Prepared by:
Angelo Planning Group

in partnership with Johnson Reid

February 2013

City *of* Tigard

Population and Housing Review
Housing Strategies Report

Angelo planning group

TIGARD®

Table of Contents

1. INTRODUCTION AND OVERVIEW 1

2. HOUSING CONDITIONS AND TRENDS 3

3. RECOMMENDED COMPREHENSIVE PLAN AMENDMENTS 6

4. RECOMMENDED CODE AMENDMENTS 8

New Housing Type – Cottage Cluster 8
New Housing Types – Live/Work Units 10
Duplex Lot Size Standards 11
Single Family Attached Housing Standards 12
Residential Infill Requirements or Revisions to PUD Standards 13
Accessory Dwelling Units 14
Parking Requirements 16
Clear and Objective Standards for Needed Housing 17
Density or Height Bonuses 18
Other Incentives 20

5. FUTURE PLANNING FOR NEW RESIDENTIAL DEVELOPMENT AND REDEVELOPMENT 21

River Terrace 21
Downtown 22
Tigard Triangle 25
Washington Square 27
Other Corridors and Centers 29

6. ADDITIONAL NON-REGULATORY STRATEGIES 32

Fair Housing Requirements 32
Design Practices to Ensure Accessibility 33
Additional Information for Private Developers 34
Continued Support for Local and Regional Affordable Housing Efforts 35

7. ADMINISTRATIVE AND FUNDING STRATEGIES 37

Staffing 37
Statutory Authority and Federal Funding 38
Financing Tools 40

8. IMPLEMENTATION PLAN 42

1. Introduction and Overview

Having affordable, quality housing in safe neighborhoods with access to needed community and other services is essential for all Oregonians. Like other cities in Oregon, the City of Tigard is responsible for helping to ensure that its residents have access to a variety of housing types that meet households and residents of all incomes, ages and specific housing needs. As part of the process of periodically updating its Comprehensive Plan, the City is evaluating the housing needs of its citizens and identifying strategies that the City and others can implement to achieve them. Some of the City's specific housing goals include:

- Go beyond minimum state and regional requirements and develop housing strategies that respond to the opportunities presented by a variety of community assets and opportunities, including potential high capacity transit stations, redevelopment of downtown Tigard, and future development of the recently annexed River Terrace area.
- Create opportunities to meet the aspirations that have been developed during the Metro region's *Making the Greatest Places* process.
- Respond to current and evolving housing market conditions and trends
- Address the needs of an aging population and potential recovery from the recent housing downturn
- Maintain a high level of residential livability
- Support housing affordability, special-needs housing, ownership opportunities, and housing rehabilitation
- Promote innovative, well-designed, and sustainable housing developments

This report summarizes a variety of local housing issues and strategies recommended to address them. It builds on a comprehensive study of the local housing market and future trends and an in-depth review of current local, regional, state and federal housing requirements, goals and initiatives. It was prepared in coordination with an advisory committee of City of Tigard staff, Planning Commissioners and citizens, as well as representatives of Washington County, Metro, the Oregon Department of Land Conservation and Development, the Oregon Homebuilders Association and the Washington County Community Housing Fund. The work has been funded by a grant from the Oregon Department of Land Conservation and Development as part of its Periodic Review grant program.

Section 2 of the Report summarizes key housing conditions and future trends to provide context for the strategies that follow. Section 3 briefly reviews recommendations for updates to the City's Comprehensive Plan which are described in more detail in a companion "Goal 10 Housing Report." Sections 4 through 7 outline additional strategies related to the following types of initiatives:

- Recommended amendments to the City's Development Code
- Future planning for new residential development and redevelopment
- Information sharing with housing developers and other community partners
- Intergovernmental coordination and advocacy
- Administrative and funding tools

Key strategies include:

- Update the Comprehensive Plan to briefly describe existing housing conditions and past and historic trends, as well as to include new or revised housing goals, policies and action items that reflect the results of this planning effort.
- Update the City's Development Code to include provisions for "cottage clusters" and "live-work" housing units; enhance provisions and standards related to accessory dwelling units and single family attached housing; refine parking requirements for senior and affordable housing developments in existing or future high capacity transit areas; and provide for density or height bonuses to promote affordable housing in selected areas.
- Implement a variety of zoning, design and market-based strategies to promote development of a range of housing types in newly developing or future mixed use areas, including River Terrace, the Tigard Triangle, Washington Square, Downtown and other potential future high capacity transit corridors or centers.
- As part of various planning, development and permitting processes, provide information from other sources to housing developers, home builders, and landlords regarding fair housing goals and requirements, as well as design practices that help ensure accessibility for people with physical or mobility limitations, including older residents.
- Continue to coordinate with and support Washington County, as well as local non-profit groups and other housing developers or providers, particularly those that provide affordable or special needs housing. Assist with siting and permitting efforts and generally support residential development projects that further the City's housing goals and objectives and meet the City's planning and zoning requirements.
- City staff should continue to address housing goals and implement housing strategies in a consistent and coordinated manner, with a common understanding of the goals, priorities and approaches identified in this report.
- Continue to provide a certain level of funding to support affordable and special needs housing projects, including maintaining existing programs and considering additional strategies, as resources allow in the future. More specific recommended actions are described in the following section.

Section 8 of the Report summarizes specific recommended strategies in an Action Plan that includes proposed activities, timelines and roles for implementing each one.

2. Housing Conditions and Trends

Tigard has a current population of approximately 48,000 people. As of the 2010 Census, it 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 and is the 13th largest city in Oregon.

Between 2000 and 2010, Tigard grew by 6,857 people, or 17%. This is somewhat slower than the Washington County growth of 19% during that period, but greater than the state of Oregon's growth of 12%. Tigard experienced slower percentage growth than the two largest Washington County cities of Hillsboro and Beaverton (31% and 18% respectively). The percentage of families was basically unchanged between 2000 and 2010 at 65% of all households. This is very similar to the Metro area figure of 63.5% family households, and Washington County's 66.8%.

At just over $59,000 in 2010, Tigard's median household income 11% higher than the Portland/Vancouver metro area median, but was 10% lower than the countywide median. However, the average (mean) income in Tigard of over $79,000 is actually higher than the countywide average of $75,821. This indicates that there are a larger proportion of high income households which pull the average higher. The number of households at the lower end of the income spectrum has fallen since 2000, which mostly reflects general wage inflation. 16% of households earn $25k or less, down from 20% of households in 2000. The poverty rate is higher than average among females (9.9%) and those under 18 years of age (8.7%). This is likely reflective of the heightened poverty rate among young single mothers, which mirrors national trends.

Changing demographic trends that are likely to affect future housing needs in Tigard include the following:

- As a first-tier suburb in the Portland metro area, the City of Tigard will continue to benefit from the general trend of migration to urban areas. The metro area as a whole can expect continued growth, with different suburbs filling different niches in terms of housing affordability, lifestyle amenities, and employment opportunities. Tigard can continue to prioritize bringing some of the benefits of a more urban environment to the city, through the long-term redevelopment of the Downtown area, possible addition of light rail service, and development of additional town center or station areas.
- Over the coming 20 years, the baby boom generation will remain healthier and more independent for longer than their parents, meaning that the transition to retirement communities will be postponed or never undertaken. The youngest in this generation will just be reaching the traditional retirement age in 20 years. A subset of the baby boom generation will be interested in opportunities to live in well-planned and safe mixed-use communities in the future. The demand from older households for multi-family housing opportunities in town centers should be significant enough to be addressed, but should not be overstated. Also, older seniors may prefer or require single-level housing.
- It is generally believed that while a significant percentage of the millennial generation (people born between the 1980s and 2000) claim to prefer the urban core, they truly mean the center of a larger city (in this case central Portland), rather than a suburban environment. However, the eventual impacts of affordability and life-stage decisions are likely to cause some significant share of this generation to

either never move into the urban core, or move back out at some point. Tigard, like many suburban cities, can plan ahead for this generation by creating mixed-use town centers and station centers which will provide some urban amenities. Transit options and opportunities to walk and bike will also be attractive. For all of their differences, good schools and a safe environment will appeal to millennial households just as much as to preceding generations.

- The percentage of immigrants in Tigard has increased somewhat but not dramatically since 2000. The main impact of ethnic minorities and immigrant groups in Tigard and other suburbs will be continuing demand for low-to-moderate cost housing options, and the type of larger housing units already found in most suburbs. As long as the policies and land inventory allow for the production of multi-family units, it will be possible to meet the rental need for immigrants and other populations. Demand for for-sale housing will largely be met by older existing housing units, rather than new housing. It is likely that immigrant households and first-generation American households will provide a key source of demand for suburban boomer housing

A comparison between current housing supply and needs indicates the following:

- 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 bands represent the average rent prices in Tigard, where most units can be expected to congregate.
- 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%.

In considering future housing needs and the projected supply of land available to meet them in Tigard, this study found the following:

- There will be a need for over 6,500 new housing units by 2030, with a stronger emphasis on new ownership units. This total need includes the West Bull Mountain area.
- Of the new units needed, 76% are projected to be ownership units, while 24% are projected to be rental units. This is because analysis of the current supply finds a greater vacancy of rental units (Figure 7). Therefore, to rebalance the supply with the projected future need profile, more new ownership units will be needed than rental units, while the current surplus of rental units needs to be absorbed.

- Of the new units needed, the largest share (53%) is projected to be single family detached homes, due again to the stronger need for new ownership housing. The remainder of units (47%) is projected to be some form of attached housing.
- 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.
- 18% of all needed units are projected to be multi-family in structures of 5+ attached units.
- Less than 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. Manufactured home units in manufactured home parks are projected to make up a small share of future demand. Tigard has two large manufactured home parks, both of which are fully occupied. It is projected here that there will on-going demand for manufactured home units (36 units) in keeping roughly with the current share of mobile home units in the community.
- The projected preferences for future unit types are based upon historically permitted units since 1980, cross referenced with the profile of currently available buildable lands, and how that will shape future inventory. It is projected that in coming decades a greater share of housing will be attached types, including attached single family.
- There is an adequate supply of land within Tigard zoned appropriately to meet future housing needs and comply with state and regional housing requirements and goals.

3. Recommended Comprehensive Plan Amendments

Tigard is required to update its Comprehensive Plan to reflect an analysis of existing and future housing needs. In doing so, it must comply with a variety of state and regional requirements, some of which will necessitate amendments to the City's Comprehensive Plan.

Recommendation CP1: **Update the Comprehensive Plan to briefly describe existing housing conditions and past and historic trends, as well as to include new or revised housing goals, policies and action items that reflect the results of the current planning process.**

Details and Actions

This Report has been prepared in part to support the process of updating Tigard's Comprehensive Plan. Statewide Housing Goal 10 states that:

> "*Buildable lands for residential use shall be inventoried and plans shall 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*."

To achieve this goal, cities and counties in Oregon are required to plan for future housing needs by undertaking the following efforts.

- Assess current and future housing conditions and needs, including the need for housing of different types and in different price ranges
- Ensure that the City has an adequate supply of land zoned for residential use to meet future land needs
- Adopt Comprehensive Plan policies and Development Code provisions that support future housing needs, meet state and regional requirements and guidelines and address specific local housing goals and objectives

The Housing element of Tigard's Comprehensive Plan was last updated in 2008. To ensure compliance with state requirements, it will need to be updated to reflect the results of the housing needs analysis recently conducted as part of this planning effort. Amendments are expected to entail the following.

a. Revised narrative and findings. The existing Comprehensive Plan includes an opening narrative and a "Findings" section that briefly summarizes existing housing and population conditions and previous and projected future trends. It is recommended that this section of the Comprehensive Plan remain relatively brief and focus on the same types of information currently addressed in the Plan. However, specific information related to the following topics should be updated:
    - Economic and demographic conditions and trends
    - Need for housing overall and for specific types of housing units
    - Land and zoning designations associated with housing needs

b. New or revised goals, policies and action measures. The existing Comprehensive Plan includes a very well-rounded set of goals, policies and action measure intended to help the City meet the future housing needs of its residents. In general, this section of the Comp Plan is already supportive of and consistent with the housing issues and needs evaluated during this planning effort. However, several additional policies and action measures have been identified for inclusion in an updated Comprehensive Plan. They generally relate to the following:

- Explicit restatement of statewide Goal 10
- Support for Fair Housing Act
- References to additional housing types and needs

As noted above, information proposed to be included in the Comprehensive Plan is described in detail in the Goal 10 Housing Report which will be included as an appendix to this document when completed.

