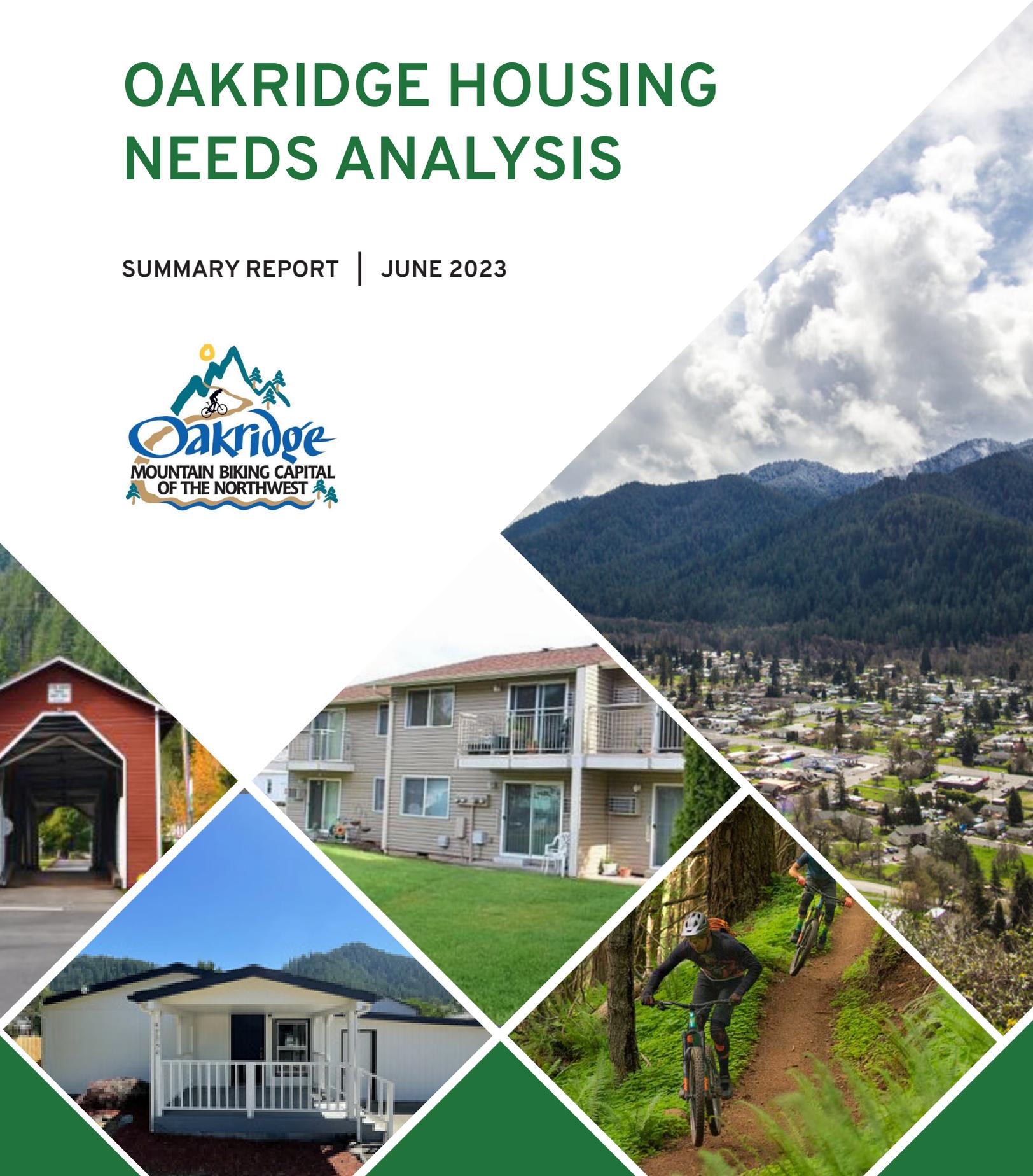


OAKRIDGE HOUSING NEEDS ANALYSIS

SUMMARY REPORT | JUNE 2023



ACKNOWLEDGMENTS

STAFF

Rick Zylstra, Community Development Director, City of Oakridge

James M. Cleavenger, City Administrator, City of Oakridge

CITY COUNCIL MEMBERS

Bryan Cutchen, Mayor, City of Oakridge

Dawn Kinyon, Council President, City of Oakridge

Dirk “Poncho” Tarman, Councilmember, City of Oakridge

Melissa Bjarnson, Councilmember, City of Oakridge

Jan Hooker, Councilmember, City of Oakridge

Michelle Coker, Councilmember, City of Oakridge

PLANNING COMMISSION MEMBERS

Kevin Gobelman, Chairperson

Gail Partain, Vice Chair

John McClelland, Commissioner

Don Grant, Commissioner

Jeffrey Reed, Commissioner

CONSULTANTS

Jamin Kimmell, Partner, Cascadia Partners

Ayano Healy, Senior Associate, Cascadia Partners

Sylvia Leon-Guerrero, Senior Associate, Cascadia Partners

Tara Sorrels, Associate, Cascadia Partners

Ciara Williams, PPDA Intern, Cascadia Partners

TABLE OF CONTENTS

Introduction	4
Housing Needs Projection	5
Community Survey Results	10
Buildable Land Inventory	12
Residential Land Needs Analysis	14
Measures to Accomodate Needed Housing	16
Recommended Housing Strategies and Tools	17

Appendices

- A: Buildable Land Inventory Memo
- B: Housing Needs Projection Memo
- C: Residential Land Needs Analysis Memo
- D: Measures to Accomodate Needed Housing Memo



INTRODUCTION

Whether you rent or look to purchase a home, housing in Oregon is becoming increasingly scarce and expensive. As housing becomes less available and home prices and rents continue to increase, housing options become limited, especially for low income households that are most vulnerable to rising costs.

The City of Oakridge is no exception to these statewide trends. Currently, there are limited housing options to meet the needs for both existing and future residents of Oakridge. Luckily, the city has more than enough land for future housing and can utilize the housing production strategies contained within this report to facilitate a greater variety of housing types to accommodate future housing needs.

This report will help the City of Oakridge understand its housing demand and existing housing stock, the availability of land for residential uses, and the types of housing that are most needed. The report concludes with a set of key recommendations for strategies the City can adopt to help produce the needed housing.

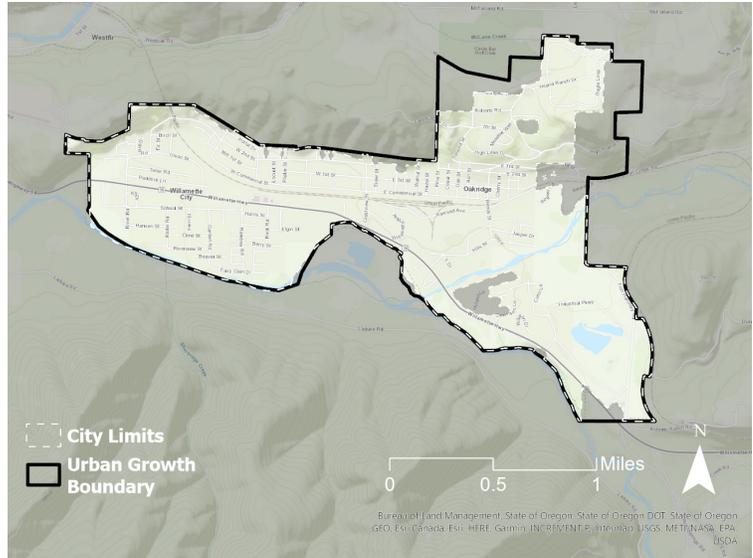
HOUSING NEEDS PROJECTION

How much housing does Oakridge need in the future?

