

2011 REGIONAL INVENTORY OF REGULATED AFFORDABLE HOUSING

March 27, 2012

WHAT IS REGULATED AFFORDABLE HOUSING?

For the purposes of this inventory, regulated affordable housing is defined as housing that is made affordable through public subsidies and/or agreements or statutory regulations that restrict or limit resident income levels and/or rents. Regulated affordable housing generally provides housing for households that otherwise could not afford adequate housing at market rates.¹

WHY WAS A REGIONAL INVENTORY COMPLETED?

A regional inventory of regulated affordable housing was last completed in 2007. The inventory was updated in 2011 because local partners have indicated that it is useful for a number of purposes, including grant proposals and consolidated housing plans. Updating the inventory also provides a means of understanding what has changed since 2007.

Additionally, this inventory is intended to be used as a data layer in a forthcoming regional “opportunity mapping” effort, which will provide a web-based mapping tool for assessing different populations’ access to services and community assets such as transit, jobs, parks, housing, and healthy foods. This mapping tool is intended to help inform a variety of planning efforts, policies, and investment decisions. Metro staff is undertaking the opportunity mapping project in partnership with the four counties and The Coalition for a Livable Future, which is updating its Regional Equity Atlas.

Finally, this inventory has been updated because the Regional Framework Plan states that it is the policy of the Metro Council to:

- 1.3.1 “Provide housing choices in the region... paying special attention to those households with the fewest housing choices.”
- 1.3.4 “Maintain voluntary affordable housing production goals for the region, to be revised over time as new information becomes available... and encourage their adoption by the cities and counties of the region.”
- 1.3.6 “Require local governments in the region to report progress towards increasing the supply of affordable housing and seek their assistance in periodic inventories of the supply of affordable housing.”

¹ Subsidized ownership units may also include homes built or rehabilitated by non-profits such as Habitat for Humanity. Ownership units were not included in the 2007 inventory, but have been included in this 2011 update.

THE NEED FOR REGULATED AFFORDABLE HOUSING

Tracking the creation of new affordable housing is implemented in Title 7 (Housing Choice) of Metro’s Urban Growth Management Functional Plan. Title 7 focuses on households earning less than 30 percent and less than 50 percent of regional median household income. The region’s median household income is \$56,049 per year². A household making less than 30 percent of median household income would earn less than \$16,800. A household making less than 50 percent of median household income would earn less than \$28,000. Title 7 uses a standard measure of affordability that posits that housing should cost no more than 30 percent of household income. Based on these assumptions, Table 1 provides estimates of rents that would be affordable for households in these two income brackets.

TABLE 1: ESTIMATED AFFORDABLE RENTS FOR INCOME BRACKETS IDENTIFIED IN TITLE 7

Household income bracket	Household income	Estimate of affordable rent (30% of monthly income)
30 percent median income	<\$16,800	\$420
50 percent median income	<\$28,000	\$700

The private rental market does not produce new³ housing that rents for \$420 per month that is useable for a family of four and probably produces little or no new housing that rents for \$700 per month that is useable for a family of four. However, existing housing stock may be available within this price range. Likewise, the private market does not produce new owner-occupied housing that is affordable for households in these income brackets. This is particularly the case now with tightened lending standards. Practically speaking, the only newly-produced housing that is affordable for people in these income brackets is regulated affordable housing, which is summarized in this report.

