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February 11, 2019

Chair Keny-Guyer  
Members of the House Human Services & Housing Committee  
State Capitol  
900 Court Street NE  
Salem, OR 97301

Re: HB 2001

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Dear Chair Keny-Guyer and Committee Members:

Thank you for the opportunity to provide testimony in support of HB 2001. This bill would open up housing opportunities in Oregon's larger cities, by allowing housing that matches the family size and incomes of most Oregonians - duplexes, triplexes, quadplexes, and cottage clusters -in neighborhoods where detached, single-family housing is also allowed.

1000 Friends of Oregon is a nonprofit, membership organization that has worked with Oregonians for more than 40 years to support livable urban and rural communities; protect family farms, forests and natural areas; and provide transportation and housing choice. Our work includes ensuring that the promise of Oregon's Goal 10, Housing, is implemented inside our cities and towns with policies that both encourage and require needed, diverse, and affordable housing choices *for all*. Specifically, Goal 10 requires that the local land use plans of every town and city:

“encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”

Goal 10 was adopted to implement, in part, Senate Bill 100 – the state's landmark land use planning program passed by the Legislature in 1973. The early impact of Goal 10 was remarkable – within 10 years, the residential capacity of Oregon's largest metropolitan area more than doubled, through plan and zone changes to meet the actual housing needs of Oregonians, and similar results happened across Oregon.<sup>1</sup> It's time for the Legislature to step in again.

Over the years, the zoning of our cities has not kept up with the changing needs of Oregon's families. Family sizes are getting smaller, the populations of those over 65 and of younger families are growing, and the cost of housing is outpacing incomes. But our housing does not reflect these changes. This is not an issue of land supply – it's making sure *all* our neighborhoods are open to *different types of housing*, for all families.

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<sup>1</sup> Liberty, *Oregon's Comprehensive Growth Management Program: An Implementation Review*, Environmental Law Reporter, 22 ELR 10379 (1992).

According to the Oregon Office of Economic Analysis, Oregon is short more than 155,000 homes, mostly for middle- and lower-income Oregonians.<sup>2</sup> The OEA calculates that Oregon needs “to build 30,000 new housing units per year” to meet the needs of all.<sup>3</sup> What kind of housing choices do Oregonians need, and is missing?

As highlighted by a recent AARP report, *Making Room: Housing for a Changing America*:

“[A]dults living alone account for nearly 30 percent of U.S. households — and that’s a growing phenomenon across all ages and incomes. The housing supply, no matter the locale, has been slow to meet the demands of this burgeoning market or respond to the needs of increasingly varied living arrangements.”<sup>4</sup>

This is just as true across Oregon, where over half the households are made up of 1 or 2 persons,<sup>5</sup> and yet most residential land, in most cities, is zoned for detached single family housing,<sup>6</sup> leading to unaffordability and lack of choice. Lack of sufficient housing, including diverse market-rate housing, located where people need to live, is also exacerbating homelessness.<sup>7</sup>

As the Oregon Office of Economic Analysis explains:

“The problem is in many places one cannot simply build more housing due to zoning restrictions (minimum lot size requirements, setbacks, parking etc). However, if a community were to allow for more units to be built on a given parcel of land, then better affordability can be achieved, and future growth more efficiently accommodated. This is for at least two reasons. First, one would be dividing high land costs over a larger number of units which both lowers cost per unit and increases supply relative to existing zoning. Second, each unit will be smaller than under current zoning, which also lowers the cost per unit.”<sup>8</sup>

How did we get here?

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<sup>2</sup> *Housing Underproduction in Oregon*, prepared by ECONorthwest for Up for Growth, p. 4 (2018).

<sup>3</sup> Oregon Office of Economic Analysis, *Why Housing Supply Matters* (December 14, 2017)

<sup>4</sup> AARP, *Making Room: Housing for a Changing America*, <https://www.aarp.org/content/dam/aarp/livable-communities/livable-documents/documents-2019/making-room-web-singles-010819.pdf> (2019)

<sup>5</sup> 64.5% of Oregon’ households consist of 1 or 2 persons. American Community Survey, <https://factfinder.census.gov/faces/tableservices/jsf/pages/productview.xhtml?src=CF> (2017)

<sup>6</sup> E.g., in Portland, almost 90% of the residential zoning is for single dwelling, detached housing. In Medford, it is about 67%. In Sherwood, 72% of the housing stock is detached single family (Sherwood Housing Needs Analysis, draft March 2015, ECONorthwest).

<sup>7</sup> ECONorthwest, *Homelessness in Portland*, <https://econw.com/econw-in-the-news/2018/11/2/new-report-homelessness-in-the-portland-region> (October 2018) E.g., "Accelerated housing production—at all price points—would make small reductions in the likelihood of homelessness for large numbers of people. The underproduction of housing has contributed to the region’s rising rents, which—in turn—have increased the severity of the homelessness crisis." (p. iii)

<sup>8</sup> Office of Economic Analysis, *Reconsidering Single Family Zoning* (December 12, 2018) <https://oregoneconomicanalysis.com/2018/12/12/reconsidering-single-family-zoning/>

Our towns and cities find themselves in this structural and affordable mis-match for many reasons. Some of it is simple neglect – some land use plans have not been updated for residential zoning since the 1980s. And some through actions. Many single-dwelling housing zones of today were created as a form of exclusion and redlining, a practice used to keep people of color out of the most desirable neighborhoods. HB 2001 helps break down the economic and racial separations institutionalized in the development patterns of many of our towns and cities, allowing all Oregonians access to opportunity.

We are already way behind in meeting the housing needs of Oregon families. Some cities are taking steps in this direction, including Tigard, Madras, Bend, and Talent. But it is nowhere near widespread. It's time for the Legislature to step in again, and set a common level of expectation for meeting the housing needs of all Oregonians.

It's time to re-think what makes a "family" dwelling. HB 2001 provides housing opportunities that match the family size and incomes of most Oregonians - duplexes, triplexes, quadplexes, and cottage clusters - in neighborhoods where detached, single-family housing is also allowed, near the things we all need to easily access, like schools, stores, park, and other amenities.

HB 2001 will also add clarity to a bill that passed in 2017, which increased the opportunity for accessory dwelling units (ADUs) in cities and towns across the state. HB 2001 specifies that for an ADU, cities cannot require an additional off-street parking spot when studies show on-street parking is available, or require that the owner live onsite unless part of a larger vacation rental regulation. Studies show that these two restrictions reduce the number of ADUs that could get built.<sup>9</sup>

We urge you to pass out HB 2001. Thank you for consideration of our comments.

Sincerely,



Mary Kyle McCurdy  
Deputy Director

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<sup>9</sup> CityLab, *How Other People's Parking Drives Up Your Rent* [https://www.citylab.com/equity/2013/12/how-cost-other-peoples-parking-drives-your-rent/7862/?utm\\_source=Sightline%20Institute&utm\\_medium=web-email&utm\\_campaign=Sightline%20News%20Selections](https://www.citylab.com/equity/2013/12/how-cost-other-peoples-parking-drives-your-rent/7862/?utm_source=Sightline%20Institute&utm_medium=web-email&utm_campaign=Sightline%20News%20Selections) (Dec. 1, 2013); Slate, <https://slate.com/business/2018/12/minneapolis-single-family-zoning-housing-racism.html> (Dec. 7, 2018)