

## IV. CLACKAMAS COUNTY HOUSING MARKET ANALYSIS

### A. INTRODUCTION

The following narrative provides information about the housing market in Clackamas County from the 2000 Census, the supply and demand for housing over time, Census Bureau building permit data, and related price information for both rental properties and homeownership opportunities in the county. It also presents Neighborhood Stabilization Program data for Clackamas County by block group and presents the total number of households experiencing housing problems.

A discussion of the needs of public housing in Clackamas was drawn from documents released by the Clackamas County Housing Authority. This is followed by the degree of lead based paint hazards, as well as testing and related activities that the City, County and State are taking to reduce blood lead levels in children. This section concludes with a forecast of housing demand, as determined from the Metro forecast for Clackamas County.

### B. HOUSING STOCK

At the time that the 2000 Census was taken, 136,954 housing units were scattered throughout the county. Most, about 95,721 units, were single-family homes, with another 22,248 units representing apartments. However, more than 50 percent of the county's single-family units were located outside any of the cities or towns, as seen in Table IV.1.

Place	Single-Family Unit	Duplex	Tri- or Four-Plex	Apartments	Mobile Homes	Boat, RV, Van, Etc.	Total
Barlow	38	0	0	0	.	.	38
Canby	3,379	92	281	773	265	.	4,790
Damascus	2,849	24	1	0	274	6	3,154
Estacada	571	36	68	150	39	.	864
Gladstone	3,014	169	126	770	262	.	4,341
Happy Valley	1,582	0	0	0	.	.	1,582
Johnson City	22	0	0	6	267	.	295
Lake Oswego	10,439	150	588	3,134	26	.	14,337
Milwaukie	6,151	313	521	1,980	84	.	9,049
Molalla	1,304	72	178	239	242	17	2,052
Oregon City	6,603	603	620	1,991	348	.	10,165
Rivergrove	108	0	0	0	.	.	108
Sandy	1,387	194	64	215	219	.	2,079
West Linn	7,100	178	203	1,196	68	.	8,745
Wilsonville	3,029	44	359	2,572	415	.	6,419
Rest of County	48,145	671	1,543	9,222	9,034	321	68,936
<b>Total</b>	<b>95,721</b>	<b>2,546</b>	<b>4,552</b>	<b>22,248</b>	<b>11,543</b>	<b>344</b>	<b>136,954</b>

Several of the smaller communities had only single-family units, such as Barlow, Happy Valley and Rivergrove. Still, there were 11,543 mobile homes in the county, with 78.3 percent of these homes located outside of cities and towns. Since 1995, 2,736 Oregon families have been displaced by the closure of 71 manufactured home parks, approximately five percent of the parks in the state. Forty-seven of these closures occurred between 2004 and 2006.<sup>1</sup> Clackamas County is no different. Furthermore, a mobile home park directory released by the Oregon Housing and Community Services now lists just 6,984 spaces in mobile home parks throughout Clackamas County.

Of the 136,954 housing units, there were 8,753 units vacant, with 4,925 of the vacant units located outside of any of the communities. Countywide, there were 128,201 occupied units, with 91,145 homeowners and another 37,056 renters, representing a 71.1 percent homeownership rate, as seen in Table IV.2, below. The county’s homeownership rate was slightly higher than the national average of 69.9 percent at the time.

Place	Owner-Occupied	Renter-Occupied	Occupied Housing Units	Vacant Housing Units	Total Housing Units
Barlow	33	5	38	.	38
Canby	3,017	1,483	4,500	290	4,790
Damascus	2,840	217	3,057	97	3,154
Estacada	510	315	825	39	864
Gladstone	2,732	1,440	4,172	169	4,341
Happy Valley	1,428	71	1,499	83	1,582
Johnson City	258	26	284	11	295
Lake Oswego	9,564	3,926	13,490	847	14,337
Milwaukie	5,256	3,379	8,635	414	9,049
Molalla	1,351	630	1,981	71	2,052
Oregon City	5,660	3,851	9,511	654	10,165
Rivergrove	94	12	106	2	108
Sandy	1,346	617	1,963	116	2,079
West Linn	6,434	1,763	8,197	548	8,745
Wilsonville	3,208	2,724	5,932	487	6,419
Rest of County	47,414	16,597	64,011	4,925	68,936
<b>Total</b>	<b>91,145</b>	<b>37,056</b>	<b>128,201</b>	<b>8,753</b>	<b>136,954</b>

## VACANCY RATES

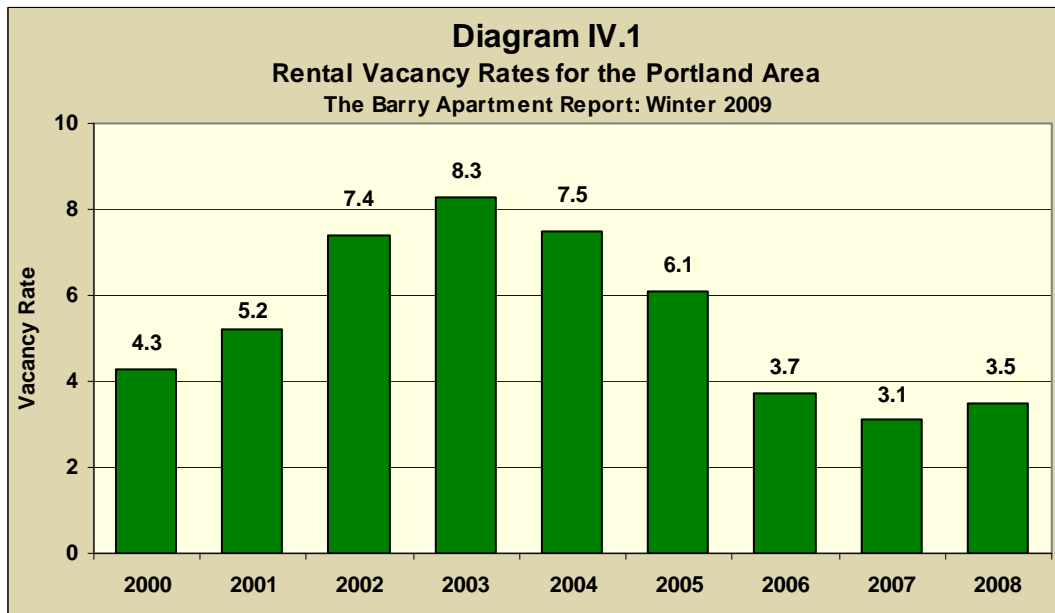
Vacant housing can be for-rent, for-sale, either rented or sold but not yet occupied, used for recreational or seasonal purposes, migrant worker housing, or “other housing.” Other

<sup>1</sup> *Mobile Home Parks In Oregon*. Community Development Law Center, CASA of Oregon. October 2007. Page 9.

housing typically comprises vacant housing units that are not available and tend to represent a blighting influence in the community. However, of the units that are either for-sale or for-rent, there were more than 5,500 units available to the marketplace. At the time that the Census was taken, the rental vacancy rate was 8.4 percent, with an owner vacancy rate of 2.2 percent. The City of West Linn had a rental vacancy rate of near 14 percent, with Damascus, Johnson City and Wilsonville all in excess of 10 percent, as seen in Table IV.3.

Place	Vacant Units for Rent	Vacant Units for Sale	Rental Vacancy Rate	Owner Vacancy Rate
Barlow	.	.	.	.
Canby	108	60	6.8	1.9
Damascus	27	50	11.0	1.7
Estacada	21	9	6.3	1.7
Gladstone	99	52	6.4	1.9
Happy Valley	.	59	.	4.0
Johnson City	3	8	10.3	3.0
Lake Oswego	349	325	8.2	3.3
Milwaukie	276	105	7.6	2.0
Molalla	57	7	8.3	0.5
Oregon City	329	218	7.9	3.7
Rivergrove	.	2	.	2.1
Sandy	28	63	4.3	4.5
West Linn	285	179	13.9	2.7
Wilsonville	315	79	10.4	2.4
Rest of County	1,514	876	8.4	1.8
<b>Total</b>	<b>3,411</b>	<b>2,092</b>	<b>8.4</b>	<b>2.2</b>

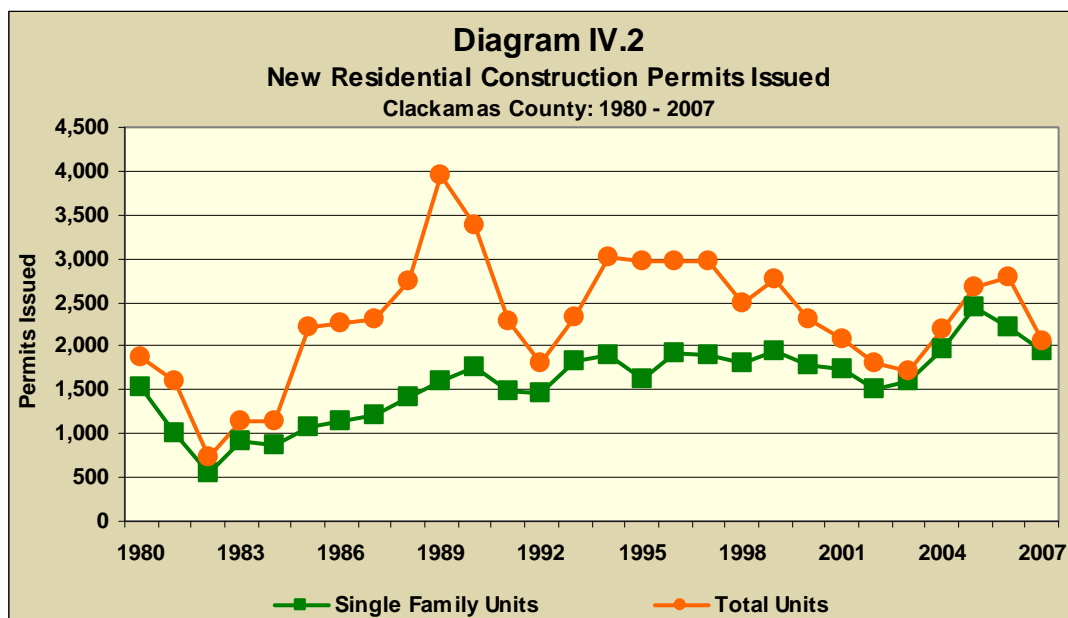
Current market rental vacancy rates are not readily available for Clackamas County, but data are available for the greater Portland area. In 2008, these data no longer reflected such high vacancy rates. Data reported in *The Barry Apartment Report*, Winter 2009, indicate that the rental vacancy rates are drastically different through 2008, slipping to 3.1 percent in 2007 and 3.5 percent in 2008, as seen below.