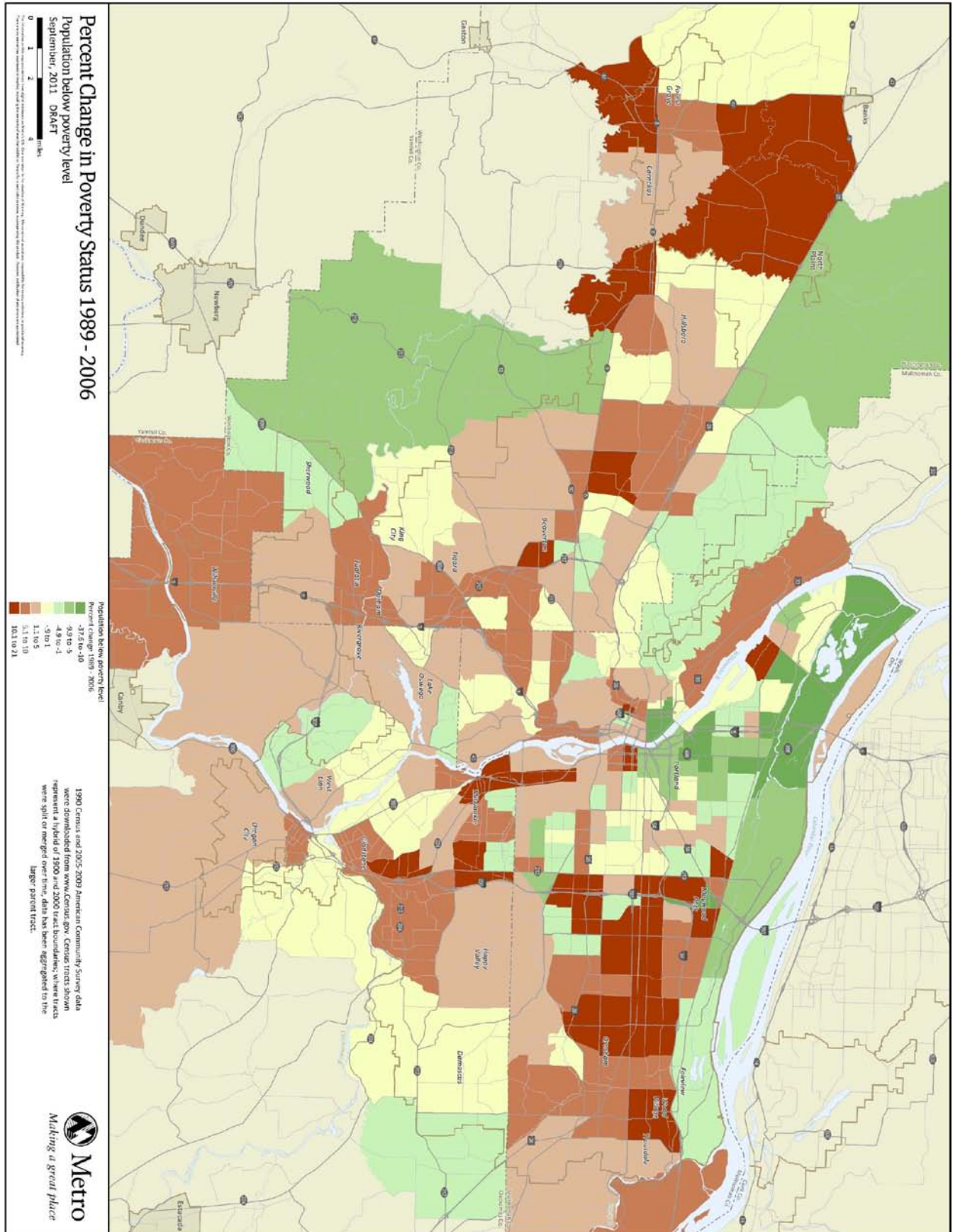
This inventory does not include a formal assessment of the need for regulated affordable housing. However, it is generally understood that demand for these units far outstrips the current inventory. The need for these units appears to be increasing over time as the share of the region’s residents living in poverty has increased from 9.98% in 1990 to 12.43% in 2006⁴. As shown in Figure 1, this increase has occurred primarily in first tier suburbs. As noted, the private market does not produce housing to meet the needs of people living in poverty.

² 2009 inflation-adjusted dollars for Portland-Vancouver-Beaverton, OR-WA Metro Area (source: American Community Survey, 5-year estimate, 2005-2009, margin of error +/- 465)

³ Title 7 focuses on new housing production, not existing stock

⁴ Source: 1990 Census and 2005-2009 American Community Survey for the Census Tracts that most closely approximate the Metropolitan Planning Organization boundary.