Oakridge needs **368** housing units to accommodate the city’s growth of 755 new residents over the next 20 years.

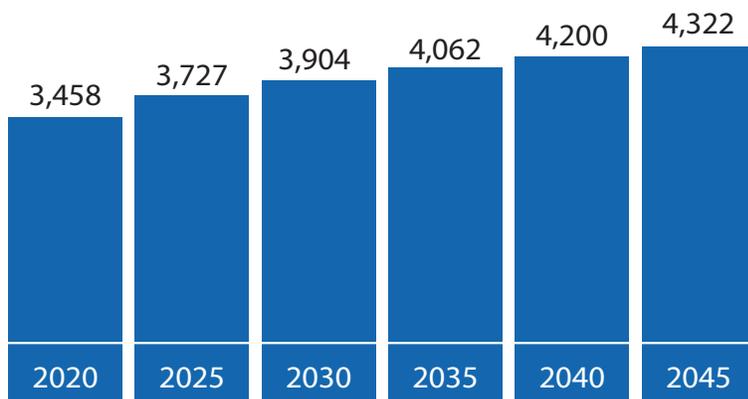
Population growth is a primary factor that influences a city’s housing need and demand. For this reason, population projections are helpful in estimating how much housing Oakridge will need in the next 20 years.

The City of Oakridge reached a record-high population of 3,238 people in 2021. Lane County also attained a new record population of 88,916 with 1,000 new residents added between July 2, 2020 and July 1, 2021. Over the past two decades, Oakridge has grown much slower than Lane County.



Map 1. City of Oakridge Jurisdiction Boundaries

Long-range population forecasts prepared by the Population Research Center at Portland State University project that 755 new residents will be added to the Oakridge Urban Growth Boundary (UGB) over the next 20 years. This equates to an annual average growth rate (AAGR) of 0.57%. Assuming that household sizes stay relatively the same over the next 20 years, Oakridge will need roughly 368 new housing units to house its 755 additional residents.



Oakridge’s Population Forecast

U.S. Census Bureau, 2000 and 2010 Censuses, Population Research Center, Portland State University

What type of housing does Oakridge need?

Oakridge needs more affordable housing types for middle or lower income households, such as townhomes/plexes, multifamily, and manufactured homes in parks.

While population growth can help determine how much housing is needed, demographic trends and the current housing stock in Oakridge influence the type of housing needed. Housing choice and needs can differ from household to household. For example, a family of four may want to live in a single family home with a yard, while a seasonal worker or young family may just need an affordable rental apartment.

The following demographic and housing trends shed light on the housing choices faced by households in Oakridge. These trends reveal gaps in existing housing stock when it comes to meeting existing housing needs, and they affect what housing types are most needed in Oakridge in the over the next 20 years.

Average age has decreased and household size has increased in the last 10 years, falling in line with state and county averages.



2020 ACS 5-Year Estimates

While the median age of residents in the City of Oakridge is about the same as the state and county averages, it dropped from 48.7 to 39.7 in the last 10 years. Average household size in Oakridge has increased slightly over the last decade, from 2.31 people per dwelling in 2010 to 2.36 in 2020.

The significant drop in median age and slight increase in average household size may indicate that young households are choosing to stay in Oakridge and raise their families and that young people are choosing to move to town. Young people tend to be renters, indicating a potential need for affordable rental apartments. Young families with children also require entry-level ownership housing options, such as smaller single-family houses or townhouses.

Oakridge has a significantly higher share of low income households compared to the county and region.



Median Family Income, 2020
2020 ACS 5-Year Estimates

In 2020, the median family income (MFI) in Lane County was \$72,200, compared to \$32,583 in the City of Oakridge. Using the U.S. Housing and Urban Development area median income estimate (\$72,200) as a gauge, today nearly 3 out of 4 households in Oakridge could qualify as “low income” earning less than 80% of the area median income. This indicates that Oakridge will continue to need subsidized housing units for lower income households and lower cost market rate housing of all types, such as manufactured homes in parks and multi-family units.

Nearly 3 out of 4 households in Oakridge could qualify as “low income” earning less than 80% of the area median income.

Oakridge + Westfir, Households by Income
2020 ACS 5-Year Estimates



Over 40% of residents spend more than one-third of their income on housing, regardless if they rent or own.

The share of households that are cost burdened (defined as spending more than 30% of your income on housing) is similar for both renters and homeowners. This indicates there is both a lack of affordable rental units and for-sale housing options. For example, young families with children may not be able to find entry-level for-sale housing options and are forced to “trade up” to larger, more expensive homes.

OWNERS EXPERIENCING HOUSING BURDEN



RENTERS EXPERIENCING HOUSING BURDEN



Share of Owners & Renters Experiencing Housing Burden
2020 ACS 5-Year Estimates

Median home values are increasing and current rents and sales prices are out of reach for many middle and lower income households.

As of the time of this report, there were no current for-sale listings that are affordable to households earning between 80% and 120% of MFI, which equates to roughly \$58,000 to \$87,000 annual income. These households could afford a home priced between \$110,000 to \$189,000. The median home value in 2022 was \$264,000, up 18% from 2020. This indicates a need for lower cost for-sale housing to be developed in the future, which could include townhouses or detached houses on smaller lots.

	2020	2021	2022	Annual % Change
Oakridge	\$191,000	\$217,000	\$264,000	17.6%
Westfir	\$218,000	\$245,000	\$300,000	17.3%
Lane County	\$372,700	\$407,000	\$487,000	14.4%
Oregon	\$319,000	\$354,000	\$430,700	16.3%

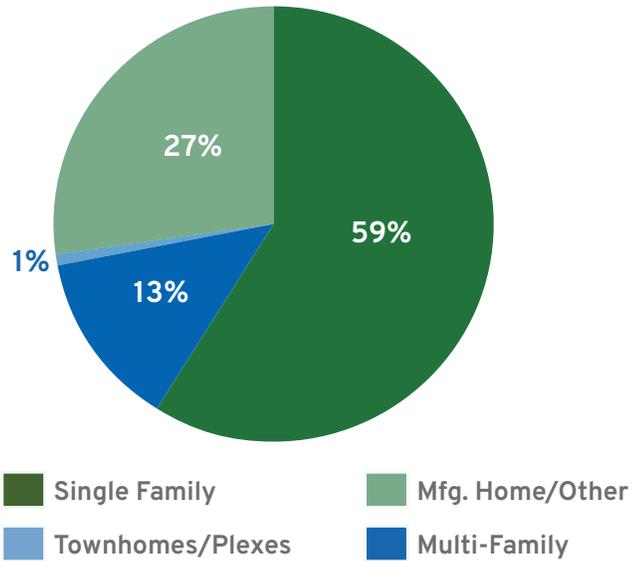
Median Home Values
Zillow; Analysis by FCS Oct 10, 2022

Over 95% of housing built in the last 20 years have been single-family detached units.

Although single-family detached housing is the most prevalent housing type for most Oregon cities, it is often less affordable than multifamily units or townhouses.

About 59% of the existing housing stock in Oakridge is single-family detached. However, 95% of new housing built since 2000 were either site-built single-family detached homes or manufactured homes on individually owned lots. Only 4 townhouses/plex units were built during the same time frame. No multi-family units have been built since 2000.

