?</li> <li>• How long an affordability restriction would the City want to impose?</li> <li>• If the City were to subsidize SDCs or permit fees from another source, how much would the City need to allocate towards such a program in order to fund a meaningful number of units and projects?</li> <li>• If the City were to exempt affordable housing from SDCs or permit fees and not subsidize from another source, how big a reduction to permit and/or SDC revenue can the City sustain?</li> <li>• Are there other funding sources the City could identify to fill the gap? CET funds? Other?</li> </ul>
<b>Next Steps</b>	<ul style="list-style-type: none"> <li>• Coordinate among City staff and policymakers to identify desired project eligibility.</li> <li>• Determine funding implications and what revenue sources are needed to subsidize foregone revenues from reducing or waiving SDCs.</li> </ul>

## 2D: Explore Partnerships with Community Land Trusts

<b>Summary</b>	Community organizations that own land can provide a long-term ground lease to affordable housing developers or low-income households to create opportunities for stable housing and homeownership. The terms on purchase prices, resale prices, and equity capture ensure that the homes remain affordable for future residents. The City of Wilsonville can support Community Land Trusts (CLTs) by providing them City-owned land, grants, or low-interest loans and incentivizing developers to work with CLTs.
<b>Policy Objectives</b>	2 (Partnerships), 3 (Homeownership), 4 (Prevent Displacement), 6 (Affordable Housing Stock)
<b>Summary of Stakeholder Feedback</b>	There are few entry-level homes that would be affordable to first-time homebuyers in Wilsonville. The City should do more to support potential homebuyers.
<b>Potential Impact</b>	◆◆◆ Land is a key factor in development of affordable units. Donated land can significantly reduce the size of the loan for the developer. Local, community-based organizations could be willing to partner in Wilsonville’s vision for equitable housing if they see that the vision is aligned with their mission.
<b>Administrative Effort</b>	◆ Will require staff time to meet with representatives from CLTs and coordinate possible partnerships. The time for implementation will take longer if land needs to be acquired or transferred.
<b>Key Considerations</b>	<ul style="list-style-type: none"> <li>• Is the CLT-owned land in an area with concentrated poverty or low transit access?</li> <li>• How can the City require or incentivize developers to work with CLTs?</li> <li>• What funding sources are available to assist CLTs.</li> </ul>
<b>Next Steps</b>	<ul style="list-style-type: none"> <li>• Research community organizations that may have excess land and interest in forming a CLT.</li> <li>• Identify funding opportunities for partnering with CLTs.</li> </ul>

## 2E: Explore Homeownership Support Programs

### Summary

The City could provide the following:

- **Education on Home Ownership Preparation.** Help first-time homebuyers learn the basics about the home buying process in classes taught by experienced professionals who specialize in helping first-time homebuyers. Special topics on HOAs can be included. The City could coordinate with existing organizations such as the Portland Housing Center to facilitate this training or develop its own program.
- **Alternative Funding Sources for Down Payment and Mortgage Assistance.** Expand financing options to low-income and middle-income households who plan to purchase a home.
- **Partnership with local nonprofits.** Work with Proud Ground or Habitat for Humanity to develop affordable homeownership projects on City-owned land. Connect renters interested in home ownership to these local nonprofits for assistance with the home purchasing process.

<b>Policy Objectives</b>	3 (Homeownership), 7 (Social Equity)
<b>Summary of Stakeholder Feedback</b>	There are few entry-level homes that would be affordable to first-time homebuyers in Wilsonville. The City should do more to support potential homebuyers.
<b>Potential Impact</b>	◆ to ◆◆ Depends on program parameters and City involvement.
<b>Administrative Effort</b>	◆ to ◆◆ Depends on program parameters and City involvement.
<b>Key Considerations</b>	<ul style="list-style-type: none"> <li>• Does the City have funding capacity available to support homeownership programs?</li> <li>• How can the City best develop a partnership with other entities working to encourage affordable homeownership opportunities?</li> </ul>
<b>Next Steps</b>	<ul style="list-style-type: none"> <li>• Conduct outreach with potential partners to determine the City's role.</li> </ul>

## 2F: Explore Housing Preservation Tax Abatement

### Summary

As suggested in Action 1D, the City could explore the creation of a tax abatement program specifically targeted toward existing low-cost market rate rental properties to reduce potential displacement of tenants living in those properties. The City would use the Multiple Unit Property Tax Exemption Program (MUPTe) with a set of program parameters targeted toward preservation.