4. Recommended Code Amendments

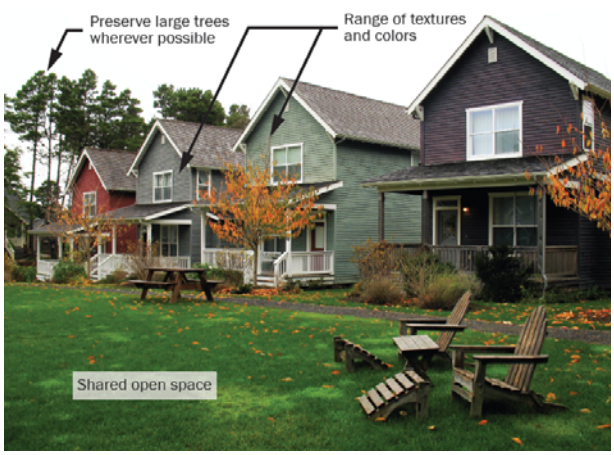
One of the primary ways in which a city can help ensure that residents have access to a variety of housing types at different price ranges is through the preparation and administration of their development code. Development codes or zoning ordinances set the stage for what types of housing can be built in which parts of the community and under what conditions. They also typically govern the design of new housing and how housing relates to other land uses and services. While the City has a limited ability to affect the ultimate cost of housing, standards related to lot sizes, architectural design features, parking and other aspects of housing can affect housing prices.

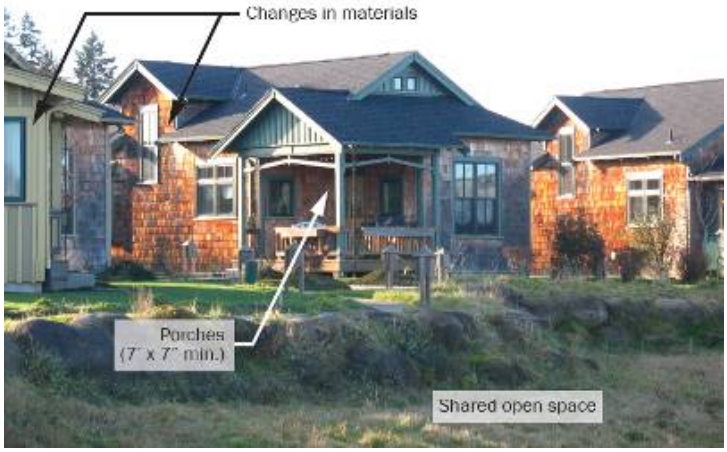
This report addresses a number of different issues associated with Tigard Community Development Code (TCDC) and recommends a variety of strategies for addressing future housing needs. Strategies are intended to ensure access to a variety of housing types, including emerging or non-traditional housing types, to maintain and improve residential livability, and to promote innovative, well-designed, and sustainable housing and to encourage construction of needed or desired housing types in specific locations.

New Housing Type – Cottage Cluster

The cottage cluster housing type can be an economical way to provide additional housing choices, including renter or owner occupied housing that meets the needs of people with moderate incomes and/or first-time homebuyers. It also can be constructed on infill sites and designed and built to ensure compatibility with surrounding housing and residential neighborhoods. While this type of housing can be built under existing requirements (e.g., planned development and subdivision or multifamily), new or revised standard that are unique to cottage clusters will make it easier to site and construct them and will expand opportunities for different types of housing Tigard.

<u>Recommendation CA1</u>: Update the TCDC to add a new code section specific to cottage clusters.





Examples of Cottage Clusters

Details and Actions: Cottage housing developments or "cottage clusters" consist of small houses, each usually with less than 1,000 square feet of floor area, oriented around a common open space area and with shared parking, and often with other common amenities. Depending on the cottage cluster development, cottages might be owned fee simple (each on its own lot) or as part of a condominium plat where the land is owned in common but the buildings are individually owned. Typically the open space and parking areas are owned and maintained in common. This housing type may be more likely to be developed in Tigard if the TCDC were amended to address its unique attributes as described in more detail below.

Typical Standards for Cottage Clusters

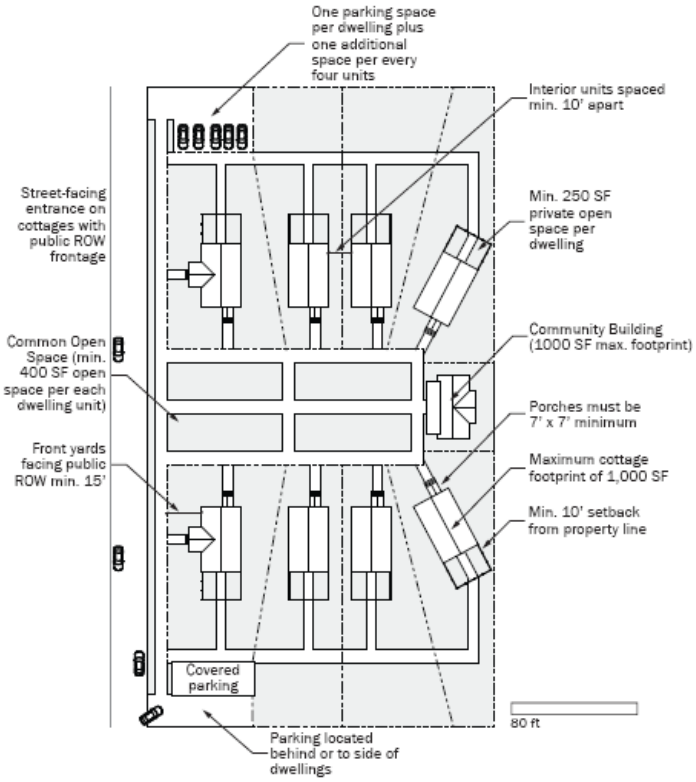
Purpose. This section should outline the intent of providing standards for cottage housing development as an alternative housing choice in order to encourage creation of usable common open space in residential communities; promote neighborhood interaction and safety through design; ensure compatibility with surrounding neighborhoods; and provide opportunities for creative infill development.

Applicability. This section should explain when and where cottages are allowed.

Site requirements. This section should establish the minimum and maximum number of cottages per development, density bonuses, lot coverage, as well as the minimum starting lot size, if any. Setbacks and the relationship of the buildings to public streets and open space need to be addressed in a manner which recognizes that cottage cluster developments may not have interior lot lines.

Building requirements. This section should establish the maximum size for each cottage (e.g., building footprint and/or square footage, height), whether attached units are permissible, any specific rules about porches, detached garages, or fences, and whether existing dwelling(s) on a site can be retained. Special architectural design requirements may be appropriate here as well (e.g., materials and design details).

Example - Site requirements for a cottage development



Parking and access. Because parking within a cottage development may function more like a multifamily development than a single family home (e.g., common parking areas with shared access instead of individual access and driveways), unique standards for parking may be needed. In addition, reduced parking requirements may be appropriate.

Community buildings and accessory structures. Guest quarters, storage space, or a carriage unit could be included as part of a community building. Other accessory structures may or may not be shared. This section should establish size standards for shared and individual facilities as well as any special design requirements for compatibility may be needed.

Private and common open space. Common open space

is a defining characteristic of a cottage housing development. This section should establish the minimum amount and dimensions of common open space to be provided as well as whether constrained lands (e.g., wetlands) can be included. If any specific landscaping requirements Private open space for each unit may be required as well.

Ownership options. The code should allow ownership to be fee simple lots with a homeowner's association holding common areas, or condominium ownership of the whole development.

Project advisory committee members supported these recommendations, noting that allowing for a variety of housing options, including cottage cluster housing will meet city, regional and statewide goals of providing for a range of housing types for people with different income levels and housing needs.

New Housing Types – Live/Work Units

Live/work units (especially live/work apartments or townhouses) are an emerging housing type. They can provide flexibility by combining residential and commercial uses, and can allow residential uses on the ground floor until the market is ready to support retail in these spaces. Live/work development could be considered in Tigard's commercial districts (C-C, C-G, and C-P), which currently only allow residential uses: 1) conditionally as group or transitional housing (C-G zone); 2) outright as mixed uses with commercial on the second floor or above; or 3) as multi-family housing subject to PD regulations. Live/work could expand the flexibility of residential and commercial uses in these zones, effectively increasing the residential capacity and meeting other housing and land use goals in the City's mixed-use zones.

Recommendation CA2: Update the Development Code to add code provisions specific to live/work apartments or townhouses in the C-C, C-G, and C-P zones.

Details and Actions: Live/work units are dwelling in which a business may be operated on the ground floor. They are similar to a home occupation except that because they are in commercial or mixed use zones, they typically have greater allowances for commercial area, visibility, signage, and access from the primary street. In order to better enable live/work apartments or townhouses, these housing types should be defined and special standards adopted that recognize their unique attributes.

Typical Standards for Live/Work Units

Definitions.

Live/work Townhome A residential, fee simple townhome unit in which a business may be operated. The commercial or office portion of the building shall be limited to the ground floor and may not exceed 50 percent of the square footage of the entire building, excluding the garage.

Live/work Apartment: A primarily residential multi-story, multi-unit building with a maximum of 50 percent of the building ground floor square footage used as commercial or office space. Residential units may be for rent or for sale in condominium or cooperative ownership.

Standards. Standards for live/work units typically address primary street frontage, off-street parking, signs, and special standards including noise, storage, public access, and hours of operation. Live/work provisions from other jurisdictions more specifically regulate the

commercial uses in live/work units, open space requirements, and conversion to and conversion of live/work units depending on zoning district.

Project advisory committee members supported these recommendations, noting that allowing for live/work units will help meet goals for residential and mixed use development in a number of neighborhoods where more housing is needed or desired.

Examples of Live-Work Townhome and Apartment Units

Duplex Lot Size Standards

Duplexes can provide for a mix of housing types and ownerships in otherwise purely single family neighborhoods, including helping meet the needs of people with moderate incomes who want to enter the housing ownership market. The medium-density R-7 zone permits duplexes outright; however, there is no incentive to build them – both detached single family dwellings and duplexes require 5,000 sf per unit. Within the R-4.5 zone duplexes are only allowed conditionally; however, the code provides an incentive for their

construction; a duplex is permitted on a 10,000 sf lot, but two single family detached houses would require 15,000 sf. A comparable incentive in the R-7 zone would mean a minimum lot size of 7,000 to 7,500 sf for duplexes. This change could be made for all lots or only on corner lots. The added benefit of encouraging duplexes on corner lots is that it can help solve the issue of fenced side yards adjacent to the sidewalk.

Recommendation CA3: Reduce the minimum lot size for duplexes in the R-7 zone from 10,000 sf to 7,500 sf.

Details and Actions: Amendments to the following code sections would be needed to implement this recommendation:

- Amend Section 18.510.020 (List of Zoning Districts), subsection E (R-7: Medium-Density Residential District) to change the description of the minimum lot sizes for duplexes.
- Amend Table 18.510.2 Development Standards in Residential Zones to change the minimum lot size for duplexes. If the lot size reduction is limited to corner lots, then an additional footnote would need to be added to the table explaining that distinction.
- Duplex lots would need to be designated on the plat in order to ensure compliance with minimum density requirements.

Example of a duplex on a corner lot

Project advisory group members generally supported this recommendation. However, they noted that if duplexes were to make up a significant portion of housing in single-family zones, it could affect the overall character and density of existing neighborhoods and that decision-makers should be aware of that issue.