## C. HOUSING DEVELOPMENT AND PRICE

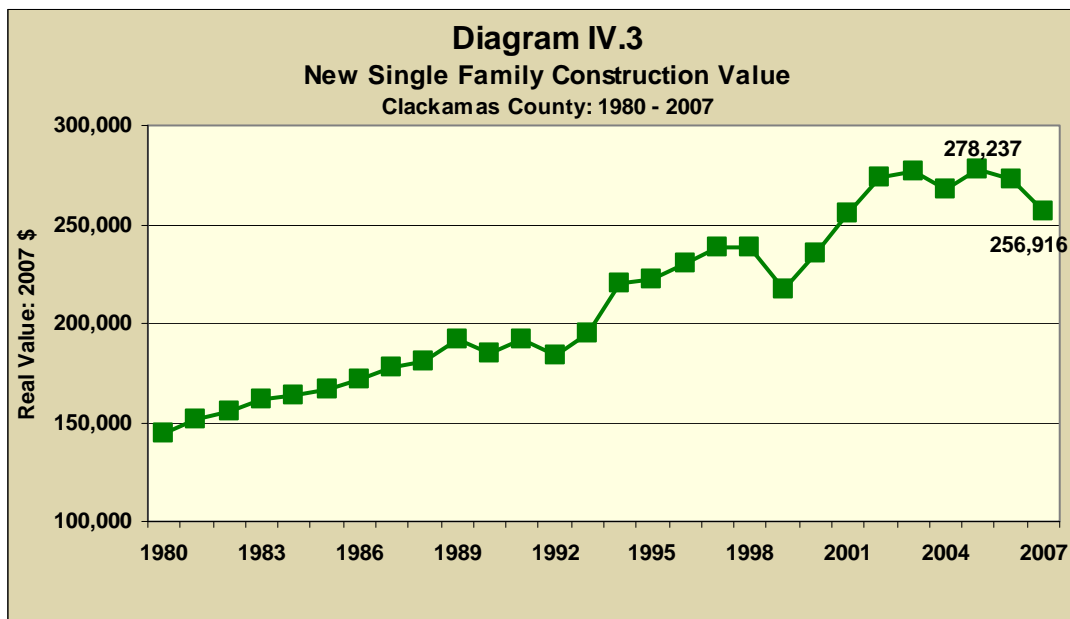
### HOUSING PRODUCTION

The Census Bureau reports the number of residential building permits issued each year for all permit issuing places, including those in Clackamas County. During the 1980s, significant levels of housing development occurred, with both multi-family units and single-family homes exceeding more than 2,000 units most years. The peak year was 1989, when some 3,941 units were permitted, including 2,259 multi-family units. Thus far this decade, permit activity has been typically less, usually about 2,200 units per year, as seen in Diagram IV.2, below. Still, there have been some 17,643 units permitted since 2000, with 15,213 of these being single family homes. In fact, in 2007, nearly 95 percent of all construction was for single-family units, about 1,942 of the 2,050 permitted. There were only eight duplex units and 100 multifamily units permitted in that year. Detailed statistics on the annual data is presented in Table C.3 in Appendix C.



### HOUSING VALUES

The Census Bureau also reports the value of construction appearing on the building permit, which excludes the cost of the land and related land development costs. As seen in Diagram IV.3, on the following page, the construction value of single-family dwellings has been increasing rather steadily over the years. In 1980, that value was roughly \$144,000 and fell to \$184,400 ten years later. By the year 2000, single family construction value rose to \$235,679. This value peaked in 2005 at \$278,237. In the next two years, it had fallen by more than \$21,000, to \$256,916 in 2007.

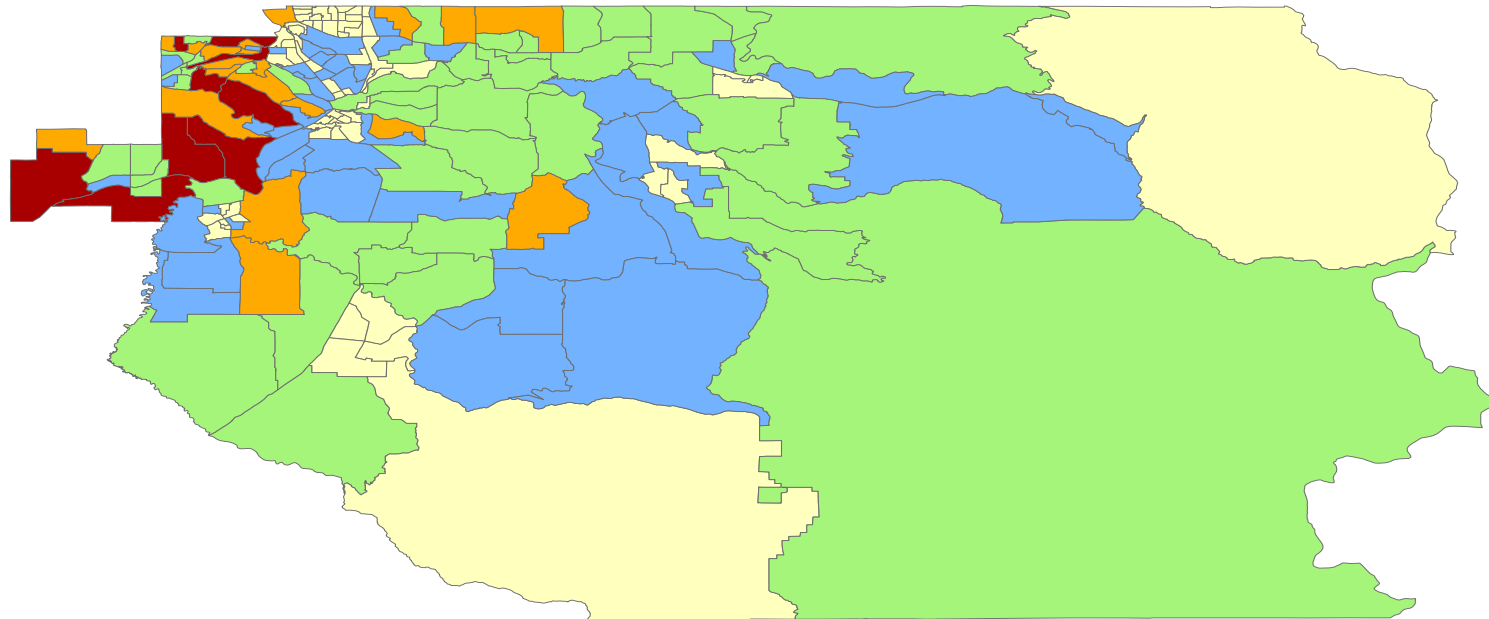


There are indications that prices continue to be impacted. According to Market Action, an RMLS publication for the Metropolitan Portland area, the number of closed sales in December of 2008 reached its lowest point since 1992, with just 987 units sold. In just one year, closed sales fell 34 percent. Furthermore, there were 13,882 active listings, which would last 14.1 months if no new listings were to enter the market. Additionally, average prices between December 2007 and December 2008 fell from \$352,000 to \$300,800. The median prices for this same period were \$276,500 in December of 2007 and \$252,900 in December of 2008.<sup>2</sup>

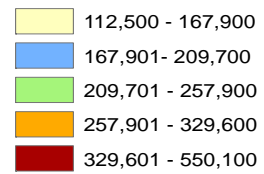
While rental vacancy rates, home sales listings and current housing prices are depressed, information for specific areas of the county is not readily available. However, the Census Bureau provided these data in the 2000 Census. There, the geographic distribution of housing and rental values throughout Clackamas County have significant levels of variability. The 2000 Census reported that the median home value for the county was \$193,700. This is a little more than the median for the nation, which was \$181,800 at that time. Still, Happy Valley had the highest median, with \$293,000, with Lake Oswego close behind with a median of \$293,000. Other areas are much lower, such as Molalla, with \$139,500, or Sandy, with \$150,800. The highest median rents were in Rivergrove, which was reported to have a median rent of \$1,250. The median rent and home value figures for individual communities are listed in Table C.2 of Appendix C. The geographic distribution of these values, by Census block group, are presented on the following two pages, in Maps IV.1 and IV.2. As seen therein several areas have extremely high prices and rental rates.

<sup>2</sup> Market Action. A publication of RMLS. Residential Review: Metro Portland. December 2008 reporting period. Page 1.

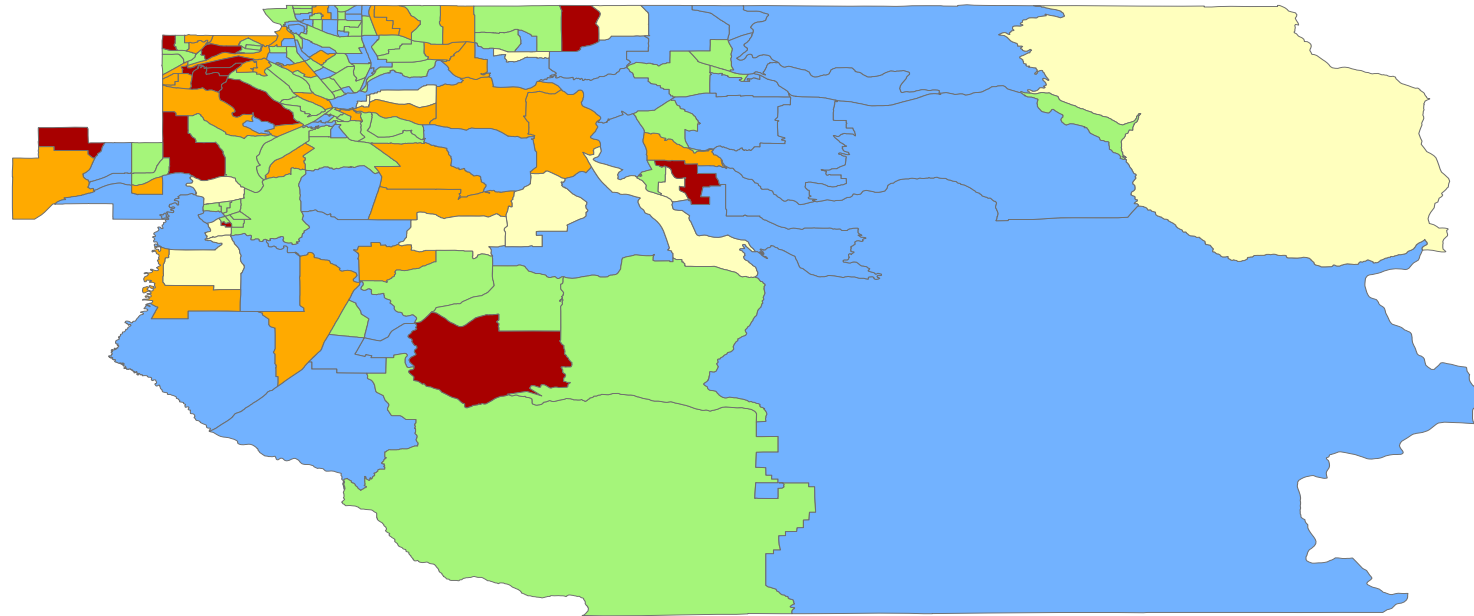
**Map IV.1**  
**Median Home Value by Census Block Group**  
2000 Census Data



