Metro | Agenda

Meeting: Equitable Housing Initiative Work Group - Meeting #6 (final meeting)

Date: Tuesday, December 1, 2015

Time: Noon to 2 p.m. (lunch available at 11:45 a.m.)

Place: Metro Regional Center, room 501
Purpose: Discuss draft report and next steps

12:00 p.m. Welcome

Metro Councilor Craig Dirksen

Work Group members

12:04 p.m. Meeting goals and approach

Approval of meeting summary from November 10, 2015

Kirstin Greene, Cogan Owens Greene

12:10 p.m. General comments on the report

Work Group members

12:45 p.m. Discussion: Strategies 1 - 4

Work Group members

1:45 p.m. Next Steps

Emily Lieb, Metro

2:00 p.m. Adjourn

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DRAFT 11-23-2015

OPPORTUNITIES FOR PROMOTING EQUITABLE HOUSING (working title)

Notes for Review:

- This is a first draft of the technical report summarizing equitable housing opportunities and challenges. The primary intended audience is elected officials and leaders from the public, private, and philanthropic sectors.
- In December, we will continue to edit the report and create a layout and graphics (all graphics in this version are placeholders.)
- The report will also be supplemented with a staff memo to the Planning Director and COO recommending next steps for the Equitable Housing Initiative program over the next two years.
- The report and memo will be shared with Metro Council during the Jan. 5, 2016 work session, with the Metro Technical Advisory Committee on Jan. 6 (tentative), and with the Metro Policy Advisory Committee (MPAC) on Jan. 13 (tentative).
- The report will be published in mid-January and an executive summary will be created to serve as a handout at the February 1, 2016 Equitable Housing Leadership Summit.

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INTRODUCTION

For decades, the Portland region has worked to preserve quality of life while growing the economy. In many respects, we've succeeded. The region is consistently rated one of the most livable places in the world. In 2014, Oregon was the top state for in-migration for the second year in a row. The region has seen 10 percent job growth since 2009—the 10th-highest in the country.

However, the recent recession and the rebound are different from any in the past. In employment, we are seeing strong growth in both upper-income and lower-income jobs, but middle-income jobs—those that form the backbone of our economic prosperity—are declining as a share of total employment. In housing, an unprecedented level of multifamily housing construction is occurring in the central city and in centers throughout the region. But in some parts of the region, housing costs are rising much faster than inflation, creating concerns for both affordability and livability as neighbors respond to the impacts of development.

With housing costs rising faster than incomes, lower-income households, disproportionately people of color, are increasingly limited to housing options in areas with lower access to opportunities and higher concentrations of poverty. Even households with moderate incomes are finding themselves priced out of neighborhoods where they work or go to school. It's not just

an issue of equity. Lack of housing affordability and choice threaten our economic competitiveness and the livability we've worked hard to protect.

In early 2015, Metro launched the Equitable Housing Initiative to research tested strategies from our region and around the country, engage experts and stakeholders, and develop a framework for supporting equitable housing opportunities across the region. This work was conducted in partnership with Oregon Opportunity Network and with guidance from a technical work group including two Metro councilors and 10 working professionals with diverse expertise on housing issues.

For the purpose of the initiative, staff asked stakeholders and work group members to use the following working definition of equitable housing: diverse, quality, affordable housing choices with access to opportunities and amenities. This is a broad definition intended to encompass a broad range of homeownership and rental choices, including options affordable to people and families with low to moderate incomes. Work group members discussed the need for any approach to be evaluated through an equity lens to ensure that strategies account for the needs of low-income households and communities of color.

The work builds on Metro's earlier Affordable Housing Technical Advisory Committee (1998-2000) and the Housing Choice Task Force (2005-2006) by evaluating the barriers that have prevented previous recommendations from moving forward and by providing dedicated staff to support implementation through technical assistance and partnership development.

There is no one-size-fits-all solution to meeting our housing affordability challenge. We need a range of innovative approaches and broad collaboration across the public, private and nonprofit sectors to ensure that people and families of many incomes can afford to live in the neighborhoods where they work and go to school. Successful policy tools and investment strategies must also be tailored to respond to the economic and demographic characteristics of different neighborhoods and real estate sub-markets, and to meet the needs of different target populations.

Finally, it's important to understand the relationship between housing affordability and other policy goals. This report focuses primarily on tools to overcome barriers to the development and preservation of housing. But access to living-wage jobs and quality transportation choices also play huge roles in affordability, and policies and programs to support public health, economic vitality and thriving downtowns are all integral to creating equitable housing opportunities.

BY THE NUMBERS / CURRENT STATE OF THE CHALLENGE

[This section will consist of charts, maps, and info-graphics describing the dynamics and current state of housing affordability challenges. Current images are placeholders and will be recreated with consistent graphics. Text likely to change during layout phase.]

Demand:

Our region's population is growing, aging, and becoming more diverse. Forecasts also predict that households will have higher housing and transportation cost burdens.

[Table comparing 2010 and 2035: percent of households including just one or two people; average HH size; percent of population in older age brackets; percent of non-white population. Current/future H+T cost burden and/or percent in low- and middle-income HH. Source: UGR]

Many of the people moving here are choosing walkable urban neighborhoods, which has led to price increases for single-family homes within urban cores relative to the edges of cities and towns in the region.



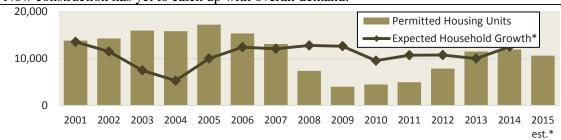
Source: Joe Cortright, "Our Shortage of Cities: Portland Housing Market Edition," cityobservatory.org, 11/11/2014.

The majority of new development is in existing centers and corridors. Only TK% of permits since TK year has been in new areas added to the UGB.

[Map of UGB permit data showing that very little new development has happened in UGB expansion areas]

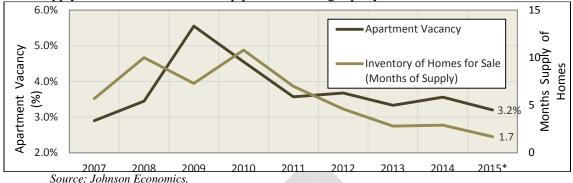
Supply:

New housing construction plummeted during the recession but the region's population continued to grow. Now construction has yet to catch up with overall demand.



Source: Johnson Economics.

With average apartment vacancy hovering around 3 percent and inventory of for-sale homes at 1.7 months of supply, both rental and ownership prices are rising rapidly.

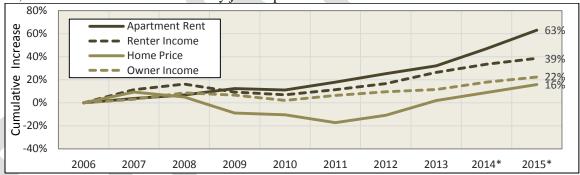


Overall supply is not the only factor—new housing stock is diverse enough and does not match the needs of the changing demographics of the region.

[Johnson Economics market analysis - TBD.]

Affordability:

Consistent with national trends, housing costs are increasing faster than incomes, leading to high cost burdens among renters. Between 2006 and 2015, rents in the Portland Metro area went up by 63 percent, while renter incomes increased by just 39 percent.



Source: Johnson Economics.

Regulated affordable housing makes up only a small part of the market—far lower than the number of people who need housing that is more deeply affordable than the housing provided by the market.

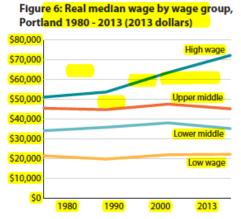
[Pie showing regulated affordable housing as a percentage of all housing next to pie chart showing 0-60% MFI, 60-80% MFI, 80-100% MFI as percent of total households and chart or map of regulated affordable housing. Source: Johnson Economics, Metro Regulated Affordable Housing Inventory, ACS]

The most common measure of housing cost burden is a household that is paying more than 30 percent of its income on housing. With rising housing costs displacing many low- and moderate-income households from centrally located neighborhoods, the combined costs of housing and transportation have become a much more important measure of affordability. By most measures, a household is considered cost burdened if they spend more than 45 percent of their income on housing and transportation combined.

[Map of cost burden from ACS? Metroscope? CNT? Source: TBD]

Equity:

In keeping with national trends, income inequality is growing in the Portland metro region.



Source: U.S. Census Bureau; ECONorthwest calculations.

Source: Portland Pulse.

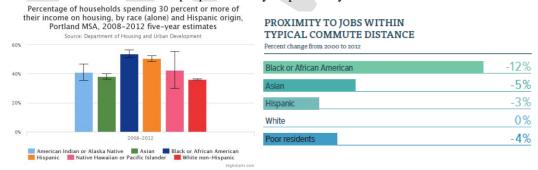
Our region has more income-integrated communities than many other urban areas. However, recent displacement is leading to an increase in income segregation.

[TBD graphic - Cortright and/or Kneebone studies]

The current housing market is pricing many people out of close-in neighborhoods. For example, a three-person household making \$TK (or 60% of median income)—the average salary of a TK PROFESSION—cannot afford to rent in TK locations. A three-person household earning the median income of \$TK—the average salary of a TK PROFESSION.

[Map of where a 60% AMI household can afford to RENT; map of where a 80% (or 100%?) AMI household can afford to BUY. Source: Johnson Economics]

Communities of color are disproportionately impacted by these trends.