Single Family Attached Housing Standards

The Housing and Population Study identifies a growing need for single-family attached housing, with that housing type projected to account for approximately 20 percent of future new housing units, with construction anticipated in medium density residential and mixed use zones. New single-family attached housing is permitted in the R-7 through R-40 residential zones and in the MU-CBD zone. It is also allowed within the R-4.5 zone, but only as part of a planned development. Currently, single-family attached housing is subject to site plan development review (TCDC 18.360.090). The TCDC does include some standards for single-family attached

housing which apply in specific circumstances locations (e.g., TCDC 18.720 which applies in R-4.5 to R-40 zones, when abutting "property zoned for single-family residential development" and TCDC 18.610.030 which applies in Downtown). However, the review process for single-family attached housing needs to consider specific issues related to the creation of narrow lots that are laid out with a particular building design in mind as well as scale and design.

Recommendation CA4: Adopt single-family attached housing standards as special development standards for use citywide.

Details and Actions: As noted above, because of the unique nature of single-family attached housing, it would benefit from special development standards intended to control development scale; avoid or minimize impacts associated with traffic, parking, and design compatibility; and ensure management and maintenance of common areas.

Typical Standards for Attached Single-Family Housing

Lot requirements (that apply to the subdivision)

a. *Some flexibility in lot width may be appropriate to allow narrower interior lots and wider exterior lots (esp. where necessary to meet special setbacks).*
b. *The need for alley access to minimize curb cuts*
c. *Requirements for common areas and shared maintenance of the building*

Building requirement. Design standards that ensure entry visibility and minimize garage frontages and neighborhood compatibility (esp. in lower density zones facades should include porches, projecting eaves and overhangs, and other traditional architectural elements that provide residential scale and help break up building mass).

Concurrent review. The code should require concurrent review of the building design to ensure that the structures to be built on the lots can meet both the lot and building requirements.

Residential Infill Requirements or Revisions to PUD Standards

While the City's existing PD standards provide flexibility for residential development and work well for larger scale developments, the process may not be appropriate for small scale infill projects. One option would be to amend the PD standards; however, adopting cottage development standards as recommended above could potentially address this issue more effectively. This could help reduce barriers to and provide more options for infill residential development while also generally preserving the character of single-family residential neighborhoods.

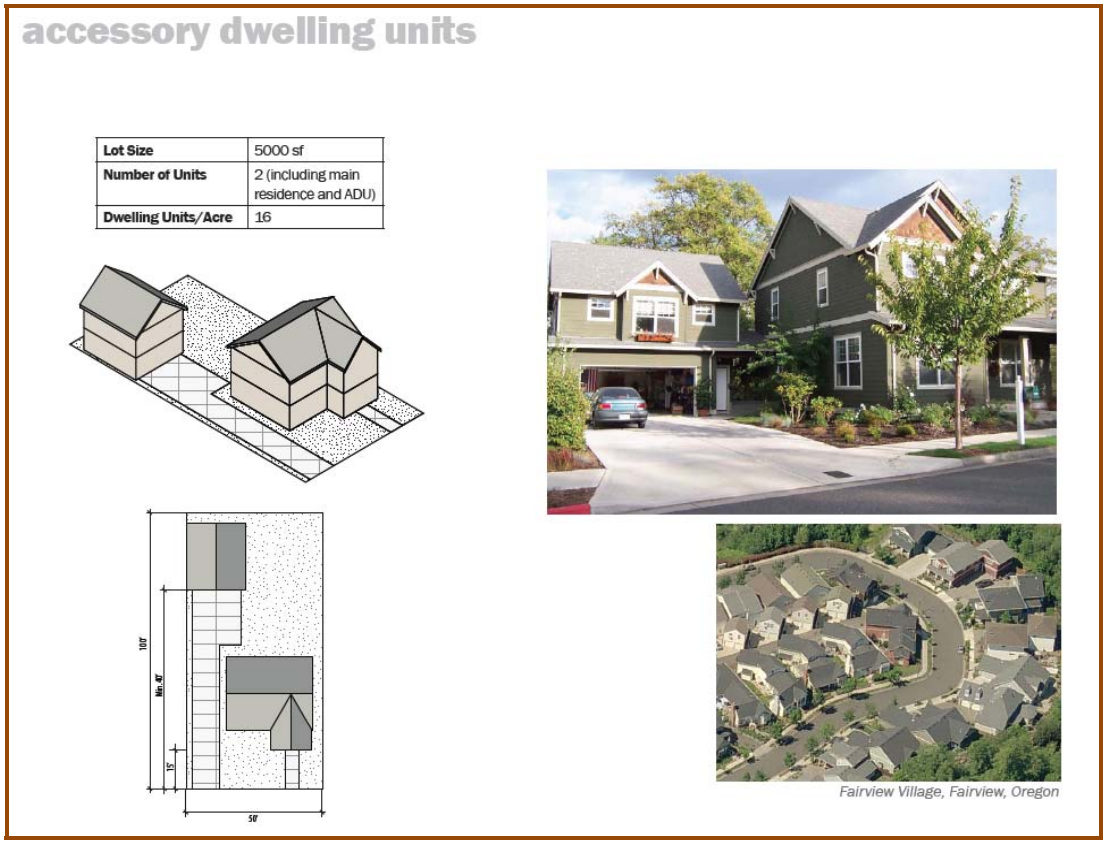
Recommendation CA5: Retain existing PD standards and consider adopting separate cottage housing provisions to address small scale projects

Details and Actions: See cottage development recommendations above.

Accessory Dwelling Units

By providing small scale housing in single family neighborhoods, accessory dwelling units provide a unique housing opportunity, particularly for aging residents and smaller households, whose housing needs are highlighted in the analysis for this study. While ADUs are an appropriate housing type for residential areas throughout the city, they can be particularly important in areas with good access to transit and services for aging residents or those who choose not to own a car. The City's current standards for Accessory Residential [Dwelling] Units (ADUs) may limit the development of ADUs by restricting certain designs, requiring additional parking, and limiting the size of the unit in relation to the primary dwelling. In addition to encouraging ADUs through changes to the TCDC, some jurisdictions reduce or waive System Development Charges (SDCs) for ADUs. While it may be beneficial to encourage ADUs, additional standards that help ensure neighborhood compatibility also may be helpful to avoid opposition from residents in established neighborhoods.

<u>Recommendation CA6</u>: Amend TCDC 18.710.020 to allow more opportunities for ADUs as well as additional standards to address neighborhood compatibility. In addition, consider waiving or reducing system development charges (SDCs) for ADUs.



Example of Accessory Dwelling Unit Site Layout

Source: Southwest Independence Concept Plan Designing for Density Presentation (September 21, 2011)

Details and Actions: 18.710.020(B) Accessory Residential (Dwelling) Units (ADUs) could be amended as shown below to address the issues described above.

Preliminary draft amendments to 18.710.020(B) Accessory Residential Units.

~~1. An accessory residential unit may be created within or as an addition to a detached single[-]family dwelling. For the purposes of this chapter, "addition" means the sharing of a common wall with the primary residence. A garage may not be converted to an accessory residential unit unless it is rebuilt as part of the primary structure;~~ Building materials and façade features of the accessory residential unit shall be similar to the primary unit;

2. An accessory residential unit may not be larger than ~~exceed 50% of the size of the primary unit, up to a maximum of~~ 800 square feet;

3. The number of residents permitted to inhabit the accessory residential unit is regulated by the State Building Code;

4. Either the primary or accessory residential unit must be owner-occupied;

5. A primary residence in which an accessory residential unit has been created may have only one home occupation;

~~6. In addition to the number of parking spaces required for the primary residence, as established in Chapter 18.765, one parking space shall be provided for the accessory residential unit. This parking space shall be paved and/or covered;~~ Screening or buffering between the accessory residential unit and housing on an adjacent lot may be required to address concerns about privacy;

7. The front door of the accessory residential unit shall not be located on the front facade of the primary unit unless the door is already existing;

8. There shall be compliance with all development standards established in the base zone.

If the City considers reducing parking requirements for ADUs as shown in the amendments above, it may want to focus those changes in areas with frequent transit services and access to commercial or other services that reduce the need for residents to own a car. This topic in particular will require careful consideration and conversation with decision-makers and other community members given concerns frequently raised about parking issues in residential and mixed use neighborhoods, as noted by project advisory committee members.

Finally, as noted above, the City may want to consider waiving or reducing system development charges associated with ADUs given that they must be developed in combination with an existing primary dwelling that may already have paid an SDC, they typically use fewer resources in comparison to primary dwellings, and they do not represent the development of any new land or neighborhoods. The City of Portland has recently seen a

increase in the development of ADUs and developers and affordable housing advocates attribute this in part to the city's recent decision to waive SDCs for ADUs there.

Parking Requirements

Off-street parking requirements and the way in which they are calculated can have an impact on the cost of housing and ability to develop it in certain areas, reducing the cost of housing and allowing for construction of housing that meets the needs of households with lower or moderate incomes. In addition, parking needs can vary in different parts of the community with the potential for less parking needed for certain types of uses and lower parking demand in pedestrian-oriented areas with better access to frequent transit services. Reducing parking requirements for developments that may require less parking can also serve as a potential incentive to encourage desired types of development.

Recommendation CA7: Consider revising parking standards to allow for the following, either on a citywide basis or in areas with existing or planned future high capacity or other frequent transit service:

- **On-street parking credits**
- **Reduced or simplified parking space requirements for affordable, senior and/or other housing projects**

Details and Actions:

On-street Parking Credits

Currently, the TCDC explicitly prohibits counting on-street parking as part of required minimum parking (TCDC 18.765.070.D.1).

The Model Code (Section 3.3.300.C) recommends crediting on-street parking if that parking is located on the street adjacent to the development and that the parking is for public use (not restricted to the development's use) and is not planned or needed for adjacent commercial or retail uses. It is recommended that the City consider adopting a similar provision. This provides a relatively modest parking credit but it can reduce development costs, particularly for developments which incorporate structured or garage parking for housing. The City could consider adopting this provision city-wide but it may be more appropriate to consider this change only in areas with frequent transit service or in mixed use areas with good access to public facilities and services and shopping areas.

Parking Space Requirements for Residential Uses

City parking standards current vary by residential development type, with higher parking standards for multi-family housing and group housing, with 1.00 spaces required for multi-family housing units of less than 500 square feet in size, 1.75 spaces required for multi-family units with three or more bedrooms, and one space per bedroom required for group living (Table 18.765.2).[1] Scaling back parking requirements, particularly for senior or affordable housing projects, would help reduce development costs for these types of housing and would be in line with standards recommended in Oregon's Model Development Code. As with the strategy above, it may be more appropriate to consider these changes only in areas with frequent transit service or in mixed use areas

[1] Only one space per multi-family housing unit is required in the MU-CBD zone (Downtown).

with good access to public facilities and services and shopping areas (similar to existing provisions in the Downtown area).

TCDC 18.360.080 (Exceptions to Standards) already provides for an exception or reduction in the amount of off-street parking required in certain situations. However, including some standard reductions in Table 18.765.2 (Minimum and Maximum Required Off-Street Vehicle and Bicycle Parking Requirements), rather than requiring the applicant to request an exception, might serve to encourage senior housing by reducing the inherent risk in discretionary review.

B. Exceptions to parking requirements. The Director may grant an exception or deduction to the off-street parking dimensional and minimum number of space requirements in the applicable zoning district based on the following findings:

1. The application is for a use designed for a specific purpose which is intended to be permanent in nature, e.g., senior citizen housing, and which has a demonstrated low demand for off-street parking;

2. There is an opportunity for shared parking and there is written evidence that the property owners have entered into a binding agreement to share parking; or

3. There is community interest in the preservation of particular natural feature(s) on the site, public transportation is available to the site, and reducing the standards will not adversely affect adjoining uses, therefore the public interest is not adversely affected by the granting of the exception.

C. Exceptions for private or shared

In considering the above recommendations related to parking requirements, it will be important to provide opportunities for community conversation about them. Relaxing or reducing parking requirements often generates concern among residents in affected neighborhoods who expect potential adverse impacts on the supply of parking and the related need to walk or drive longer distances to access their homes or other nearby destinations. Project advisory committee members noted these concerns and suggested that lower parking requirements may be most appropriate in neighborhoods planned or zoned for high capacity transit service or a concentration or nearby services and amenities within easy walking distance where the incidence of car ownership is lower.