Existing Mix of Housing Types

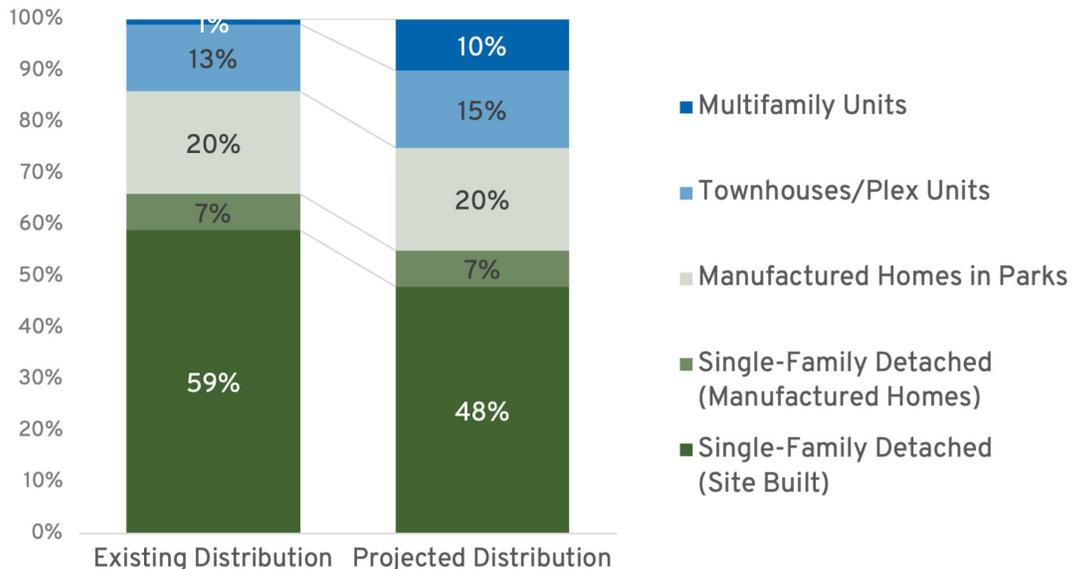


Share of Unit Type by Housing Tenure 2019 ACS 5-Year Estimates

Oakridge must plan for development of wider variety of housing types in order to meet current and future housing needs.

The current housing stock is not aligned with the need for a wider variety of housing types for lower income households, aging households, young families, and other groups. The projected housing need includes a higher share of townhome/plex units and multi-family units and a lower share of detached single-family homes.

Projected Housing Need by Type



HOUSING NEED SURVEY RESULTS

Understanding the community's housing needs

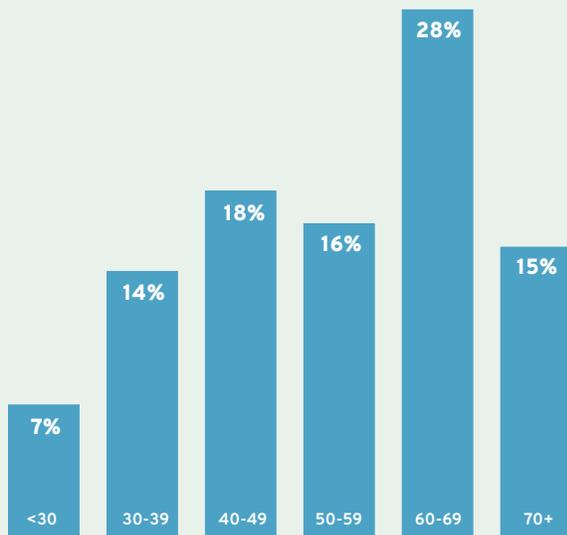
The Housing Needs Community Survey was open for roughly weeks between August 15 through October 2, 2022. The purpose of the online survey was to understand residents' concerns and priorities related to current and future housing needs. The survey was promoted on city-managed social media channels, the survey link was included in all Westfir and Oakridge residents water bills, and was highlighted in the Highway 58 Herald.

The survey received 247 responses from Oakridge and Westfir residents during the roughly six weeks that it was open. The following sections highlight who participated in the survey and their key housing-related concerns.



Who did we hear from?

Age



Race and Ethnicity



Housing Tenure



Gender Identity



What did we hear?

Overall, survey respondents were most concerned with the lack of available, affordable places to rent or own. Many expressed concern that the available housing supply was being used for short term rentals (i.e. AirBnBs) rather than to serve current residents.

Some respondents suggested the cities should implement restrictions for short term rentals and/or use them to more effectively generate revenue for the city. Survey respondents also identified the connection between housing and economic development, and the need to bring more jobs and amenities to the area.

TOP THREE MOST IMPORTANT HOUSING-RELATED ISSUES FOR CURRENT RESIDENTS IN OAKRIDGE & WESTFIR:

- 1 Lack of housing that is affordable**
- 2 Lack of choices of housing types and sizes**
- 3 Competing pressures of short-term rentals**

WHAT ARE SOME THINGS THE CITIES OF OAKRIDGE & WESTFIR CAN DO TO HELP MEET HOUSING NEEDS?

Create additional opportunities for middle housing types, such as duplexes, townhomes, and apartments (62%)

Dedicate resources to help subsidize the development of income-restricted affordable housing (53%)

Provide infrastructure (water, sewer, and roads) to create new planned unit developments or single-family subdivisions (38%)

For more information, please see Appendix D for the Community Engagement memo.

BUILDABLE LAND INVENTORY

How much land in Oakridge is available to build new housing?

Oakridge has 246 acres of land available to build new housing.

It is critical that cities have an accurate estimate of the supply of land available for housing development. In accordance with statewide planning goals, a city must accommodate its 20-year housing need within the current limits of the Urban Growth Boundary (UGB). Further, a shortage of land for housing overall or for certain housing types will contribute to underproduction of housing and rising housing costs.

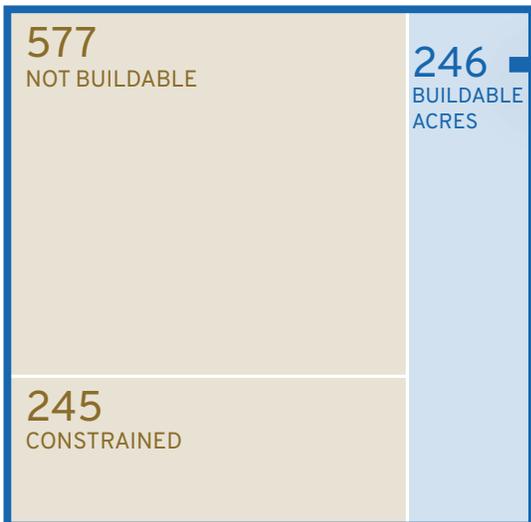
Based on the conditions that qualify land as available for housing, Oakridge has about 246 buildable acres available within the Urban Growth Boundary (UGB) to build new housing. These estimates include only land where housing is allowed to be built under zoning rules and is not already developed, committed to a non-residential use, or constrained by environmental features like wetlands.

About 77% of the total buildable acres are zoned Low-Density Residential (R1), which allows for a limited range of housing types including single family homes, manufactured homes on individual lots, duplexes or triplexes on larger lots or corner lots. The remaining 23% of buildable acres are available across commercial zones, the mixed use zone, or in areas outside the City limits that are planned for housing in the Urban (U) or Rural (R) comprehensive plan designation.

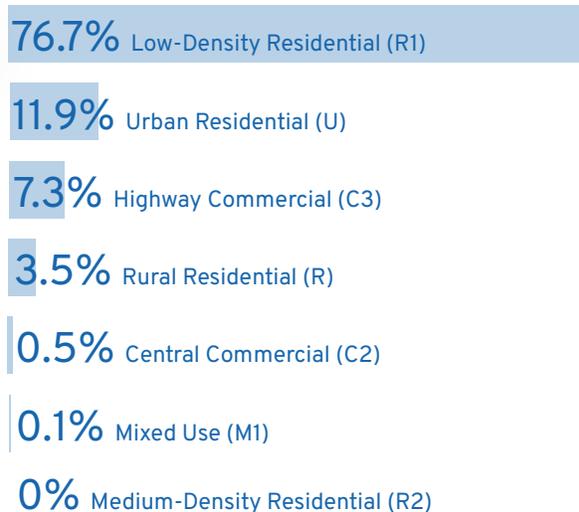
What qualifies land as available for housing?

