

APPENDIX B – FUTURE STRATEGIS TO CONSIDER

The following strategies were either addressed in the Housing Strategies Report for the HCA or were previously considered as a part of this HPS project. The project team and the Project Work Group does not recommend these strategies for inclusion in the HPS because they were identified as lower priority. The City has limited resources to implement every strategy that has been considered within the HPS planning and implementation timeline (6 years), and therefore the City should focus on strategies that were identified as higher priority for the HPS.

Although these strategies are not recommended for inclusion in the HPS, they may be appropriate for West Linn at a later date or in the event the City finds additional capacity to begin implementation of additional strategies.

UGB Amendments and Planning

- Description** Adjust the city’s UGB to make up for a deficit of land within the boundary, if needed. Metro manages this process in coordination with local jurisdictions in the Portland Metro region.
- This strategy typically needs to be undertaken if a City’s HCA indicates a deficit of land to meet future housing needs. The findings of the HCA do not indicate the need for a UGB expansion to accommodate the projected housing need in West Linn. There is a total forecasted need for roughly 1,005 units over the next 20 years based on the forecasted growth rate. This is below the estimated total capacity of 1,205 units. To the extent this strategy is considered in the future, the City would need to show that more land is needed to meet housing needs to justify an expansion of the City’s UGB. The City also would first have to consider and evaluate strategies for using land within the existing boundary more efficiently. Because the City is unlikely to be able to justify the need for a UGB expansion within the implementation period of the HPS, it is likely not appropriate to include this as an HPS strategy. Given these findings, it is not appropriate to commit the City to expanding its UGB within the six-year HPS implementation period at this time.
- While the HCA does not indicate the need for an expansion of the UGB at this time, the City may need to explore that option in the future as development consumes the current supply of land, particularly if the pace of development accelerates and/or if a larger share of needed future housing units in West Linn is

identified through the Oregon Housing Needs Analysis (OHNA) process. In anticipation of those future activities, the City will need to ensure that it has identified appropriate future expansion areas. The adjacent Stafford Triangle has long been identified as a potential future UGB expansion area and likely will continue to be considered as such. This work would be done as part of the UGB coordination process with Metro and would fall outside of implementation of the HPS. Nonetheless, the City will continue advocating for updates to and implementation of the Stafford Triangle three-party Intergovernmental Agreement (IGA). West Linn will be an active participant in the regional coordination and planning for UGB expansion in the Stafford Triangle and in other high-opportunity areas adjacent to the city.

Considerations

- The administrative and cost burdens associated with implementing this strategy are relatively high. It would be a long and expensive undertaking by the City (or consultants) to prepare the applications and supporting documents and work through the hearing process. Community support for adjusting the land in the UGB may be mixed.

Anticipated Impact

- **Population served:** All populations
- **Income level:** 0 to 120%+ AMI
- **Benefits and Burdens:** N/A
- **Housing tenure:** For rent or sale
- **Magnitude:** Large – A UGB expansion or amendment would substantially increase the supply of residential land that is available to the City.

Time Frame

Implementation: Long Term

Impact: Long Term

Implementation Actions

To the extent that the City identifies the need for a UGB expansion in the future, in partnership with Metro, the City would first need to complete the following steps:

- Further analyze and update its findings of where there is an insufficient supply of buildable land inside the UGB.
- Consider and adopt efficiency measures to ensure that land inside the UGB is being used efficiently. Many of the code update recommendations identified below are efficiency measures.
- Work with Metro to identify potential expansion areas within West Linn’s portion of the UGB, including through re-classification or establishment of additional urban reserve areas and prioritization of potential expansion areas adjacent to West Linn.

Lead & Partners

Lead: West Linn Community Development

Partners: Property owners, Metro, Clackamas County, Oregon Department of Land Conservation and Development (DLCD)

Promote ADUs

Description ADUs are smaller, ancillary dwelling units located on the same lot as a primary residence. They are typically complete dwellings with their own kitchen, bathroom and sleeping area.