Clear and Objective Standards for Needed Housing

ORS 197.307 states that:

(4) Except as provided in subsection (6) of this section, a local government may adopt and apply only clear and objective standards, conditions and procedures regulating the development of needed housing on buildable land described in subsection (3) of this section. The standards, conditions and procedures may not have the effect, either in themselves or cumulatively, of discouraging needed housing through unreasonable cost or delay.

The development standards in TCDC 18.510.050 that apply within the residential zoning districts appear to be clear and objective. However, all new residential development except for single-family detached units and duplexes is also subject to Site Development Review (SDR). SDR applications are processed as a Type II procedure using the approval criteria contained in TCDC 18.360.090. The SDR approval criteria address the relationship between the built and physical environment, building façade features, private and shared space,

and transit access and amenities. In addition to needed housing, these approval criteria apply to a wide range of development types within the City (e.g., commercial, industrial, etc.) that are not subject to the requirement for clear and objective standards.

Recommendation CA8: Review the Site Development Review approval criteria contained in TCDC 18.360.090; for those criteria that are not clear and objective, confirm that the issue is sufficiently addressed by other code standards; and, exempt needed housing (or residential development generally) from those criteria that are not clear and objective.

While most of the SDR approval criteria appear to be clear and objective, some do appear to allow for more discretion. For example, criterion #4 (Buffering, screening and compatibility between adjoining uses) requires buffering between different types of land uses, for example, between single-family and multiple-family residential, and residential and commercial uses. However, what constitutes an "adequate" buffer is determined from considering a list of relatively subjective factors. Similarly, some of the specific language (e.g., subsections (a) and (b)) under criterion #10 (Crime prevention and safety) also may not represent clear and objective standards.

For residential uses, in some cases the existing standards (e.g., setbacks, landscaping and other standards in TDC 18.510, as well as standards for streets and utilities in TDC 18.810) may be sufficient to address the issue without the additional level of discretion provided by the approval criteria. In cases where the existing standards are not sufficient, the criteria could be reworked and relocated to a new section with development standards for attached and multi-family housing (NOTE: new code section could be included in 18.700 Specific Development Standards or in 18.510 Residential Zoning Districts). SDR approval criterion #1 already requires compliance with all of the applicable requirements of this title. Thus, for needed housing, the approval criteria could be simplified to require compliance with the code standards per approval criteria #1 without necessarily having an adverse impact on the quality of development.

Some examples of how this might be implemented are outlined below:

- Criterion #3 (Exterior Elevations) – While this criterion is clear and objective, it is also a design standard for single-family attached and multiple-family structures that might be better relocated to a new section with development standards for attached and multi-family housing (NOTE: new code section could be included in 18.700 Specific Development Standards or in 18.510 Residential Zoning Districts).
- Criterion #4 (Buffering) – As noted previously, this criterion is may be too discretionary to be used for needed housing. A more quantitative buffering standards could be included with the standards for single-family attached and multiple-family structures, identifying depth, planting materials and density/height. There are good examples in other jurisdictions where buffering requirements have been quantified.
- Criterion #5 (Privacy and noise—Multifamily or group living uses) – Similar to Criterion #4, this criterion could be rewritten as a clear and objective standard and relocated to the standards for single-family attached and multiple-family structures.

- Criterion #6 (Private outdoor area—Multifamily use) and Criterion #7 (Shared outdoor recreation areas—Multifamily use) – Similar to Criterion #3, these criteria already function as standards and should be relocated to the standards for single-family attached and multiple-family structures.
- Criterion #8 - This criterion establishes a requirement for developments located adjacent to the 100 year floodplain. As written the criterion is somewhat subjective and potentially ineffectual as it simply requires "consideration" of a greenway dedication suitable for a pedestrian/bicycle pathway. Rewriting this criterion to include a reference to compliance with an adopted pedestrian/bicycle plan would help clarify and strengthen the requirement.
- Criterion #9 and #10 – These criteria address crime prevention. While they provide good guidance for residential and non-residential developments, they are potentially too discretionary for needed housing. They could potentially be rewritten as standards, but it might be more practical to treat them as guidelines for needed housing.
- Criterion #12 (Landscaping) – This criterion contains landscaping standards that might be better located in Section 18.745 (Landscaping and Screening). In addition, Criteria #12.b and c require specific amounts of landscaping (20% for parking areas and 15% over all) which do not reflect differences between residential, commercial, office or industrial uses.

Density or Height Bonuses

Encouraging the development of affordable housing by offering density and/or height bonuses can work in areas where demand is constrained by zoning requirements. It also can potentially act as an incentive to building specific types of housing needed or desired in specific areas. Residential developers in Tigard appear to find the standard height and density requirements adequate to build their projects. Currently, there seems to be little or no demand for height and/or density bonuses, and in some zones achieving the minimum densities may actually be more of a concern to developers than exceeding the maximums. Project advisory committee members noted that while the current market conditions don't suggest a significant demand for density or height bonuses, there may be some types of projects that would benefit and changing demographics could lead to further interest in these incentives in the future.

Recommendation CA9: Adopt density and height bonuses as incentives for affordable housing.

Details and Actions: Height and density bonuses for the provision of affordable housing in market-rate development could be available in residential as well as mixed use zones. The affordable housing units would not have to be limited to state or federally subsidized projects. Private deed restrictions could be used to ensure that rental units remain affordable for a period of time (e.g., 30 years) and renters would have to be meet income-qualifications. For affordable units that are for sale, buyers would also need to be income-qualified and appreciation would be limited to so that the unit remains affordable if resold. In terms of code amendments to implement this recommendation, one approach would be to create a new section in 18.700 (Specific Development Standards). Code provisions for affordable housing typically address the following:

- Applicability, which zones or subareas (e.g. areas within x distance of high capacity transit) are the incentives available;

- Definitions, including those defining "affordable housing" and "low- and moderate-income households";
- The specific type and amount of incentives (bonuses) available;
- Procedures for the review of affordable housing developments;
- A requirement that the developer of housing enter into development agreements that will ensure that the affordable housing, whether for sale or for rent, remains affordable;
- Designation of an officer or body to review and approve applications for developments that include affordable housing; and
- Provisions for enforcement.

NOTE: The City of Tigard will likely need to work closely with the Washington County Department of Housing Services and the Housing Authority to implement these provisions.

Development code provisions in the North Bethany and Hillsboro areas may provide examples for future use by the City as it considers these types of code provisions.

Other Incentives

As noted above, height and density bonuses may be of somewhat limited benefit in the near-term. However, several of the other recommendations above may encourage a variety of housing types and could be further targeted toward affordable housing. For example, reducing parking requirements for ADUs and allowing them to be detached as well as attached will serve to encourage this housing type. Similarly, reducing the amount of off-street parking required for multi-family would serve to reduce the per unit cost of providing that housing. As noted above, these reductions should be tied to the availability of frequent transit service. In addition, parking reductions could be specifically targeted at affordable housing projects and/or senior apartment projects within transit served areas to provide additional incentives to build these types of housing. Because providing required parking is often a limiting factor when developing multi-family, parking reductions may be needed in order for a development to take advantage of the density bonuses.

Recommendation CA10: Implement recommended ADU, parking and height and density bonuses suggested above.

Details and Actions: No additional actions needed – see recommendation above.

5. Future Planning for New Residential Development and Redevelopment

Several areas in Tigard represent unique opportunities to meet different type of housing needs for city residents, either because they are relatively undeveloped and represent new growth or expansion area (e.g., River Terrace) or because they have opportunities for more intensive residential or mixed use development given their location, zoning and access to community services and transportation facilities (e.g., the Tigard Triangle, Downtown and Washington Square areas). A number of the recommendations described in Sections 4, 6 and 7 would be appropriate for implementation in these areas and are described in more detail in those sections of this report.

General Recommendation FP1: Pursue a variety of strategies to support, encourage or require residential development in these areas that is consistent with city housing goals, other recent or future planning processes and additional strategies described in this Report.

River Terrace

Recommendation FP2: Plan and zone land for residential use in this area that balances regional density requirements (an average net density of 10 dwelling units per acre is required) with a community desire to develop neighborhoods that emphasize single-family detached homes.

West Bull Mountain Concept Plan Preferred Land Use Alternative

Source: West Bull Mountain Concept Plan, Washington County, October, 2010

Details and Actions

The City is currently in the process of developing the River Terrace Community Plan for the areas that were most recently brought into Tigard's portion of the UGB.[2] This includes lands addressed in the West Bull Mountain Concept Plan, including the recent River Terrace annexation (Area 64), as well as urban growth boundary expansion area 63 and the 50-acre Roy Rogers West area. The West Bull Mountain Concept Plan calls for a range of housing types and zoning designations. The River Terrace Community Plan is expected to be generally consistent with the Concept Plan. Zoning in the area will have to meet regional targets for an average density of 10 dwelling units per acre. At the same time, this area is seen as an area that is appropriate for the development of neighborhoods predominantly characterized by single-family homes on individual lots. The City will need to balance these objectives as it moves forward with the Community Plan process. Specific strategies to do this may include:

- Ensure that zoning is in place to allow an appropriate mix of single-family and multi-family development. Traditional single-family neighborhoods in a suburban environment tend to be somewhat segregated from other uses, and cover a larger area. In order to ensure thriving single family residential neighborhoods in this area, multi-family housing should be clustered in limited areas, near any planned commercial uses, and perhaps buffered from single family residential development with medium-density residential such as townhomes.
- Single family lot sizes that average somewhat smaller than those typically found in the Bull Mountain area can help ensure that density targets are met. However, in this locale, lots which are too small (perhaps <4,000 square feet) may face a marketing challenge. A mixture of larger and smaller lots can produce a lower average lot size, while preserving housing choices.
- The River Terrace area currently features large parcels of land which will facilitate master planned development and subdivision-style development. The current ownership pattern is advantageous for more rapid development of the Plan Area as opposed to piecemeal development, and should help avoid the need for public assembly of land.
- Despite the recent housing downturn, homebuilding is returning to the Metro Area, and this area can anticipate interest in large-scale residential development in this area, if not in the next five years, then likely in the next 10 to 15 years.
- Development will be facilitated by an adopted Community Plan, zoning and code changes, which create certainty in the permitting and development process.

Downtown

Recommendation FP3: Continue to implement ongoing planning, urban renewal, marketing and other efforts aimed at Downtown redevelopment, as well as implementing applicable development code strategies identified in Section 4 of this report.

[2] More information about the River Terrace Community Plan is available online: http://www.tigard-or.gov/city_hall/departments/cd/long_range_planning/river_terrace.asp

Tigard Downtown Vision Graphic

Source: City of Tigard Comprehensive Plan and University of Oregon

Details and Actions

The City's long term vision for the Downtown assumes a mix of housing, retail and commercial development with a well-connected, walkable street system and good connections between the Downtown and adjacent neighborhoods. The City continues to work on a number of strategies for implementing this vision, including using urban renewal funds to finance street improvements and support new multi-family housing and to develop a Downtown Connectivity Plan and implementing standards to help ensure improved connectivity in the future. All of these strategies will help achieve land use and housing goals for this and other centers in Tigard.

Zoning for the Downtown is primarily mixed use commercial and residential. As discussed in Section 4 of this report, a number of development code amendments are recommended to enhance the ability to permit future mixed use or higher density residential development in Tigard, particularly on infill parcels. Some of the strategies described in Section 4, including those parking requirement and density or height bonuses may be applicable to the Downtown and would serve as incentives for construction of housing in this and other regional centers and/or areas with existing or potential future access to high capacity transit. Application of funding strategies in this area, including use of fee waivers, urban renewal and tax abatement also would serve as incentives to provide needed housing types in this area. Focusing development in this area which already has available infrastructure and access to services also will reduce infrastructure-related costs of development in this area.