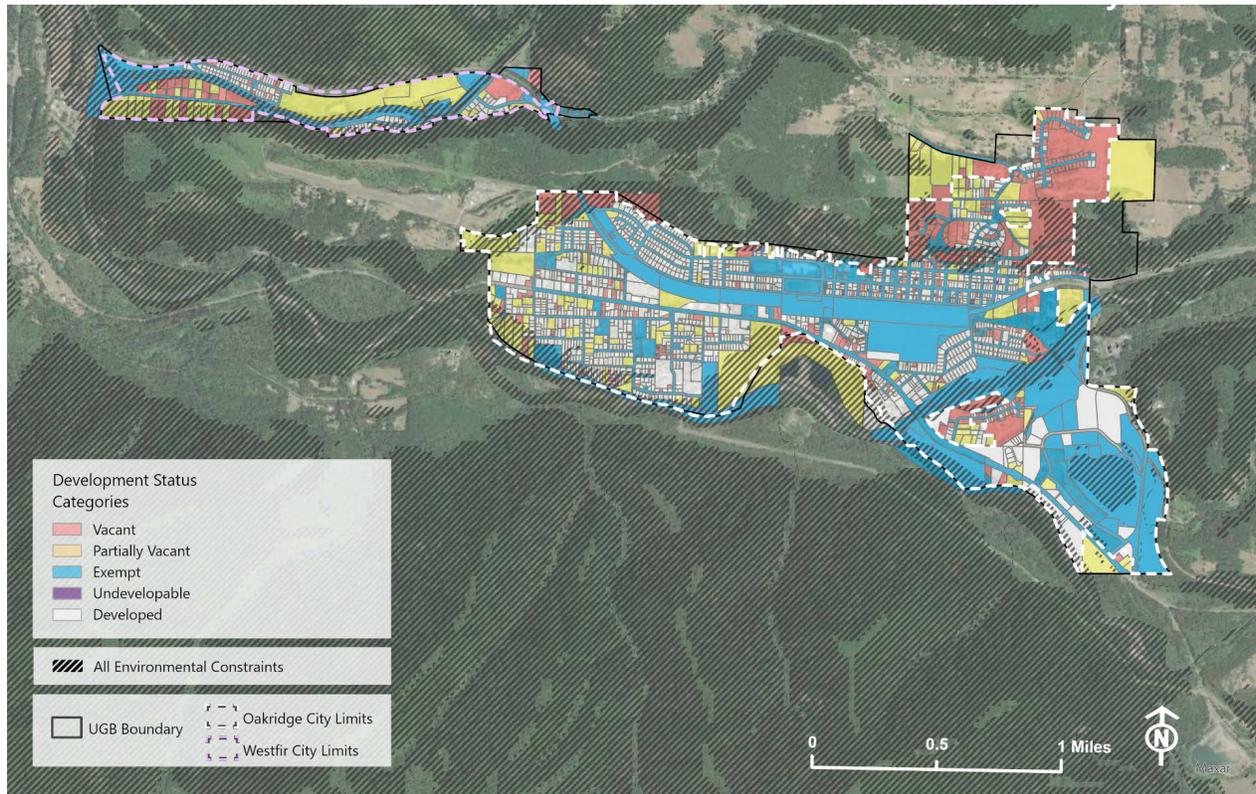
-  Land that is zoned to allow residential development.
-  Land that is vacant and large enough to legally build a residential structure.
-  Land that is not constrained by environmental features and hazards such as steep slopes or flood zones.

1,068 GROSS ACRES



BUILDABLE ACRES BY ZONE





Map 2. Buildable Land Inventory

Classifying Land

To identify land that is vacant and large enough to legally build a residential structure, properties that allow residential uses in Oakridge were classified into different development status categories defined below. Properties that were identified as Vacant and Partially Vacant in this map qualify as available for housing, unless they have environmental constraints preventing development.

Definitions

Vacant. Parcels with no structure or with very low improvement values.

Partially Vacant. Parcels larger than a 1/2 acre that are occupied by an existing structure with an improvement value over \$10,000 but have enough land for new housing.

BUILDABLE ACRES BY DEVELOPMENT STATUS



Undevelopable. Parcels that are not developable because they are too small to build new housing.

Public or exempt. Parcels unlikely to be developed because they are restricted by existing public uses or they are considered exempt from new housing.

Developed. Parcels unlikely to develop additional housing because they possess existing building structures that are unlikely to redevelop in the next 20 years.

For more information, please see Appendix A for the Buildable Lands Inventory memo.

RESIDENTIAL LAND NEEDS ANALYSIS

Does the city of Oakridge have enough available land to build needed housing?

Oakridge has more than enough land to accommodate population growth over the next 20 years; however, zoning changes are necessary to ensure that there is enough land available to support development of a variety of housing types and meet current and future housing needs.

According to the 20-year housing needs projection, Oakridge will need an additional 368 units to accommodate the city’s growth in the next 20 years. The buildable land inventory identified 246 acres of buildable vacant and partially vacant land in Oakridge. It is estimated that 1,230 housing units could be developed on these buildable lands, exceeding the projected need for 368 units. Oakridge does not have a deficit of buildable residential land in total.

Oakridge has a substantial surplus of land for single-family detached housing. There is capacity for approximately 1,100 new single-family detached houses, but there is only a projected need for about 200 houses over the next 20 years.

There is not enough land that is zoned appropriately to support development of multi-family housing. Multi-family housing is only permitted in the R-2 zone, the commercial zones, and the mixed-use zones. There is no buildable land remaining in the R-2 zone and limited buildable land in the commercial and mixed-use zones.

There is no capacity for manufactured homes in new manufactured home parks. Manufactured home parks are only permitted with a conditional use permit in the R-2 and M1 zones, which have little or no buildable

SINGLE FAMILY HOUSES (SITE-BUILT AND MANUFACTURED HOMES ON LOTS)

