



Housing

“Provide opportunities to develop a variety of housing types that meet the needs, preferences, and financial capabilities of Tigard’s present and future residents.”





ADOPTED AMENDMENTS

EFFECTIVE DATE	CPA#	CHANGES
03-06-08	2007-00006	Entire chapter updated by Ordinance 08-02.
06-27-13	2013-00001	Amended as part of 2013 Population and Housing Review by Ordinance 13-08

SECTION COVER PHOTO: CITY STAFF
New housing development in Tigard.



When it comes to housing, one size does not fit all. Each person seeking a new place to call home must find a suitable match between price, location, housing type, and lifestyle, which can be a daunting task. In Oregon, the state planning goals aim to broaden the available selection. Each jurisdiction, including Tigard, must provide the opportunity for different “sizes” of housing to fit residents’ varied needs, considering available land, price ranges, rent levels, and housing type.

GOAL 10: Housing

“To provide for the housing needs of citizens of the state.”

Some of the factors that local governments can influence are the supply of available residential land; the availability of public services; development regulations (density and design), and support for low and moderate income housing through funding or incentives. The City also can assist in providing information to non-profit and private developers about housing opportunity sites, state and federal funding opportunities and design and development practices that promote construction of accessible, sustainable, attractive and affordable housing.

“When it comes to housing, one size does not fit all.”

In the Portland metropolitan region, only land included in the Metro Urban Growth Boundary (UGB), an invisible line that separates resource land from presently developable areas, can be developed at residential densities requiring urban services. At the local level, each county and city must inventory its buildable land, which is defined as vacant and re-developable land suitable for residential use, to determine housing capacity. Tigard maintains a buildable lands inventory (BLI) that tracks available residential land. Two state and Metro requirements help determine housing capacities on buildable land within the Portland Metropolitan Area – the state Metropolitan Housing Rule and Title 1 of Metro’s Urban Growth Management Functional Plan (Functional Plan). Both focus on increasing a local jurisdictions’ housing capacity in order to make efficient use of land and urban services within the UGB efficiently.

The Metropolitan Housing Rule (OAR 660-007/Division 7) established regional residential density and mix standards for communities within the Metro UGB. It set minimum residential density standards for new construction by jurisdic-



tion. Tigard must provide for the opportunity to build new housing at an overall average density of 10 or more dwelling units per net buildable acre, as well as designate sufficient buildable land to provide the opportunity for at least 50% of new residential units to be attached housing (either single-family attached or multiple-family units.)

Urban Growth Management Functional Plan

Metro implements Goal 10 through Title 1 of the Metro Urban Growth

“The City of Tigard maintains an up-to-date buildable lands inventory.”

Management Functional Plan (Functional Plan).

To meet Title 1, each jurisdiction is required to determine its housing capacity and adopt minimum density requirements. Tigard adopted an 80% of minimum density requirement for development in 1998. This means that a development must build 80% of the maximum units allowed by the applicable zoning designation. In addition to complying with the Functional Plan, the City’s Development Code identifies the types and densities of housing allowed in all of Tigard’s residential and mixed use zoning districts.

The City of Tigard maintains an up-to-date buildable lands inventory and a permit tracking system for development. The City also is responsible for monitoring residential development. All of these tools aid the City in monitoring its progress toward the above goals, and determining if the opportunity remains for current and future residents to have diverse housing choices.

Tigard’s Geographic Limits to Growth

As noted above, the UGB established and maintained by Metro, in coordination with Tigard and other local jurisdictions establishes a geographical limit to future growth. It is required to include an adequate supply of land to meet the region’s 20-year land needs associated with housing, employment and other needed land uses. The UGB was expanded in 2002 to include land referred to as Area 63 and Area 64. In 2012, the UGB was expanded again to include an additional 50 acres (Roy Rogers West) to connect Areas 63 and 64. All of these areas were included in the West Bull Mountain Concept Plan (WBMCP) and have since been annexed into the City of Tigard and are known as River Terrace. This area,



as well as other buildable and/or redevelopable properties in existing City neighborhoods, represent the supply of land for future residential growth. Urban reserves also represent long-term future growth areas. Future development in these areas will require a combination of additional planning and development in new growth areas, coupled with infill development and redevelopment in existing areas such as major transportation corridors, designated Regional and Town Centers and other mixed use areas.