Given the nature of existing conditions there, most future development in Downtown is likely to occur as redevelopment either on individual sites or through consolidation and redevelopment of multiple properties. The pace and character of this development will depend on a variety of market forces, as well as the availability of developable sites within the area. The City can support these efforts through some of the strategies described in Sections 4, 6 and 7 of this report, including:

- Continue to implement the improvements identified in the Downtown Connectivity Plan. This plan calls for improved access among the mix of land uses in the Downtown area, as well as the eventual division of the Downtown's "superblocks." Improving access into the interior of these superblocks will make them more attractive for the type of urban residential development envisioned. Improving east/west multi-modal access through the district will also encourage redevelopment through making the neighborhood more cohesive.
- The City currently has access to a range of development tools, either internally (i.e. Urban Renewal), or through regional partners such as TriMet and Metro, to offer incentives or subsidies for private development. Tigard should continue to seek opportunities to facilitate one or more residential, mixed-use or transit oriented developments which provide an example of density and design sought in the Downtown area. While public participation is limited by available funds and political considerations, the importance of the Downtown and extensive vision which has been developed for the district, make this neighborhood a good candidate for such involvement.
- Implement the code-related strategies described in Section 4 of this report, including those that can serve as an incentive to residential and mixed use development. Monitor current standards for Downtown development and design as identified in the Development Code for any requirements which are hampering residential development, and may need to be amended. Property owners and

developers can often identify obstacles during the planning and permitting phases, which give some indication to the City if any code requirements are having the unintended consequence of hampering development that would otherwise meet the district's vision. Districts in transition from low-density legacy uses to high-density uses, such as Downtown Tigard, can sometimes limit the types of development which occur in between, as the transition takes place.

- Work with affordable housing developers to target potential developments to sites with good access to transit and other services in this area, consistent with recommendation NR1 (see Section 6).

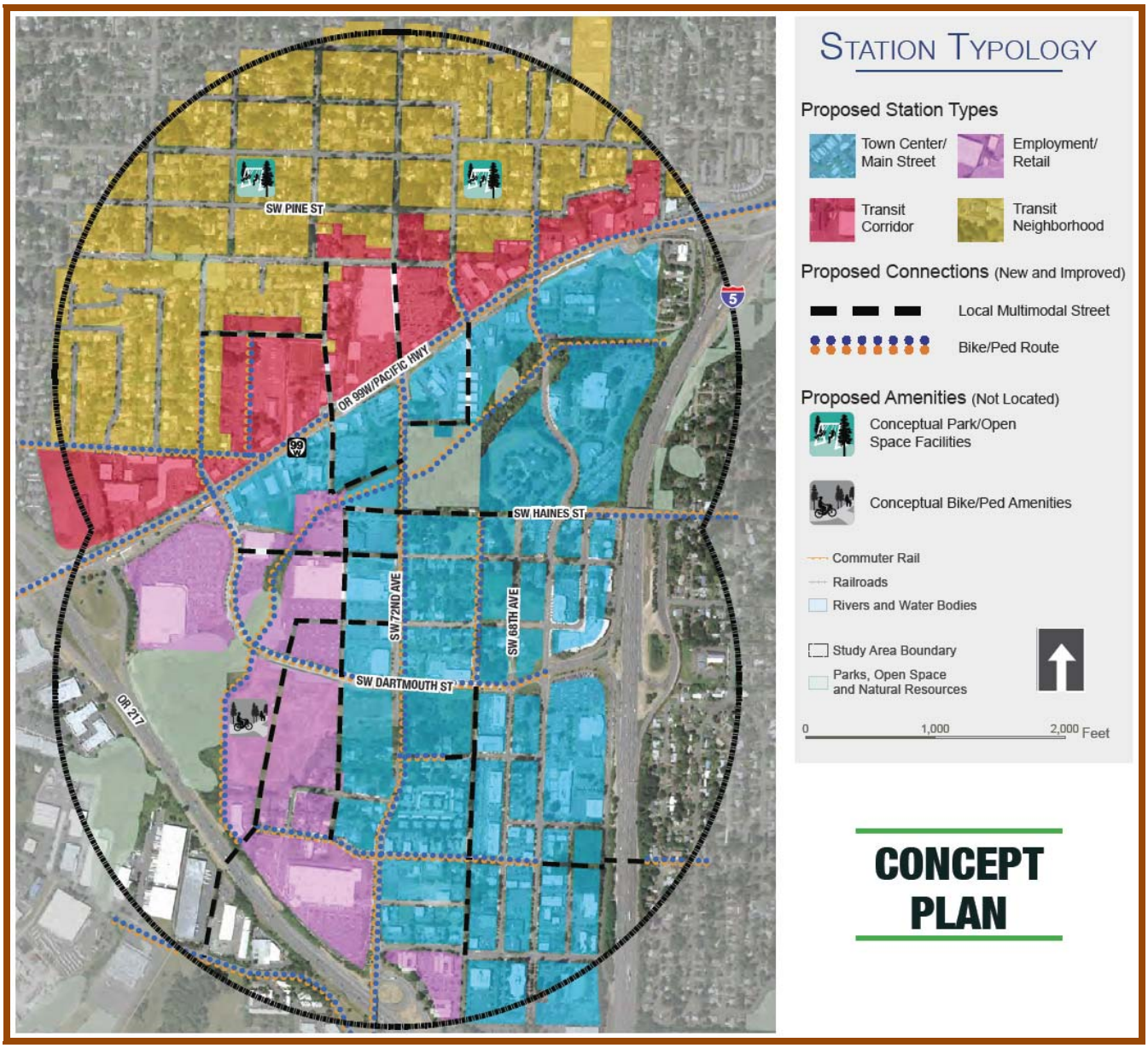
Tigard Triangle

Recommendation FP4: If residential development is part of the future vision for the Tigard Triangle, consider adopting zoning designations and standards that ensure that residential development or mixed use development with a residential component will occur in these areas.

Details and Actions

The City has had a long-standing goal of increasing opportunities for residential and mixed use development in the Tigard Triangle. The City recently received a grant from the state's Transportation and Growth Management (TGM) program to develop a District Plan for the Tigard Triangle. The new plan is expected to address a variety of land use and transportation planning issues, meet housing goals for the Triangle, and build on the recommendations from Tigard's recently completed High Capacity Transit (HCT) Land Use Planning process. The final report from that effort describes the Concept Plan for the Tigard Triangle as seeking to "blend smaller-scale retail, restaurants and housing to complement the current employment center, especially in the northeast part of the Triangle. Increased housing options would also be allowed northwest of Pacific Highway."

More specific objectives of the planning effort for the Tigard Triangle include supporting mixed use development in the area; assessing the market for residential uses in the area and any barriers to that type of development; and creating a walkable area that makes efficient use of the transportation system, including addressing the needs of people who have difficulty accessing transportation due to their age, income or disabilities.



Tigard HCT Plan Concept – Tigard Triangle

Source: City of Tigard High Capacity Transit Land Use Plan, Final Report, February, 2012

While zoning in the Tigard Triangle currently allows for development of residential uses, little housing has been built in the area. City staff reports that most property owners and developers envision the area as a location for large scale retail, commercial or light industrial activities. It is recommended that if residential use is part of the community vision for the Tigard Triangle, steps should be taken to ensure it is built in the future. To achieve this goal, it is recommend that specific areas be rezoned for residential use or for a mix of uses with a required residential component, rather than recommending that residential uses be a component of each future mixed use development in the entire area. Future residential areas in the Triangle also should allow for commercial uses that complement/support them.

In addition to designating areas specifically for residential uses, the City's development code should be amended to enhance standards for residential or mixed uses in the area. The current Tigard Triangle standards (TCDC 18.620), which were last amended in 2001, include site design standards, building design standards, entry portals (gateway) standards, and street and accessway standards. More details on these standards are provided in a technical appendix to this report (Task 3 and 5 Policy and Code review).

Updating these standards would provide the City with an opportunity to address future street connections and street designs in greater detail (similar to what has been done in Downtown). The standards could vary setbacks and building design elements based on the street type and land use designation, including for residential uses. In addition, the area covered by the existing Tigard Triangle standards is smaller than the area envisioned in the HCT Land Use Plan. Improving connections to the area north of Highway 99 and/or applying standard to promote or facilitate transit-oriented development in this area would provide the City with an opportunity to create a transit-oriented neighborhood north of the highway as well as to address design standards and both sides of the street.

In addition to these strategies, a number of other recommendations identified in other sections of this report would be appropriate for consideration in the Tigard Triangle, including the following:

- Application of new standards for single-family attached housing and live/work units
- Consideration density and height bonuses and adjustments to parking standards to serve as an incentive to development of higher density, affordable or other needed types of housing in this area
- Use of permit or fee waivers or tax abatement for eligible affordable housing projects
- Focusing development in areas with existing infrastructure and partnering with developers to fund additional needed infrastructure, where appropriate to reduce overall infrastructure-related costs of development

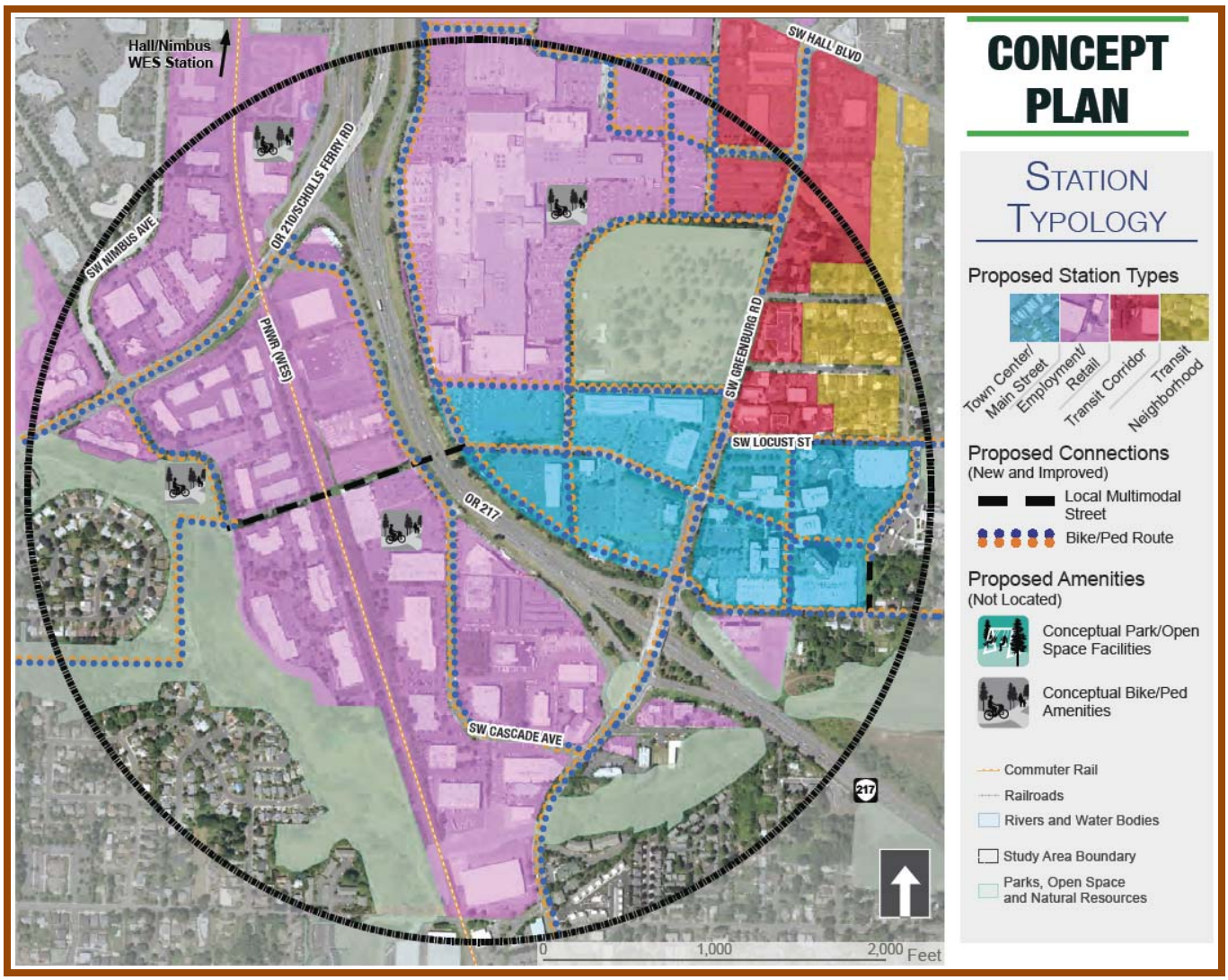
Washington Square

<u>Recommendation FP5</u>: Review Washington Square density standards (18.620.030.D, E, and F) for potential modifications to help make design standards more appropriate for residential developments and meet goals for production of housing this area. For portions of the area envisioned for mixed use development, consider implementing development code standards or requirements to ensure that residential development will occur.