1,128	202	926
Capacity	Need	Surplus

TOWNHOME/PLEX UNITS

82	55	27
Capacity	Need	Surplus

MULTI-FAMILY UNITS

24	37	-13
Capacity	Need	Deficit

MANUFACTURED HOMES IN PARKS

0	74	-74
Capacity	Need	Deficit

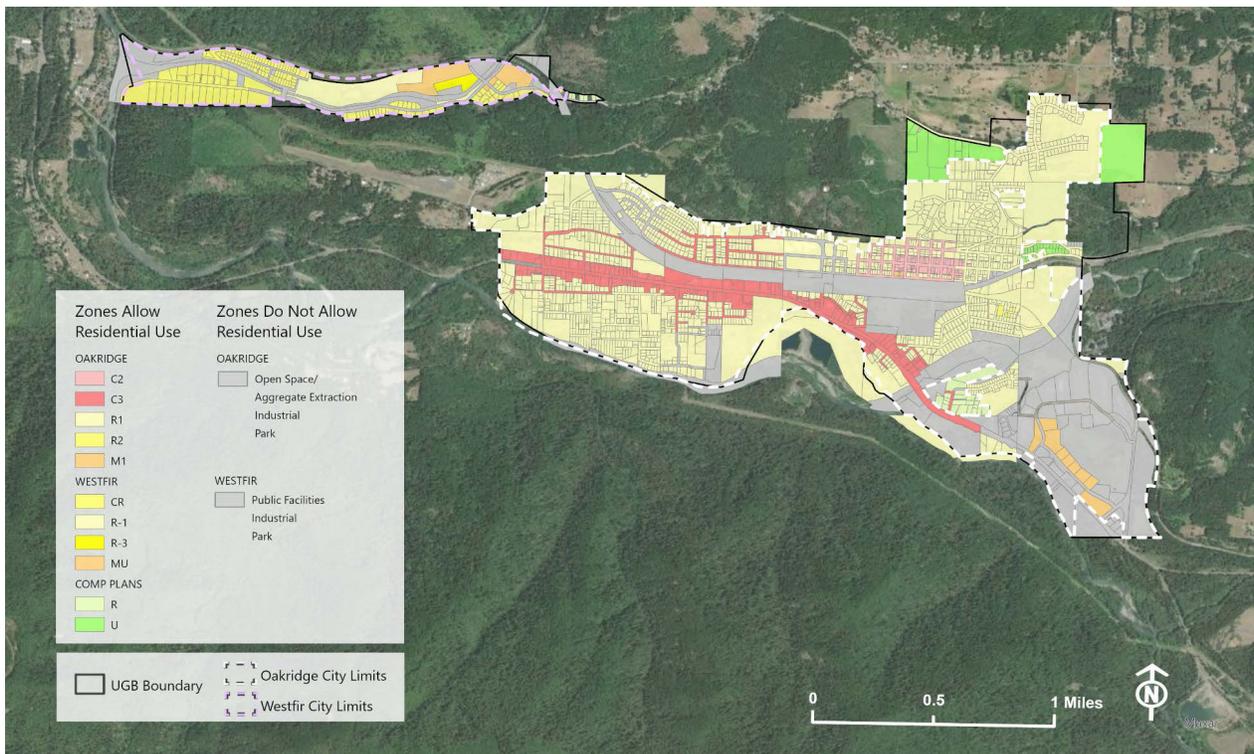
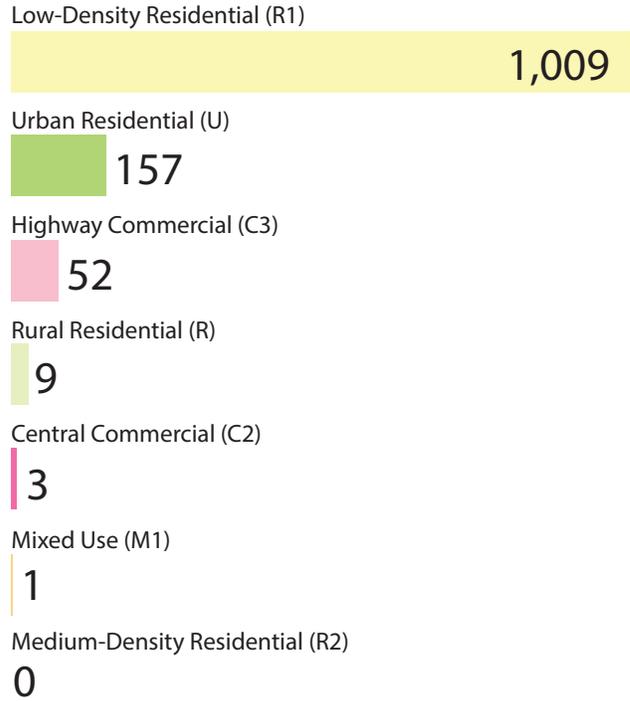
20-year Estimated Capacity vs. Housing Need
Oakridge Housing Needs Projection, 2022

land. There may be some capacity for adding new manufactured homes in existing parks, but data is not readily available on the capacity in existing parks. It is unlikely that the capacity of existing parks would meet the 20-year projected need for approximately 74 manufactured homes in parks.

Unit Capacity by Zone

To evaluate the sufficiency of the supply of residential land, a housing unit capacity was estimated for each zone. The housing unit capacity is based on the amount of buildable land in each zone, the allowed densities and housing types in each zone, and past development trends.

As shown in the chart below, the great majority of the City’s capacity for new housing is in the R1 zone. The U and C3 zones could contribute to meeting a smaller portion of the City’s housing needs in the future, however, neither of these zones has seen new housing built in the last 22 years. This indicates that it is critical that the land zoned R1 is able to be developed with a range of housing types in the future. Please see the next section for additional housing production strategies and approaches.



Map 3. Residential Land Base Map

For more information, please see Appendix C for the Residential Land Needs Analysis memo.

MEASURES TO ACCOMODATE NEEDED HOUSING

What changes must be made to support housing needs?

The City needs to expand capacity for multi-family housing and manufactured home parks within its UGB to meet the 20-year projected housing need for these housing types.

These measures must be implemented prior to, or concurrent with, adoption of the HNA into the City's Comprehensive Plan. These measures are necessary for establishing compliance with ORS 197.296 and OAR Section 660-024-0050(4), which require that the City maintain capacity on buildable lands within the UGB to meet 20-year housing needs.

Four options were identified for code and zoning map amendments. Appendix D presents an analysis of these options to address the capacity deficit for both multi-family housing and manufactured homes in parks. Each option includes a description, a summary of its impact on housing capacity, and considerations for implementation.

The appropriate option will be selected and implemented as part of a future development code update project. Adoption of these code amendment must occur prior to, or concurrent with, adoption of the HNA.

These measures represent potential implementations of Strategy #1 and Strategy #6 in the Recommended Strategies in the following section of the HNA.

These measures are the minimum actions necessary to address the capacity deficits for multi-family housing and manufactured homes in parks. Other variations of those strategies can be implemented in addition to these measures to further expand capacity for needed housing types and remove barriers to housing development.

Options to Address Capacity Deficit for Multi-Family Housing

- 1 Allow Multi-Family Housing Outright in the Old Town Design Subdistrict
- 2 Allow Multi-Family Housing Outright in the C3 Zone
- 3 Rezone 11.5 Acres of Buildable Land From R1 to R2
- 4 Rezone 7.0 Acres of Buildable Land From R1 to R3

Options to Address Capacity Deficit for Manufactured Homes in Parks

- 1 Allow Manufactured Homes in Parks in the R1 Zone
- 2 Rezone 49 Acres of Land From R1 to R2

RECOMMENDED HOUSING STRATEGIES AND TOOLS

What housing strategies can Oakridge implement to build needed housing?

Oakridge has more than enough land to build needed housing. However, despite the City's large surplus of land, past development trends are indicating that Oakridge falls short of producing the more affordable and smaller housing types it needs, such as townhomes and multi-family housing.

This section presents a summary of the housing strategy recommendations that the City could consider to help Oakridge produce the housing its residents need. The following

recommended housing strategies primarily address zoning or regulatory barriers that can stifle housing production.

The City may also consider additional tools and strategies such as financial incentives, infrastructure projects, and partnerships. A selection of these tools are presented following the regulatory strategies.

1. Identify targeted areas to rezone for higher density housing

Strategy: Identify areas for targeted rezoning from Low-Density Residential (R1) to Medium-Density Residential (R2) or another zone that allows higher density housing.

Rationale: There is a significant surplus of land available for single-family detached houses and a relatively smaller surplus of land available for townhouses, and a deficit of land for multi-family housing. The R2 zone allows both these housing types at relatively high densities. Higher density improves development feasibility and potential affordability.

Implementation Considerations:

- Using the Buildable Land Inventory for guidance, identify properties or areas that are vacant or partially vacant and have sufficient access to infrastructure, but currently zoned in R1 or the Urban Residential (U) plan designation.