Source: Portland Pulse (cost burden). Equity Strategy team handout (proximity)

STRATEGY #1: INCREASE, DIVERSIFY, AND LOWER THE COST OF HOUSING

Market-rate housing that is affordable to middle-income households (sometimes called "workforce housing" or "missing middle" housing) and accessible to jobs and transit is sometimes left out of the mix of new housing, with public subsidies such as tax credits and grants typically focused on the needs of families making less than 60% of median income, and new market-rate construction often focused on the luxury end of the spectrum, where profit margins are acceptable for equity investors.

One opportunity for new housing products that are increasingly lacking in comparison to demand is what Daniel Parolek has called housing for the "missing middle" of American households, and what others have called "Goldilocks density"—"a range of multi-unit or clustered housing types compatible in scale with single-family homes that help meet the growing demand for walkable urban living." The rediscovery of older housing forms such as duplexes/triplexes/fourplexes, garden apartments, and boarding houses—as well as emerging cohousing models such as cottage clusters—can provide a visual transition between lower density residential neighborhoods and higher density urban centers and corridors. These housing types also fill a much needed market gap for more affordable homeownership options and smaller-format rental or owner housing for empty-nesters who are downsizing.

In the Metro region, the recovery in housing construction has yet to reach two- to four-unit building types. Lenders have been reluctant, since the recession, to finance these less common forms of mid-density, middle-income housing. Zoning codes can effectively prevent duplexes from being built in many neighborhoods—or else make the process difficult and slow. Delays can drive up project costs and unpredictability can cause developers and financers to drop projects altogether. Before the downturn, young first-time homebuyers supported this segment; now, many households that would have been first-time homeowners prior to the recession are instead renting apartments.

A bigger range of high-density options is needed to meet the increasing demand for housing in walkable, transit-accessible neighborhoods. Forecasters in the real estate industry recognize the unrealized potential of the mid-density market for middle-income homes, and also point to the commercial potential of the higher-density, middle-income market (Emerging Trends in Real Estate - United States and Canada 2016). One example of this trend is the emergence of micro-apartments catering to millennials who prioritize a prime location and affordability over space. Another growing segment is aging baby boomers, who are going to increasingly require elevator and transit-served housing. High-density projects often require innovative solutions to help reduce costs and keep units affordable for near-median-income households. For transit-oriented development, reducing or eliminating parking can dramatically reduce costs. The State of Oregon's Vertical Housing Tax Credit program can provide local jurisdictions with another tool to attract multi-family development.

Finally, cottage clusters and accessory dwelling units (ADUs) are two other innovative housing types that can respond to changing demographics and lifestyle needs. Because they are smaller format, these options contribute to the stock of affordable housing in a way that seamlessly integrates with neighborhood fabric. Cottage clusters provide a more affordable, space-efficient alternative to traditional single-family dwellings, and appeal to people looking for a community-oriented lifestyle. Accessory units offset homeownership mortgages while also providing a smaller scale housing option that can flexibly be used to accommodate intergenerational living and short- or long-term rental options.

SIDEBAR: ADUs in Vancouver, BC

The City of Vancouver currently allows ninety percent of the city's single-family lots (about 70,000 lots) to hold not one, but two accessory units—one inside the primary structure, and one in a detached structure. The city removed many of the regulatory barriers typically imposed on such structures, including owner occupancy regulations, off-street parking requirements, and rigid design standards.

By the late 1990s, Alan Durning (Sightline Institute) writes of the Kitsilano neighborhood, "homeowners had tucked so many daylit-basement flats, attic apartments, and stand-alone cottages into the neighborhood that the density had more than doubled to 13.4 dwellings per acre. At that density, neighborhood stores can thrive, transit can run full and frequently, and car ownership and driving both dip much lower than in regular single-family neighborhoods. The architectural feel of the neighborhood, however, had hardly budged."

STRATEGY #1: CONSIDERATIONS

Current trends indicate that people increasingly prefer to live within or near existing downtowns or main streets and near transit instead of living in auto oriented single use subdivisions. Given the rate at which our population is growing, accommodating this increasing demand for walkable urban neighborhoods means tolerating some level of neighborhood change in the form of higher-density housing. There is a balance to be struck between current neighborhood character and scale and the high demand for more diverse housing options, and some worry that neighborhood opposition could lead to some areas being down-zoned.

STRATEGY #1: OPPORTUNITIES

Opening the doors to more diverse housing supply requires a combination of regulatory reform, fiscal policy alignment, financial innovation, and market creativity in approaches. It's important to balance efforts to streamline or improve the permitting processes with protecting the fundamental purpose of community review and regulation

Local governments:

- Allow for and encourage the re-emergence of "missing middle" housing types—such as cottage clusters, townhomes, and duplexes/fourplexes—and other inexpensive choices, such as rooming houses. as well as the redevelopment or conversion of large homes into multi-unit dwellings. Local governments can adjust their zoning and building codes to create more flexibility for these middle-density housing options resurface. In addition, jurisdictions can all for the redevelopment or conversion of large homes into multi-dwelling units.
- Support new high-density transit-oriented development to fill the growing demand for housing in transit-accessible locations. Strategies local governments can use to support TOD include appropriate higher density zoning, reduced parking requirements, and streamlined permitting in station areas. In particular, Cities have a role to play in encouraging housing in transit served locations.
- Streamline the design review and public process to eliminate discretionary processes that allow small minorities of NIMBY neighbors to offer their own interpretations of the code.

• Make it easy for homeowners to develop accessory dwelling units (ADUs) and for homebuilders to include ADUs in new development. Eliminating owner occupancy and off-street parking requirements, adopting flexible design standards, waiving system development charges (SDCs), implementing fast-tracking permitting, and providing predictability around property tax assessment can help making it easy for homeowners to build ADUs.

Lenders:

• Create local financing tools to support ADU construction. Several credit unions are working to develop financing packages that support ADU construction and conversion, but options are still limited and there is a great deal of room for innovation in this realm. Creating second mortgage products based on an as-completed value could have an impact in facilitating ADU construction and conversion projects. Another idea would be the creation of a regional revolving loan fund for ADUs to allow homeowners to more easily access financing.

Metro:

- Provide technical assistance grants to help local governments analyze and implement policy changes to eliminate regulatory barriers and create incentives for diverse housing types. Metro's Community Planning and Development Grant (CPDG) program currently provides technical assistance grants, funded by a regional construction excise tax (CET). In 2016, Metro's Equitable Housing Program will launch a small demonstration grant program specifically focused on eliminated barriers to equitable housing development.
- Continue to administer Transit Oriented Development (TOD) grants and increase investments in housing choice. Since 1998, Metro's TOD program has provided developers with financial incentives that enhance the economic feasibility of higher-density, mixed-use projects served by transit. To date, the program has helped to support investments in 3,296 housing units near transit, including 729 (22%) that are regulated affordable. Recent modifications to the program's work plan will help to encourage more investment in affordable housing, particularly in areas where high land costs present a major barrier for affordable housing development.
- Develop a Housing + Transportation Cost Calculator. Building on the model created by the Center for Neighborhood Technology (CNT) but customizing it for our region, a housing and transportation cost calculator could be developed as a user-friendly tool to inform individual housing choices, as well as policy and lending practices, to support location-efficient housing and communicate to those in the market for housing the tradeoffs between location and transportation choices.
- Convene partners and facilitate regional knowledge sharing, innovation, and collaboration between local governments. Metro is positioned to facilitate knowledge-sharing around the development and adoption of model codes and regional coordination to explore effective approaches to structuring SDCs, parking requirements, and design review processes.

STRATEGY #2: LEVERAGE GROWTH FOR AFFORDABILITY

Inclusionary housing programs are most effective in strong markets, and can be a tool for promoting mixed-income development. These programs typically involve regulations or incentives geared toward encouraging the inclusion of affordable units in market-rate housing projects.

As land prices increase in prime urban locations, development has veered overwhelmingly toward the luxury market, competing for the high-tech millennials and empty nesters leaving single-family homes for the urban core. According to a study commissioned by the Wall Street Journal, across 54 metropolitan areas, 82 percent of rental units completed from 2012-2014 were "luxury" apartments, meaning they were in the top 20% of the market (WSJ, "New Rental Luxury Projects Add to Rent Squeeze," May 20, 2015). With supply focused primarily on this segment of the market, the article noted that supply at the lower end of the market is experiencing more extreme demand-driven price increases.

According to a 2015 study by the Lincoln Institute of Land Policy, in 2014, there were over 500 inclusionary housing programs in the country (two-thirds of which were in New Jersey and California). Of these programs, 87 percent were mandatory (all developers over a designated size or within designated zones are required to participate); 13 percent were voluntary or incentive-based. The majority of programs (including mandatory programs) partially offset the cost of providing affordable units through incentives, the most common of which are tax abatements, parking reductions, density bonuses, fee waivers, and expedited permitting. Many programs offer developers the option of building affordable units in another location or paying an in-lieu fee that goes into a local affordable housing trust fund.

SIDEBAR: Rationale for Inclusionary Housing Programs

As simple economic logic would suggest, the direct impact of increasing supply is to relieve price pressure on existing housing stock. However, the dynamics may be more complex, as some advocates of inclusionary housing, such as Rick Jacobus, have noted: "Modest price increases in a region can translate into very acute increases in specific neighborhoods. For example, new luxury housing may cause dramatic upswings in the price of residential real estate in formerly distressed central neighborhoods, but the lower costs resulting from increased supply may be apparent only at the suburban fringe of the region."