FIGURE 1: PERCENT CHANGE IN POVERTY STATUS 1989 - 2006



SUMMARY OF RESULTS

The current (2011) four-county area inventory of regulated affordable housing includes 39,016 units. This constitutes 4.5 percent of the total housing stock⁵. The 2011 inventory includes 3,079 more regulated affordable housing units than the 2007 inventory (see Appendix 1 for the 2007 inventory).⁶ Additionally, there are currently 15,039 Housing Choice Vouchers (Section 8 Vouchers) in use in the four-county area. This is an increase of 2,118 vouchers since the 2007 inventory.

NOTES AND CAVEATS ON THE DATA

- This inventory covers a four-county area, including Clackamas, Clark, Multnomah, and Washington counties.
- This inventory does not include:
 - a. Shared bedrooms (i.e., dorms)
 - b. Homeless shelters
 - c. Market-rate affordable housing
- Personal information about tenants is not included in this inventory
- Some jurisdictions may have had a net decrease in the number of subsidized housing units, but an increase in the number of mobile Section 8 vouchers.
- Many duplicate records were found in the initial 2011 inventory and have been cleaned. In reviewing the 2007 inventory for comparison with the 2011 update, 5% of the units (1,987 units) in the 2007 inventory were discovered to be duplicates. The 2007 inventory as reported here has been cleaned of duplicates (see Appendix 1 for the corrected 2007 inventory).
- Only about half of the housing unit records contain an affordability expiration date, the date the rent is no longer regulated for the unit. Therefore, expiration dates have not been summarized in this report.
- The updated inventory includes Habitat for Humanity sites. The addition of this housing type in the 2011 inventory accounts for some of the change in the number of units from years 2007 to 2011.

⁵ 861,640 total housing units in four-county area (source: 2010 Census)

⁶ This net difference is not necessarily all attributable to construction or preservation of new units. Staff believes that data collection for the 2011 inventory was more thorough than the 2007 inventory, so the updated inventory may have captured units that should have also appeared in the 2007 inventory. Additionally, the 2011 inventory includes owner-occupied regulated units (such as Habitat for Humanity homes), which were not included in the 2007 inventory. The 2011 inventory will provide a better baseline for comparison with future inventories.

The following agencies provided data for this 2011 inventory:

- Clackamas County Community Development
- Housing Authority of Clackamas County
- Home Forward (formerly Housing Authority of Portland)
- Portland Housing Bureau
- Portland Bureau of Planning and Sustainability
- Washington County Housing Authority
- Washington County Office of Community Development
- Vancouver Housing Authority
- Oregon Department of Housing and Community Services (OHCS)
- City of Beaverton
- City of Gresham

2011 REGIONAL INVENTORY OF REGULATED AFFORDABLE HOUSING

Figure 2 is a map of the 2011 inventory. On the map, larger dots symbolize sites with more regulated affordable units. The color of the dots corresponds to the type of owner: for-profit, non-profit, government, unknown. Units depicted as “unknown” are listed as such whenever the ownership type was not reported by partner agencies.

FIGURE 2: 2011 INVENTORY OF REGULATED AFFORDABLE HOUSING (FOUR-COUNTY AREA)