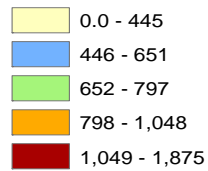
**Median Home Value by Cenus Block Group**



**Map IV.2**  
**Median Gross Rent by Census Block Group**  
2000 Census Data



**Median Gross Rent by Census Block Group**



## D. NEIGHBORHOOD STABILIZATION PROGRAM

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In 2008, HUD established a new housing program entitled the “Neighborhood Stabilization Program” (NSP). Its intent was to provide resources to communities that may have been adversely affected by the downturn in the nation’s economy, and in turn have experienced unusually high levels of foreclosure and abandonment. While Clackamas County was not allocated funds directly from HUD, the County will likely be a recipient of the State of Oregon NSP program.

### FORECLOSURE RISKS IN CLACKAMAS COUNTY

HUD has released several types of information useful in evaluating in very broad terms a community’s foreclosure risk in this uncertain economic environment. This information is intended to help states and units of local government carefully plan how to best allocate these new resources as well as to help local communities direct these resources.<sup>3</sup> While the Census Tract is tabulated in Table C.5 in Appendix C, five geographic maps supporting this information are presented on the following five pages. The topics are defined as follows:

**NSP Qualifying Census Tracts:** A percent of persons estimated to be less than 120 percent of Area Median Income in the area. Qualifying tracts are those with 51 percent or more of the households satisfying this criterion.

**Estimated Foreclosure Abandonment Risk Score:** A score of 1 to 10, where 10 indicates that the area is in the highest 10 percent of risk nationwide for foreclosure and abandonment based on the combination of HUD’s foreclosure risk estimate and vacancy rate. A 1 indicates the lowest risk.

**HMDA High Cost Loan Rate:** Percent of conventional loans made between 2004 and 2006 from Home Mortgage Disclosure Act data where the rate spread is 3 percentage points above the Treasury security of comparable maturity. Calculated at Census tract level.

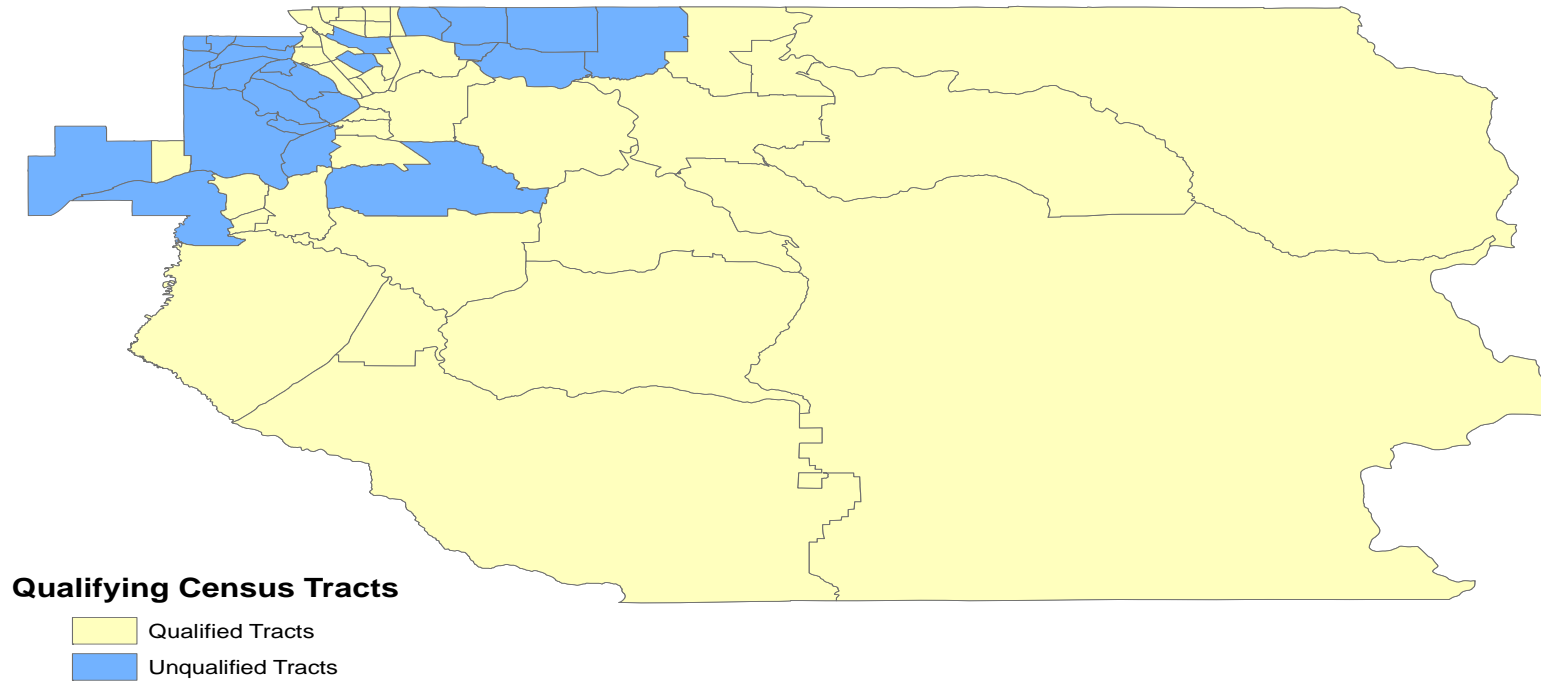
**Predicted 18-Month Underlying Problem Foreclosure Rate:** HUD model, estimated count of foreclosure starts over 18 months through June 2008, divided by estimated number of mortgages times 100. Calculated at Census tract level.

**USPS Residential Vacancy Rate:** United States Postal Service data from June 2008 on residential addresses vacant 90-days or longer divided by total residential addresses. Calculated at Census tract level.

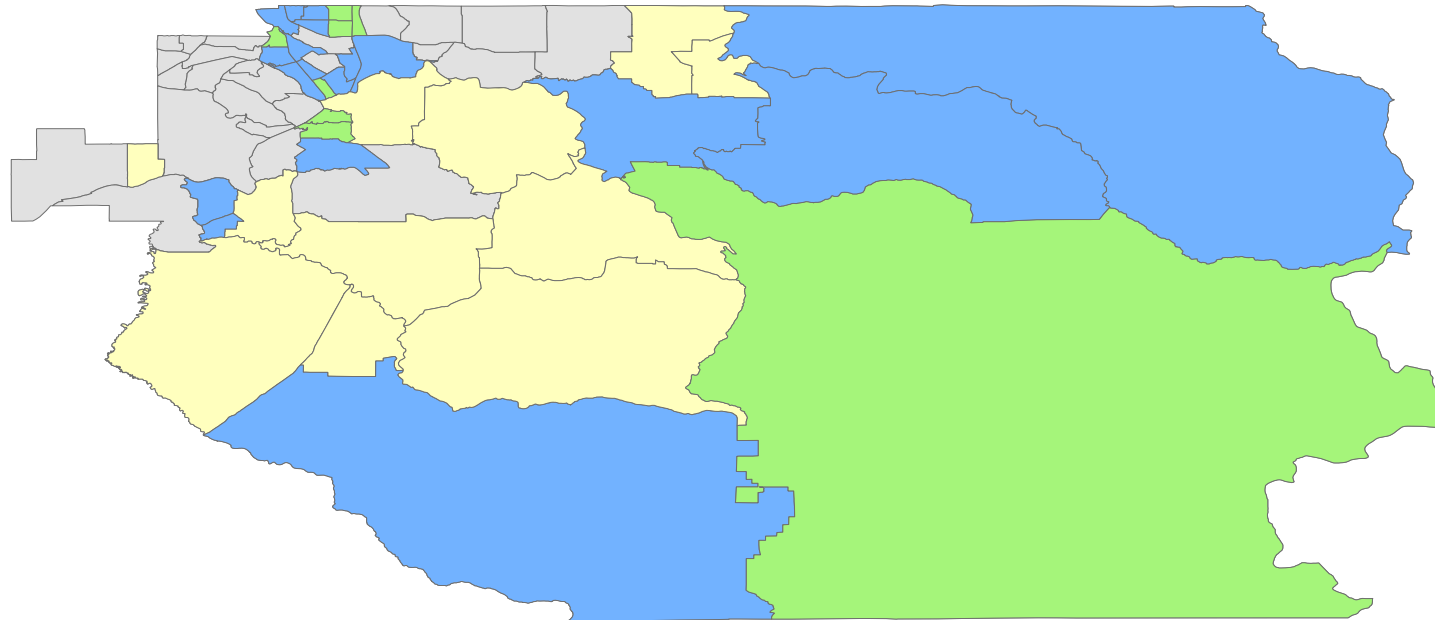
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<sup>3</sup> <http://www.huduse.org/datasets/nsp.html>.