Mandatory inclusionary zoning is prohibited under a constitutional ban in Oregon; jurisdictions are able to use voluntary inclusionary housing tools. Along with Texas, Oregon is one of two states where mandatory inclusionary zoning is illegal. Advocacy efforts to overturn the statewide ban have gained traction in recent years, but have not succeeded in passing legislation. The City of Portland has recently worked to expand its voluntary inclusionary housing program, which provides \$3 million in annual tax abatements for private developers who include affordable units in their projects. This program has been underutilized in the past due to complexity and other requirements. Several Washington County jurisdictions have worked together to adopt a tax abatement for affordable housing owned by nonprofits.

Beyond inclusionary housing, a number of other cities use various forms of fees and taxes to harness funding for affordable housing from growth. For example, many cities use linkage or impact fees on the basis of a demonstrated impact of commercial and/or residential development to the demand for affordable housing.

SIDEBAR: Focus Group with Private Developers

Metro convened a focus group with five representatives of private, for-profit, multi-family development firms that had previously engaged with Metro's TOD program. Participants made several observations related to inclusionary housing policy:

- The relationship between overall supply and affordability is often overlooked in conversations about affordable housing. Cities should take proactive steps to increase the overall supply of market-rate housing, and should work to ensure that any incentive tools for affordability don't have the unintended consequence of chilling overall development.
- Tools to incentivize or mandate inclusion of affordable housing in market-rate development have a cost. It's important for cities to consider the size of the funding gap and to provide funding (e.g., tax abatements, SDC waivers, tax-increment financing, etc.) to partially offset the increased costs of providing affordable units.
- A challenge is that it's easier to make middle income or workforce housing (say, 60-100% AMI) financially feasible, but there's more political support for <60% AMI.
- A "fee in lieu" program could work well to get larger developers to utilize incentives.
- Seattle's Multifamily Tax Exemption (MFTE)—which provides a tax exemption on residential improvements on multifamily projects in residential targeted areas in enhance for setting aside 20% of homes as income- and rent-restricted – is a simple, predictable, streamlined program. (Approximately 40% of eligible projects utilized the program, resulting in TK units to date.)
- Mandatory tools like inclusionary zoning affect land values. If such a tool were to be introduced, it should be phased in over time so as not to cause a shock to property values.

STRATEGY #2: CONSIDERATIONS

Such policies are not one-size-fits-all. Effective tools strike a balance between being streamlined and easy-to-understand and being flexible to respond to different market dynamics across geographical areas or as they change over time. Key policy considerations include:

- Whether developers are required/incentivized to build affordable units on-site or provided with an option to pay into a housing trust fund
- Target affordability level
- Inclusionary percentage requirement
- Term of affordability
- Types of projects that could qualify (size, new construction vs. rehabilitation)
- Level to which incentives should offset cost for developers
- Geographic differentiation for levels of incentives that respond to varying market conditions

STRATEGY #2: OPPORTUNITIES

Local governments:

• Analyze and implement inclusionary tools that are streamlined and balance simplicity with flexibility and responsiveness to local market dynamics. To avoid unintended consequences and to ensure utilization, such tools should be supported by an analysis of market sensitivity and updated regularly to reflect changing market dynamics.

Private developers:

• Ensure policy makers understand the needed market information to avoid unintended consequences such as a chilling effect on new development.

Metro:

- Provide technical assistance grants to help local governments analyze and implement policy changes to support inclusion of some affordable units in marketrate development.
- Participate in state policy advocacy efforts to remove the pre-emptive ban on inclusionary zoning. This tool may not work in all locations, but can be effective in strong market zones, and should be available to local governments.



STRATEGY #3: MOBILIZE AND OPTIMIZE RESOURCES

Demand for low-income housing outstrips public resources available to support the development and preservation of affordable housing. For very low-income residents, public and philanthropic investments are key to closing the funding gap for affordable housing. According to Metro's Regulated Affordable Housing Inventory, there are TK units of regulated affordable housing in the region and TK tenant-based rental assistance, or Section 8, vouchers. This is nowhere near the need, with TK households making less than 60% of AMI, TK making less than 30% AMI, and an estimated TK people (including TK children) who are homeless on any given night.

Federal funding resources for affordable housing are declining and come with rigid, time consuming requirements, which can drive up costs. The most significant federal funding program supporting construction of affordable housing is the Low-Income Housing Tax Credit (LIHTC) program, which includes 9% tax credits, which are allocated through a competitive process administered by states, and 4% tax credits, which are noncompetitive but typically require additional funding streams for projects to be financially feasible. Securing these resources involves meeting rigorous requirements and navigating an application process that can take multiple years—creating challenges for lining up other funding sources and leading to high soft costs. Other Housing and Urban Development (HUD) programs, including rental assistance and programs that provide flexible local funding for community development and housing (CDBG and HOME) have been subject to considerable budget cuts. With federal resources for housing development and rental assistance subject to the whims of Congress and limited by strict federal regulations, it has become increasingly important to find ways of supplementing federal funding streams with more flexible and sustainable state and local funding streams.

In 2014, Meyer Memorial Trust (MMT) convened a statewide work group to explore the factors that drive up the cost of affordable housing and opportunities to reduce costs. Among their key findings were that "new strategies to test models that don't rely on established, complex subsidies would be worth trying" and "with new funding from the state or from local governments that promote simpler, more cost-efficient projects, developers could be rewarded for finding ways to keep costs down consistent with broader housing goals."

One such new funding stream that offers greater flexibility is the Local Innovation and Fast Track (LIFT) Housing program. Created by the Oregon legislature in 2014 and funded by a \$40 million general obligation bond, LIFT will provide a flexible source of funding for construction of housing for families who are homeless or at risk of homelessness, allowing Oregon Housing and Community Services (OHCS) to "test innovative strategies and create a modern model of affordable housing development." Additionally, Meyer Memorial Trust recently announced a Request for Proposals to support predevelopment work to test innovative approaches to design, financing, and/or construction of affordable housing—noting that selected grantees may also be eligible for capital grants in 2016-17 to help complete their proposed project.

In Portland, two small private developers have developed an innovative model for cutting costs in affordable housing, which typically average \$200,000 or more for projects with public financing. PHC Northwest and Home First Development have used a low-cost model to build 150 units in Portland, with 150 more in the pipeline, which average costs per unit around \$80,000 per unit. Key features of their model include:

- Single, private funding source allows for significant soft cost savings and ability to move quickly through acquisition, predevelopment, and construction
- More flexibility in hiring contractors than would be possible with government funding

Lower developer fee than most developers would require

Cities are exploring new ways of funding affordable housing. In Portland, tax-increment financing (TIF) has invested \$TK to produce TK units of affordable since TK YEAR in Portland, and the City Council recently voted to increase the amount of TIF funding dedicated to affordable housing. Other cities could also use TIF to support affordable housing. Advocacy groups such as the Welcome Home Coalition are working to expand local revenue tools for affordable housing, exploring models from other places, such as general obligation bonds and linkage fees.

In addition to direct funding, cities and other public entities can donate or sell at a discount underutilized publicly owned properties in high-opportunity areas. A challenge can be coordination among diverse departments and agencies, not all of which are focused on housing. Given fiscal constraints, many agencies may be protective of their assets or prioritize revenue for their general funds over supporting affordable housing.

Housing authorities also have resources that can be used flexibly. For example, project-based rental assistance vouchers can be used flexibly to add affordability to a range of project types. A public housing authority (PHA) can attach up to 20% of its assistance to specific housing units if the owner agrees to either rehabilitate or construct the units, or the owner agrees to set aside a portion of the units in an existing development. These vouchers are particularly useful in high-demand urban areas as recipients of tenant-based rental assistance vouchers (formerly known as Section 8) struggle with the increasing shortage of market-rate units that meet HUD requirements for "rent reasonableness"

Funding only goes so far in supporting affordable housing development—financing is needed to fill the gaps. Financing is needed at multiple stages of the development process, from the land purchase to pre-development to construction. State and local resources can layer public, private, and philanthropic funds to provide financing to affordable housing developers. For example, the Network of Oregon Affordable Housing (NOAH) manages revolving loan funds that provide a range of predevelopment, acquisition, and construction financing. NOAH is a 22-member nonprofit bank consortium that was initiated as the result of seed investments from Meyer Memorial Trust and the MacArthur Foundation. At the county level, Washington County worked with cities to create the Community Housing Fund, a 501(c)3 that provides low-cost predevelopment loans and grants pooled from multiple public and private sources, including public general funds, foundations, and individual donors. However, these public/private/philanthropic financing tools are underutilized. Non-profit housing developers prefer grants over loans. However, in order to fully maximize public resources, it's important to find ways to ensure that financing resources are fully utilized.

Another promising funding model is pooling investments in a real estate investment trust (REIT) focused on affordable housing. Similar to mutual funds, REITs can be structured to provide investors with a range of income streams or other public benefits. In 2014, the Housing Partnerships Network, a network of 100 affordable housing and community development nonprofits across the country, created the Housing Partnership Equity Trust (HPET). Using seed equity from the MacArthur Foundation, Ford Foundation, and Prudential, along with credit from Citibank and Morgan Stanley, HPET was able to launch a \$100 million fund to support projects across the country. Across the country and in our region, philanthropies and nonprofits are exploring different scales and forms of REITs dedicated to affordable housing development.