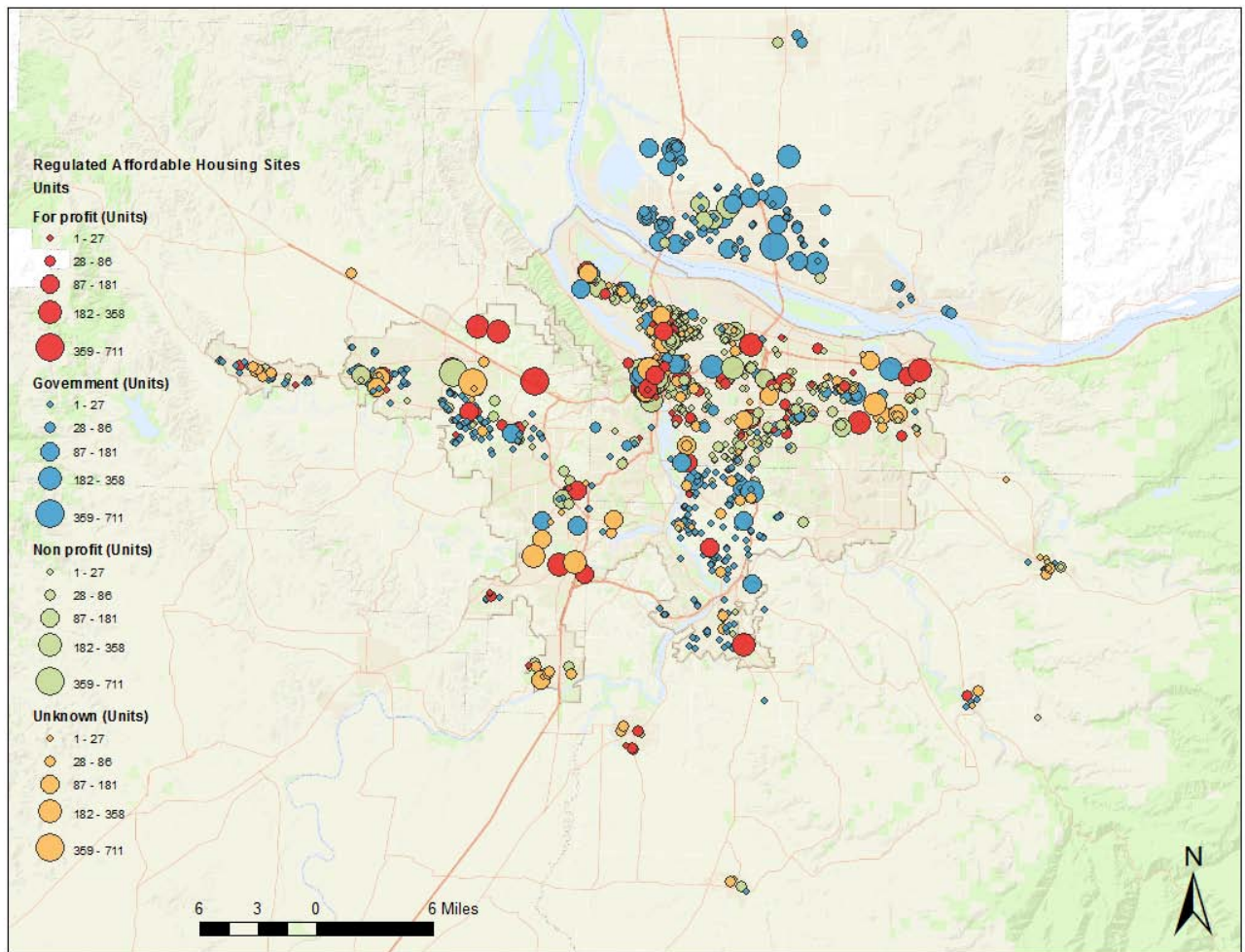


Table 2 sorts the 2011 inventory by jurisdiction. If a jurisdiction is not listed, it is because there are no regulated affordable housing units in that jurisdiction. A site may include a mix of regulated and unregulated housing units. Unregulated units are market rate. Having a mix of regulated and unregulated housing at a site implies that the site has a variety of income levels. This inventory only includes a site if it has at least one regulated unit.

TABLE 2: REGULATED AFFORDABLE HOUSING BY JURISDICTION IN FOUR-COUNTY AREA (2011)