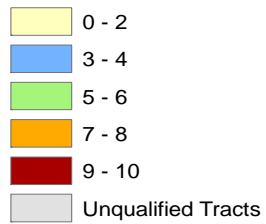
**Map IV.3**  
**NSP Qualifying Census Tracts**  
**Determined by 51.0 Percent or More of the Population Earning Under 120 Percent of AMI**  
Clackamas County HUD NSP Data October 2008



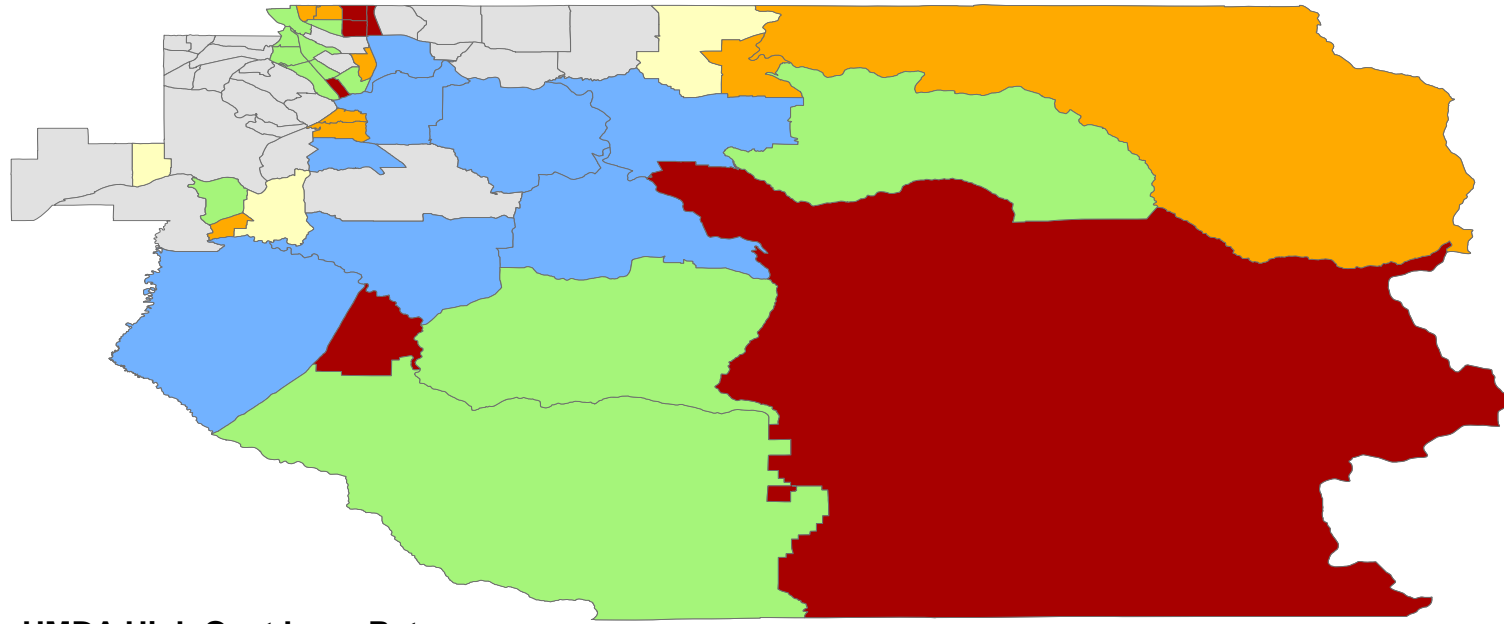
**Map IV.4**  
**Estimated Foreclosure Abandonment Risk Score**  
Clackamas County HUD NSP Data October 2008



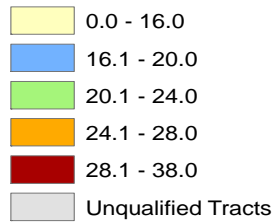
**Estimated Foreclosure Abandonment Risk Score**



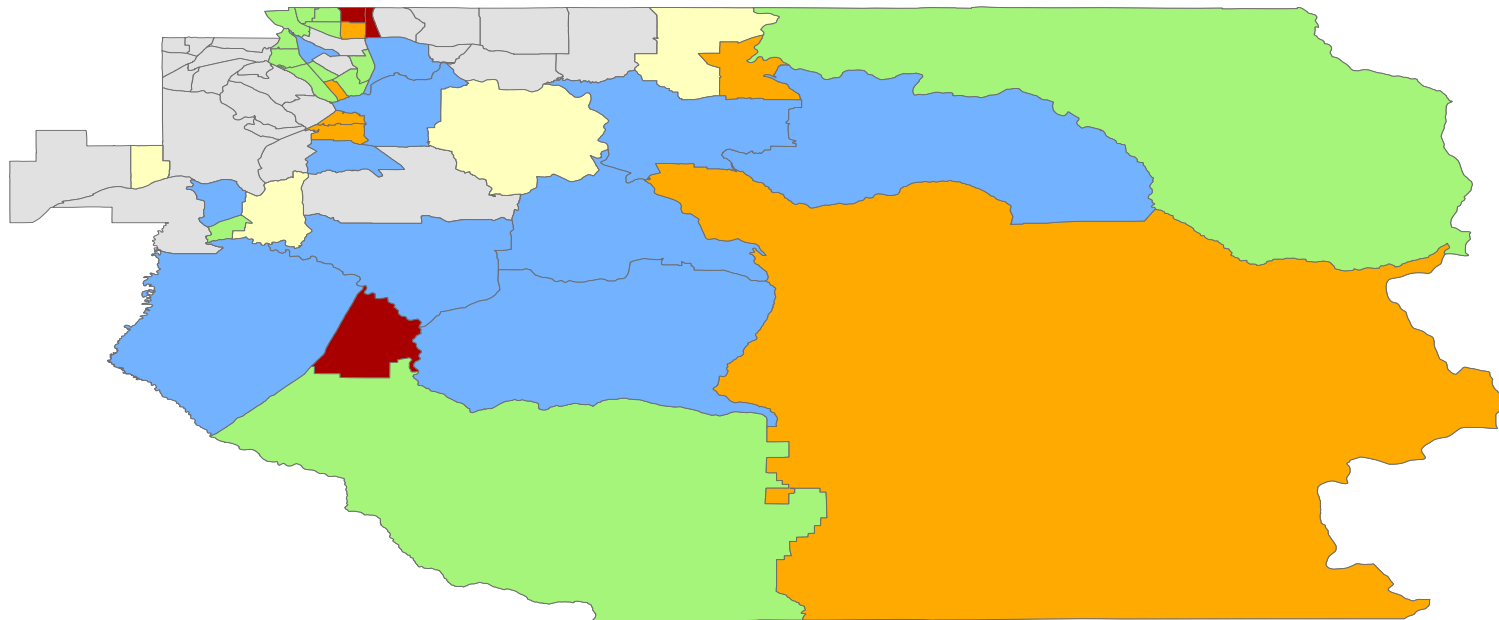
**Map IV.5**  
**HMDA High Cost Loan Rate by NSP Qualifying Census Tract**  
Clackamas County HUD NSP Data October 2008



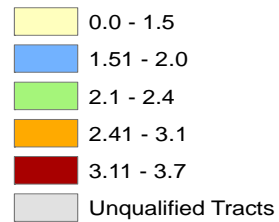
**HMDA High Cost Loan Rate**



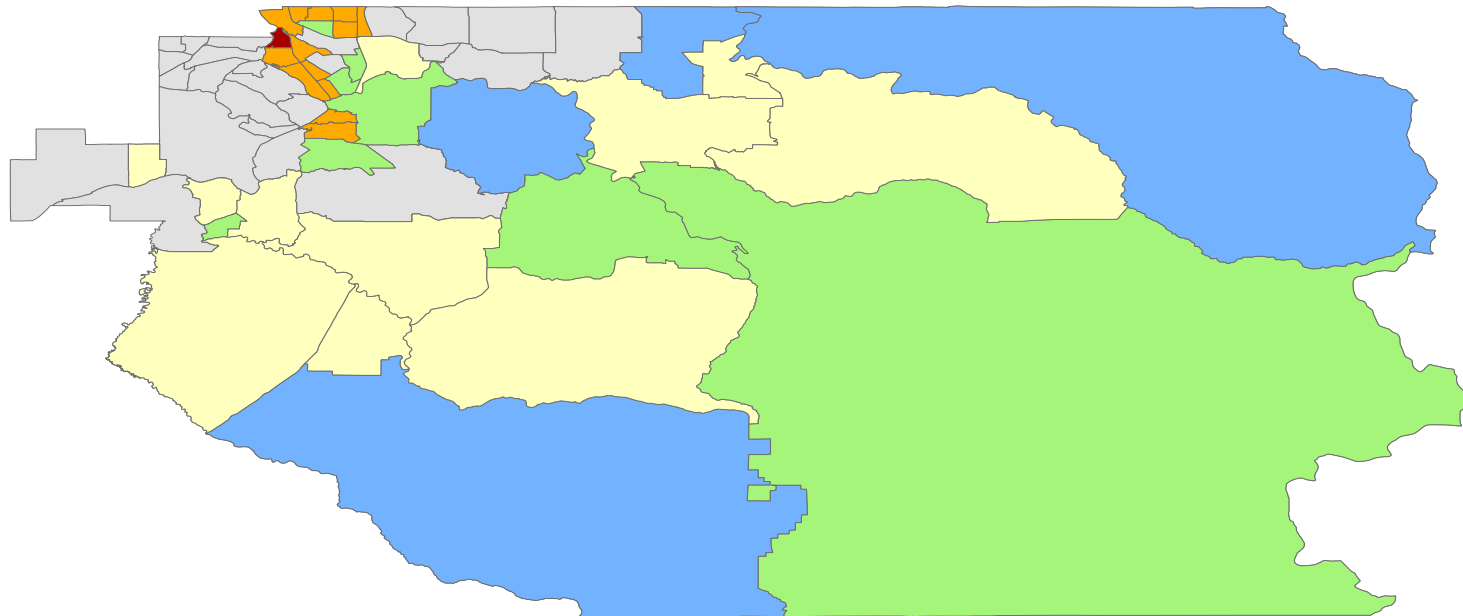
**Map IV.6**  
**Predicted 18-Month Underlying Problem Foreclosure Rate by NSP Qualifying Census Tract**  
Clackamas County HUD NSP Data October 2008



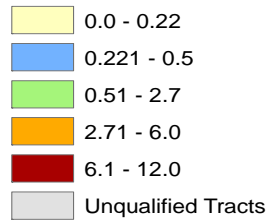
**Predicted 18 Month Underlying Problem Foreclosure Rate**



**Map IV.7**  
**USPS Residential Vacancy Rate by NSP Qualifying Census Tract**  
Clackamas County HUD NSP Data October 2008



**USPS Residential Vacancy Rate**



## E. HOUSEHOLDS WITH HOUSING PROBLEMS

While the Census Bureau does not delve deeply into the physical condition of the housing stock, selected questions from the decennial census do indeed address housing difficulties being faced by householders. These housing difficulties are represented by three different conditions: overcrowding, lack of complete plumbing or kitchen facilities, and cost burden. Each of these conditions is addressed below.