Beyond affordable housing targeted at low-income households, employer-assisted housing is a model to help moderate-income, working households by mobilizing public resources to **leverage additional resources from private employers.** When employees live near where they work, employers enjoy the benefits of a more stable workforce, improved morale, lower turnover and reduced recruitment costs; employees save time and money from their reduced commute; and all community members benefit from reduced congestion. Across the country, employer assisted housing and "live where you work" incentives provide assistance to ensure that people who work in a community can afford to live there. Key challenges are economies of scale and making the business case to employers. Chicago's REACH Illinois program provides one example of a successful model for increasing the scale of this approach; key elements include centralized administration and state tax credits that incentivize employers to participate.

SIDEBAR: Profiles of projects funded by Network of Oregon Affordable Housing (NOAH)



Rosewood Place (Gresham): NOAH provided \$937,500 to help nonprofit Human Solutions acquire a 26-unit apartment building in Gresham and convert it into regulated affordable housing supported by social services. Rents are affordable to households earning 30-50% of area median income. Other support was provided by Housing Development Center and Gresham HOME funds.



Walnut Park Apartments (North Portland): Originally developed in 1981 under the Oregon Housing and Community Services' Elderly and Disabled Bond Program, in 2008, Walnut Park was at risk of being sold and converted to market-rate housing. REACH CDC purchased the property, conducted a full renovation (including adding community gardens) and secured an extended Section 8 contract. Financing for the \$7.3 million project (including \$2.5 million in acquisition) included:

- \$1 million (NOAH permanent loan)
- \$1.6 million (PHB second mortgage, 0.5% interest, deferred)
- \$3.6 million (Bank of America 9% LIHTC)
- \$1 million (OHCS TCAP)

SIDEBAR: Use of Bond-Exempt Financing and 4% LIHTC for Acquisition and Renovation

The use of tax-exempt bond financing paired with 4% Low-Income Tax Credits (LIHTC) to finance the acquisition and renovation of existing rental buildings for regulated affordable housing is a promising model that could be expanded. Active in Oregon and Washington, Innovative Housing Inc. (IHI) has served as a co-General Partner in two rental projects that were acquired and renovated using tax-exempt bond financing and 4% LIHTCs. The **Springtree Apartments** were completed in 2000 and provide 72 one-and two-bedroom units households earning 60% or less of AMI in southeast Portland. The **Garden Park Apartments** were completed in 2002 and offer 62 two-bedroom and one three-bedroom units of housing for low-income households earning at or below 60% of AMI in Gresham.

STRATEGY #3: CONSIDERATIONS:

Given the shortage of public resources to meet the demand for affordable housing, it's important that state and local policymakers thoughtfully consider resource development and allocation processes through multiple lenses, including equity and cost-effectiveness. This means considering the target population and potential for leverage. As found in MMT's cost study, public and private funders could produce savings by expediting the funding processes, "but dramatic reductions are probably unattainable without new, more flexible sources of funding. It may not be possible to radically lower costs of affordable housing projects without compromising their long-term viability, the interests of residents, and the ability to attract needed private investment. However, new strategies to test models that don't rely on established, complex subsidies would be worth trying. An exclusive focus on lower initial costs at the expense of higher long-term maintenance and utility costs could be counterproductive." By coordinating investments across sectors and pooling resources, the region will be better able to maximize the impact of investments.

STRATEGY #3: OPPORTUNITIES:

Local governments:

- Analyze and implement local funding strategies and tools to support affordable housing tools. Current tools used in the region include tax abatements for nonprofitowned and/or affordable housing, fee waivers, tax increment financing, and general fund allocations. Advocacy groups such as the Welcome Home Coalition are working to expand local revenue tools for affordable housing.
- Maximize the ability of public resources to leverage private and philanthropic
 investments. Local jurisdictions that receive HUD funds have a lot of flexibility in how
 they use Community Development Block Grant (CDBG) and HOME Funds.

Local governments and other public agencies:

- Explore opportunities to provide surplus land for affordable housing. A coordinated process is needed to identify publically owned sites that are appropriate for affordable housing and to overcome governance and administrative barriers to providing them for development.
- Explore opportunities to support the transition of foreclosed properties to affordable housing. Currently, nonprofits have the first right to buy foreclosed properties [CHK Multnomah County? Everywhere?] but may need additional support in ensuring that those properties can be used for affordable housing.

Public housing authorities:

 Project based rental assistance vouchers can be used as an incentive for apartment building owners who agree to rehabilitate their buildings to set aside a portion of units for affordable housing.

Developers:

 Explore opportunities for partnerships between private and nonprofit developers to create mixed-income projects.

- Explore opportunities to use 4% Low Income Housing Tax Credits (LIHTC) to finance mixed income projects. For example, the acquisition and renovation of existing rental buildings could be a promising model for expanding affordable housing choices in established neighborhoods with aging rental housing, and is far more cost efficient than new construction.
- Explore innovative solutions to cut costs without sacrificing project quality or location. These could include models for developing housing at a smaller scale using flexible public funding and/or private financing. Increase the number of rehabilitation projects vs. new construction in order to be more cost efficient with public resources. Meyer Memorial Trust is currently investing in innovative approaches, and other potential partners include Metro's TOD program and the State LIFT program.

Lenders:

- Work with developers to understand financing barriers and adapt tools to respond to local needs.
- Develop coordinated investment strategies that layer public-private financing with public and philanthropic grants.

Affordable housing advocacy groups:

 Advocate for state law changes to ensure that local governments have all tools at their disposal.

Philanthropy:

 Use seed investments to catalyze new public-private funding models, such as revolving loan funds and real estate investment trusts for affordable housing.

Employers:

• Explore opportunities for employer assisted housing. As costs rise, employer-assisted housing programs could enhance recruitment efforts, given that our region's affordable housing stock has in the past enhanced the ability of businesses in our region to attract and retain talent.

Metro:

- Provide technical assistance grants to help local governments identify surplus land and analyze development feasibility for affordable housing. Local governments and other public agencies collectively own a significant amount of land. Sites suitable for affordable housing would need to be identifed, in addition to what specific kind of project would be appropriate each location.
- Continue to develop coordinated investment strategies along new and existing transit corridors. Metro's Investment Areas program works with local jurisdictions, TriMet, ODOT, and other stakeholders to ensure that investments in housing and other community assets are coordinated with infrastructure investments.

- Participate in partnership development and consensus building to create or expand financing and funding tools to fill the gap for funding affordable housing.
- Participate in state policy advocacy efforts to remove restrictions on local and regional revenue-raising authority, to ensure that local governments have all of the tools at their disposal.



STRATEGY #4: MITIGATE DISPLACEMENT AND STABILIZE COMMUNITIES

Mixed-income neighborhoods have been shown to lead to better income outcomes for lower-income individuals than do neighborhoods that are effectively segregated by income (and by race). The right not to be isolated by income and to have access to the benefits of mixed-income neighborhoods was affirmed in 2015 when the U.S. Supreme Court ruled that local communities can take legal action to address government practices that segregate minorities in poor neighborhoods, even if this is not the intent of the practice. This ruling came soon after the Department of Housing and Urban Development (HUD) released a new rule requiring local communities that receive HUD funds to demonstrate that they are working to "affirmatively further" equal housing opportunity. Among other requirements, this means working to site affordable housing in high-opportunity areas and not exacerbating concentrations of poverty.

Given the high demand for centrally located and transit-accessible locations, these high-opportunity areas also tend overlap with hot real estate markets. The high cost of land is thus a major barrier to the development of affordable rental housing in the areas where the location would provide residents with the most opportunity. To overcome the barrier of expensive land, multiple public resources need to be layered together to make affordable projects financially feasible in the most accessible locations.

Another approach is to identify locations that are well served by transit (or where transit is being expanded) and to acquire land for affordable housing before the market becomes too competitive. The ability to identify promising sites within these locations and act quickly and efficiently in acquiring them can tip the scales to make an affordable housing development financially feasible. Public agencies or larger nonprofits may be better equipped than small community development corporations to do this.

This challenge of high land cost in high-opportunity areas has spurred local interest in land acquisition/land banking models. Key challenges for land acquisition include reliably identifying future areas of gentrification before prices go up, developing the resources necessary to purchase the land, creating mechanisms for easy land transfer, and removing the liability associated with holding land. The cities of Portland and Gresham have used a displacement vulnerability index developed by Lisa Bates (PSU) to identify and classify neighborhoods according to their vulnerability for displacement, and new models are also emerging across the country.

Land banks are flexible tools that have grown over time to respond to a range of challenges. Early land banks were primarily tools for jurisdictions experiencing population loss and economic decline and were largely focused on putting tax delinquent, vacant, and/or abandoned properties back on tax roles. A new generation of land banks emerged in response to the Great Recession have been focused on developing linkages between the foreclosure process and community stabilization goals. Today there is considerable interest in adapting land banks to serve land use goals in strong markets that struggle with a different set of challenges, including affordability.