Jurisdiction	Number of sites	Total units	Unregulated units	Regulated units	Share of four-county regulated units
Battle Ground	3	106	22	84	0.2%
Beaverton	34	631	12	619	1.6%
Camas	5	120	53	67	0.2%
Canby	8	343	2	341	0.9%
Cornelius	12	35	5	15	0.0%
Durham	1	210	0	210	0.5%
Estacada	9	143	0	143	0.4%
Fairview	2	480	0	480	1.2%
Forest Grove	31	607	0	607	1.6%
Gladstone	19	62	1	61	0.2%
Gresham	48	2188	23	2165	5.5%
Hillsboro	66	2199	4	2195	5.6%
Lake Oswego	2	156	0	156	0.4%
Milwaukie	34	316	0	316	0.8%
Molalla	7	159	2	157	0.4%
North Plains	1	33	0	33	0.1%
Oregon City	36	553	1	552	1.4%
Portland	731	21273	1315	19953	51.1%
Ridgefield	3	10	0	10	0.0%
Sandy	18	319	1	318	0.8%
Sherwood	7	101	1	100	0.3%
Tigard	18	705	10	695	1.8%
Troutdale	3	432	0	432	1.1%
Tualatin	3	604	0	604	1.5%
Unincorporated (four counties)	254	4847	108	4739	12.1%
Vancouver	94	3875	597	3278	8.4%
Washougal	2	90	2	88	0.2%
West Linn	10	14	0	14	0.0%
Wilsonville	14	588	4	584	1.5%
	1,475	41,199	2,163	39,016	

Table 3 sorts the inventory by county. The majority of the region’s inventory of regulated units is in Multnomah County.

TABLE 3: REGULATED AFFORDABLE HOUSING BY COUNTY (2011)

County	Number of sites	Total Units	Unregulated Units	Regulated Units	Share of four-county regulated units
CLACKAMAS	286	3861	16	3845	9.9%
CLARK	150	5975	769	5206	13.3%
MULTNOMAH	783	24333	1338	22990	58.9%
WASHINGTON	256	7030	40	6975	17.9%
	1,475	41,199	2,163	39,016	

Generally speaking, people living in incorporated areas will have better access to services and commercial areas, thereby reducing transportation costs. As shown in Table 4, the great majority of sites with regulated affordable units are within incorporated areas.

TABLE 4: REGULATED AFFORDABLE HOUSING SITES IN INCORPORATED VS. UNINCORPORATED AREAS (2011)

County	Incorporated areas: number of sites	Unincorporated areas: number of sites
Clackamas	157	129
Clark	107	43
Multnomah	783	0
Washington	174	82
	1,220	254

The 2040 Growth Concept calls for focusing growth in centers and corridors. These areas are most likely to provide access to services such as transit, banks, and grocery stores, thereby potentially reducing transportation costs. Table 5 shows the inventory of regulated affordable housing that is in designated centers inside the urban growth boundary (UGB). If a center is not listed, it is because there are no regulated affordable housing units in that center.

TABLE 5: REGULATED AFFORDABLE HOUSING BY 2040 GROWTH CONCEPT CENTER INSIDE UGB (2011)

Center type	Center name	Number of sites	Total units	Unregulated units	Regulated units	Share of four-county regulated units
Central City	Portland	77	7484	698	6786	17.4%
Regional Center	Beaverton	1	8	0	8	0.0%
Regional Center	Clackamas	4	387	0	387	1.0%
Regional Center	Gateway	9	585	28	557	1.4%
Regional Center	Gresham	9	539	2	537	1.4%
Regional Center	Hillsboro	5	271	2	269	0.7%
Regional Center	Oregon City	1	1	0	1	0.0%
Town Center	Aloha	5	214	7	207	0.5%
Town Center	Bethany	2	340	0	340	0.9%
Town Center	Cedar Mill	1	608	0	608	1.6%
Town Center	Gladstone	5	5	0	5	0.0%
Town Center	Hillsdale	3	90	2	88	0.2%
Town Center	Hollywood	2	333	28	305	0.8%
Town Center	Lents	6	74	1	73	0.2%
Town Center	Milwaukie	17	282	0	282	0.7%
Town Center	Raleigh Hills	1	73	0	73	0.2%
Town Center	Rockwood	18	702	2	700	1.8%
Town Center	St. Johns	2	21	0	21	0.1%
Town Center	Tigard	2	52	0	52	0.1%
Town Center	Troutdale	1	228	0	228	0.6%
Town Center	Tualatin	1	240	0	240	0.6%
		172	12,537	770	11,767	30.2%

Table 6 describes the inventory by type of center. Of the three types of centers, the Central City has the largest share of units, followed by Town Centers and Regional Centers. All together, these centers in the UGB contain about one-third of the four-county area’s inventory of regulated affordable housing.