MUPTe is a flexible program that can be used to incent multifamily housing with particular features or at particular price points by offering qualifying developments a partial property tax exemption for 10 years. Though the state enables the programs, Wilsonville shape the program to achieve its preservation goals by controlling the geography of where the exemption is available, application process and fees, program requirements, criteria, and program cap. One important implementation consideration is the need to monitor compliance over the course of the abatement.

Statute allows for MUPTe to be used for existing multiple-unit housing that is or becomes subject to an affordability agreement with a public agency. This means that the City could offer the tax abatement authorized under MUPTe in exchange for signing an agreement with a public agency (such as the local Housing Authority or another affordable housing provider) to regulate rents. Because the statute is flexible about the nature of the affordability agreement, it could be structured to limit the annual increase in rents or to require a reduction based on the value of the tax abatement. The City could require that participating property owners invest in renovations in order to qualify, but this is not required under statute. ECONorthwest has been exploring a similar preservation-focused tax abatement in the City of Scappoose. Possible options include:

- **Rehabilitation emphasis:** Make renovations an eligibility requirement, with a required investment amount that is proportional to (and less than) the value of the tax abatement to the property owner. Require that participating property owners prioritize investments in health and safety improvements first, and then improvements for energy efficiency, universal accessibility, etc. Limit the rate of rent increases for the duration of the tax abatement (e.g., 2% or less).
- **Rent reduction emphasis:** Do not require renovations, but require that rents be reduced in proportion to the tax abatement, with a limit on the rate of increase year-to-year.

<b>Policy Objectives</b>	2 (Partnerships), 4 (Reduce Displacement)
<b>Summary of Stakeholder Feedback</b>	Residents are concerned about the potential for displacement, given rising rents in the community.
<b>Potential Impact</b>	◆◆ Or ◆◆◆ An abatement can be an important incentive to ensure affordability; more research into the abatements that work best for Wilsonville is needed.
<b>Administrative Effort</b>	◆ Policy analysis plus outreach with overlapping taxing districts and existing property owners required to evaluate and adopt options.
<b>Key Considerations</b>	<ul style="list-style-type: none"> <li>• For either option described above, the affordability agreement should require rent restrictions but not income qualification in order to avoid creating administrative burden for the property owner and to ensure that existing residents would be able to remain.</li> </ul>

- For enforcement, participating property owners could be required to submit current rent rolls and provide written notice to all tenants of the affordability agreement with contact information to report any potential violations.
- Since income qualification would not be necessary, the City could in theory establish affordability contracts directly with property owners. This would require some additional administrative effort, but much less than income certification.

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### Next Steps

- Explore the following implementation considerations:
  - How much revenue would the City be willing to forgo on an annual basis? Does the City want to limit the number of abatements provided? How does the City weigh the temporary (up to 10 years) loss of tax revenue against the potential attraction of new investment to targeted areas?
  - How can the City best assess the benefit it receives in exchange for the abatement? Does this include a financial analysis of the expected cost to the City and other taxing jurisdictions in exchange for other benefits?
  - How would the City evaluate and select projects that would receive the abatement?
  - Would the City be interested in leading an effort to abating its own taxes plus working with other taxing jurisdictions to seek abatement of their taxes as well, to encourage deeper levels of affordability?
  - How would the City accommodate reporting requirements?
  - Is there a threshold at which the City would end the program, such as after certain number of units receive the abatement?
  - Are affordable housing providers willing to partner on implementation of affordability restrictions for preservation projects? If providers are unwilling to take this role on, consider whether City staff can administer a preservation program like the one described above. If the City is willing to take this on, staff may need additional support to create the program.