In June 2015, Oregon passed enabling legislation making it possible for local governments to create land banks to facilitate cleanup of contaminated sites. The legislation was developed by a coalition led by Metro and including local governments, chambers of commerce, environmental and housing advocacy groups. Protected from environmental liability, land banks would have the legal authority to acquire contaminated properties, clean them up, and sell them for redevelopment, with the purpose of getting brownfield properties back in active use.

However, land banks are a flexible tool that could be used to meet multiple public policy objectives, including affordable housing.

Organizations that are not formally designated as "land banks" can still take part in land banking practices. For example, redevelopment agencies, such as the Portland Development Commission (PDC), acquire and hold land. The Network of Oregon Affordable Housing (NOAH) is working to develop a financing tool to provide loans to developers to acquire land and existing rental buildings; however, these funds have not yet been fully utilized, either due to lack of awareness or risk aversion.

Homeownership for low- and moderate-income households is another way to stabilize communities and provide pathways out of poverty. Homeownership is the main form of wealth accumulation in the U.S. but is often unavailable to low-income households. The community land trust is a promising model for giving low-income households a foothold in building equity. Land trusts are typically run as nonprofits, with support from the public sector and philanthropy, and could be linked to a land bank.

Community land trusts provide permanently affordable housing and lasting community assets. Whether focused on homeownership or rental housing, land trusts maintain permanent affordability by retaining the title to the land and providing the owner of a home or building with a 99-year ground lease, or by selling the property with a deed restriction ensuring permanent affordability. Financing the initial acquisition of land and finding ways to bring the model to scale are key challenges for the community land trust model. Across the country, land trusts use a variety of land acquisition mechanisms, from private financing and municipal subsidies to relationships with land bank entities.

SIDEBAR: Land Trust Acquisition Models

Across the country, CLTs use a variety of land acquisition mechanisms, ranging from private financing to municipal subsidies to relationships with land bank entities.

Community Land Trust	Land Acquisition Mechanism
Proud Ground (Portland Metro)	[ADD]
Urban Land Conservancy	Transit Oriented Development (TOD) Fund layers public and
(Denver)	private funding from city/state, foundations, and financial
	institutions.
Irvine, CA	Developers are required to contribute funds to the local CLT in
	order to construct large buildings.
Philadelphia, PA	The land trust works in partnership with a land bank, which
	transfers vacant and foreclosed properties to CLTs.
San Francisco	CLTs are exploring strategies to buy market-rate buildings
Boston (Chinatown)	with private financing and municipal subsidies.
New York City (East Harlem/El	
Barrio)	
Boston (Dudley Street	This initiative acquired eminent domain powers from the state
Neighborhood Initiative)	to acquire vacant lots from absentee landlords.

Source: ADD

SIDEBAR: Denver's Urban Land Conservancy

A subsidiary of the Denver Foundation, the Urban Land Conservancy (ULC) is a nonprofit that acquires, develops, and preserves community real estate assets in urban areas for a variety of community needs, such as schools, affordable housing, community centers, and office space for nonprofits. ULC manages property acquisition and disposition for the region's \$30 million TOD fund, which it helped create in partnership with the City of Denver and Enterprise Community Partners. Since its initiation, ULC has invested \$58 million in 25 properties, leveraging \$360 million in public, private, and nonprofit investments.

Examples of ULC Projects



Evans Stations Lofts: ULC purchased this site for \$1.2 million using the regional TOD fund and sold it to Medici Communities (developer), which was awarded \$1 million in annual low-income tax credits from the state. The project is a \$12.35 million development with 50 units of housing affordable at 30-60% AMI and 10,000 square feet of commercial space.



Dahlia Apartments: ULC acquired this 36-unit building using funding from the TOD Fund after it was foreclosed upon in 2008, qualifying it for the Neighborhood Stabilization Program. ULC has completed several capital improvement projects including weatherization, a new roof and community gardens, and is partnering with a nonprofit on day-to-day property management.

A limited equity model is an affordable form of ownership that can be created in a range of markets, and is often developed in conjunction with a land trust. Limited equity cooperatives (LECs)—typically governed by a board of residents and/or public officials—allow residents in multi-family properties to take cooperative ownership of their buildings and to accrue limited equity in their homes while also reinvesting in the management of the asset. Under the LEC model, each household purchases for a low price a single share in the nonprofit corporation that owns the multi-family property, and thereby has the right to occupy an individual unit. Each household builds a small amount of equity on their share—usually a fixed figure tied to inflation. If a resident decides to sell, s/he may sell her/his share back to the coop or to a new buyer who meets income requirements; the seller recoups the accrued (limited) equity and the housing remains affordable for the next resident.

Key challenges for the LEC model include those of collective governance and asset management to ensure that co-op funds are invested in the maintenance of the building. Another challenge is the lack of state laws in Oregon requiring banks to make loans to co-ops LECs are much more common in states with this type of enabling legislation. [CHK]

Strategies to help people in their homes who are at risk of foreclosure are also important. Such strategies could include a range of programs from energy efficiency to assistance and incentives for the development of accessory dwelling units (ADUs) to supplement mortgage payments.

Modifying, clarifying, or enforcing the respective rights of renters and landlords can also play a major role in the stability of a neighborhood and the mitigation of displacement. In Portland, tenants' rights groups and community-based organizations have recently organized around common agendas to promote more tenant protection laws—such as requiring landlords to provide tenants with more notice when raising rents by 5 percent or more, or when evicting residents without cause—and to embed anti-displacement policies in the City's comprehensive plan. Another possible area of opportunity is the expansion of condo conversion regulations to provide regulation or incentives for developers to set aside affordable units in condos and provide tenants the first option to buy.

Finally, regulatory and incentive tools to promote safe and healthy rental housing are also important. Such tools promote community stabilization through property maintenance of aging market rate housing—the region's de facto supply of affordable housing provided by the market through what is sometimes called the "filtering process," i.e., the aging of properties into the reach of lower-income budgets. Landlord licensing and code enforcement programs can be linked with incentive tools to help ensure that this older housing stock isn't overlooked in terms of basic health and safety requirements. Additionally, project-based rental assistance vouchers from a housing authority, or retrofit funding linked to tax abatements for affordable units, could be used to preserve affordability as housing is renovated.

STRATEGY #4: CONSIDERATIONS

Successful approaches to anti-displacement and community stabilization require strong partnerships between policymakers and community-based organizations. These strategies require difficult decisions about the tradeoffs between, on the one hand, locating affordable housing in high-opportunity areas and having the money go further in areas with lower land costs, and on the other hand, balancing the deep subsidies required for sustainable homeownership solutions for a few with shorter-duration rental solutions that serve a greater number of people.

STRATEGY #4: OPPORTUNITIES

Nonprofit land trusts and affordable housing developers:

- Explore opportunities to expand land trust model to expand access to homeownership for low-income groups and communities of color, including developing approaches to use the model for multi-family properties.
- Explore opportunities to develop limited equity cooperatives

Philanthropy:

Provide grants to scale up land banking and land trust models.

Local governments:

- Adopt anti-displacement policies and pursue investment strategies to promote mixed-income development.
- Provide funding to support homeownership opportunities through land trust and other models that allow for limited subsidy recapture.

Lenders:

Explore innovative financing models to support limited equity cooperatives.

Metro:

- Convene partners and invest in innovative models to explore opportunities to build regional capacity around land banking and land trust models.
- Work with local governments to explore new approaches to identifying promising opportunity areas for investment based on identifying locations that are vulnerable to displacement. Metro's Research Center could explore opportunities to enhance regional data and tools for opportunity and vulnerability mapping to guide coordinated investment strategies.
- Work with local partners to explore state legislative efforts to make it easier for residents to form limited equity cooperatives. LECs are more common in states with laws that [make it easier for / require] banks to provide loans for this purpose.



APPENDIX A: OPPORTUNITY FRAMEWORK

The revised opportunity framework will include four tables—one for each strategy—with the following information:

- Name/description of tool
- Who benefits
- Barrier to use
- Partner(s)
- Action
- Levers: Policy/program/finance (local, regional, state)

APPENDIX B: CASE STUDIES

Below is the list of case studies that will be included in an appendix and also as stand-alone 2-page PDFs on the website. (Some are highlighted in the sidebars; could integrate more examples into sidebars later, depending on layout.)

- *Innovative detached housing (cottage clusters, ADUs)*
- *Inclusionary housing (mandatory and incentive programs)*
- *Revolving loan funds*
- Low-cost development models (e.g., Home First)
- Land banks/land banking
- Community land trusts
- Limited equity cooperatives
- Mobile home park conversions
- Property maintenance codes and landlord licensing
- Coordinated (community-based?) anti-displacement strategies
- Profiled of projects (illustrating partnerships between city and developer; creative use of funds, etc.)
 - Barcelona (Beaverton example of PPP between local government and developer)
 - Creekside Woods (Wilsonville)
 - Sunset View (Washington County example of 4% and tax-exempt bonds)

REGIONAL OPPORTUNITIES FOR EQUITABLE HOUSING – DRAFT REPORT

REVIEW & COMMENT WORKSHEET

Thank you for taking the time in advance of our December 1, 2015 Equitable Housing Work Group meeting to review the draft report. This document is a reflection of the research and engagement process carried out by the Equitable Housing Initiative to date, and will benefit from your feedback.
If you have comments, please note them in this worksheet and return to Emily no later than Friday, December 4.
I. Overall Comments
i. Overall comments
Comments on the overall structure and framing of the report
II. Introduction and by the numbers / current state of the challenge
General Comments:
III. Strategy #1
General Comments:

Genera	l Comments:	
V.	Strategy #3	
Genera	l Comments:	

General Comments:

Strategy #2

IV.