- Prioritize properties that are close to existing services and amenities and are within a single ownership or a small number of owners.
- The City may legislatively rezone the properties or may adopt a policy stating they would support an application if the property owner applies for a rezone.



2. Reduce minimum lot size standards

Strategy: Reduce minimum lot size standards in one or more of the city’s residential and zones, particularly for townhomes, duplexes, and triplexes.

Rationale: The minimum lot size requirements of the Oakridge Zoning Code are a significant barrier to infill development and encourage inefficient use of land.

Implementation Considerations:

- Do not require a larger lot for a duplex or triplex than what is required for a single-family house. This discourages building smaller, more affordable units because developers must recoup the costs of additional land area needed for each unit.
- Consider reducing the minimum lot size standards for single-family detached houses and townhomes in the R-2 zone.

This would make it more attractive to build smaller, for-sale units.

- Consider how other development standards may need to be adjusted when reducing minimum lot size to ensure sufficient unit sizes and address issues such as lot coverage and building scale.

Minimum Lot Size Standards (sq. ft)

Housing Type	R-1	R-2
Single-Family Detached or Manufactured House	5,000	5,000
Single-Family Attached (Townhouse)	--	3,000
Duplex	7,000	6,000
Triplex	9,000	7,000
Multifamily	--	None

3. Establish minimum density standards

Strategy: Establish a minimum density standard for each of the city’s residential and commercial zones.

Rationale: A minimum density standard would preserve the remaining buildable land for higher density uses by preventing it from being developed with lower density, single-family detached houses.

Implementation Considerations:

- Minimum density standards should be set to balance allowing for a range of development options and housing types while ensuring an efficient use of land to meet housing needs.

- The minimum density standard can be applied as a minimum number of units per acre or as a maximum number of square feet per unit.
- For example, the City may consider a minimum density of 1 unit per 7,500 square feet in the R-1 zone and 1 unit per 5,000 square feet in the R-2 zone.

4. Identify and remove unnecessary regulatory barriers

Strategy: Audit the zoning code to identify unnecessary barriers to housing development and update the code to remove the barriers and replace with alternative regulations where appropriate.

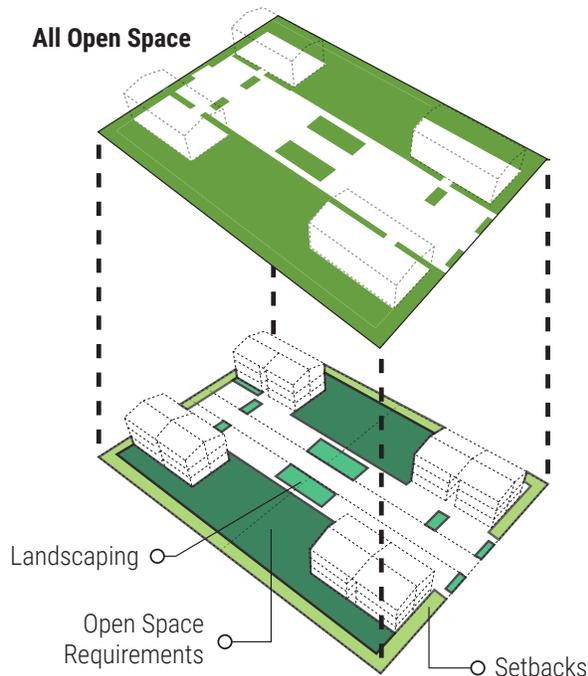
Rationale: An initial review of the zoning code conducted for the HNA found a number of regulations that may present significant barriers to housing development. In some cases, these regulations may be unnecessary and can simply be removed. In other cases, there are alternative approaches that achieve a similar intent while not presenting a barrier to development.

Implementation Considerations:

- The zone code generally requires 1.5-2 off-street parking space per dwelling unit. This may require parking in excess of demand in some cases and may prevent

infill development on smaller lots. Consider reducing requirements, particularly for higher density housing types.

- Housing is generally only permitted on the upper stories of buildings in the commercial zones. While this form of vertical mixed use development is usually ideal in these locations, it is complex and economically challenging to develop. Consider providing more flexibility for housing to be developed in commercial zones.
- The code requires “owner occupancy” on a property where an Accessory Dwelling Unit (ADU) is constructed. This means the owner must live in the main unit or the ADU. There is not a clear rationale for this requirement, it is practically difficult to enforce, and it creates a barrier to financing the construction of an ADU. Consider removing the requirement.



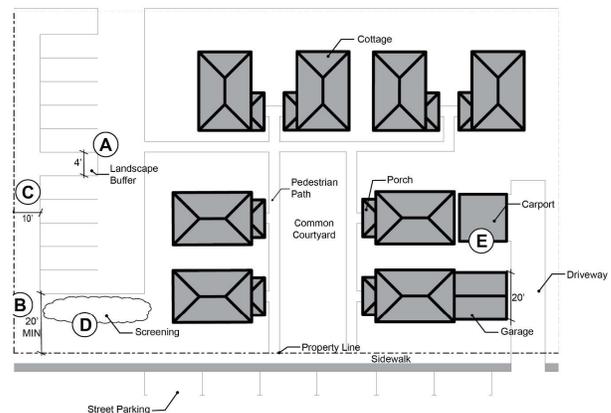
5. Define and allow cottage cluster housing

Strategy: Define and allow cottage cluster housing in all residential zones.

Rationale: Cottage cluster housing is a proven model for providing smaller, lower cost for-sale housing in a detached form that is often more attractive than attached townhouses for some households, particularly on infill sites.

Implementation Considerations:

- Allow this housing type in residential zones that allow single-family dwellings.
- Adopt a maximum floor area cap of 1,000-1,500 square feet in order to encourage smaller, more affordable units. Establish a minimum lot size of 10,000-15,000 square feet to ensure it can be built on infill lots.
- Establish new design and site development standards to ensure projects meet the desired intent of the housing type.



6. Reduce barriers to building new manufactured dwelling parks

Strategy: Implement a set of code changes to make it easier to build new manufactured dwelling parks.

Rationale: Manufactured homes in parks are a critical source of lower cost housing. The code does comply with state rules that stipulate where and how parks must be allowed.

Implementation Considerations:

- If a sufficient area is rezoned to the R2 zone (Strategy 1), which allows manufactured dwelling parks, then the City may comply with state rules that require that zoning must provide opportunity for new manufactured dwelling parks commensurate with the projected need.

- There may be other zones where
- 20 manufactured dwelling parks are an

appropriate use. Consider allowing in other residential, commercial, and mixed use zones.

- Manufactured dwelling parks must also only be subject to clear and objective approval standards. Code amendments may be necessary to comply with this rule.



7. Evaluate the need to limit short-term rentals

Strategy: Study the impacts on the short-term rental market on the housing stock available for long-term rental and on the overall economic development and housing goals for the community.

Rationale: Community members expressed concerns that the number of short-term rentals (STRs) in Oakridge may be negatively impacting the availability of housing for long-term rental or purchase.

Implementation Considerations:

- The scope of this HNA project did not include detailed analysis of the impact of STRs on the housing market. This type of analysis is essential to make informed policy choices about any limits or other regulations of STRs.
- State agencies have been studying this issue in recent years and may provide further guidance on this topic.
- While STRs can negatively impact the long-term housing market in some communities, they also have positive impacts on economic development goals and can even support creation of units that may eventually convert to long-term occupancy.