TABLE 6: SUMMARY OF REGULATED AFFORDABLE HOUSING IN 2040 GROWTH CONCEPT CENTERS INSIDE UGB (2011)

Center type	Number of sites	Total units	Unregulated units	Regulated units	Share of four-county regulated units
Central City	77	7484	698	6786	17.4%
Regional Center	29	1791	32	1759	4.5%
Town Center	66	3262	40	3222	8.3%
	172	12,537	770	11,767	30.2%

The housing choice voucher program (Section 8 vouchers) is the federal government's major program for assisting very low-income families, the elderly, and the disabled to afford decent, safe, and sanitary housing in the private market. Since housing assistance is provided on behalf of the family or individual, participants are able to find their own housing, including single-family homes, townhouses and apartments. The participant is free to choose any housing that meets the requirements of the program and is not limited to units located in subsidized housing projects. Table 7 shows a snapshot of the number of vouchers in each of the four counties. These voucher numbers should not be added to the number of regulated affordable units to come up with a total inventory of subsidized housing in each county. In many cases, Section 8 vouchers are used in regulated affordable units.

TABLE 7: SNAPSHOT OF HOUSING CHOICE VOUCHERS BY COUNTY (2011)

County	Number of housing choice vouchers (snapshot)
Clackamas	1,569
Clark	2,523
Multnomah	8,510
Washington	2,437
Total	15,039

WHAT HAS CHANGED SINCE THE 2007 INVENTORY?

The tables below compare the 2007 inventory⁷ with the updated 2011 inventory. Changes in inventory numbers may be attributed to losses or gains in units, the addition of a new housing type to the 2011 inventory (owner-occupied single-family housing), and improved data collection methods. The 2011

⁷ As noted, duplicate records have been removed for this comparison.

inventory includes 3,099 more regulated affordable units than the 2007 inventory. As shown in Table 8, few jurisdictions have had a net loss in regulated affordable units. Though some jurisdictions have fewer units in 2011 than they did in 2007, they may have more people using tenant-based Section 8 vouchers. If a jurisdiction is not listed here, it is because it did not have any regulated affordable housing units in 2007 and 2011.

TABLE 8: NET DIFFERENCE IN REGULATED AFFORDABLE HOUSING BY JURISDICTION IN FOUR-COUNTY AREA (2007 – 2011)

Jurisdiction	Difference in number of sites	Difference in total number of units	Difference in number of unregulated units	Difference in number of regulated units
Battle Ground	0	0	0	0
Beaverton	0	119	1	118
Camas	1	51	25	26
Canby	0	0	2	-2
Cornelius	2	25	5	5
Durham	0	0	0	0
Estacada	1	48	0	48
Fairview	0	0	0	0
Forest Grove	0	3	-7	10
Gladstone	0	0	0	0
Gresham	2	-57	8	-65
Hillsboro	4	-1	0	-1
Lake Oswego	1	126	-1	127
Milwaukie	2	4	-1	5
Molalla	2	46	1	45
North Plains	0	0	0	0
Oregon City	-1	-7	-10	3
Portland	34	1827	-89	1911
Ridgefield	-2	-2	0	-2
Sandy	6	172	1	171
Sherwood	0	4	0	4
Tigard	0	63	0	63
Troutdale	0	-2	0	-2
Tualatin	0	0	0	0
Unincorporated (four counties)	-35	313	1	312
Vancouver	-44	3	0	3
Washougal	1	28	1	27
West Linn	0	0	0	0
Wilsonville	7	274	1	273
	-19	3,037	-62	3,079

Table 9 shows the net difference in sites and units from 2007 to 2011, summarized by county. For all four counties, the 2011 inventory includes more regulated units than the 2007 inventory.

TABLE 9: NET DIFFERENCE IN REGULATED AFFORDABLE HOUSING BY COUNTY (2007 -2011)

County	Difference in number of sites	Difference in total number of units	Difference in number of unregulated units	Difference in number of regulated units
Clackamas	+22	+725	-5	+730
Clark	-85	+373	+27	+346
Multnomah	+36	+1768	-81	+1844
Washington	+8	+171	-3	+159
	-19	+3037	-62	+3079

Table 10 summarizes the net difference between the 2007 and 2011 inventories for sites in incorporated and unincorporated areas. This indicates a slight shift towards incorporated areas, where services are more likely to be close by. Sites may include a mix of regulated and unregulated units.