Capacity for Future Housing Development

A city analysis of housing needs and capacity conducted in 2012 found the capacity to build approximately 7,000 new housing units on buildable lands zoned for residential development within the City's UGB, compared to an estimated need for just over 6,500 new units during the next 20 years. The analysis also found that the City's zoning allows for the opportunity for more than 50% of

new housing to be constructed as single-family attached or multi-family housing, consistent with the Metropolitan Housing Rule. There is additional capacity for housing to be constructed in the City's mixed use (commercial/residential) zones such as the Tigard Triangle, Washington Square and Downtown areas. This is over and above the capacity for 7,000 units estimated in the analysis.



PHOTO: PROVIDED BY HOLLAND RESIDENTIAL
Arbor Heights Apartments on Royalty Parkway.

Affordable Housing/ Special Needs Housing

Metro also addresses affordable housing in Title 7 of its Functional Plan. Title 7 includes voluntary affordable housing production goals and other affordable housing strategies. Tigard has undertaken a variety of voluntary actions to support and enhance opportunities for affordable housing, including offset-



ting City fees and charges for affordable housing, and a tax exemption for low income housing developed by nonprofit groups. Among the organizations involved in low income housing, special needs housing, and emergency housing, are Community Partners for Affordable Housing, Luke-Dorf, the Good Neighbor Center and others. Tigard is also part of the Washington County Housing Consortium that utilizes HOME and CDBG funds to provide housing opportunities. This Plan includes a variety of policies to further the development of affordable and special needs housing in Tigard. The City’s Development Code also includes provisions that can act as incentives and/or create opportunities to help meet these housing needs.

“Tigard itself does not construct affordable low to moderate income housing.”

KEY FINDINGS:

The following findings are based on a population and housing needs assessment prepared for the city in 2013. Data included in the findings is based on a combination of Census data from 2010 and other data sources from 2012, except where noted.

Current (2010/2012) Population Trends

- The 2013 Housing Strategies Report and supporting memos and analyses provide the basis for the findings and recommendations in this element of the Comprehensive Plan. That document has been adopted as an ancillary document of this Comprehensive Plan.
- As of the 2010 Census, Tigard was the fifth largest city by population in the Portland metro area (excluding Vancouver, Washington). It represents 3% of the total population within the three primary metro counties. Tigard is the 13th largest city in Oregon.
- Tigard grew by 6,857 people between 2000 and 2010, or 17%. This is somewhat slower than growth in Washington County of 19% during that period, but greater than growth in the state of Oregon of 12%. Tigard experienced growth at a slower percentage than the two largest Washington County cities of Hillsboro and Beaverton (31% and 18% respectively) during this timeframe.



- Tigard was home to over 48,000 people and 19,000 households in 2010. Families represent 65% of all households. This is very similar to the Metro area figure of 63.5% family households, and Washington County's 66.8%.
- Tigard's average household size in 2010 was 2.49 persons, which is slightly smaller than Washington County and the Metro area's averages of 2.6 and 2.52 respectively.

- Tigard's median household income was over \$59,000 in 2010. This is 11% higher than the Portland/Vancouver metro area median (\$53,078). However, it is 10% lower than the countywide median of \$66,500.



PHOTO: CITY STAFF

Row houses in Tigard.

- Median income grew 15% between 2000 and 2010, while growing over 27% in Washington County.
- An estimated 8% of the population in Tigard lives under the poverty level. (American Community Survey, 2006-2010, five-year average) The poverty rate for Tigard households is higher than average among females (9.9%) and those under 18 years of age (8.7%), similar to national trends.

Current (2010/2012) Housing Trends and Needs

- An estimated 60% of housing units are ownership units, while an estimated 40% of housing units are rental units. This is a similar ratio of ownership units compared to the general Portland/Vancouver Metro Area (62% ownership rate), and the state.
- Over 95% of ownership units are single family homes (detached or attached), while nearly 60% of rental units are in structures of 5 units or more.
- In general, there is a need for some less expensive ownership units and rental units. This is not uncommon as the lowest income households struggle to find housing of any type that keeps costs at 30% of gross income.