ADUs are a viable housing option with several benefits:

- ADUs offer flexibility for homeowners to either rent the unit or to host a family member.
- Building and renting an ADU can raise income for a homeowner and help offset the homeowner's mortgage and housing costs.
- ADUs can add to the local supply of rental units and can provide a relatively affordable rental option for a person or household that prefers living in a small detached unit rather than an apartment or other attached housing.

This strategy involves adjusting standards for accessory dwelling units to allow more flexibility for their siting on single-family lots. In addition, the City also can encourage ADU development through reduced fees, exemptions from selected planning requirements, use of pre-approved site or building plans, or other measures.

Given that ADUs are usually built by individual homeowners with limited experience or financial resources, code provisions can have a significant influence on the feasibility of their development and enable more widespread production (i.e., easing occupancy requirements, allowing more ADUs on a lot, and expanding maximum size requirements).

More flexibility in siting, design, construction, and lower fees are also needed to achieve feasibility in many cases.

The City already allows ADUs in all of its residential zones. Standards for the size and siting of ADUs are generally consistent with state requirements and guidelines. In addition, the City recently adopted a number of changes to its Development Code to further encourage and reduce barriers to development of ADUs, including the following:

- Removed half-street improvement requirements.
- Removed design standards.
- Removed problematic height restrictions.
- Removed problematic siting standards.

Some additional development code amendments could provide additional flexibility to build ADUs, including the following:

- Allow more than one ADU on a lot if the second ADU is internal or attached to the primary dwelling.
- Allow ADUs with other housing types, such as middle housing.

- Reduce allowed rear yard setbacks for ADUs that are below a specific height.
- Reduce front yard setbacks for ADUs.
- Increase the allowed lot coverage for a lot with an ADU.

The project team does not recommend this strategy at this time. Based on PWG input, promoting ADUs is a lower priority than other proposed strategies. In addition, some of the other recommended strategies will help reduce barriers to ADUs, such as SDC updates for ADUs.

Considerations

- The City allows detached duplexes, triplexes, and quadplexes. Detached plexes are functionally the same as single-family detached houses, especially on larger lots. Therefore, the City should consider allowing ADUs on lots with these housing types.
- The City recently passed an Ordinance exempting ADUs from half-street improvements, which was identified as a primary barrier to their development.
- The City is considering other strategies that may help promote ADUs, including modifying SDC schedule and SDC exemptions or deferrals.
- The City may also consider other ADU strategies from the DLCD HPS List, including “Reduce or Exempt SDCs for ADUs” (C03) or “Pre-Approved Plan Sets for ADUs” (A21).

Anticipated Impact

- **Housing Need Addressed:** Rental and workforce housing.
- **Population served:** Low- to Moderate-income households, seniors, students, people of color, people with disabilities
- **Income level:** 80-120% AMI
- **Benefits and Burdens:** This strategy would be expected to primarily benefit low and moderate-income households, renters, and the local workforce by increasing the supply of smaller units that are available for rent. This may also benefit seniors who are looking to downsize or live near family. This strategy also benefits homeowners who are seeking a secondary source of income.
No burdens on priority populations are anticipated.
- **Housing tenure:** For rent
- **Magnitude:** Moderate – This strategy could significantly improve opportunities and flexibility for ADU development. However, implementation of this strategy is unlikely to result in a significant increase in housing production, as ADU development typically represents a small portion of overall housing production, regardless of how flexible or permissive land use regulations are.

Time Frame N/A

Implementation Actions

- Determine which code amendments will remove barriers and improve opportunities for ADU development.
- City Council action: Adopt code amendments.

Lead & Partners **Lead:** West Linn Community Development
Partners: West Linn Planning Commission and City Council; Property owners

Accessible Design

Description This strategy involves evaluating incentives or mandates to increase development of housing that is accessible for seniors and people with disabilities or mobility challenges.

Potential **incentives** could include:

- Bonuses for height, density, lot size, or floor area ratio (similar to Strategy 2.1).
- Tax abatements, e.g., MUPTA (see Strategy 2.4).