### OVERCROWDING

HUD defines an overcrowded household as one with having from 1.01 to 1.50 occupants per room. HUD classifies households with more than 1.50 occupants per room as severely overcrowded. These types of condition can be seen in both renter and homeowner households. Overall, there were some 1,156 homeowners in overcrowded conditions, with another 467 homeowners experiencing severe overcrowding conditions, as seen below in Table IV.4. Together, this represents about 1.8 percent of all homeowners in the county.

Place	Renters				Homeowners			
	Less than 1.0	1.01 to 1.5	1.51 and Above	Total	Less than 1.0	1.01 to 1.5	1.51 and Above	Total
Barlow	5	.	.	5	31	2	.	33
Canby	1,246	115	122	1,483	2,935	30	52	3,017
Damascus	209	0	8	217	2,797	30	14	2,840
Estacada	280	20	15	315	495	9	6	510
Gladstone	1,284	77	79	1,440	2,698	27	7	2,732
Happy Valley	71	.	.	71	1,392	30	6	1,428
Johnson City	26	.	.	26	255	.	3	258
Lake Oswego	3,714	150	62	3,926	9,529	28	7	9,564
Milwaukie	3,156	107	116	3,379	5,194	48	14	5,256
Molalla	559	53	18	630	1,301	33	17	1,351
Oregon City	3,497	194	160	3,851	5,586	54	20	5,660
Rivergrove	9	3	.	12	94	.	.	94
Sandy	567	31	19	617	1,321	13	12	1,346
West Linn	1,690	19	54	1,763	6,393	35	6	6,434
Wilsonville	2,535	105	84	2,724	3,144	57	7	3,208
Rest of County	15,278	690	629	16,597	46,357	760	296	47,414
<b>Total</b>	<b>34,126</b>	<b>1,564</b>	<b>1,366</b>	<b>37,056</b>	<b>89,522</b>	<b>1,156</b>	<b>467</b>	<b>91,145</b>

In contrast, renters tend to have a much higher rate of overcrowding. There were 1,564 renters experiencing an overcrowded condition and another 1,366 experiencing a severely overcrowded condition. This represents about 7.9 percent of all renters.

## HOUSEHOLDS LACKING COMPLETE PLUMBING OR KITCHEN FACILITIES

According to the Census Bureau, a housing unit is classified as lacking complete plumbing facilities when any of the following are not present in a housing unit: piped hot and cold water, a flush toilet, and a bathtub or shower. Likewise, a housing unit is categorized as deficient when any of the following are missing from the kitchen: a sink with piped hot and cold water, a range or cook top and oven, and a refrigerator. Clackamas County had 1,331 units lacking complete kitchen facilities and 479 units lacking complete plumbing facilities, as seen in Table IV.5, below. However, most of these troubled units are not located in any of the communities.

<b>Place</b>	<b>Lacking Complete Kitchen Facilities</b>	<b>Lacking Complete Plumbing Facilities</b>
Barlow	.	.
Canby	87	36
Damascus	12	13
Estacada	24	5
Gladstone	9	.
Happy Valley	.	.
Johnson City	4	2
Lake Oswego	79	.
Milwaukie	89	36
Molalla	26	7
Oregon City	175	39
Rivergrove	.	.
Sandy	29	.
West Linn	86	.
Wilsonville	.	30
Rest of County	711	311
<b>Total</b>	<b>1,331</b>	<b>479</b>

## COST BURDEN

Cost burden is a term that refers to a particular level of income expended for housing. A household is said to experience a cost burden if between 30 and 50 percent of household income is used to cover housing costs. A household experiences a severe cost burden if 50 percent or more of household income is devoted to housing costs. The Census Bureau reports these conditions for three types of householders: renters, homeowners with a mortgage and homeowners without a mortgage.

Clackamas County had 7,158 renters with a cost burden and another 6,137 with a severe cost burden. There were also 869 homeowners without a mortgage that had a cost burden

and another 463 with a severe cost burden. There were another 11,883 homeowners with a mortgage that had a cost burden and 5,394 with a severe cost burden. All told, this represents some 31,904 households with some type of cost burden.

Place	Renters		Homeowners Without A Mortgage		Homeowners With A Mortgage	
	Cost Burdened	Severely Burdened	Cost Burdened	Severely Burdened	Cost Burdened	Severely Burdened
Barlow	0	1	.	.	9	2
Canby	295	228	27	10	461	130
Damascus	45	29	19	22	458	163
Estacada	89	54	8	.	68	44
Gladstone	229	298	60	24	410	192
Happy Valley	0	0	26	.	235	200
Johnson City	13	0	.	.	.	2
Lake Oswego	769	559	77	66	1,126	663
Milwaukie	654	435	80	12	776	376
Molalla	131	120	15	13	244	77
Oregon City	820	711	38	12	1,037	418
Rivergrove	0	2	.	.	17	8
Sandy	157	87	9	9	203	105
West Linn	273	318	33	14	917	463
Wilsonville	609	400	11	22	423	136
Rest of County	3,074	2,895	466	259	5,499	2,415
<b>Total</b>	<b>7,158</b>	<b>6,137</b>	<b>869</b>	<b>463</b>	<b>11,883</b>	<b>5,394</b>

While these numbers may seem high, the share of renters and homeowners in Clackamas County who experienced a cost burden is slightly lower than seen nationally. The percentage of renters who experienced a cost burden in Clackamas County in 2000 was about 19.7 percent, versus 20.8 percent nationally. The percentage of renters who experienced a severe cost burden was 16.9 percent in Clackamas County, versus about 19.1 percent nationally. On the other hand, there were about 20.7 percent of Clackamas County homeowners with a mortgage who experienced a cost burden, compared with 17.7 percent nationally. Additionally, another 9.4 percent of homeowners with a mortgage experienced a severe cost burden, compared with 9.1 percent nationally. There were also 5.7 percent of Clackamas County homeowners without a mortgage who experienced a cost burden compared with 6.5 percent nationally and about 3.0 percent of the county's homeowners without a mortgage experienced a severe cost burden, compared with 4.2 percent nationally.

While rates of cost burdens appear to be less than the national data in several situations, there are still householders that are at risk, and this is a problem. Severely cost burdened renters and homeowners with a mortgage are at risk of homelessness. A single financial

setback, such as illness, an accident or loss of employment could result in a housing crisis. Severely cost burdened homeowners without a mortgage have different problems. These householders likely defer maintenance on their housing unit, increasing the potential for health and safety threats as well as for more dilapidated units.

### HOUSEHOLDS WITH UNMET HOUSING NEEDS

Households who experience one or more of these housing problems are considered to have unmet housing needs. Such householders can be of any income level, race, ethnicity or family type. However, the goals and objectives of the programs targeted for the Consolidated Plan are designed specifically for assisting lower-income households. Consequently, for purposes of the Consolidated Plan and reporting for targets under the Consolidated Plan, the number of households that have unmet housing needs and have incomes of 80 percent of the median family income or less are noted in Table IV.7, at right.

Countywide, there were some 26,380 households that had unmet housing needs at the time that the 2000 Census was taken. Clearly, renters tend to be the larger group having unmet housing needs. There were 13,465 renters and another 12,915 homeowners experiencing unmet housing needs.

Small family householders made up some 36.4 percent of these households in-need, comprising 9,595 households. To view the distribution of these households with unmet housing need by community, refer to Tables C.8 and C.9 of Appendix C.

<b>Table IV.7</b> <b>Households with Unmet Housing Needs: Clackamas County</b> Census 2000: SF3 CHAS Data Revised Baseline Priority Needs Table 2A		
Household Type	Percent of MFI	Households with Unmet Need
<b>Renters</b>		
Small Related	0-30%	1,585
	31-50%	1,775
	51-80%	1,420
Large	0-30%	365
	31-50%	640
	51-80%	560
Elderly	0-30%	1,085
	31-50%	1,100
	51-80%	915
All Other	0-30%	1,450
	31-50%	1,415
	51-80%	1,155
<b>Total Renters</b>		<b>13,465</b>
<b>Owners</b>		
Small Related	0-30%	785
	31-50%	1,020
	51-80%	3,010
Large	0-30%	210
	31-50%	355
	51-80%	1,175
Elderly	0-30%	1,260
	31-50%	1,695
	51-80%	1,220
All Other	0-30%	570
	31-50%	450
	51-80%	1,165
<b>Total Owners</b>		<b>12,915</b>
<b>Total Unmet Need</b>		<b>26,380</b>

## F. PUBLIC AND ASSISTED HOUSING

Public housing provides safe and suitable rentals for eligible low-income families, the elderly and people with disabilities. Public and assisted housing units can be single-family houses or high-rise apartment buildings.

### PUBLIC HOUSING

The Housing Authority of Clackamas County manages the largest block of such housing, about 917 units, of which 566 are considered public housing, 289 are affordable rental housing and 62 units are for special needs populations.<sup>4</sup> The public housing is located in four main campuses, with 166 scattered sites. Special needs housing pertains to mostly mental health, but disabled and transitional housing is also available. The HACC also operates 25 units of farm worker housing, as noted below in Table IV.8.