TABLE 10: NET DIFFERENCE IN REGULATED AFFORDABLE HOUSING SITES IN INCORPORATED VS. UNINCORPORATED AREAS (2007 - 2011)

County	Incorporated areas: difference in number of sites	Unincorporated areas: difference in number of sites
Clackamas	+18	+4
Clark	-44	-41
Multnomah	+36	0
Washington	+6	+2
	+16	-35

Table 11 shows the net difference between the 2007 and 2011 inventories, by center. If a Center is not listed here, it is because it did not have any regulated affordable housing units in 2007 and has none today.

TABLE 11: NET DIFFERENCE IN REGULATED AFFORDABLE HOUSING IN 2040 GROWTH CONCEPT CENTERS INSIDE UGB (2007 - 2011)

Center type	Center name	Difference in number of sites	Difference in number of total units	Difference in number of unregulated units	Difference in number of regulated units
Central City	Portland	+9	+731	-17	+748
Regional Center	Beaverton	0	0	0	0
Regional Center	Clackamas	+1	+52	0	+52
Regional Center	Gateway	+1	+4	-2	+6
Regional Center	Gresham	0	0	0	0
Regional Center	Hillsboro	0	-13	0	-13
Regional Center	Oregon City	0	0	0	0
Town Center	Aloha	0	-6	0	-6
Town Center	Bethany	0	0	0	0
Town Center	Cedar Mill	0	0	0	0
Town Center	Gladstone	0	0	0	0
Town Center	Hillsdale	0	0	0	0
Town Center	Hollywood	0	0	0	0
Town Center	Lents	0	0	0	0
Town Center	Milwaukie	+2	+4	0	+4
Town Center	Raleigh Hills	0	0	0	0
Town Center	Rockwood	+2	-57	-1	-56
Town Center	St. Johns	0	0	0	0
Town Center	Tigard	+2	+52	0	+52
Town Center	Troutdale	0	-2	0	-2
Town Center	Tualatin	0	0	0	0
		+17	+765	-20	+785

Table 12 indicates more regulated affordable units in centers in the 2011 inventory than in the 2007 inventory. Most of this difference is attributable to the Central City.

TABLE 12: NET DIFFERENCE IN REGULATED AFFORDABLE HOUSING IN 2040 GROWTH CONCEPT CENTERS INSIDE UGB (2007 - 2011)

Center type	Difference in number of sites	Difference in number of total units	Difference in number of unregulated units	Difference in number of regulated units
Central City	+9	+731	-17	+748
Regional Center	+2	+43	-2	+45
Town Center	+6	-9	-1	-8
	+17	+765	-20	+785

Several representatives of agencies participating in this inventory update mentioned an increased reliance on housing choice vouchers, which allow people more choice in where to live. Doing so may help ease transportation costs if the vouchers are used in locations with good access to services and transit. The change in the number of vouchers per county is summarized in Table 13.

TABLE 13: NET CHANGE IN NUMBER OF HOUSING CHOICE VOUCHERS BY COUNTY (2007 - 2011)

County	Net change in number of housing choice vouchers
Clackamas	+27
Clark	+336
Multnomah	+2,005
Washington	-250
Net change (4 counties)	2,118

APPENDIX 1 – CORRECTED 2007 INVENTORY

This corrected 2007 inventory includes 1,987 fewer units than the original 2007 inventory since duplicate records were discovered and removed.