Handouts distributed at the meeting

503-797-1797 fax



Equitable Housing Working Group Tuesday, November 10, 2015 Noon - 2:00 p.m. Metro Regional Center, room 501

Working Group Members Present:

Councilor Sam Chase Metro Councilor Craig Dirksen Metro

Betty Dominguez Home Forward, Multnomah County

Margaret Salazar US Department of Housing and Urban Development (HUD)

Alma Flores City of Milwaukie Eli Spevak **Orange Splot LLC**

Radix Consulting Group LLC Cat Goughnour

Bill Van Vliet Network for Oregon Affordable Housing (NOAH)

Alisa Pyszka **Leland Consulting Group**

Metro Staff and Guests:

Emily Lieb Metro Megan Gibb Metro Laura Dawson Bodner Metro Nikolai Ursin Metro Elissa Gertler Metro

Ramsav Weit representing Sheila Greenlaw-Fink, The Community Housing Fund

Facilitator and Project Partners:

Kirstin Greene Cogan Owens Greene

Oregon Opportunity Network (Oregon ON) **Ruth Adkins**

WELCOME

Councilor Dirksen called the meeting to order at 12:04 p.m. He welcomed the committee and made opening comments.

MEETING GOALS AND APPROACH

Ms Greene shared the meeting agenda.

APPROVAL OF MEETING SUMMARY FROM SEPTEMBER 29, 2015

Ms Greene requested that changes be sent to Emily or Laura by November 13. If no edits are received, the summary will be considered approved.

Ms Dominguez gave an update. The Rental Housing Alliance of Oregon has data on mom and pop landlords. Changes to the City of Portland's Multi-family tax exemption (MULTE) program will grant tax exemptions to developers who incorporate affordable housing into market rate developments. The MULTE program cap was recently raised from \$1 million to 3 million. Changes include the following: projects will be monitored, developers must meet with a third party technical assistance group regarding Minority Women and Small Business (MWESB), 5% of units must be adaptable/fully accessible and the process will be open. Lastly, there are efforts to add parameters around equity.

STRATEGY OVERVIEW

Ms Lieb revisited the definition of equitable housing: Diverse, quality affordable housing choices with access to opportunities and amenities. She emphasized the focus on vulnerable populations and people of color. She reviewed the timeline of events and summarized work done to plan for the February 1 Equitable Housing Summit. She then reviewed the four strategy areas and introduced the series of case studies.

Ms Gertler asked the committee to consider the right set of recommendations for the region. Are there specific recommendations that should be brought to the Metro Council? Are there short term and compelling actions that should be taken as a region?

Mr. Weit mentioned that the community-development finance institute (CDFI) treasury is certified around the state.

Ms Goughnour suggested that community-based organizations (CBOs) be included in addition to non-profit groups.

STRATEGY 1: RECOMMENDATIONS/ CASE STUDY OVERVIEW: INCREASE AND DIVERSIFY OVERALL HOUSING SUPPLY

Ms Lieb introduced this category, which was originally brought forward by Councilor Dirksen and supported by Mr. Spevak. Councilor Dirksen said that legal issues need to be considered.

Ms Adkins said that the City of Portland is looking at the option of boarding houses.

Ms Pyszka said she likes the distinct goals. We cannot look at housing as an isolated component, because transportation is a considerable cost. Link transportation and housing so that housing units near public transportation will be increased.

Ms Salazar asked if technical assistance includes convening, and Ms Lieb asked about use of the term 'knowledge-sharing.'

Mr. Weit shared the example of the City of Portland's zoning of and Multnomah County's taxation of ADUs, saying that convening is important to encourage inter-jurisdictional work.

Ms Flores made the following suggestions. Strategies 1-4 could be included under the category of philanthropy. Change the language regarding analyzing/modifying SDCs to 'bancrofting' so that costs are amortized instead of a one- time upfront cost. This could be part of a lending program to get cities to put ordinances into place to encourage bancrofting. Amortize single-family and multi-family development. Figure out how to add commercial and consider mobile home parks.

Councilor Dirksen clarified that the case study from Tigard is not cottages. However, parking is consolidated in two spaces, with housing behind, so there is efficient use of land. Councilor Chase suggested offering the possibility of a density bonus.

STRATEGY #2: RECOMMENDATIONS/ CASE STUDY OVERVIEW: LEVERAGE GROWTH FOR AFFORDABILITY

Ms Lieb introduced the second strategy, explaining that this could be any approach to leverage fees or taxes. She talked about inclusionary housing across the country, saying that the majority are mandatory and 13% are incentives based. She talked about two categories, mandatory and incentive-based actions. Ms Flores suggested changing 'local' to 'government' – collapse these two categories.

Mr. Weit suggested encouraging partnerships between for-profit and non-profit developers. Ms Dominguez and Mr. Weit gave examples.

Ms Greene suggested adding a case study.

Massachusetts has the Chapter 40-50 housing fund where an impact fee is charged for new development. This goes into a fund for healthcare education, not just housing.

Mr. Weit shared that a 244 unit, 60% AMI project is being built by the Washington County Housing Authority in Beaverton using Section 8 vouchers to leverage development.

Ms Goughnour said that inclusionary zoning and rent control might be used as an educative tool and in convening.

An inventory of who is doing what in each jurisdiction, what staff are interested in but are not doing and what is not being done for other reasons would be helpful.

Ms Flores asked about policy and if an analysis of jurisdictions' policies could be completed every 5 years. Could it be added to this section?

Mr. Weit added that a Goal 10 update has to be completed within the next year.

The Portland Housing Bureau has reports that are useful for housing analysis; Ms Dominguez will send a link out.

Portland Housing Bureau looks at market data and Metro is wrapping up an update to inventory data; it will be broken down by market areas.

Mr. Spevak shared that Bend is under pressure to increase infill options. He said there is a carrot, but no stick to encourage infill development, and wondered if Metro could provide the stick in our region.

Ms Goughnour said that NIMBY- ism as a barrier and asked how best to address it.

Ms Lieb asked where public process should be included. Ms Salazar suggested adding it to 'streamline review.'

Does Metro enforce Goal 10? Councilor Dirksen responded that each jurisdiction is required to have a mix of housing. Ms Gertler added that Metro has a policy framework and goals but does not regulate. In addition, jurisdictions do not have the tools and resources to regulate, and there can also be political barriers.

Ms Flores said the main tools are entitlement but we need to put legs to the policy. It is very important to have a comprehensive plan update.

Councilor Dirksen said that Metro cannot require inclusionary zoning because it is illegal. All jurisdictions in his area have affordable housing. The challenge is economic, not legal or political.

Metro could be a clearinghouse for info on comprehensive plan information.

Ms Goughnour talked about Anti-displacement PDX, saying that their forward-thinking policies could be replicated by others. Oregon ON has put a case study together.

STRATEGY 3: RECOMMENDATIONS/ CASE STUDY OVERVIEW: CREATE NEW RESOURCES AND FUNDING FOR AFFORDABLE HOUSING

Ms Lieb gave examples from the packet, saying that tools that fall under this category include land, funding tools and partnerships.

Ms Salazar suggested adding 'optimize existing funding.' She gave the examples of project-based section 8 and the City of Eugene converting housing to single room housing that accepts veterans with Veterans Affairs Supportive Housing (VASH) rental assistance vouchers. There are buildings that need to be upgraded and could be converted to affordable housing.

Councilor Chase said he would like to have it included. A Transit Oriented Development (TOD) revolving loan fund and land bank are strategies, but funding still needs to be located. We could look at surplus public land and new revenue tools.

Councilor Dirksen said an increase in resources and funding is needed. Change the tool to read 'optimize and new.'

Ms Goughnour suggested that new revenue streams could include corporate taxes and the funds from the new cannabis industry. We need to create a new standard that will yield a public benefit.

Mr. Van Vliet cautioned that there is a need to be careful that actions are not counter-productive – be vigilant about the tools.

Ms Flores said we need to off-set the redlining of the past. Figure out how to include language leveraging Community Reinvestment Act (CRA) and tying in public-private partnerships.

Mr. Weit suggested that Metro convene people to identify ways that they could make investments they are not otherwise making. He mentioned the National Community Investment Coalition (NCRC).

Ms Salazar asked if there is potential for leveraging health care funding. There is a lot going on at the state level; the state is the convener. What would Metro's role be?

Councilor Chase said Metro could foster collaborations.

Mr. Weit said that Amanda Saul at Enterprise is a good resource.

Ms Goughnour said that Multnomah County received a \$3 million, three year REACH grant. They are starting to consider housing as part of health care.

Emily reviewed the case studies for the third strategy and then went on to introduce the fourth strategy.

STRATEGY 4: RECOMMENDATIONS/ CASE STUDY OVERVIEW: PREVENT DISPLACEMENT AND STABILIZE COMMUNITIES

Emily summarized the case studies.

Ms Goughnour suggested adding community-based organizations (CBOs) as they are direct service providers. She referred to a City Club report from 1967. She said the top two problems are non-responsiveness of government to needs of the people and absentee landlords.