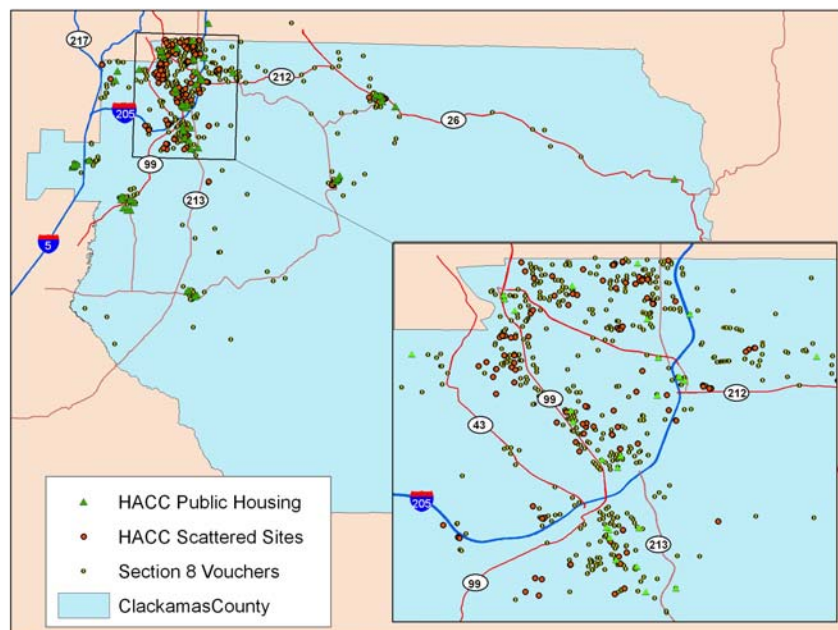
<b>Table IV.8</b>		
<b>Housing Authority of Clackamas County</b>		
<b>Housing Inventory: April 2007</b>		
<b>Project Name</b>	<b>Description</b>	<b># of units</b>
<b>Public Housing</b>		
Clackamas Heights	Public Housing	100
Hillside Park	Public Housing	100
Oregon City View Manor	Public Housing	100
Hillside Manor	PH Senior/Disabled	100
Scattered Sites	Public Housing	166
Total Public Housing		566
<b>Special Needs Housing</b>		
Fairfield St; Sixth St	Mental Health	8
Jannsen Road Apts	Transitional Housing	9
Jackson St	Rented to Social Services	7
DD Group Homes	Mental Health	12
Psychiatric Disabled Group Homes	Mental Health	3
Clackamas Assisted Living	Disabled	21
Harmony House	Group Home	1
Windstar/Respite	Group Home	1
Total Special Needs Housing		62
<b>Affordable Rental Housing</b>		
Easton Ridge	Bond - Affordable Housing	264
Arbor Terrace	RD - Farm Worker	25
Total Afford. Rental Housing		289
<b>Total</b>		<b>917</b>

<sup>4</sup> HACC Units Inventory.xls. Provided via email by Mr. Mark Sirois, September 2, 2008.

The HACC has been very proactive in seeking funding for outreach and services to assist its residents in helping them obtain self-sufficiency. HACC served 520 residents in public housing through 15 Programs. HACC applied for and received grant funding totaling \$261,492. The HACC was also granted \$1.26 million from HUD for Capital Fund expenditures during the fiscal 2008. These funds were used to conduct a feasibility study for redevelopment, rehabilitating 20 scattered sites with new windows and siding, replacing all exterior balcony handrails at Hillside Manor, and providing reasonable accommodations to public housing residents. Additionally, these funds, in conjunction with CDBG funds, were used to replace the elevator at Hillside Manor, a 100-unit, 9-story complex in Milwaukie.<sup>5</sup>

Public housing residents qualify for HUD residential assistance if they are earning no more than 80 percent of the area median income, based on a specified number of family members. Their rent is based upon their income. For example, tenants pay 30 percent of their adjusted gross income for rent and utilities. HACC includes water, sewer and trash collection in the rent. However, 2,718 people are currently on HACC's public housing waitlist, which has an average wait time of three years.<sup>6</sup> As noted in the HACC 2008 Annual Report, 75 percent of those housed are female head of household, 17 percent are elderly, 44 percent are disabled and 49 percent are families with children. The geographic distribution of HACC housing stock and Section 8 voucher holders is shown in Map IV.8.

**Map IV.8  
Distribution of HACC Housing and Section 8 Vouchers 2008**



<sup>5</sup> The Housing Authority of Clackamas County, FY 2008 Annual Report. October 2008.

<sup>6</sup> Source: Debbie Greene, HACC, conversation on 9/29/08.

## **OTHER ASSISTED HOUSING IN CLACKAMAS COUNTY**

In addition to the Section 8 voucher program and HACC's public housing projects, lower-income county residents can choose from over 30 low-cost apartment complexes run by private landlords. Today, there are about 2,811 units scattered throughout the county, with a variety of organizations providing these units. Caritas Community Housing Corporation manages nearly 75 units; Berry Heights Ltd Partnership has another 260 units in Oregon City. While some of these were placed in service in the 1930s and 1940, most have been created in the last three decades, with about 263 units placed in service since 2000. These data, by project name, owner and city, are presented in Table C.11 of Appendix C.

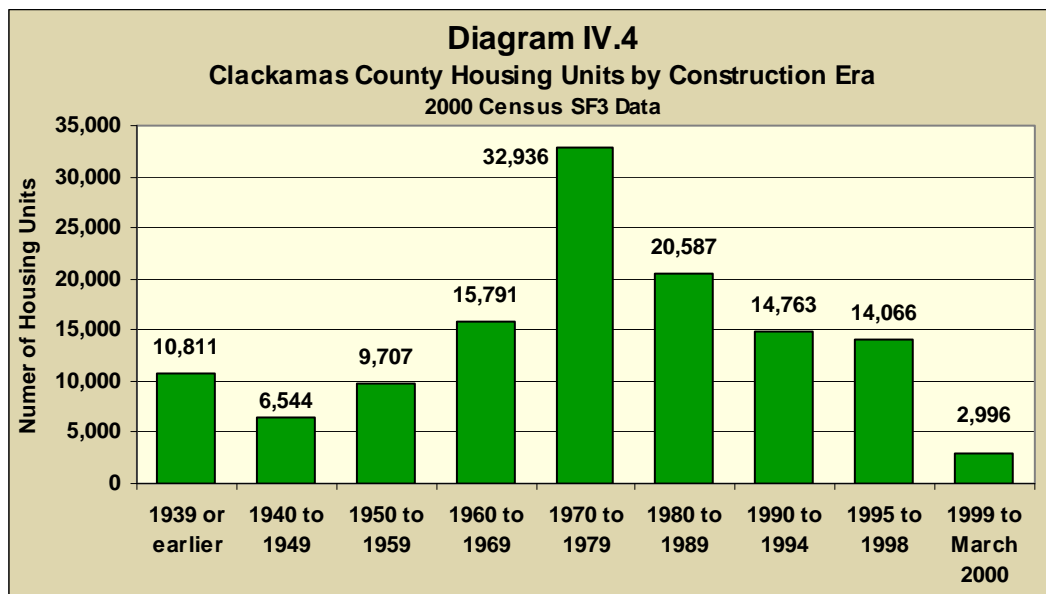
## **G. LEAD-BASED PAINT HAZARDS IN EXISTING HOUSING STOCK**

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Older homes, particularly those built prior to 1940, have a greater potential for structural problems related to inadequate foundations and floor supports, poor plumbing, outdated electrical wiring and substandard roofing, as well as a greater likelihood of lead-based paint hazards. Indeed, environmental issues play an important role in the quality of housing. Exposure to lead-based paint, which is more likely in older homes, is one of the most significant environmental threats posed to homeowners and renters.

Lead, a naturally occurring metal in the earth's crust, can be toxic for humans. Medical understanding of the harmful effects of lead poisoning on children and adults in both the short- and long-term is increasing. Evidence shows that lead dust is a more serious hazard than ingestion of paint chips. Dust from surfaces with intact lead-based paint is pervasive and poisonous when inhaled or ingested. Making the situation more difficult is the fact that lead dust is so fine that it cannot be collected by conventional vacuum cleaners.

Lead-based paint was banned from residential use in 1978 because of the health risk it posed, particularly to children. Homes built prior to 1980 have some chance of containing lead-based paint on interior or exterior surfaces. The chances increase with the age of the housing units. According to the 2000 Census, homes built before 1980 made up more than 59 percent of total housing units in Clackamas County, as seen on the next page in Diagram IV.4.



Consequently, housing units built before 1980 are much more likely than newer homes to contain lead-based paint. HUD established estimates for determining the likelihood of housing units containing lead-based paint. These estimates are as follows:

- 90 percent of units built before 1940;
- 80 percent of units built between 1940 and 1959;
- 62 percent of units built between 1960 and 1979.

In addition to the age of housing units, other factors help to determine the risk for lead-based paint problems. These include the condition of the housing unit, tenure and household income. Households with young children are also at greater risk because young children have more hand-to-mouth activity and absorb lead more readily than do adults. The two factors most correlated with the presence of lead-based paint hazards are income and rental status. Low-income residents are less likely to be able to afford proper maintenance of their homes, leading to issues such as chipped and peeling paint. Renters are not as likely to renovate their rental units, and rental property owners may not renovate their properties as often as homeowners renovate their own residences.

### LEAD-BASED PAINT HAZARDS IN CLACKAMAS COUNTY

HUD estimates of levels of lead-based paint were applied to total units by tenure and are portrayed below in Table IV.9, and show the extent of the lead-based paint problem in Clackamas County. There are some 10,876 renter units and 32,583 owner units with the potential for lead-based paint risks, of which just over 19,100 are in households with income less than \$50,000. These data are presented by community in Tables C.11 through C.15 of Appendix C.

Housing Unit Vintage	Total LBP Risks			LBP Risks to Households with Income less than \$50,000		
	Renter	Owner	Total	Renter	Owner	Total
Pre 1940	1,904	6,393	8,296	1,423	2,267	3,690
1940-1960	2,719	7,846	10,565	2,012	2,674	4,685
1961-1980	6,253	18,345	24,599	4,585	6,140	10,725
<b>Total</b>	<b>10,876</b>	<b>32,583</b>	<b>43,460</b>	<b>8,019</b>	<b>11,081</b>	<b>19,100</b>

### Lead-Based Paint Hazards for Children

Children under 6 years of age are particularly vulnerable to lead poisoning because their young bodies absorb lead more easily and because they have a tendency to put objects in their mouths. Lead poisoning in children can cause learning disabilities; speech, language and behavior problems; poor muscle coordination; decreased muscle and bone growth; and hearing damage.