Additional Strategies and Tools

Calibrate and Reform System Development Charges

Consider scaling development fees so they are proportionate to the impact of a housing unit on public services, therefore reducing fee costs for development of smaller units, which are usually more affordable than larger units. The City may also provide reduced SDC fees or complete exemptions for targeted housing types, such as income-restricted units.

Offer a Property Tax Exemption for Key Housing Needs

Property tax exemptions can be structured to incentivize development of specific needed housing types, such as affordable housing, mixed use housing, and homes targeting first-time homebuyers.

Target Infrastructure Improvements to Support Housing

When planning for improvements, jurisdictions should consider how the improvements will affect housing development opportunities in the area and, where feasible, modify project designs or prioritization to better improve conditions for housing development.

Target Urban Renewal Investments to Support Housing

Urban renewal is a tool for economically revitalizing targeted areas through public investments that stimulate private development. Urban renewal funding, known as Tax Increment Financing (TIF), comes from property tax revenue on new value created in an urban renewal district over the course of its lifetime. Urban renewal funding can be directed toward financial incentives, land acquisition, public infrastructure, or public-private partnerships to build housing.

Establish a Construction Excise Tax (CET)

A Construction Excise Tax is a tax assessed on construction permits issued by a city in order to fund affordable housing programs.

The primary benefit of a CET is that it is a dedicated source of revenue. It also provides the option to create a linkage between new development and investment in housing.

Increase Capacity to Implement Housing Strategies

Cities can increase capacity by adding staff, forming task forces, and taking other steps to share resources. Sufficient staff capacity is critical to unlocking the ability for the City to implement housing strategies effectively.

Utilize Excess Public Land for Housing

Adopt a land disposition policy that states the City will prioritize selling or dedicating any surplus publicly owned land to meet housing needs. Public entities can directly support a reduction of development costs in the form of land and/or low cost land lease.

Assist with Land Acquisition and Banking

Land banks are public authorities or non-profit organizations created to acquire, hold, manage, and sometimes redevelop property to return properties to productive use and/or meet community goals, such as increasing supply of affordable housing or stabilizing property values.

Partner with Land Trusts

Community land trusts are nonprofit, community-based organizations designed to ensure long-term housing affordability. The City could sell or donate excess public land to a land trust, provide funding to assist with administration of a trust, or convene local organizations interested in founding or partnering with an existing trust.

Partner with Institutional Land Owners

Non-profits and faith-based organizations (FBO) may have surplus land that could be sold or donated to be developed for high priority housing needs, including affordable housing.

APPENDICES

APPENDIX A: BUILDABLE LAND INVENTORY (BLI) MEMO

APPENDIX B: HOUSING NEEDS PROJECTION (HNP) MEMO

APPENDIX C: RESIDENTIAL LAND NEEDS ANALYSIS (RLNA) MEMO

APPENDIX D: MEASURES TO ACCOMODATE NEEDED HOUSING MEMO

APPENDIX A: BUILDABLE LAND INVENTORY (BLI) MEMO



MEMORANDUM

TO: City of Oakridge and Westfir HNA Project Management Team

FROM: Ayano Healy, Sylvia Leon Guerrero, and Jamin Kimmell, Cascadia Partners

DATE: June 6th, 2022

PROJECT: Oakridge and Westfir's Housing Needs Analysis

SUBJECT: **Buildable Lands Inventory**

This memorandum provides a summary of the 2022 residential Buildable Lands Inventory (BLI) results and methodology for the City of Oakridge's and the City of Westfir's Urban Growth Boundaries (UGB).

The objective of the residential BLI is to estimate the number of unconstrained buildable acres for future housing development within Oakridge's and Westfir's UGB. The BLI is a key component of the Residential Land Needs Analysis (RLNA) and will inform planning and policy recommendations that are proposed in the final Housing Needs Analysis (HNA) report.

This BLI analysis was completed in accordance with [OAR 660-008-0005 \(2\)](#) and with guidance provided by Oakridge and Westfir city staff and the Department of Land Conservation and Development (DLCD).

1022 NW Marshall St. Suite 380
Portland, OR 97209

www.cascadia-partners.com

Summary of Buildable Land Inventory Results

City of Oakridge

Approximately 246 acres of land zoned for residential use are available for residential development in the City of Oakridge’s UGB, described in this memo as buildable acres (see [Table 1](#)). The low- density residential zone R1 and the comprehensive plan designations of U and R make up roughly 92% of the total buildable acres. Zones C2, C3, M1, which are not exclusively zoned for residential, make up the remaining 8%.

Note that there are no buildable acres in the R2 zone because all parcels zoned R2 within Oakridge’s UGB are classified as unavailable for development.

A significant number of parcels are vacant, comprising 63% of the buildable acres. The majority of the remaining buildable acres consist of parcels with existing single-family homes that measure more than half an acre and qualify as partially vacant lands per the safe harbor method of UGB analysis for cities with populations below 25,000.¹ As a result, land set aside for residential development opportunities in partially vacant parcels comprise over 37% of the total buildable acres.

Table 1. Summary Residential Buildable Lands Inventory, City of Oakridge UGB, 2022

Plan Designation or Zone District	Gross Acres	Constrained Acres	Vacant Acres	Partially Vacant Acres	Buildable Acres
Low-Density Residential (R1)	806.6	229.0	127.0	61.9	188.9
Medium-Density Residential (R2)	1.3	0	0	0	0
Central Commercial (C2)	27.0	2.0	1.2	--	1.2
Highway Commercial (C3)	129.3	1.9	10.8	7.3	18.1
Mixed Use (M1)	19.5	1.2	0.2	--	0.2
Urban Residential (U)	68.1	7.2	10.6	18.8	29.4
Rural Residential (R)	16.8	3.6	5.0	3.5	8.5
TOTAL	1,068.6	244.9	154.8	91.5	246.3

¹ See [OAR 660-008-0005 \(2.b.B\)](#)

City of Westfir

Approximately 60 acres of land zoned for residential use are available for residential development in the City of Westfir’s UGB, described in this memo as buildable acres (see [4](#)). The low-density residential zones of CR and R-1 make up roughly 64% of the total buildable acres. The remaining 36% is comprised of the high-density residential zone R-3 and mixed-use zone MU. Note that there are no buildable acres in the R plan designation because the parcels with that plan designation and that are not already zoned within Westfir’s UGB were classified as unavailable for development.

One large parcel with minimal existing development and multiple zones accounts for most of the buildable acres in Westfir. Several remaining parcels with existing single-family homes that measure more than half an acre qualify as partially vacant lands per the safe harbor method of UGB analysis for cities with populations below 25,000.² Combined, land set aside for residential development opportunities in partially vacant parcels comprise over 69% of the total buildable acres. The remaining 31% of buildable acres are vacant parcels.