- Among prospective ownership households, there is a solid supply of mid-priced housing between \$170k and \$240k, as well as upper-mid-priced housing of \$370k to \$550k. This analysis estimates the need for more for-sale housing in between these ranges, and at the upper end of the market.
- There is a general need for rental units at the lower and middle price levels. There are levels of estimated surplus for apartments (\$620 to \$1060 per month), and for single family homes for rent (\$1770 - \$3,530). These ranges represent the average rent prices in Tigard, typical of the majority of housing units in Tigard.
- Overall, there is a total surplus of 270 ownership units, and a current surplus of rental units of 631. This is an estimate based on a model of general preferences of households in different age and income cohorts to either own or rent.
- There are an estimated 901 units more than the current number of households, reflecting the current estimated vacancy rate of 4.4%.

Future Housing Demand and Land Supply

- There is a need for over 6,500 new housing units by 2030, with a stronger emphasis on new ownership units.
- Of the new units needed, 76% are projected to be ownership units, while 24% are projected to be rental units.
- Of the new units needed, the largest share (53%) is projected to be single family detached homes, due to a stronger projected need for new ownership housing. The remainder of units (47%) is projected to be some form of attached housing.
- It is projected that in coming decades a greater share of housing will be attached types, including attached single family. Single family attached units are projected to meet nearly 20% of future need.
- Duplex through four-plex units are projected to represent over 8% of the total need, while 18% of all needed units are projected to be multi-family in structures of 5+ attached units.
- Under 1% of new needed units are projected to be manufactured home units in manufactured home parks, which meet the needs of some low-income households for both ownership and rental.



- There is the capacity (as of 2012) to build approximately 7,000 new housing units on buildable lands zoned for residential development (residential and “mixed use residential” zones) within the City’s UGB.
- The supply of buildable land zoned for residential use in Tigard provides the opportunity to develop more than 50% of new housing as single-family attached or multi-family units, consistent with the Metropolitan Housing Rule.
- There is the capacity to build several thousand additional housing units on land zoned as “mixed use employment” and “mixed use commercial” in the Downtown, Washington Square and Tigard Triangle areas.
- City zoning provides the opportunity to construct housing at an average overall density of 10 units per net developable acre, consistent with requirements of the Metropolitan Housing Rule.
- The City’s Comprehensive Plan policies and Development Code provide for the opportunity to meet a full range of housing choices and needs. However, a number of action measures are recommended in this Plan to enhance those opportunities.

GOAL:

- 10.1 Provide opportunities for a variety of housing types at a range of price levels to meet the diverse housing needs of current and future City residents.

POLICIES:

1. The City shall adopt and maintain land use policies, codes, and standards that provide opportunities to develop a variety of housing types that meet the needs, preferences, and financial capabilities of Tigard’s present and future residents.
2. The City’s land use program shall be consistent with applicable state and federal laws.
3. The City shall support housing affordability, special-needs housing, ownership opportunities, and housing rehabilitation through programs administered by the state, Washington County, nonprofit agencies, and Metro.



4. The City shall adopt and maintain land use regulations that provide opportunities to develop housing for persons with special needs. The scale, design, intensity, and operation of these housing types shall be compatible with other land uses and located in proximity to supporting community services and activities.
5. The City shall provide for high and medium density housing in the areas such as town centers (Downtown), regional centers (Washington Square), and along transit corridors where employment opportunities, commercial services, transit, and other public services necessary to support higher population densities are either present or planned for in the future.
6. The City shall allow accessory dwelling units in appropriate residential districts, but shall require that they are compatible and blend into the overall residential environment.
7. The City shall comply with federal and state housing laws, including the Fair Housing Act, as well as applicable implementing administrative rules and regulations.
8. The City shall implement findings and recommendations from the 2013 Tigard Housing Strategies Report as incorporated in the Recommended Action Measures described in this Plan and further detailed in the Housing Strategies Report.