Children's exposure to lead has decreased dramatically over the past few decades due to federal mandates that lead be phased out of items such as gasoline, food and beverage cans, water pipes, and industrial emissions. However, despite a ban in 1978 on the use of lead in new paint, children living in older homes are still at risk from deteriorating lead-based paint and its resulting lead-contaminated household dust and soil. Today lead-based paint in older housing remains the most common source of lead exposure for children.

Thirty-eight million housing units in the United States had lead-based paint during a 1998 to 2000 survey, down from the 1990 estimate of 64 million. Still, 24 million in the survey contained significant lead-based paint hazards. Of those with hazards, 1.2 million were homes to low-income families with children under 6 years of age.<sup>7</sup>

### National Efforts to Reduce Lead Exposure in Children

Below is a brief review of some major steps taken by the U.S. to reduce and eliminate blood lead poisoning in children.

The Lead Contamination Control Act (LCCA) of 1988 authorized the Centers for Disease Control and Prevention (CDC) to make grants to state and local agencies for childhood lead poisoning prevention programs that develop prevention programs and policies, educate the public, and support research to determine the effectiveness of prevention efforts at federal,

<sup>7</sup> Jacobs, David E., Robert P. Clickner, Joey Y. Zhou, Susan M. Viet, David A. Marker, John W. Rogers, Darryl C. Zeldin, Pamela Broene, and Warren Friedman. "The Prevalence of Lead-Based Paint Hazards in U.S. Housing." *Environmental Health Perspectives* 110 (2002): A599-606. *Pub Med*. 2 Jan. 2009 <<http://www.pubmedcentral.nih.gov/picrender.fcgi?artid=1241046&blobtype=pdf>>.

state, and local levels. The CDC has carried out these activities through its Childhood Lead Poisoning Prevention Program.<sup>8</sup>

One of the most significant actions the CDC has taken to lower blood lead levels (BLLs) in children over the past few decades is their gradual changing of the definition of an EBLL. For example, during the 1960s the criteria for an EBLL was  $\geq 60$  micrograms per deciliter ( $\mu\text{g}/\text{dL}$ ). It was then dropped to  $\geq 40$   $\mu\text{g}/\text{dL}$  in 1971, to  $\geq 30$   $\mu\text{g}/\text{dL}$  in 1978,  $\geq 25$   $\mu\text{g}/\text{dL}$  in 1985, and, most recently,  $\geq 10$   $\mu\text{g}/\text{dL}$  in 1991.<sup>9</sup>

### National Efforts to Reduce Lead Based Paint Hazards

In 1991, Congress formed HUD's Office of Healthy Homes and Lead Hazard Control to eradicate lead-based paint hazards in privately-owned and low-income housing in the U.S. One way it has done this is by providing grants for communities to address their own lead paint hazards. Other responsibilities of this office are enforcement of HUD's lead-based paint regulations, public outreach and technical assistance, and technical studies to help protect children and their families from health and safety hazards in the home.<sup>10</sup>

Then in 1992, to address the problem more directly, Congress passed the Residential Lead-Based Paint Hazard Reduction Act, also known as Title X, which developed a comprehensive federal strategy for reducing lead exposure from paint, dust and soil, and provided authority for several rules and regulations, including the following:

1. **Lead Safe Housing Rule** – mandates that federally assisted or owned housing facilities notify residents about, evaluate, and reduce lead-based paint hazards.
2. **Lead Disclosure Rule** – requires homeowners to disclose all known lead-based paint hazards when selling or leasing a residential property built before 1978. Violations of the Lead Disclosure Rule may result in civil money penalties of up to \$11,000 per violation.<sup>11</sup>
3. **Pre-Renovation Education Rule** – ensures that owners and occupants of most pre-1978 housing are given information about potential hazards of lead-based paint exposure before certain renovations happen on that unit.
4. **Lead Renovation, Repair and Painting Program Rule** – establishes standards engaging in target housing renovation that creates lead-based paint hazards.<sup>12</sup>

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<sup>8</sup> "Implementation of the Lead Contamination Control Act of 1988." Editorial. Morbidity and Mortality Weekly Report 01 May 1992: 288-90. 05 Aug. 1998. Centers for Disease Control. 31 Dec. 2008 <<http://www.cdc.gov/mmwr/preview/mmwrhtml/00016599.htm>> .

<sup>9</sup> Lanphear, MD MPH, Bruce P et al. "Cognitive Deficits Associated with Blood Lead Concentrations" Public Health Reports 115 (2000): 521-29. Pub Med. 5 Jan. 2009 <<http://www.pubmedcentral.nih.gov/picrender.fcgi?artid=1308622&blobtype=pdf>> .

<sup>10</sup> "About the Office of Healthy Homes and Lead Hazard Control." 03 May 2008. U.S. Department of Housing and Urban Development. 31 Dec. 2008 <<http://www.hud.gov/offices/lead/about.cfm>> .

<sup>11</sup> "Lead Programs Enforcement Division - HUD." Homes and Communities - U.S. Department of Housing and Urban Development (HUD). 31 Dec. 2008 <<http://www.hud.gov/offices/lead/enforcement/index.cfm>> .

<sup>12</sup> "Lead: Rules and Regulations | Lead in Paint, Dust, and Soil | US EPA." U.S. Environmental Protection Agency. 31 Dec. 2008 <<http://www.epa.gov/lead/pubs/regulation.htm>> .

More recently, a ten-year goal was set in February of 2000 by President Clinton's Task Force on Environmental Health Risks and Safety Risks to Children to eliminate childhood lead poisoning in the U.S. as a major public health issue by 2010. As a means to achieve this goal, they released the following four broad recommendations in their "Eliminating Childhood Lead Poisoning: A Federal Strategy Targeting Lead Paint Hazards," report:

1. **Prevent lead exposure in children** by, among other actions, increasing the availability of lead-safe dwellings through increased funding of HUD's lead hazard control program, controlling lead paint hazards, educating the public about lead-safe painting, renovation and maintenance work, and enforcing compliance with lead paint laws.
2. **Increase early intervention to identify and care for lead-poisoned children** through screening and follow-up services for at-risk children, especially Medicaid-eligible children, and increasing coordination between federal, state and local agencies who are responsible for lead hazard control, among other measures.
3. **Conduct research** to, for example, develop new lead hazard control technologies, improve prevention strategies, promote innovative ways to decrease lead hazard control costs, and quantify the ways in which children are exposed to lead.
4. **Measure progress and refine lead poisoning prevention strategies** by, for instance, implementing monitoring and surveillance programs.

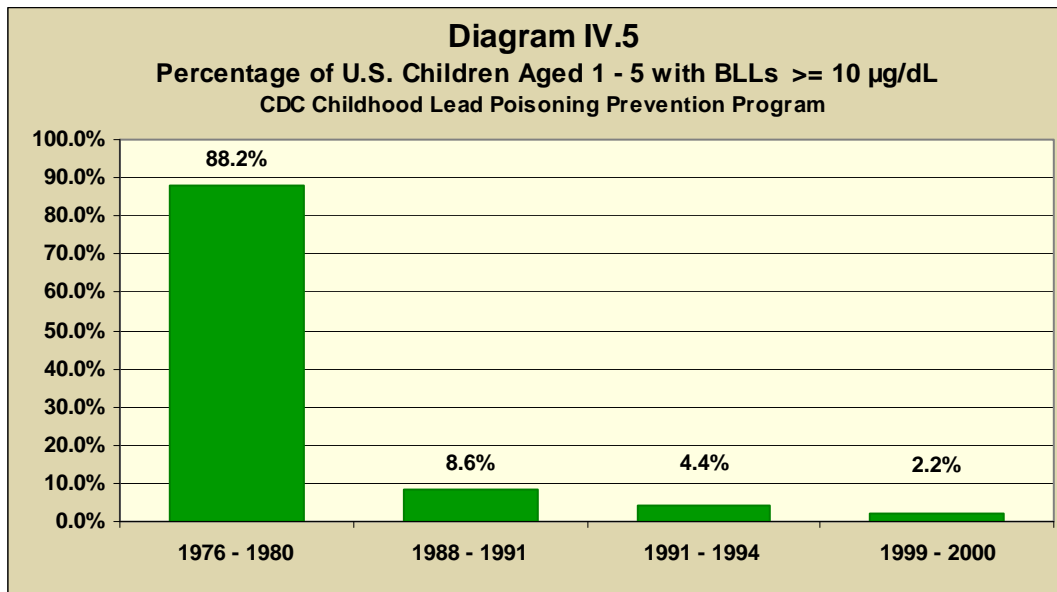
### Results of National Efforts

All of these coordinated and cooperative efforts at the national, state and local levels have created the infrastructure needed to identify high-risk housing and to prevent and control lead hazards. Consequently, EBLs in U.S. children have decreased dramatically. For example, in 1978 nearly 14.8 million children in the U.S. had lead poisoning; however, by the early 90s that number had dropped substantially to 890,000.<sup>13</sup> Diagram IV.5, below, illustrates this significant reduction in BLLs among young children over the past several decades.<sup>14</sup>

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<sup>13</sup> Eliminating Childhood Lead Poisoning: A Federal Strategy Targeting Lead Paint Hazards. Feb. 2000. President's Task Force on Environmental Health Risks and Safety Risks to Children. 31 Dec. 2008 <<http://www.cdc.gov/nceh/lead/about/fedstrategy2000.pdf>> .

<sup>14</sup> "Childhood Lead Poisoning Prevention Program | Statement on EBLs | CDC." Centers for Disease Control and Prevention. 31 Dec. 2008 <<http://www.cdc.gov/nceh/lead/research/kidsBLL.htm>> .