## 2G: Assess Accessibility and Visitability Standards or Incentives

<b>Summary</b>	“Visitability” describes a set of home design standards that address accessibility needs of visitors with mobility impairments. The three principles of visitability are: at least one zero-step entrance, wide doorways and hallways for clear passage, and at least one bathroom with wheelchair access on the main floor. The City of Wilsonville can adopt new design codes or grant incentives for developments with visitability standards.
<b>Policy Objectives</b>	1 (Diverse Housing Types), 7 (Social Equity)
<b>Summary of Stakeholder Feedback</b>	Through the library kiosk, Let’s Talk Wilsonville, and renter survey, many residents expressed a desire to see more one-level homes. This speaks to the need for more accessible homes that can accommodate people with mobility challenges.
<b>Potential Impact</b>	◆ The City’s proactive initiative to consider the needs of all ages and abilities could be a welcomed change for the residents. The new standards would apply only to new construction.
<b>Administrative Effort</b>	◆◆ or ◆◆◆ The City Council can propose and adopt the three principles of the visitability standards relatively quickly. More staff time will be required for creating incentives associated with visibility standards.
<b>Key Considerations</b>	<ul style="list-style-type: none"> <li>• Is visitability a concern for current and future residents?</li> <li>• Are there existing design or space limitations for enhancing visitability (i.e., on-site stormwater mitigation, narrow lots)?</li> </ul>
<b>Next Steps</b>	<ul style="list-style-type: none"> <li>• Disseminate information on visitability standards among policymakers.</li> <li>• Identify Development code sections that need to be amended.</li> </ul>

## 6. Steps for Implementation

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Over the coming years, implementing the plan will require the City to balance and coordinate its pursuit of actions, funding, and partnerships with its many other public priorities. Below is a set of implementation steps that will improve success with advancing this Plan's near-term actions while building momentum toward the larger goal of achieving housing equity.

**Develop staff work programs and budget for implementation:** After the Plan's adoption, the City will move towards implementing the Plan's actions. This will include developing work programs, assigning staff to complete analysis and follow up conversations, and meeting with the county and other partners to identify potential partnership opportunities. Implementation of some actions may require dedicated staff time and budget.

**Involve the Community:** The City will continue engaging the community in this work, seeking their input regarding the nature of the housing challenges. The City will pay particular attention to those community members who experience housing inequities, including renters, communities of color, and representatives of disabled communities. These community members will be best positioned to inform the City's next set of actions beyond those identified in this Plan.

As implementation activity continues, the City may realize efficiencies through establishing an ongoing community housing advisory committee. Through the proposed housing liaison identified in Action 1E, the City should maintain an open line of communication to understand evolving needs and how the City can best respond to those needs.

**Build Partnerships:** Many partners and funders are active in the Portland metro region; Wilsonville can better leverage their skills, connections, and resources with a focused attention to understanding their roles, communicating the needs and opportunities in Wilsonville, and finding joint funding opportunities. Stakeholders include nonprofit housing developers, Metro, Clackamas County, community-based organizations, school districts, tenant's rights organizations, land trusts and other non-profits focused on increasing access to home ownership, the State of Oregon (especially Oregon Housing and Community Services), and others.

**Develop Performance Measures:** Priorities for implementation will evolve over time, as actions are completed and Wilsonville's needs change. Tracking the City's progress towards implementing its Plan is important to hold the City accountable to its residents and to determine whether the activities the City is implementing are having the desired impacts. To keep the effort on track, the City should identify a set of performance measures for equitable housing objectives. The performance measures should be quantifiable based on

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**Performance measures** are based on data, and tell a story about whether progress is being made toward attaining an organization's policy goals.