Potential **mandates** could include:

- **Requiring visitability in middle housing development—this would ensure that anyone using a wheelchair can visit the subject homes.** Visitability is most relevant for buildings with fewer than four units, townhouses, and detached homes that aren't subject to ADA requirements.
- **Requiring housing that receives public funding to provide more accessible units or more universal design features than required under federal standards.** This could mean applying the standards to a higher percentage of units than would otherwise be required (above 5%) and/or requiring units to meet higher Universal Design or Lifelong Housing Certification standards.
- **Requiring elevators in some or all multi-story buildings.**¹ Requiring elevators in one or more multi-family buildings would provide access to all levels of that building. It would also make all units “covered” units under the Fair Housing Act, meaning all units would need to have baseline accessibility features.

Accessibility Standards. Eligible units (for either incentives or mandates) could be required to meet certain standards – which would go beyond minimum federal requirements or could target housing not subject to these requirements (e.g., single-family homes and middle housing).² Options include:

- **Universal Design** is a building concept that incorporates design layouts and characteristics into residences to make them usable by the greatest number of people and respond to the changing needs of the resident. Universal

¹ Oregon Structural Special Code Section 1104.4 requires at least one accessible route for multi-story buildings with over 3 levels, and Section 1104.5 includes elevator requirements. <https://codes.iccsafe.org/content/ORSSC2022P2/chapter-11-accessibility>

² Multi-family developments are subject to the Fair Housing Act; for buildings with an elevator, all units must be accessible; for those without an elevator, all ground floor units must be accessible. Housing projects receiving public funding are subject to federal laws (Section 504 of the Rehabilitation Act of 1973 and/or Title II of the ADA), which require 5% of units to be mobility-accessible. Source: Disability Law Handbook, Southwest ADA Center. <http://www.southwestada.org/html/publications/dlh/housing.html>

Design incorporates standards for features such as hallways, doorways, bathrooms, and kitchens that make these features usable for people with disabilities or adaptable for that purpose.³

- **Lifelong Housing Certification** is a program developed by the Rogue Valley Council of Governments (RVCOG) in partnership with AARP Oregon as a voluntary certification process for evaluating the accessibility and/or adaptability of homes. Residences can be certified at three levels based on the extent of their accessibility: (1) Visitable (basic accessibility for visitors); (2) Fully Accessible (accessible for a person in a wheelchair on the main floor); and (3) Enhanced Accessibility (customized for specific accessibility needs).⁴
- **Visitability** is a design approach for new housing that allows anyone who uses a wheelchair or other mobility device to visit the home. A visitable home typically includes:
 - A zero-step entrance;
 - Wide interior doors; and
 - An accessible half bathroom on the main floor.

The project team does not recommend this strategy at this time. Although an important issue, financial incentives for affordable housing and production of needed housing is a higher priority for the City at this time. In addition, accessible design is often a requirement for a certain percentage of units for development that is receiving federal or state subsidies for affordable housing. In addition, the City may also consider incentivizing accessibility features through SDC reductions or deferrals (see Strategy 3 – SDC Updates).

Considerations

- This strategy would help address housing disparities for people with disabilities and provide more options for aging in place.
- Strategies to promote accessible housing received support from the Middle Housing Code Advisory Committee as part of the House Bill 2001 code updates.
- Accessibility features can add to the cost of construction for a development, which can make affordable housing projects less financially feasible. Elevators, in particular, add significant cost to a project.
- While mandates may provide more accessible units, they could prevent some affordable housing projects from being developed.
- Incentives must be calibrated effectively to be attractive to both a nonprofit and for-profit developer. The benefit of using the incentive should outweigh the costs associated with implementing accessible design features.