Councilor Chase recommended engaging community –based organizations such as Portland Community Reinvestment Initiatives (PCRI) to address displacement issues. How are they addressing issues along Powell Division, for example?

Mr. Weit asked about Air Bnb and regulation. Resources could come from the sharing economy and from City development fees.

Ms Goughnour noted that rents can rise without limit.

Ms Flores suggested changing the order of the strategies. Make #4 the #1 strategy. Other committee members agreed. On absentee landlords, increase taxes on a higher number of homes owned; use the tax structure to impact private ownership.

The Mercy Corps project could be an example of a shared investment strategy. The REACH example could be a case study. John Haines was mentioned as a possible speaker.

Mr. Weit suggested elevating mobile home conversions.

Ms Goughnour asked about tax abatement: who receives them and who is bearing the burden? Ms Salazar asked if there is a role for Metro tracking data on evictions and notice requirements. With home ownership, how do down payment systems impact housing? There is a new regulation that requires jurisdictions and housing authorities to do an assessment of fair housing. They are encouraged to cosubmit. Is there a role for Metro here? Clackamas County is the first jurisdiction; their assessment is due October 2016.

Ms Dominguez said the analysis of impediments does not have to be completed until 2020 and entered into the comprehensive plans in 2021.

Ms Lieb mentioned two projects: a housing transportation cost calculator and opportunity cost mapping. Mr. Weit suggested Coalition for a Livable Future's equity analysis, the concept of telling stories and that local governments need to hear how bad it is. Metro could help with telling the story.

Ms Flores said that a new inclusionary calculator would be worth including.

Action: Emily will send a link to the inclusionary housing calculator out to the group.

Ms Goughnour said there is significant historical data. Are we going to use the data to allocate resources, projects and opportunities? How do we help make that happen in real time? Multnomah County 2025 map shows the African American population have moved to east of I-205. The concentration the same, but the location has changed.

Action: Cat will send the link to the data.

Ms Flores said there are cultural and income-specific aspects of this work. What is the communications and outreach strategy? Are there useful conversations for people who are affected? We need translation

to other languages and access to other communities. Now is the time to reach out regarding the forum and sending a save-the-date.

Ms Pyszka said that from the perspective of local government, what do I do with this? At our first meeting, we talked about not just providing more information. Do not give more information without actions. Hopefully we will talk about actionable items at our next meeting.

Councilor Chase said that we are bringing together analysis and research? There is a lot of analysis that has been done by a lot of organizations. What is the objective? We have a lot of great ideas. How can we provide leadership? Bring out the Equity Atlas and highlight tools that could be used that are actually making an impact.

Mr. Weit suggested using MPAC and asking committee members, "Of these 27 things, which would your jurisdiction be interested in pursuing? Second, what is the deliverable?" If giving grants, ensure that a deliverable is required.

Mr. Spevak asked about affirmative fair housing. What level of government community development grant funds are there for public housing?

Ms Goughnour suggested reaching out to the Equity Strategy advisory committee. She shared that she is involved with a campaign, Community Reconstruction 3.0, an African American community master planning process that will run until December 17. She suggested using the North/Northeast housing strategy and preference policy as a case study.

RECAP OF NEXT STEPS/ FINAL COMMENTS

Emily Lieb noted the tension between the role of Metro and the role of regional partners. She listed next steps, including presenting to the Metro Council, writing a technical report and recommending next steps for Metro's initiative program, legislative efforts, data/research and convening.

ADJOURN

The meeting was adjourned at 1:55 p.m.

STRATEGY #1: INCREASE, DIVERSIFY, AND LOWER THE COST OF MARKET-RATE HOUSING.

Problem: Housing supply isn't keeping pace with growth, and housing choices don't match incomes and evolving needs/preferences.

Strategy: Streamline regulatory requirements and permitting, and create incentives to encourage market-rate development of all types of housing--especially missing middle housing, transit-oriented development (TOD), and accessory dwelling u

TOOL	DESCRIPTION	WHO BENEFITS	BARRIERS	PARTNER(S)	ACTION	LEVERS
A range of multi-unit or clustered housing types	• First-time homebuyers with household incomes around 80-	Reluctance of lenders	Cities	Adjust zoning/building codes to allow more flexibility for "missing middle" housing types.	Local policy	
"Missing Middle" Housing	meet the growing demand for walkable urban living.	he growing demand for walkable urban living. 120% of median People seeking community.	Rigid zoning/design codes Permitting delays	Cities	Provide fast-tracked permitting for "missing middle" housing types.	
	cottage clusters.	oriented living (cottage clusters) or shared open space		Metro	Provide technical assistance to local governments; facilitate peer learning.	Metro program
		Renters and homebuyers with			Zone for higher density housing in TOD zones.	Local policy
Transit Oriented	Thigh-density transit-oriented development can neighbor	household incomes around 80-	NIMBY resistance to high-density zoningHigh land costs	Cities	Adopt reduced parking standards in TOD zones.	Local policy
Development (TOD)	the growing demand for affordable housing options in	120% of median • Transit-dependent groups such as	Permitting delays		Offer fast-tracked permitting in TOD zones.	Local program
	transit-accessible and walkable urban neighborhoods.	millenials, empty-nesters, and low-	millorials another notation and law	Metro	Provide technical assistance to local governments; facilitate peer learning.	Metro program
		 Homeowners are able to offset their mortgage costs Good option for inter- generational living or family 	• Rigid zoning/design codes		Eliminate owner-occupancy requirements	Local policy
					Adopt flexible zoning/design standards	Local policy
				Cities	Eliminate parking requirements	Local policy
					Offer fast-tracked permitting for ADUs	Local program
					Waive system development charges (SDCs)	Local program
Accessory Dwelling	Detached or attached structures that provide for a		· · · · · · · · · · · · · · · · · · ·	Counties	Provide predictable property tax assessment	State policy / local program
Units (ADUs)	second dwelling unit on a single-family lot.	members with special needs • Adds to smaller-format rental		Metro	Provide technical assistance to local governments; facilitate peer learning.	Metro program
		housing stock in residential neighborhoods	Predictability around tax assessment	Wetro	Convene an ADU design competition to develop preapproved designs.	Metro program
				Lenders	Create second mortgage products based on an ascompleted value.	Financial innovation
			20	Create a regional revolving loan fund for ADU financing.	Financial innovation	

Equitable Housing Opportunity Analysis

STRATEGY #2: LEVERAGE GROWTH FOR AFFORDABILITY.

<u>Problem:</u> The benefits and burdens of growth aren't being shared evenly,

Strategy: Leverage growth for affordability by encouraging or requiring affordable units in market-rate development, or by leveraging funding based on private development.

TOOL	DESCRIPTION	WHO BENEFITS	BARRIERS	LEAD PARTNER(S)	ACTION	LEVERS
Voluntary (incentive- based) inclusionary	Incentive tools (e.g., FAR bonuses, tax abatements) to encourage market-rate developers to include affordable	ents) to	Cities	Analyze and implement streamlined inclusionary tools that provide appropriate incentives and streamlined for predictability but also provide flexibility to respond varying market dynamics across geographic areas and over time.	Local policy	
housing program	units in market-rate projects. (Note: A fee-in-lieu or transfer of development rights can also be used.)	making <60% AMI or <80% AMI	cost to the developer	Metro	Provide technical assistance to local governments; facilitate peer learning.	Metro program
II egisisative changes to	Statewide bans currently prevent local jurisdictions from using mandatory inclusionary zoning programs and other tools geared toward leveraging funding for affordable housing from private development.	Typically targeted at households	IAMANCE AND REAL ESTATE	Oregon Housing	Overturn statewide preemptive ban preventing local governments from using mandatory inclusionary zoning.	State policy

STRATEGY #3: MAXIMIZE AND OPTIMIZE RESOURCES.

<u>Problem:</u> Current public resources are insufficient to meet the need for affordable housing, and there are opportunities to use resources more effectively. In addition, rising land costs present a growing barrier for affordable housing development.

<u>Strategy:</u> Create new resources, develop collaborative approaches, and build capacity for innovative use of existing resources to fill the gap between what the housing market provides and what residents can afford--using an equity lens to ensure that resources are targeted to serve low-income households and communities of color.