<u>Details and Actions</u>

Washington Square is designated as a Regional Center in the Metro 2040 Plan. Given this designation, the Washington Square area represents opportunities for future residential and mixed use development. However, there are fewer properties with significant redevelopment potential in this area in comparison to the Tigard Triangle. The recently completed Tigard High Capacity Transit (HCT) Plan envisions land use changes in the Washington Square area to create more transit-oriented, dense, mixed use development in this area. Portions of the Washington Square area are designated as Town Center/Main Street, Transit Corridor and Transit

Neighborhood areas in the HCT Plan, although a more limited portion of the area is devoted to mixed use or residential development concepts than in the Tigard Triangle. Underlying zoning in these areas is primarily Mixed Use Employment, Mixed Use Residential and Single Family Residential.



Tigard HCT Plan Concept – Washington Square

Source: City of Tigard High Capacity Transit Land Use Plan, Final Report, February, 2012

Design standards currently applied in this area include development standards, site design standards, and building design standards for the Washington Square Regional Center. The types of site design and building design standards addressed are similar to those applied in the Tigard Triangle. However, building design standards in the Washington Square area apply to all new buildings within the MUC, MUE, and MUR zones in Washington Square Regional Center, not just to non-residential buildings. The Washington Square standards were adopted in 2002, before the latest update to Metro's Urban Growth Management Functional Plan (UGMFP).

Similar to the standards applied in the Tigard Triangle, some of the building and site design standards may be more appropriate for non-residential buildings and less appropriate for residential uses, including live/work units and single-family attached housing. The same comments related to these standards in the Tigard Triangle would apply in the Washington Square area. This area also would be appropriate for application of incentives to encourage development of specific types and densities of housing in this area as described elsewhere in this report. In addition, a broader range of housing types could be considered as permitted outright in this area, including single-family attached and multi-family housing, but not including single-family detached housing. Also, similar to the Tigard Triangle, if residential use is part of the community vision for this area as it appears to be, steps should be taken to ensure it is built there in the future using a similar approach as identified for the Triangle.

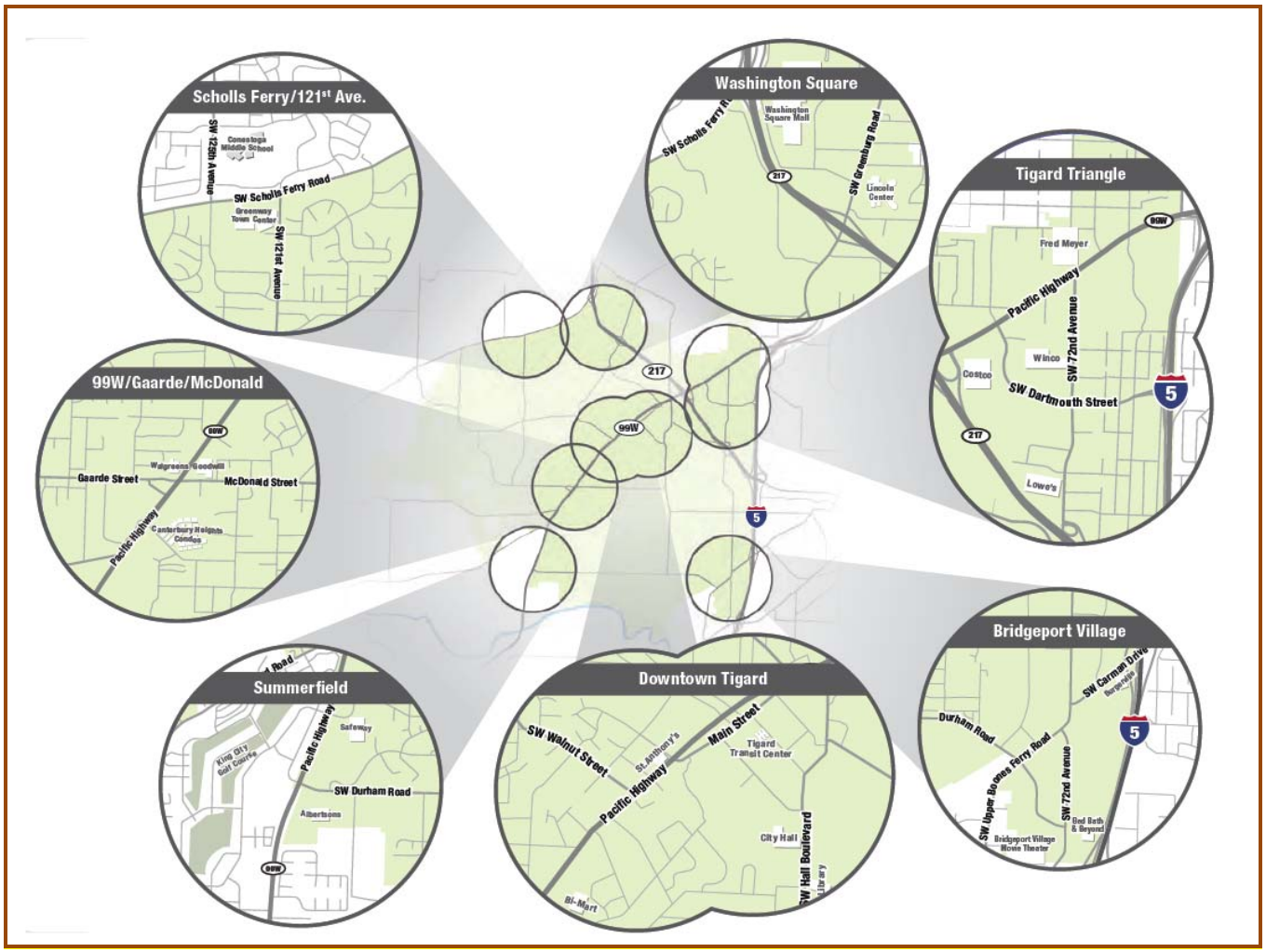
Other Corridors and Centers

Recommendation FP6: Implement a variety of strategies related to zoning designations and related development standards, connectivity improvements, marketing and other strategies to promote residential and mixed use development in potential future high-capacity transit areas.

Details and Actions

In the Tigard HCT Report, in addition to the areas described above, several other areas were considered as potential high capacity transit station communities and recommended for transit-oriented development strategies, or identified as opportunity areas for other more limited land use and connectivity changes :

- Scholls Ferry Road (between approximately 120th and 125th Avenues)
- Gaarde McDonald area (centered on OR 99 north and south of Gaarde/McDonald Streets)
- 99W/Durham (centered on OR 99 between approximately Beef Bend and Fischer Roads)
- Upper Bridgeport area (centered on SW 72nd Avenue north and south of Upper Boones Ferry Road/Carman Drive)



Map of Tigard HCT Planning Areas

Source: City of Tigard High Capacity Transit Land Use Plan, Final Report, February, 2012

HCT recommendations for these areas vary, from relatively minimal changes in land use or intensity in the Scholls Ferry /121st Avenue and Upper Bridgeport areas, to creation of new mixed use areas in 99W/Durham and Pacific Hwy/Gaarde-McDonald. Specific strategies and tools to support development of housing in these areas would be similar to some of those identified for the Tigard Triangle, Washington Square and Downtown, and could include the following:

- Adopt Comprehensive Plan or Zone Changes in portions of the 99W/Durham and Pacific Highway/Gaarde-McDonald areas to enable development of mixed use centers, including residential uses
- Apply standards for single-family attached and live/work housing units in proposed mixed use portions of the 99W/Durham and Pacific Highway/Gaarde-McDonald areas, consistent with recommendations described in Section 4 of this report

- Implement updated parking standards and requirements described in Section 4 in areas identified as transit corridors and main street/town center portions of these areas, in part to serve as an incentive for residential and mixed use development in these areas
- Implement recommendations related to accessory dwelling units, infill development standards and cottage clusters in portions of these areas designated as transit neighborhoods and encourage development of these housing types in those areas
- Work with affordable housing developers to identify opportunities to develop housing in close proximity to transit and other services and reduce infrastructure costs, consistent with recommendations in Section 6 of this report
- Use permit or fee waivers or tax abatement for eligible affordable housing projects as described in Section 7 of this report
- Take advantage of existing infrastructure in these areas to reduce infrastructure-related costs of development

6. Additional Non-Regulatory Strategies

The City of Tigard can best meet some housing goals by providing information to other parties as part of planning and development processes. In the areas of complying with the Fair Housing Act and the design of accessible housing features, the City either does not have regulatory authority to directly address these issues or doing so would create potential consistency issues with state or federal requirements. However, by providing information, particularly readily available handbooks and guidelines prepared by other entities, the City can further these housing goals.

Similar to Fair Housing practices and accessibility design, decisions about where and how to build and finance housing are made primarily by other entities. Either private or non-profit developers or public agencies such as Washington County directly fund and/or manage housing for people with low incomes or special needs. In addition to its general role in planning for and permitting residential uses, the City also can help advocate for or support specific projects that further the City's housing goals. In doing so, the City can provide information to prospective developers about strategies described elsewhere in this report that help serve as incentives to building needed housing in regional centers, high capacity transit corridors and other areas that provide residents with access to transportation and access to services. In some cases, this also will include areas where the cost of infrastructure is relatively lower, potentially reducing the overall cost of development.

More specific recommended approaches and actions are described below for several sub-topics.

Fair Housing Requirements

Recommendation NR1: The City should support the objectives of the Fair Housing Act by providing information to other parties about actions or strategies that will be consistent with the Act and help achieve its goals.

Details and Actions

Based on a recent review of fair housing impediments commissioned by Washington County, several specific strategies are recommended towards this end:

- Provide affordable housing developers with information about areas or potential sites that will help link residents with access to transportation, employment, needed goods and services, quality education and personal enrichment opportunities. These would include sites with high quality schools, access to public transit, walkable neighborhoods, grocery stores, other shopping opportunities and amenities. Washington County has prepared a set of "Opportunity maps" that were included in the Consolidated Plan, showing proximity to transit, health care facilities, public services, parks and trails, grocery stores and farmers markets, and high test scores in schools by Census block groups throughout Washington County. City of Tigard staff can use these maps to meet these objectives. They also can highlight areas of the City being planned for future high capacity transit that currently or are planned to include some of these amenities in the future.

- Help affordable housing advocates and developers identify vacant or redevelopable properties that would be suitable for affordable or special needs in terms of their size, zoning, proximity to services or other factors.
- As the City adopts code amendments recommended in this Report to facilitate development of a variety of housing types, provide information about these new provisions to affordable housing advocates and developers.
- Coordinate with the cities of Beaverton and Hillsboro as they develop a Green Construction Resource Directory for affordable housing providers throughout the county; use this resource in identifying and working with affordable housing providers in the future.

Design Practices to Ensure Accessibility

Recommendation NR2: The City should provide information to developers about design practices that will help ensure that new housing units are accessible to people with physical or mobility disabilities, including aging residents.

Details and Actions

An increasing percentage of the population is aging. As the baby boom generation ages, communities will continue to see a need for housing that meets the needs of people with physical and mobility limitations. Designing accessible features into housing of all types will be increasingly important.

As described above, the Oregon Building Code and the Americans with Disabilities Act both require that accessible features be incorporated in certain types of housing. For example, the Oregon Structural Specialty Code (OSSC) for multi-unit residential buildings includes a comprehensive set of accessibility requirements. However, compliance with the OSSC does not assure compliance with all accessibility laws because the OSSC includes only those standards that are required by Oregon law and does not incorporate all federal and Oregon accessibility standards.