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available data, limited in number, and focused enough to tell a story about progress toward goals.

The most logical location for tracking such information is the City's annual housing report, which could include a section that describes the City's equitable housing activities and information about these measures.

Proposed performance measures will require additional discussion to confirm, along with planning to integrate data collection and analysis into ongoing staff work flow. They are:

**\*\*Pending further conversation with the Task Force/Planning Commission/City Council\*\***

- Number, location, and type of new homes produced
- Number and location of regulated affordable units produced
- Accessibility to services and transit for new homes
- Documentation of conversations with property owners, home owners' associations and developers about the importance of equitable housing
- Share of rent-burdened residents
- Change in workforce and worker incomes over time (to support assessment of needs for workforce housing)
- Mortgage applications and denials, including by race and ethnicity (publicly available for download as a result of the Home Mortgage Disclosure Act)

**Process for assessing and updating strategies / priorities:** As conditions change and the City makes progress towards its goals, the City Council may want to revisit and update the Plan on a periodic basis, such as every two to three years. **\*\*Pending further conversation with Council and Planning Commission\*\***

# Appendix

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- A. Housing Market Research Report (previously furnished, not included with this draft)
- B. Stakeholder Outreach Process and Themes
- C. All Actions Evaluated (previously furnished, not included with this draft)
- D. Property Tax Abatements for Housing in Oregon

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<sup>1</sup> Walkerly and Russel, September 2016, accessed online at:  
[https://ssir.org/articles/entry/what\\_the\\_heck\\_does\\_equity\\_mean](https://ssir.org/articles/entry/what_the_heck_does_equity_mean)

<sup>2</sup> Andersson, Fredrik, John C. Haltiwanger, Mark J. Kutzbach, Giordano E. Palloni, Henry O. Pollakowski, and Daniel H. Weinberg. "Childhood Housing and Adult Earnings: A Between-Siblings Analysis of Housing Vouchers and Public Housing," National Bureau of Economic Research, 2016.

<sup>3</sup> "A Snapshot of Housing Affordability in Greater Portland." Metro  
<https://www.oregonmetro.gov/news/you-are-here-snapshot-housing-affordability-greater-portland>

<sup>4</sup> Fernald, Marcia, Ed., "The State of the Nation's Housing 2013," Joint Center for Housing Studies of Harvard University, 2013, <http://www.jchs.harvard.edu/sites/jchs.harvard.edu/files/son2013.pdf>.

<sup>5</sup> ECONorthwest analysis using methodology from the following paper: Chakrabarti, Ritashree, and Junfu Zhang. *Unaffordable housing and local employment growth*. No. 10-3. Federal Reserve Bank of Boston, 2010.

<sup>6</sup> Wright, Bill, Keri Vartanian, Grace Li, and Maggie Weller, "Health in Housing: Exploring the Intersection Between Housing & Health Care," The Center for Outcomes Research & Education, Providence Health & Services, 2016, [https://oregon.providence.org/~media/Files/Providence%20OR%20PDF/core\\_health\\_in\\_housing\\_full\\_report\\_feb\\_2016.pdf](https://oregon.providence.org/~media/Files/Providence%20OR%20PDF/core_health_in_housing_full_report_feb_2016.pdf).

<sup>7</sup> Desmond, Matthew and Gershenson, Carl, "Housing and Employment Insecurity among the Working Poor." *Social Problems*, Volume 63, Issue 1, 1 2016, Pages 46–67, <https://doi.org/10.1093/socpro/spv025>



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# STAFF REPORT

**DATE:** June 24, 2020  
**TO:** Affordable Housing Task Force Members  
**FROM:** Tom Schauer, Senior Planner  
**SUBJECT:** Action Plan Tasks - Calendaring  
**STRATEGIC PRIORITY & GOAL:**



**HOUSING OPPORTUNITIES** (ACROSS THE INCOME SPECTRUM)  
Create diverse housing opportunities that support great neighborhoods.