Amidst all of this success, a debate exists in the field of epidemiology about the definition of EBLLs in children. A growing body of research suggests that considerable damage occurs even at BLLs below 10  $\mu\text{g}/\text{dL}$ . For example, inverse correlations have been found between BLLs  $< 10 \mu\text{g}/\text{dL}$  and IQ, cognitive function, and somatic growth.<sup>15</sup> Further, some studies assert that some effects can be more negative at BLLs below 10  $\mu\text{g}/\text{dL}$  than above it.<sup>16</sup>

While the CDC acknowledges these associations and does not refute that they are, at least in part, causal, they have yet to lower the level of concern below 10  $\mu\text{g}/\text{dL}$ . The reasons the CDC gives for this decision are as follows: it is critical to focus available resources where negative effects are greatest, setting a new level would be arbitrary since no exact threshold has been established for adverse health effects from lead, and the ability to successfully and consistently reduce BLLs below 10  $\mu\text{g}/\text{dL}$  has not been demonstrated.<sup>17</sup>

## H. HOUSING DEMAND FORECAST FOR CLACKAMAS COUNTY

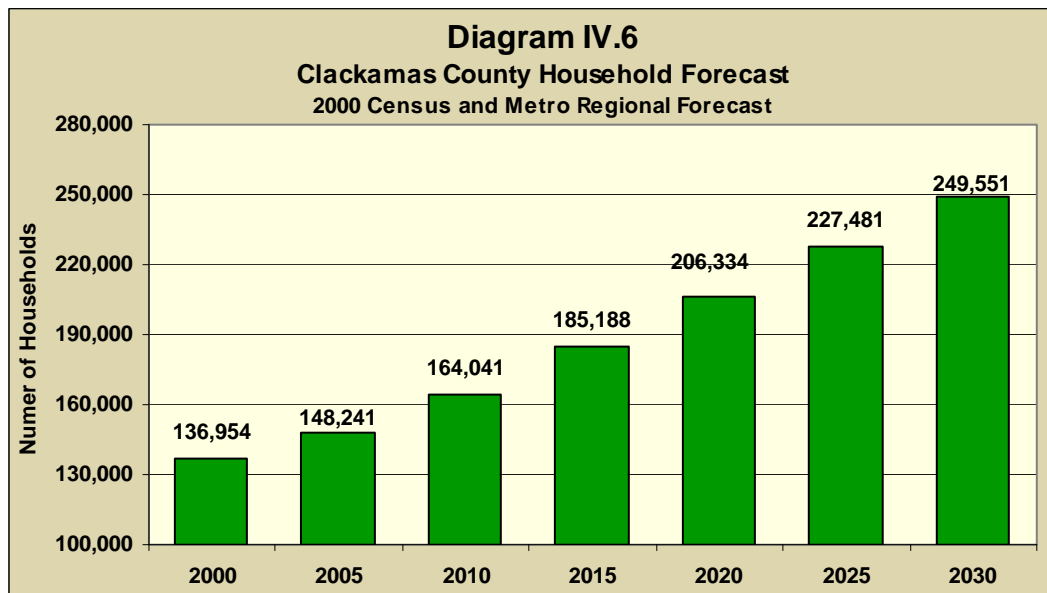
Using the population forecast presented in Section III of this document, a household forecast was created for Clackamas County. Assuming similar persons per household and housing occupancy rates, the total number of households expands significantly over the

<sup>15</sup> Preventing Lead Poisoning in Young Children. Aug. 2005. Centers for Disease Control and Prevention. 30 Dec. 2008 <<http://www.cdc.gov/nceh/lead/Publications/PrevleadPoisoning.pdf>>.

<sup>16</sup> Matte, MD, MPH, Thomas D., David Homa, PhD, Jessica Sanford, PhD, and Alan Pate. A Review of Evidence of Adverse Health Effects Associated with Blood Lead Levels  $< 10 \mu\text{g}/\text{dL}$  in Children. Centers for Disease Control and Prevention, Work Group of the Advisory Committee on Childhood Lead Poisoning Prevention. 2 Jan. 2009 <[http://www.cdc.gov/nceh/lead/ACCLPP/SupplementalOct04/Work%20Group%20Draft%20Final%20Report\\_Edited%20October%207,%202004%20-%20single%20spaced.pdf](http://www.cdc.gov/nceh/lead/ACCLPP/SupplementalOct04/Work%20Group%20Draft%20Final%20Report_Edited%20October%207,%202004%20-%20single%20spaced.pdf)>.

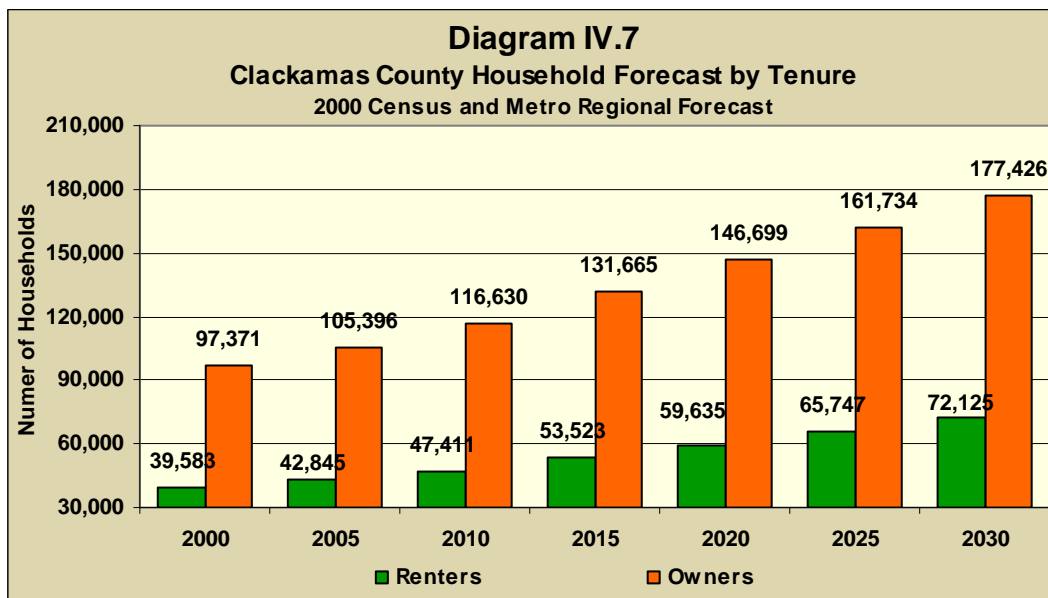
<sup>17</sup> Preventing Lead Poisoning in Young Children. Aug. 2005. Centers for Disease Control and Prevention. 30 Dec. 2008 <<http://www.cdc.gov/nceh/lead/Publications/PrevleadPoisoning.pdf>>.

next 25 years, reaching nearly 250,000 throughout the county, as seen below in Diagram IV.6.



This particular forecast assumes a uniform household growth rate for each of the communities in the county, corresponding with the Metro TAZ population prediction for each of the communities. This household forecast has been separated into renter and homeowner households. By 2030, Clackamas County is expected to have some 177,426 homeowner households, with 72,125 renter households. Hence, between 2000 and 2030, the county will see another 80,054 homeowners and another 32,542 renter households, as seen in Diagram IV.7 on the following page.

The renters and homeowners in this prediction have also been segmented by level of household income, with distinct numbers of households with incomes from 0 to 30 percent of median, 31 to 50 percent of median, 50 to 80 percent of median, 80 to 95 percent of median, and all remaining householders that have incomes above 95 percent of median family income. For those renters in the extremely-low-income group, with incomes less than 30 percent of median family income, Clackamas County had 6,329 of these households in 2000, but this will rise to more than 11,500 by 2030.



Additionally, homeowners in this same income category will rise, but by a smaller amount, increasing by about 3,261 households over the entire forecast horizon. These and the other income groups are presented below in Table IV.10.

Income Group	2000	2005	2010	2015	2020	2025	2030	2000-30 Change
<b>Renters</b>								
0 - 30%	6,329	6,850	7,580	8,558	9,535	10,512	11,532	5,203
30.1% - 50%	6,335	6,857	7,588	8,566	9,545	10,523	11,544	5,208
50.1% - 80%	9,998	10,822	11,976	13,520	15,064	16,607	18,219	8,220
80.1% - 95%	4,111	4,450	4,924	5,559	6,193	6,828	7,491	3,380
Above 95%	12,809	13,865	15,343	17,320	19,298	21,276	23,340	10,531
<b>Total Renters</b>	<b>39,583</b>	<b>42,845</b>	<b>47,411</b>	<b>53,523</b>	<b>59,635</b>	<b>65,747</b>	<b>72,125</b>	<b>32,543</b>
<b>Owners</b>								
0 - 30%	3,967	4,294	4,751	5,364	5,976	6,589	7,228	3,261
30.1% - 50%	6,243	6,758	7,478	8,442	9,406	10,370	11,376	5,133
50.1% - 80%	13,480	14,591	16,146	18,228	20,309	22,391	24,563	11,083
80.1% - 95%	8,519	9,221	10,204	11,519	12,834	14,150	15,523	7,004
Above 95%	65,163	70,533	78,051	88,112	98,174	108,235	118,736	53,574
<b>Total Owners</b>	<b>97,371</b>	<b>105,396</b>	<b>116,630</b>	<b>131,665</b>	<b>146,699</b>	<b>161,734</b>	<b>177,426</b>	<b>80,054</b>
<b>Total</b>	<b>136,954</b>	<b>148,241</b>	<b>164,041</b>	<b>185,188</b>	<b>206,334</b>	<b>227,481</b>	<b>249,551</b>	<b>112,597</b>

The information in Table IV.10 extends considerably past the endpoint for the 2009-2011 Consolidated Plan. Hence, specific estimates of these households were created for the year 2012. The county is expected to have some 172,500 households, with 49,504 renters and another 122,996 homeowners, as seen in Table IV.11, on the following page. The county is anticipated to add several thousand households in the next few years, rising about

24,259 households between 2005 and 2012. This is a relatively strong rise in demand for housing units.

<b>Place</b>	<b>Homeowners</b>	<b>Renters</b>	<b>Total Households</b>
Barlow	42	10	52
Canby	3,436	3,225	6,662
Damascus	5,390	2,191	7,581
Estacada	707	438	1,145
Gladstone	3,069	1,625	4,694
Happy Valley	5,641	278	5,918
Johnson City	430	38	468
Lake Oswego	12,402	5,100	17,501
Milwaukie	5,741	3,704	9,445
Molalla	1,862	863	2,726
Oregon City	8,141	5,536	13,677
Rivergrove	107	20	127
Sandy	2,659	1,235	3,894
West Linn	8,550	2,324	10,874
Wilsonville	5,471	4,659	10,130
Rest of County	59,348	18,258	77,606
<b>Total</b>	<b>122,996</b>	<b>49,504</b>	<b>172,500</b>