To help organizations comply with the accessibility provisions of the Fair Housing Act and to generally promote the construction of accessible housing, the Department of Housing and Urban Development (HUD) established a set of Fair Housing Accessibility Guidelines (FHAG) that "provide builders and developers with technical guidance on how to comply with the accessibility requirements of the Fair Housing Amendments Act of 1988."[3] Use of these guidelines can support accessibility and also act as a "safe harbor" in meeting Fair Housing Act requirements.[4]

It is recommended that the City do the following to promote the design of accessible homes and compliance with Fair Housing Act requirements:

[3] Fair Housing Accessibility Guidelines http://portal.hud.gov/hudportal/HUD?src=/program_offices/fair_housing_equal_opp/disabilities/fhefhag

[4] Fair Housing Council of Oregon Accessible Design and Construction Handbook, Fair Housing Council of Oregon and Community Development Law Center (June 2010), http://fhco.org/pdfs/DCHandbook062010.pdf

- Make builders aware of Fair Housing Act requirements related to accessibility for applicable developments (i.e., residential building with four or more units). Tables presenting federal and state accessibility standards in the 2010 Fair Housing Council of Oregon Accessible Design and Construction Handbook also could be provided.
- Provide information about the Fair Housing Accessibility Guidelines to all builders and developers and encourage them to follow the guidelines in building new housing and particularly for residential development targeted to people with physical or mobility limitations. Specific features that promote accessibility and address the needs of people with other disabilities can include but are not limited to the following:
    - ✓ A bedroom, kitchen, living room, and full bathroom on one level of the home
    - ✓ Smooth walls and surfaces to reduce the accumulation of potential sources of infection for people with lower immunity, and rounded edges of walls, doors, windows, and furniture to reduce potential injuries
    - ✓ Use of sound absorbing materials in the rooms to make it easier to hear
    - ✓ Walk-in showers with height adjustable handheld showerheads
    - ✓ Walk-in bedroom closets with storage at differing heights
    - ✓ Rocker light switches instead of more common flip switches
    - ✓ Lever-style door handles and faucets.[5]

Advisory Committee members note it is particularly important to provide this type of information to developers who are returning to the housing market and/or have not traditionally consider accessibility in the design of their residential homes or developments.

Additional Information for Private Developers

Recommendation NR3: In addition to providing information about accessible design features, the City should provide information to developers that will generally help them understand the City's land use permitting process and give them a sense of clarity and certainty about city requirements.

Details and Actions

Private market developers appreciate clarity and certainty in the design and permitting process. Certainty helps the developer save time, make decisions to proceed, and avoid costly surprises further along in the process. In some cases, a developer will even prefer the certainty of a clear process even if it has greater requirements and fees, over a complex and unclear process with nominally lower requirements and fees. This means that City

[5] These design ideas are drawn from the websites of non-profit organizations dedicated to issues faced by seniors and people with disabilities.
http://www.oldagesolutions.org/Environment/DnE.aspx,
http://www.ageinplace.org/practical_advice/making_your_home_senior_friendly.aspx
http://www.aarp.org/home-garden/livable-communities/info-07-2011/what-is-universal-design.html

development code, design review process, permitting process, fees etc. should be as easy to understand and navigate for the developer as possible. The City can do this in multiple ways:

- Ensure that primary documents such as the Development Code and design guidelines are easy to use for a person moderately informed in the design or development process;
- Provide knowledgeable staff to answer questions regarding the entire process from planning to permitting;
- Create additional materials such as one page handouts that summarizes relevant code and process information, even if it is already available in longer documents;
- Provide information about code provisions and other strategies described elsewhere in this report that can serve as incentives to develop housing in regional centers and high capacity transit corridors;
- Assign a single contact person to facilitate the development process in the case of projects the City deems particularly important, such as a large-scale development, prominent site location, or catalyst project;
- Provide as much of this information in advance as possible. Try to provide estimates of time, requirements and fees to the extent practicable, while emphasizing that these are all preliminary estimates that may change. Avoid processes which require developers to commit extensive time and money before key requirements or public processes become apparent.

Continued Support for Local and Regional Affordable Housing Efforts

Recommendation NR4: The City should continue to participate in and support County and regional efforts to meet current and future housing needs, particularly those targeted to affordable and special needs housing.

Details and Actions

A number of regional processes and programs are aimed at addressing housing needs in the Portland Metropolitan area and Washington County. The City of Tigard is a community partner in these efforts and should continue to participate in and support them. Washington County is the primary recipient of federal funding associated with housing. Through its *Consolidated Plan for Community Development and Housing* and annual Action Plans, it manages and allocates federal funds to meet a variety of housing and community development needs. It also manages construction and operation of publicly assisted housing developments and administers Section 8 vouchers through the County's Department of Housing Services. Other County-wide efforts targeted to affordable and special needs housing include activities undertaken by the Vision Action Network and the Community Housing Trust Fund in Washington County.

At the regional level, Metro helps guide local housing efforts through requirements and guidelines in its *Urban Growth Management Functional Plan* related to zoning for a mix and density of housing to support a variety of housing needs. Other regional housing efforts have included preparation of a *Regional Affordable Housing Strategy* in 2000 and updated recommendations from the Housing Choice Task Force adopted by the Metro

Council in 2006.[6] Those recommendations included establishing regional and local targets for production of affordable housing and continuing to coordinate with Metro on other regional and local affordable housing strategies.

The City should continue to participate in and support the activities recommended by these organizations and planning processes. A number of strategies identified in other sections of this report will further those actions, including development code strategies related to parking, location of housing in areas with good transit services and other amenities, as well as planning and zoning for a full range of housing types, including in existing residential and mixed use neighborhoods, as well as newly developing areas such as urban growth boundary expansion areas.

It also would be helpful for the City to prepare informational materials that summarize how the city's policies and codes support the development of affordable housing and use these materials in future communications with developers, decision-makers and citizens. This could be done in the form of annual Affordable Housing Program update, similar to a report which the City prepared in 2002, but a more concise version of that document (http://www.tigard-or.gov/city_hall/departments/cd/docs/affordable_housing_report.pdf).

[6] Metro Housing Choice Task Force
http://www.oregonmetro.gov/index.cfm/go/by.web/id=269

7. Administrative and Funding Strategies

Implementing a number of the strategies described in this report will require a commitment of staff resources. In addition, the City has historically supported affordable and special needs housing projects through fee waivers and tax abatements. Those efforts are very helpful in providing needed financial support for such projects and leveraging resources provided by other entities.

Recommendation AF1: City staff should continue to address housing goals and implement housing strategies in a consistent and coordinated manner, with a common understanding of the goals, priorities and approaches identified in this report. The City also should continue to provide a certain level of funding to support affordable and special needs housing projects, including maintaining existing programs and considering additional strategies, as resources allow in the future. More specific recommended actions are described in the following section.

Details and Actions

Following is a summary of specific recommended strategies related to staffing and financing.

Staffing

Tigard has a relatively small but dedicated planning staff tasked with addressing a wide variety of long range and current land use and other planning issues. Most staff, particularly those assigned to long range planning work on multiple planning initiatives concurrently. The City does not currently have a single staff person dedicated to addressing long range or current housing issues. Instead, multiple staff people address residential planning and development issues through a range of activities, including reviewing residential development applications, incorporating planning for housing in specific or sub-area planning processes, administering and updating the City's Development Code, coordinating with regional and county efforts related to housing policy and development.

We recommend that all staff continue to address housing needs in a consistent and coordinated manner, with some activities assigned to a specific staff person. This will provide for a good balance of flexibility and accountability needed to meet the City's housing needs and goals. Specific recommended approaches and activities include the following:

- Require all planning staff to review this document and regularly refer to the strategies it includes, particularly the summary table included in Section 8.
- Identify one staff person who will be responsible for coordinating with other staff to review and refine the list of strategies in this report on an annual basis. That process would not require updating the report in its entirety but should entail updating the table in Section 8 to address any emerging housing issues, needs or tools not previously identified. That process also should include an assessment of the City's progress in implementing recommended housing strategies. The staff person assigned to this task also could be a designated liaison for coordinating with Washington County, Metro and other local, regional or state partnerships to address housing goals and needs. It will be important for this staff

person and possibly others to have a good working knowledge of affordable housing development issues and practices, including information about available financing tools, property acquisition and development practices and necessary partnerships between affordable housing developers, lenders and builders, among other topics.

- Create a set of checklists of activities related to different types of planning efforts. The checklists should reference associated strategies identified in this report or annual updates. Project managers should review the checklists at the outset of any given planning project and continue to use them as they move forward to address project-specific housing issues.
- Establish a plan for adopting the various Development Code recommendations identified in this report, along with a strategy to fund that work. The City should explore state grant or other funding sources that could be used to supplement available local resources. Section 8 of this report includes information that could be incorporated in such a plan.
- Account for staffing needs associated with implementing housing strategies in annual budgeting and work planning activities. This would entail regularly estimating the amount of time needed to implement these strategies, prioritizing this work in relation to other duties, and ensuring that adequate time and resources are available to meet these goals within the City's overall resource limits.
- Brief Planning Commission and Council members about these housing goals and strategies on a regular basis, either as part of an annual or semi-annual event or as part of orientation and training for new members.

Statutory Authority and Federal Funding

Tigard is projected to have over 50,000 residents within the next few years. This will make the City eligible to directly receive federal housing and community development funding through the Community Development Block Grant (CDBG) administered by the U.S. Department of Housing and Urban Development (HUD). Currently, Tigard receives such funding indirectly through Washington County which is the designated entitlement agenda for HUD funding for all jurisdictions within the County, except Beaverton. The HOME and ESG (Emergency Solutions Grant) programs administered by HUD do not have the same population-related eligibility thresholds and would not be affected in the same way. While the City of Hillsboro (which also is eligible to be an entitlement jurisdiction) has chosen to continue to have such activities funded through Washington County's program, the City of Beaverton has elected to administer its own set of federally funded housing and community development programs.

Tigard will soon have the ability and responsibility for choosing which of these two paths to take. In considering which approach to take, the City should consider the following factors among others:

- **Increased flexibility**. Being an entitlement agency allows a local jurisdiction to implement and tailor programs more specific to local housing goals and priorities to some degree. For example, Beaverton administers a number of housing rehabilitation and loan programs using its HUD funding. Tigard currently has more limited ability to implement such programs for Tigard residents as part of the Washington County consortium. At the same time, if Tigard reaches the threshold for becoming an

entitlement agency but elects to remain part of the Washington County Consortium, it can work with the County to determine which types of programs and activities will be implemented in Tigard through a joint CDBG block grant agreement.