**OBJECTIVE/S:** Collaborate to improve the financial feasibility of diverse housing development opportunities

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## **Report in Brief:**

This item is to discuss calendaring for work on the tasks in the adopted Affordable Housing Action Task Force Action Plan.

## **Background:**

In February, City Council approved the Task Force's 2020-2022 Action Plan. It includes On-Going and Short, Medium, and Long-Term Actions. Short-Term Action are to be completed by the end of December 2020. The purpose of this agenda item is to review the meeting calendar and schedule work on these items.

## **Discussion:**

The attached list of actions includes preliminary meeting dates for work on the short-term actions due in December 2020. Currently, the potential meeting dates for medium and long term actions are left blank on the attachment, but some of those will take longer to complete, so work on some of those items may need to begin sooner and continue into 2021 and 2022 when completion is scheduled for the medium and long term actions.

## **Attachments:**

- List of Action Plan Items annotated with status and potential meeting dates for short-term actions.

## **Recommendation:**

The attached list of actions includes preliminary recommendations for meeting dates to work on the short-term actions due in December 2020.

**DISCUSSION DRAFT**

**McMinnville Affordable Housing Task Force 2020-2022 Action Plan - Calendaring**

Item (Resolution 2020-08)	Status	Meeting
<b>ON-GOING:</b>		
<b>1. Evaluate Programs to Fund Affordable Housing (City Influence):</b> <ul style="list-style-type: none"> <li>• Transient lodging tax funds for affordable housing</li> <li>• Urban renewal funds or tax increment financing</li> <li>• Construction Excise Tax</li> <li>• Community Development Block Grant funds</li> </ul>		
<b>2. Support Partners Pursuit of Affordable Housing Funds for:</b> <ul style="list-style-type: none"> <li>• Low Income Housing Tax Credit</li> <li>• Home Ownership Programs</li> <li>• Oregon Affordable Housing Tax Credit</li> <li>• Housing Rehabilitation Program</li> <li>• State Affordable Housing Funding</li> </ul>		
<b>IMMEDIATE/SHORT-TERM ACTIONS (COMPLETED BY 12/31/20)</b>		
1. Review emergency shelter zoning ordinance provisions and revise as necessary to provide allowance for tiny homes or temporary shelter to residents suffering from homelessness	Start	July-August-Sept
2. Evaluate the impact of a density bonus for developers including affordable housing units	Start	August-Sept-Oct
3. Allow Duplexes, Cottages, Townhomes, Row Houses and Tri- and Quad-Plexes in single family zones with appropriate design and development standards	In process	
4. Promote infill development, allowing flexibility in existing zones with appropriate design and development standards	In process	
5. Allow Co-Housing and Group Quarters (SROs, etc.)	Start	Sept-Oct-Nov
6. Allow small or “tiny” homes and identify opportunities for tiny home developments	In process	
7. Evaluate parking code as a barrier to housing	Start	Oct-Nov-Dec
<b>MID TERM ACTIONS (COMPLETED BY 12/31/21)</b>		
1. Develop a High-Density Residential Zone	Start	
2. Develop a Community Land Trust	Start	
3. Pursue a land bank for affordable housing	Start	
4. Advocate for Inclusionary Zoning enablement – State Legislation and Annexation Processes	Re-Start	
5. Explore a Multiple Unit Limited Tax Exemption Program (Locally enabled and managed)	Start	
6. Explore an affordable housing property tax abatement	Start	
<b>LONG TERM ACTIONS (COMPLETED BY 12/31/22)</b>		
1. Evaluate transfer of density for protection of natural features	Start	
2. Develop financial incentives supporting inclusionary zoning	Start	
3. Explore a vacant property tax	Start	
4. Explore a fee for demolition of affordable home for expensive home	Start	