TOOL	DESCRIPTION	WHO BENEFITS	BARRIERS	PARTNER(S)	ACTION	LEVERS
	Cities, counties, and other public agencies such as transit	• Flexible; can be used to support a	Evaluating the suitability of the site for housing	Cities	Analyze and implement tax abatements programs.	Local policy
affordable housing	authorities and schools districts can donate land for		development Governanace or administrative barriers	Metro	Provide technical assistance to help local governments identify priority sites and conduct development feasibility analysis.	Regional program
Local Housing Needs 1	Local jurisdictions should conduct housing needs analyses to evaluate current housing stock relative to housing needs.	 Flexible tool to inform how public policy and resources are targeted 	 Lack of staff capacity Need for cross-agency/cross-jurisdiction coordination 	Cities/ Counties	Conduct a local housing needs analysis to guide local funding allocation and comprehensive planning	Local policy
Tax abatements for	Offer tax abatements for affordable units. Could be limited to nonprofits (as employed in many jurisdictions	• Flexible; can be used to support a range of affordable rental or	 Foregone tax revenue Decisions about how to target limited public 	Cities	Analyze and implement tax abatements programs.	Local policy
	(e.g., Portland's MULTE program).	ownership housing	resources	Metro	Provide technical assistance to local governments; facilitate peer learning.	Regional program
	Waive System Development Charges (SDCs) or other	• Flexible; can be used to support a	Forgone revenue to fund permitting staff	Cities	Analyze and implement fee waiver programs.	Local policy
		1 0	Forgone revenue for services funded through SDCs	Metro	Provide technical assistance to local governments; facilitate peer learning.	
	Cities can set aside a portion of tax increment financing (TIF) revenue for affordable housing.	 Flexible; can be used to support a range of affordable rental or ownership housing 	Limited to use in designated urban renewal areas	Cities	Analyze and implement TIF set-asides for affordable housing.	Local policy
General filing allocations i	Cities can set aside a a portion of their general funds for programs to support affordable housing.	 Flexible; can be used to support a range of affordable rental or ownership housing 	Fiscal constraints and competing demands for limited resources	Cities	Analyze and implement general fund set-asides for affordable housing.	Local policy
Community Development Block Grants (CBDG)	related lises are weatherization and renah of owner-	 Flexible; can be used to support a range of affordable rental or ownership development types 	Congressional budget cuts	Cities	Analyze opportunities to target CDBG funds to affordable housing, including exploring opportunities to target funds to coordinated strategies that leverage philanthropic and private investments.	Local program / Federal funding
HOME Investment Partnership Program	development or rehab of "non-luxury" housing (i.e., acquisition, demolition, payment of relocation	 For rental housing/rent assistance, focused on households making <60% AMI For ownership, focused on households making <80% AMI 	 Congressional budget cuts Requires 25% local match 	Cities	Analyze opportunities to target HOME funds to coordinated strategies that layer multiple funding sources and leverage philanthropic and private investments.	Local program / Federal funding
HCV) Project-based		 Rental housing/rent assistance, focused on households making AMI 		Public housing authorities	Analyze opportunities to use HCV project-based rental assistance vouchers to support rehabilitation of existing rental buildings for affordable housing; this approach is more cost-effective than new construction	Local program / Federal funding
	New state bond funding to support construction of housing for families who are homeless or at-risk of homelessness.	Will be targeted at households making <30% AMI and <60% AMI	Subject to ongoing state legislative approval	State	Identify opportunities to use flexible state funding to test innovative financing models	State funding
Real Estate Investment Trust (REIT)				Philanthropy		Philanthropy
			 Lack of private funding for this model Relies on non-restricted labor Difficult to bring to scale without public resources 	Philanthropy	Provide grants for low-cost development projects.	
•	Development models to create affordable housing with no or limited public resources	Rental households making 50- 80% AMI		Metro	Provide TOD grants for low-cost development projects that meet program criteria.	
				Developers	Develop innovative approaches.	

STRATEGY #4: MITIGATE DISPLACEMENT AND STABILIZE COMMUNITIES

<u>Problem:</u> Rapidly rising rents in core urban areas are displacing low-income renters, leading to concentrations of poverty in areas with lower access to opportunity and higher transportation costs.

<u>Strategy:</u> Develop coordinated, community-informed strategies to prevent displacement in high-opportunity areas and to promote mixed-income neighborhoods in places with access to jobs, services, and amenities.

TOOL	DESCRIPTION	WHO BENEFITS	BARRIERS	PARTNER(S)	ACTION	LEVERS			
Land trusts	title to the land or by selling the property with a deed	er by retaining for affordable homeownership, • Funding for acquisition • Financing for limited equit	Funding for acquisition Financing for limited equity ownership models	Nonprofits	Expand land trust model to expand access to homeownership for low-income groups and communities of color, including developing appproaches to use the model for multi-family properties	Nonprofit capacity			
	restriction ensuring long-term affordability.	making 60-100% AMI		Philanthropy	Provide grants to support acquisition and capacity-building for land trusts.	Philanthropic investment			
	A form of cooperative ownership that allows residents in	Low-income tenants in multi-		INODDOOTIES	Explore opportunities to develop limited equity cooperatives on existing rental properties	Nonprofit capacity			
Limited equity cooperatives	momes while also reinvesting in the management of the	family buildings, typically targeted	Financing for limited equity ownership models	Lenders	Explore innovative financing models to support LECs	Financial innovation			
	asset.	at 50-80% AMI		Metro	Explore state legislative changes to make it easier for residents to form LECs.	State policy			
		• High cost of land	Metro	Convene partners and invest in innovative models to explore opportunities to build capacity around land banking models	Regional program				
	Detached or attached structures that provide for a	• Flexible; can be used to support a	Lack of funding for acquisitionLiability of holding land (prevents public agencies	Cities	Dedicate funding for land acquisition	Local program			
Land bank/land banking	second dwelling unit on a single-family lot.	range of affordable rental or ownership development types	Flability of holding land (prevents public agencies from land banking) Risk aversion of small nonprofits to use financing for acquisition	Philanthopy	Provide grants for land acquisition	Philanthropic investment			
				Lenders	Expand the utilization of existing financing resources for acquisition. (Example: NOAH financing for acquisition)	Financial innovation			
	Coordinating public investments with philanthropic and		 Restrictions on public funding can make it difficult to geographically target across multiple funding 	Metro	Work with local governments to explore new approaches to identifying opportunity areas and targeting public investments to mitigate displacement.	Regional program			
	·	Low-income tenants at risk of	streams	Cities	Pursue coordinated investment strategies	Local program			
strategies	current residents are able to benefit from investments in	displacement	Lack of philanthropic resources to match public		Adopt anti-displacement policies	Local policy			
	infrastructure and amenities.					investments	Philanthropy	Build relationships with local government and identify opportunities to use philanthropic investments to leverage public investment	Philanthropic investment
	Landlord licensing, property maintenance, and code				Develop streamlined programs to register landlords and enforce health and safety requirements	Local policy			
property maintenance	enforcement can be used to ensure that aging market- rate housing meets basic health and safety requirements; can be linked to incentives for retrofit or rental assistance	Low-income tenants at risk of displacement	Lack of stakeholder consensusLack of capacity for inspections	Cities/ Counties	Explore opportunities for cross-jurisdictional partnerships to create economies of scale for inspections	Local program			
					Develop strategies to connect code enforcement to retrofit programs and rental assistance	Local program			
	Modifying, clarifying, or enforcing the rights of renters and landlords can help to stabilize communities and	Low-income tenants at risk of displacement	Lack of stakeholder consensus	Cities / Counties		Local policy			
	prevent market-based displacement.	aisplacement	Luck of Stukenolder Consensus	State		State policy			

Equitable Housing Work Group Meeting #6 Update on Engagement Timeline and Programmatic Recommendations

Complete/Anticipated Engagement Timeline

Date	Meeting	Purpose/topics
6/9/15	Work group meeting #1	Review engagement strategy and technical framework
6/26/15	Washington Co. roundtable	Stakeholder discussion of challenges and opportunities
6/30/15	Multnomah Co. roundtable	Stakeholder discussion of challenges and opportunities
7/9/15	Washington Co. roundtable	Stakeholder discussion of challenges and opportunities
7/13/15	Multnomah Co. roundtable	Stakeholder discussion of challenges and opportunities
7/27/15	Work group meeting #2	Discuss preliminary national best practice research and
		status update on 2006 Housing Choice Task Force
8/11/15	Clackamas Co. roundtable	Stakeholder discussion of challenges and opportunities
8/26/15	Work group meeting #3	Discuss Oregon ON roundtable and survey findings;
		preliminary prioritization of the opportunity framework
9/17/15	Developer roundtable	Stakeholder discussion of challenges and opportunities
9/29/15	Work group meeting #4	Discuss Johnson Economics market analysis and updated
		opportunity framework
11/10/15	Work group meeting #5	Review opportunity framework and draft case studies
12/1/15	Work group meeting #6	Discuss draft report and next steps
1/5/16	Metro Council update	Present Work Group findings (draft report) and preliminary
		staff recommendations for next steps
1/6/16	Metro Technical Advisory	Update on Work Group findings (draft report)
	Committee (MTAC) update	
1/13/16	Metro Policy Advisory	Update on Work Group findings (draft report)
	Committee (MPAC) update	
2/1/16	Equitable Housing Leadership	Will include presentation of Work Group findings.
	Summit	

Anticipated Programmatic Recommendations for 2016-17

Focus Area	Description	2016 Actions
Technical Assistance	Provide technical assistance to	1. Launch technical assistance grant program.
(Lead: Equitable Housing	local jurisdictions and identify	2. Explore/pursue opportunities for model
PM)	opportunities to facilitate	code development and peer learning
	knowledge-sharing.	opportunities.
Convene	Convene partners to explore	1. Plan and coordinate summit on 2/1/16.
(Lead: Equitable Housing	and develop collaborative tools.	2. Pursue 1-2 opportunities to develop
PM)		collaborative solutions (focus areas to be
		prioritized in Jan-Feb).
Legislative	Participate in state legislative	Participate in Oregon Housing Alliance and
(Lead: Metro Council)	efforts to support equitable	other legislative efforts to eliminate state
	housing.	constitutional barriers and empower local
		jurisdictions to implement policy and funding
		tools that meet local needs.
Data/Research	Develop data/research tools to	Develop a Housing + Transportation Cost
(Lead: Metro Research Center)	support equitable housing.	Calculator.