- **Specific needs**. Smaller jurisdictions typically become entitlement entities to meet specific needs that are not currently being met by the consortium of which they have been a member. In weighing the costs and benefits of becoming an entitlement jurisdiction, the City of Tigard will want to ask whether there are additional needs within the city that it can meet with CDBG funds on its own and are not currently being provided by Washington County. The value of meeting these unmet demands will need to outweigh the administrative and other costs associated with becoming an entitlement community.
- **Administrative cost**. Administering HUD funding entails more work by city staff than participating in the County consortium. It would require use of a dedicated staff person to lead the city's efforts to coordinate with HUD and help develop and administer specific programs or strategies. This in turn would require more in-depth knowledge of federal programs and practices, internal and external coordination with HUD staff and other community partners, program development and other activities. City of Beaverton staff notes that meeting federal grant requirements takes a significant amount of time and to some degree requirements (and time commitments) are the same, no matter the size of the jurisdiction. In addition, the city likely would incur relatively significant legal costs associated with CDBG grant administration. Cities that currently operate their own CDBG programs within the Portland Metro area (Beaverton and Gresham) reportedly need to subsidize their programs with general fund revenues because the costs to administer the programs exceed the HUD revenues available to operate them (which are capped at a maximum of 20% of total local CDBG funds).
- **Decision-making complexity**. In addition to added responsibilities for staff, directly accepting and using HUD funds would increase responsibilities for the City Council and possibly other city boards or commissions, including during budget review and approval processes and/or associated with financing specific programs or facilities.
- **Complexity for local non-profit groups**. Because CDBG funds cannot serve or provide funding to serve people in other entitlement communities, the application process can be complex for non-profit groups who serve more than one entitlement community. For example, currently local non-profit groups must apply separately for funds to serve Beaverton and Washington County. Non-profit groups would face a similar situation in Tigard if the city were to become an entitlement agency. In addition, those groups would not be able to use funds provided by Washington County to provide services within Tigard but could only provide services in Tigard using grant money provided by the City of Tigard.
- **Funding thresholds and available resources**. Funding thresholds for specific programs funded by HUD as part of the CDBG program vary by the size of entitlement communities. In many cases, the maximum amount of money available for projects in Tigard would be lower than for the County as a whole. This could limit the size of HUD-funded projects that would be undertaken in Tigard to some degree. In addition, it should be noted that resources for entitlement communities have decreased over the last 20 years. City of Beaverton staff notes that small entitlement jurisdictions (close to 50,000 population) currently receive about $200,000 per year, compared to over $400,000 received by Beaverton when it

initially became an entitlement community. They question whether this current level of resources, coupled with associated administrative responsibilities and costs, would lead to a cost-effective decision to become an entitlement jurisdiction for a city the size of Tigard.

This report does not include an ultimate recommendation as to whether Tigard should become a CDBG entitlement agency. In the long term, the City should consider the factors described above and other relevant criteria in making this decision. However, in the short term, it is recommended that the City remain part of the Washington County consortium (even after passing the 50,000 residents population threshold) and obtain experience with the administration of HUD funds through a joint operating agreement relationship with Washington County. During that time, the City may wish to establish a more formal evaluation and decision-making framework for determining whether to become a separate entitlement community.

Financing Tools

One of the primary obstacles to achieving housing goals, particularly those for development of affordable housing is a lack of funding at all levels of government, coupled with the inability of the private sector to meet certain types of housing needs without public subsidy. The City of Tigard already implements several financing programs to assist with the development of affordable housing, including:

- Use of urban renewal funding to construct public improvements that act as incentives for private sector residential development and to augment the costs of selected residential development projects.
- In partnership with the Tigard/Tualatin School District, and Tualatin Valley Fire & Rescue, provides tax exemptions for low-income housing owned by non-profit corporations. Exemptions, first adopted in 1996, must be renewed each year and have been granted to a total of five projects developed by Community Partners for Affordable Housing. Currently, the City only offers these exemptions to non-profit organizations. However, the City could consider providing the exemptions for affordable housing developments built by private sector developers if they meet all the same program eligibility and other requirements, including guarantees to maintain the long-term affordability of the units.
- Implementation of an Affordable Housing Fee Assistance program to waive or reduce fees for qualifying affordable housing developments. As part of this program the City provides a fee waiver of up to $500 per unit up to a total budgeted amount of $10,000 per year for project that meet eligibility requirements, including affordability standards.

In addition to these strategies, the City could consider a variety of other funding tools, including the following:

- Low interest loans, grants
- Downpayment assistance
- Leveraging private and non-profit resources
- Expansion of the fee assistance program or implementation of a separate program to waive or defer payment of system development charges for affordable housing projects

As noted above, the City has implemented some of these strategies for affordable housing projects, including tax exemptions and fee waivers. Several of these tools also are identified as recommended actions for local

jurisdictions in Washington County's Consolidated Plan, although there are some obstacles to their implementation. For example, some of the system development charges (SDCs) assessed to new development in Tigard are not paid directly to the City but rather to special service districts that provide services in Tigard, including the Tualatin Valley Fire and Rescue District and Clean Water Services. Currently, the only SDCs that the City collects pertain to water service, storm water treatment and sanitary sewer treatment. Tigard can choose to waive or pay its own SDCs for affordable housing projects. However, to cover other SDCs, the City must either convince other service providers to waive their own charges or pay the SDCs of those other providers. The current economic climate makes either of these tasks more challenging, particularly if the City chooses to cover other agencies' SDCs. Further work on this issue should be conducted as part of a coordinated process with Washington County and other local jurisdictions and service providers, as recommended by the County in its current *Consolidated Plan for Community Development and Housing*.

If the City becomes a federal entitlement jurisdiction, it also would implement additional financing programs, including low interest loans and grants and downpayment assistance. In doing so, the City could focus those programs on the following activities:

- Target financing programs such as low interest loans, grants, downpayment assistance, and tax credits or abatements to areas with high housing cost burdens; provide specific outreach about these programs to people in these neighborhoods.
- Provide information about and encourage residents to take advantage of state and other programs described in Appendix C.

As noted in Section 6 of this report, the City also should continue to work closely with local non-profits, developers and others to leverage private resources to help meet a variety of housing needs, including through the following efforts, some of which are described in more detail in other sections of this report:

- Partner with area non-profit development organizations to capitalize on their capacity to raise public and private subsidies and structure financing near the break-even point that will ultimately benefit low income households.
- Support the efforts of community housing development organizations and other non-profit housing providers to identify opportunity sites, assist with the development permitting process and provide information about local and state financing programs.
- Encourage other developers to incorporate housing affordable to low and moderate income residents in their proposed developments, similar to development code provisions in Beaverton and Milwaukie.
- Encourage large employers to consider implementing employer assisted housing programs.

8. Implementation Plan

Following is a summary of the recommendations in this report, including information about the relative level of effort to move forward with each recommended strategy, the approximate amount of time needed to complete each activity, and other factors relevant to implementation. Many of the individual recommendations below could be completed concurrently and/or in combination with other actions. This summary is intended to help City staff in their annual work planning, as well as to inform discussions with the City Council and Planning Commission regarding relative priorities for housing planning and development activities.

Strategy	***Level of Effort***	***Time to Complete***	***Relative Impact***	***Notes***
C1. Update Comprehensive Plan narrative, goals, policies and action items.	Low	3-6 months	Medium	This will be accomplished as part of the current planning effort.
CA1/CA5. Adopt new code provisions for cottage clusters.	Medium	6-12 months	Medium	This will require preparation of a new code section, with review by staff, the Planning Commission, Council and possibly other stakeholders or community members. The amount of time to complete this effort will depend in large part on the scope of the proposal and the level of public involvement.
CA2. Adopt new code provisions for live/work units.	Medium	6-12 months	Low	Same comments as for CA1.
CA3. Reduce the minimum lot size for duplexes in the R-7 zone	Low (-Medium)	2-3 months	Low	This represents a fairly minor code amendment, especially if limited to duplexes on corner lots; however, even relatively minor changes to residential density can become controversial. Early communication with affected neighborhoods will determine the amount of public outreach needed.
CA4. Adopt single-family attached housing standards for use city-wide.	Medium	6-12 months	Medium	Same comments as for CA1 and CA2.

Strategy	*Level of Effort*	*Time to Complete*	*Relative Impact*	*Notes*
CA6. Update standards for accessory dwelling units.	Low(-Medium)	3-6 months	Medium	This entails relatively minor amendments to existing code provisions; however, selected potential revisions (e.g., reduced parking requirements) could be controversial; depending on the scope of the proposed revisions, a public review process may be needed.
CA7. Consider revising parking standards to provide flexibility and incentives.	Medium		Medium	While, the potential code revisions would be relatively straightforward and would take a limited amount of time to prepare, these changes likely will require a public review process and could be controversial.
CA8. Amend standards for residential uses to ensure that standards for needed housing are clear and objective.	Medium	6-12 months	Low	Same comments as for CA3.
CA9. Adopt density and height bonuses as incentives for affordable housing.	Low	3-6 months	Low	Same comments as for CA1 and CA2.
FP 2. Plan and zone land in River Terrace for residential use in this area that balances local and regional housing and land use goals and requirements.	Low-Medium	12-18 months and ongoing	High	It is assumed that this strategy will be implemented as part of the River Terrace planning process that is currently underway; as a result, it should not require additional resources or time beyond what will be needed to conduct that larger planning process. Ongoing efforts will be needed to implement some associated development strategies.

Strategy	*Level of Effort*	*Time to Complete*	*Relative Impact*	*Notes*
FP3. Continue to implement ongoing planning, urban renewal, marketing and other efforts aimed at Downtown housing development and redevelopment.	Low-Medium	Ongoing	High	This strategy is generally consistent with and would primarily be undertaken with ongoing or other planned efforts associated with downtown planning and redevelopment. Some specific recommendations may require additional staff time or other resources.
FP4. Consider adopting zoning designations and standards and other strategies for the Tigard Triangle to help ensure that residential development or mixed use development occurs in this area.	Low-Medium	18-24 months and ongoing	High	It is assumed that this strategy will be implemented as part of the proposed Tigard Triangle planning process that is expected to commence in 2013; as a result, it should not require additional resources or time beyond what will be needed to conduct that larger planning process. Ongoing efforts will be needed to implement some associated development strategies.
FP5. Update residential design standards and implement other strategies in Washington Square to meet goals for production of housing this area.	Medium	6-12 months and ongoing	Medium	This will require updating an existing section of the city's code and will require a public process. No area-specific public process is currently planning for Washington Square so a separate effort will be required but could be undertaken in concert with other development code updates. Additional ongoing implementation of other development strategies also will be needed.
FP6. Implement a variety of strategies in potential future high-capacity transit corridors and centers to promote residential and mixed use development.	Medium	6-12 months and ongoing	Medium	This includes implementation of related potential code amendments (strategies CA1-8), as well as other potential ongoing planning and development strategies.

Strategy	*Level of Effort*	*Time to Complete*	*Relative Impact*	*Notes*
NR1. Provide information to other parties about actions or strategies that will achieve the goals of the Fair Housing Act.	Low	3-6 months and ongoing	Medium	This would involve outreach to stakeholders regarding the outcome of this planning process along with regular follow-up contact regarding implementation of the other strategies described here; staff could prepare an initial set of informational materials or use reports from this process to provide needed information.
NR2. Provide information to developers about design practices that will help ensure that new housing units are accessible to people with physical or mobility disabilities.	Low	1-3 months and ongoing	Medium	This would involve ongoing outreach to developers using existing readily available materials that staff could obtain with relatively minimal effort.
NR3. Provide information to developers to help them understand the City's land use permitting process and provide clarity and certainty about city requirements.	Medium	6-9 months and ongoing	Medium	This would involve outreach to developers regarding current and future planning processes and strategies identified during this process. It also would require preparation of new informational materials.
NR4. Continue to participate in and support County and regional efforts to meet current and future affordable, special needs and other housing goals.	Low-Medium	Ongoing	Medium	This entails a continuation of participation in and coordination with County and regional housing planning processes. To the extent new regional requirements are adopted or new County programs are enacted, it could require an increased level of effort.

Strategy	*Level of Effort*	*Time to Complete*	*Relative Impact*	*Notes*
AF 1. Continue to use staff resources to address housing goals and implement housing strategies in a consistent and coordinated manner and continue to provide funding to support affordable and special needs housing projects.	Medium-High	See below	See below	See below
a. Implement the recommendations in this plan in a proactive and coordinated manner.	Medium	Variable and ongoing	High	See above for more information about specific strategies; additional work will be needed to institutionalize implementation of strategies as part of the city's annual and ongoing work planning efforts.
b. Establish a framework for determining whether to become a federal funding entitlement jurisdiction.	Low-High	3-6 months or more	Medium	Establishing a framework for determining whether or not to become an entitlement agency represents a relatively modest level of effort. Evaluating and discussion the options with city decision-makers would be a medium amount of work. If the city chooses to become an entitlement jurisdiction, resulting responsibilities will be relatively significant and ongoing.
c. Continue to implement current affordable housing funding strategies; consider establishing and undertaking an expanded set of strategies.	Medium-High	6-9 months and ongoing	High	Consideration of additional strategies identified in this report represents a relatively modest level of effort. Implementation of some strategies could result in added financial costs or contributions to help offset the costs of affordable housing development.