TABLE 14: REGULATED AFFORDABLE HOUSING BY JURISDICTION IN FOUR-COUNTY AREA (2007)

Jurisdiction	Number of sites	Total units	Unregulated units	Regulated units	Share of four-county regulated units
Battle Ground	3	106	22	84	0.2%
Beaverton	34	512	11	501	1.4%
Camas	4	69	28	41	0.1%
Canby	8	343	0	343	1.0%
Cornelius	10	10	0	10	0.0%
Durham	1	210	0	210	0.6%
Estacada	8	95	0	95	0.3%
Fairview	2	480	0	480	1.3%
Forest Grove	31	604	7	597	1.7%
Gladstone	19	62	1	61	0.2%
Gresham	46	2245	15	2230	6.2%
Hillsboro	62	2200	4	2196	6.1%
Lake Oswego	1	30	1	29	0.1%
Milwaukie	32	312	1	311	0.9%
Molalla	5	113	1	112	0.3%
North Plains	1	33	0	33	0.1%
Oregon City	37	560	11	549	1.5%
Portland	697	19446	1404	18042	50.2%
Ridgefield	5	12	0	12	0.0%
Sandy	12	147	0	147	0.4%
Sherwood	7	97	1	96	0.3%
Tigard	18	642	10	632	1.8%
Troutdale	3	434	0	434	1.2%
Tualatin	3	604	0	604	1.7%
Unincorporated (four counties)	289	4534	107	4427	12.3%
Vancouver	138	3872	597	3275	9.1%
Washougal	1	62	1	61	0.2%
West Linn	10	14	0	14	0.0%
Wilsonville	7	314	3	311	0.9%
	1,494	38,162	2,225	35,937	

TABLE 15: REGULATED AFFORDABLE HOUSING BY COUNTY (2007)

County	Number of sites	Total Units	Unregulated Units	Regulated Units	Share of four-county regulated units
Clackamas	264	3136	21	3115	8.7%
Clark	235	5602	742	4860	13.5%
Multnomah	747	22565	1419	21146	58.8%
Washington	248	6859	43	6816	19.0%
	1,494	38,162	2,225	35,937	

TABLE 16: REGULATED AFFORDABLE HOUSING SITES IN INCORPORATED VS. UNINCORPORATED AREAS (2007)

COUNTY	Incorporated areas: number of sites	Unincorporated areas: number of sites
Clackamas	139	125
Clark	151	84
Multnomah	747	0
Washington	168	80
	1,205	289

TABLE 17: REGULATED AFFORDABLE HOUSING BY 2040 GROWTH CONCEPT CENTER INSIDE UGB (2007)

Center type	Center name	Number of sites	Total units	Unregulated units	Regulated units	Share of four-county regulated units
Central City	Portland	68	6753	715	6038	16.8%
Regional Center	Beaverton	1	8	0	8	0.0%
Regional Center	Clackamas	3	335	0	335	0.9%
Regional Center	Gateway	8	581	30	551	1.5%
Regional Center	Gresham	9	539	2	537	1.5%
Regional Center	Hillsboro	5	284	2	282	0.8%
Regional Center	Oregon City	1	1	0	1	0.0%
Town Center	Aloha	5	220	7	213	0.6%
Town Center	Bethany	2	340	0	340	0.9%
Town Center	Cedar Mill	1	608	0	608	1.7%
Town Center	Gladstone	5	5	0	5	0.0%
Town Center	Hillsdale	3	90	2	88	0.2%
Town Center	Hollywood	2	333	28	305	0.8%
Town Center	Lents	6	74	1	73	0.2%
Town Center	Milwaukie	15	278	0	278	0.8%
Town Center	Raleigh Hills	1	73	0	73	0.2%
Town Center	Rockwood	16	759	3	756	2.1%
Town Center	St. Johns	2	21	0	21	0.1%
Town Center	Troutdale	1	230	0	230	0.6%
Town Center	Tualatin	1	240	0	240	0.7%
		155	11,772	790	10,982	30.6%

TABLE 18: SUMMARY OF REGULATED AFFORDABLE HOUSING IN 2040 GROWTH CONCEPT CENTERS INSIDE UGB (2007)

Center type	Number of sites	Total units	Unregulated units	Regulated units	Share of four-county regulated units	
Central City	68	6753	715	6038	16.8%	
Regional Center	27	1748	34	1714	4.8%	
Town Center	60	3271	41	3230	9.0%	
		155	11,772	790	10,982	30.6%