Anticipated Impact

- **Housing Need Addressed:** Housing for people with physical disabilities and mobility challenges. The HCA indicates that an estimated 8.4% of the population of West Linn, or 2,268 people, report having some form of disability. However, the number of people that would benefit from physical accessibility in housing – especially amongst the senior population – likely

³ Universal Design Standards, West Virginia Housing Development Fund. <https://tinyurl.com/yx63h792>

⁴ Lifelong Housing Program, RVCOG. <https://rvcog.org/home/sds-2/lifelong-housing-program/>

exceeds these numbers. Seniors make up about 18.4% of West Linn’s population.

- **Population served:** Seniors; people with disabilities
- **Income level:** All income levels
- **Benefits and Burdens:** This strategy is anticipated to benefit seniors and people with disabilities by increasing the stock of accessible housing units in the city. However, a potential trade-off of *mandating* accessibility features—especially for subsidized housing—is that it would reduce the total number of units that could be provided in a building (because bathrooms and other areas would need to be larger). While this may provide more accessible units, it could make some affordable housing projects less feasible. This could be a potential burden on low-income households by limiting the opportunity for production of housing they can afford. Incentive-based strategies would not carry the same burden. This will be an important consideration for implementation.
- **Housing tenure:** For rent or sale
- **Magnitude:** Moderate – Depending on how the strategy is structured, it could lead to production of a significant number of new units with accessibility features. However, the strategy could also have the effect of deterring housing production if requirements are too onerous. To improve feasibility, requirements may be applied to some but not all of the units in new multi-family development. New elevator requirements may significantly deter new development, due to high cost.

Time Frame N/A

Implementation Actions

- **Code bonus.**
 - Evaluate a potential new height/FAR bonus with input from housing stakeholders.
 - Consider whether a bonus should apply in all zones or only certain zones.
 - A potential accessibility bonus should be carefully considered in conjunction with any other potential bonus provisions (see Strategy 2.5).
 - Implement via CDC updates.
- **Code requirement.**
 - Evaluate potential new accessibility requirements, working closely with non-profit and market-rate housing developers to understand how their projects might be impacted.
 - Conduct a pro forma analysis to evaluate potential impacts to project costs.
 - Implement via CDC updates.
- **Financial incentive.**
 - Evaluate an incentive program (e.g., MUPTE, Strategy 2.2) to increase the number of dwelling units designed accessibly.
 - Work with developers to gather feedback on program parameters and interest.

- Implement incentive program through Council action.

Lead & Partners **Lead:** West Linn Community Development
Partners: Home Building Association of Greater Portland; Fair Housing Council of Oregon; AARP; Rogue Valley COG; non-profit and for-profit housing developers.

Financial Assistance and Homebuyer Education Programs

Description Rental assistance program can help eligible low-income households with their past due rent and protect them from eviction risk. On the other hand, city can promote stable homeownership opportunities with a range of tools such as foreclosure prevention guidance, down payment assistance loans, Homebuyer Opportunity Limited Tax Exemption, etc. City can also provide services to help homeowners or fund community organizations to help homeowners repair and retain their homes.

A homebuyer education program helps homebuyers have a better understanding of what’s involved in the home-buying process, what is needed from the borrower to be approved for a mortgage loan, the benefits / challenges of homeownership, and mortgage and lending terms, etc.

The project team does not recommend this strategy at this time. This strategy may be addressed by non-profits who operate locally and regionally and it may also be partially accomplished through implementation of the “Fair Housing Education, Referral, and other Programs” strategy.

Considerations

- These types of programs require relatively significant administrative time and resource to efficiently reach out to potential homebuyers and tenants in the area and to administer the programs themselves.
- The City currently has a low-income utility assistance program, but very few other financial assistance programs for housing is available to residents. Additional financial assistance programs or strategies would likely be necessary to maintain or create more affordable housing opportunities. And while the City of West Linn may have limited capacity to implement some additional programs on their own, the City could support other regional or local organizations that implement these measures.