RECOMMENDED ACTION MEASURES:

- i. Update the City's Buildable Land Inventory regularly to monitor the rate of development and the availability of residential land.
- ii. Monitor regional and local housing trends and periodically review and update the City's land use policies and regulations accordingly to provide the range of housing development opportunities needed by Tigard's residents.
- iii. Allow manufactured homes on individual lots subject to standards to ensure their compatibility with single-family residential housing types.



- iv. Allow opportunities for accessory dwelling units in regional centers, town centers, and corridors per Metro requirements.
- v. Increase opportunities for higher density mixed use development in the Downtown Urban Renewal District, Washington Square Regional Center, Tigard Triangle, and designated Corridors to enable residential uses to be located in close proximity to retail, employment, and public facilities, such as transit and parks.
- vi. Provide incentives to encourage the development of a range of housing choices, including affordable housing units at transit-supportive densities near existing and planned transit routes, and/or in proximity to major activity centers such as employment, commercial areas, schools, and recreation areas.
- vii. Lower development costs for affordable housing by subsidizing City fees and charges, giving higher priority to housing projects close to major activity centers and transit services and/or providing additional incentives to their development..
- viii. Communicate the availability of local, state, and federal affordable housing incentives and subsidies to those involved in the housing industry.
- ix. Participate with other Portland Metropolitan area jurisdictions and agencies to address both local and regional affordable and workforce housing needs.
- x. Develop and implement strategies to encourage affordable housing in the City’s regional (Washington Square) and town centers (Downtown) and other areas designated for mixed use and high residential densities.

“Provide incentives to encourage the development of a range of housing choices...”



- xi. Coordinate with the Washington County Housing Authority, private non-profit housing corporations, H.U.D. and other federal, state, and regional agencies for the provision of subsidized housing programs in Tigard.
- xii. Increase Tigard's diversity of housing types through financial incentives and regulatory tools such as density transfer and planned development standards; transit, and vertical oriented housing tax credits; reduced parking requirements; height and density bonuses; voluntary inclusionary zoning, etc.
- xiii. Work with Metro and Washington County to determine the City's projected regional share of affordable, workforce, and special needs housing and to develop and implement strategies to accommodate projected local and regional needs.
- xiv. Work with the Washington County Housing Authority, and non-profit corporations to encourage preservation or replacement of affordable and special use housing when:
 - A. redevelopment occurs in older areas of the City;
 - B. single family dwellings are upgraded for sale or higher rent; or
 - C. apartments are converted to condominiums or to rentals that are more expensive.
- xv. Encourage the development of affordable housing when opportunities arise to redevelop public property and private institutional lands.
- xvi. Provide opportunities for affordable home ownership by:
 - A. Adapting the City's land use program to allow for the development of a variety of residential building types and ownership arrangements;
 - B. Supporting the activities of non-profit housing providers such as Habitat for Humanity, community land trusts, and others; and
 - C. Supporting the efforts of Washington County Housing



Authority, the Community Housing Fund, and developers of affordable housing to utilize a variety of public and private subsidies and incentives.

- xvii. Support housing types, such as shared housing, accessory dwelling units, smaller homes, cottage clusters, adult foster homes, and other assisted living arrangements that allow the elderly to remain in their community as their needs change.
- xviii. Support development of affordable rental housing through partnerships with the Community Housing Fund and other affordable housing providers.
- xix. Propose adopting updates to the City’s development code to enhance opportunities to develop accessory dwelling units, live/work housing units, cottage clusters, single-family attached housing and duplexes, consistent with the City’s 2012 Housing Strategies Report.
- xx. Develop and apply standards for single-family attached housing in all zoning districts where it is allowed..

GOAL:

10.2 Maintain a high level of residential livability.

POLICIES:

1. The City shall adopt measures to protect and enhance the quality and integrity of its residential neighborhoods.
2. The City shall seek to provide multi-modal transportation access from residential neighborhoods to transit stops, commercial services, employment, and other activity centers.
3. The City shall commit to improving and maintaining the quality of community life public safety, education, transportation, community design; (a strong economy, parks and recreation, etc.) as the basis for sustaining a high-quality residential environment.



4. The City shall protect the habitability and quality of its housing stock through code inspection services and enforcement.
5. The City shall encourage housing that supports sustainable development patterns by promoting the efficient use of land, conservation of natural resources, easy access to public transit and other efficient modes of transportation, easy access to services and parks, resource efficient design and construction, and the use of renewable energy resources.
6. The City shall promote innovative and well-designed housing development through application of planned developments and community design standards for multi-family housing.
7. The City shall ensure that residential densities are appropriately related to locational characteristics and site conditions such as the presence of natural hazards and natural resources, availability of public facilities and services, and existing land use patterns.
8. The City shall require measures to mitigate the adverse impacts from differing, or more intense, land uses on residential living environments, such as:
 - A. orderly transitions from one residential density to another;
 - B. protection of existing vegetation, natural resources and provision of open space areas; and
 - C. installation of landscaping and effective buffering and screening.
9. The City shall require infill development to be designed to address compatibility with existing neighborhoods.
10. The City shall regulate home-based businesses (occupations) to prevent adverse impacts on residential areas.

RECOMMENDED ACTION MEASURES:

- i. Encourage future housing development on designated buildable lands in areas where public facilities and services can be most readily provided.



- ii. Develop infill design and/or cottage cluster housing standards to ensure that new housing constructed within existing residential neighborhoods complements and is compatible with existing development.
- iii. Engage Tigard's citizens in public policy decisions, programs, and projects to improve neighborhood quality of life such as improving public safety; providing high quality public services; enhancing mobility and easy access to activity centers; improving community design; providing parks and open space; and promoting a green environment.
- iv. Promote Planned Development, density transfer, site and building design standards, and other regulations to protect natural areas preserve open spaces and enhance Tigard's residential environment.
- v. Develop standards to enhance livability for those living in housing adjacent to major streets such as appropriate setbacks, buffering and screening, noise mitigation, building orientation, landscaping, etc.
- vi. Update and maintain the City's land use regulations, engineering standards, and building codes to be consistent with federal and state requirements and responsive to current conditions and anticipated development trends.
- vii. Promote the maintenance of habitable housing in Tigard through Housing Inspection and Enhanced Housing Safety programs. Contribute to an Emergency Housing Fund to assist those who lose housing due to safety/habitability problems.
- viii. Encourage those who must make habitability and safety improvements to their homes to access low interest loan and grant programs offered by the Washington County Housing Rehabilitation Program.



- ix. Promote the habitability and quality of existing housing stock through means such as effective code enforcement and code violation follow-through, habitability standards, and rental licensing and inspection.
- x. Develop regulations, standards, educational tools, and incentives to induce property owners to maintain residential property to prevent blight and promote safe and healthy living environments.
- xi. Develop regulations and incentives to induce property owners to rehabilitate or redevelop deteriorated and marginally habitable residential properties.
- xii. Develop and enforce codes and regulations to abate public health and safety problems associated with residential properties being used for unlawful purposes.
- xiii. Establish and maintain standards to regulate non-residential accessory structures to protect the character and quality of existing neighborhoods.
- xiv. Provide incentives and technical assistance to make resource efficient (green) technologies and materials part of new development and the remodeling or retrofitting of existing development. Opportunities include energy conservation, water re-use, water quality enhancements, green building materials, solar heating/cooling, and drought tolerant landscaping etc.
- xv. Adopt clear and objective approval standards, criteria, conditions, and review processes for needed housing per state requirements.
- xvi. Develop partnerships with neighboring jurisdictions on multi-jurisdictional code enforcement issues.
- xvii. Provide information about accessible design practices to housing developers to help ensure that new housing is accessible to people with physical and mobility limitations, including aging residents.



- xviii. Provide informational materials and other technical assistance to housing developers to ensure that residential development procedures and processes are as easy to understand and navigate as possible.
- xix. Provide opportunities for city planning staff to obtain training and knowledge of housing development issues to ensure they can continue to effectively implement housing goals, policies and action measures.
- xx. Encourage all residential developers to incorporate housing affordable to low and moderate income residents in their proposed developments.
- xxi. Encourage large employers to consider implementing employer assisted housing programs.



PHOTO: MANAGENERGY.COM
Solar energy panels.