Anticipated Impact

- **Population served:** Low- and Moderate-income levels
- **Income level:** 30% to 120% AMI
Benefits and Burdens: Low-income households, People Experiencing Homelessness, Seniors, Students, People of Color, People with Disabilities
 No burdens on priority populations are anticipated.
- **Housing tenure:** For rent or sale
- **Magnitude:** Low – while this strategy may help residents retain or secure housing, it will have little to no impact on housing production. However, helping residents maintain current housing prevents emergencies such as homelessness and evictions which can exacerbate housing conditions in the community.

Time Frame	N/A
Implementation Actions	<ul style="list-style-type: none"> • Explore which programs are most appropriate for the City to promote. • Study/analyze financial feasibility for the City to create a financial assistance program. • Establish and maintain relationships with regional organizations that offer housing assistance and education programming. • Potentially provide on-going financial support through rental assistance, homeownership grants/loans, and/or an annual funding set-aside.
Lead & Partners	<p>Lead: West Linn Community Development</p> <p>Partners: Portland Housing Center, Oregon Housing and Community Services, Fair Housing Council of Oregon, Clackamas County</p>

Expedited Development Review

Description	<p>Reduce review and processing times for affordable housing development by formally adopting shortened review timelines for applications or giving priority in scheduling hearings and meetings with staff. <i>(Strategy already partially implemented via SB 458 implementation)</i></p> <p>Expedited permitting will help to reduce costs of development of needed housing as identified. The City may consider projects with direct or indirect funding from local government as essential and projects with long term affordability covenants through tax abatement or inclusionary requirements as high priority and/or only expedite housing according to the identified needed housing types. The City might also consider assigning a staff person to shepherd projects through the land use and/or building permitting processes in order to expedite the permitting process. However, given the limited size of the City’s staff, this may not be a practical approach.</p> <p>The project team does not recommend this strategy at this time. Development review timelines and processes were not identified as a major barrier to affordable housing developers who work in the region and implementation of this strategy therefore is a lower priority. In addition, certain aspects of this strategy are already being implemented via state statute (Middle Housing Land Divisions and Expedited Land Divisions).</p>
Considerations	<ul style="list-style-type: none"> • Creating an expedited review process for affordable and high need housing development has Low legal risk and relatively low cost burden. The administrative burden would be moderate, due in part to the need for focused resources to quickly review applications as they come in. Other entities involved in permitting (i.e., building, utilities, roads) either by jurisdiction or contract would need to agree and have capability of expedited review. Community support for this strategy may be high as permitting often is seen as a barrier to development. • Several stakeholders and developers have indicated the City’s development review process is unclear. Lack of clarity in the development review process

will likely increase review times, increase overall development costs, and may ultimately deter housing production under certain circumstances.

- Stakeholders indicated that communities that are successful in attracting affordable housing development often have staff and resources that are dedicated to shepherding affordable housing projects from beginning to end.

Anticipated Impact

- **Housing need addressed:** Multifamily housing, middle housing, affordable and workforce housing.
- **Population served:** Low-income households, People Experiencing Homelessness, Seniors, Students, People of Color, People with Disabilities
- **Income level:** 0 to 120+% AMI
- **Benefits and Burdens:** Expedited development review for affordable housing will directly benefit priority populations by improving opportunities for housing production that is affordable to low- and very-low income households. Expedited development review for other needed housing types, such as ADUs, middle housing, or multifamily housing, will primarily benefit renters, workforce, and individual property owners. This strategy will not burden any other demographic.
- **Housing tenure:** For sale or rent
- **Magnitude:** Moderate – This strategy may be low- to moderate-impact in incentivizing housing production. It may encourage affordable housing development by reducing overall costs as well as signaling to regional housing partners that West Linn is offering incentives for affordable housing. It would also decrease development costs for other types of housing.

Time Frame

Implementation: Medium Term

Impact: Long term

Implementation Actions

- Work with Planning Commission, City Council, and other review agencies to determine appropriate review timelines for needed housing types.
- City Council action: adopt code amendments that set new criteria for submittal requirements and review/approval timelines for affordable housing and other needed housing types.

Lead & Partners

Lead: West Linn Community Development

Partners: Other City Departments