Table 4. Summary Residential Buildable Lands Inventory, City of Westfir UGB, 2022

Plan Designation or Zone District	Gross Acres	Constrained Acres	Vacant Acres	Partially Vacant Acres	Buildable Acres
Community Residential (CR)	84.4	40.5	11.9	3.6	15.6
Low-Density Residential (R-1)	28.1	12.2	--	22.8	22.8
High-Density Residential (R-3)	4.8	1.3	--	3.5	3.5
Mixed Use (MU)	19.6	0.9	6.4	11.6	18.1
Residential Plan Designation (R)	1.6	0.4	0	0	0
TOTAL	135.4	55.3	18.3	41.5	60.0

Buildable Land Inventory Maps

The BLI results are presented in the following series of maps:

- Figure 1. Residential Land Base
- Figure 2. Land Classification by Development Status
- Figure 3. Environmental Constraints
- Figure 4. Draft Buildable Land Inventory

² See [OAR 660-008-0005 \(2.b.B\)](#)

Figure 1. Residential Land Base

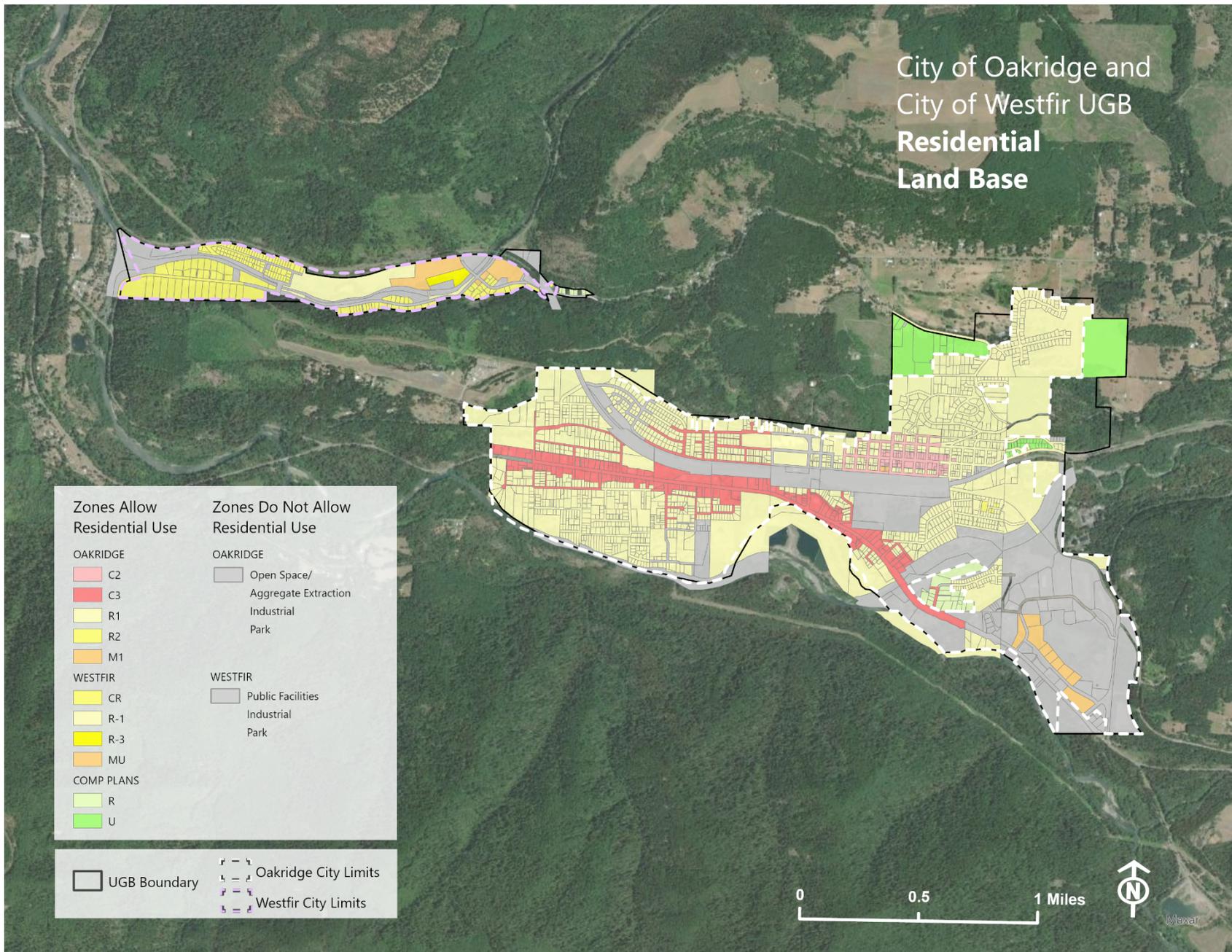


Figure 2. Land Classification by Development Status

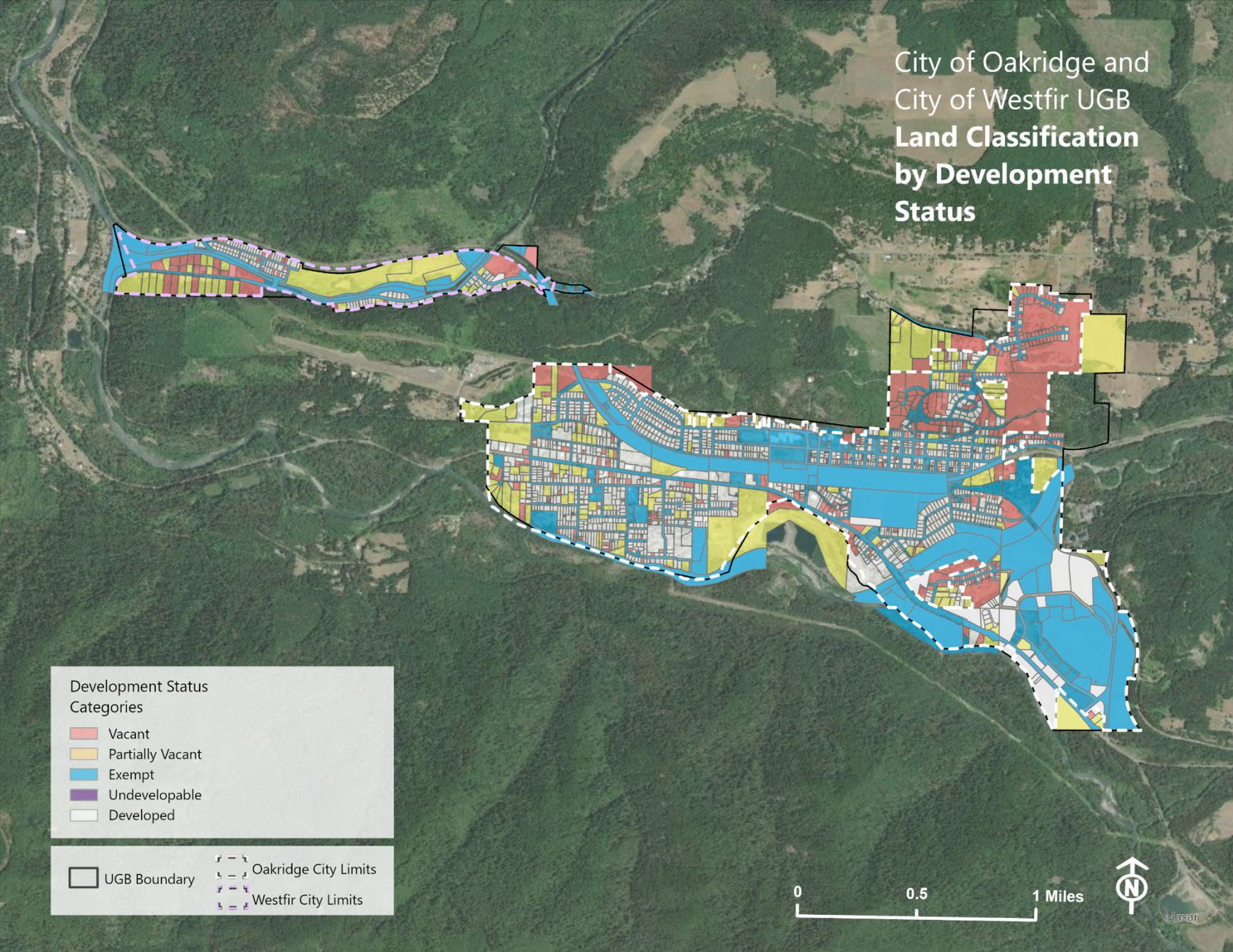


Figure 3. Environmental Constraints

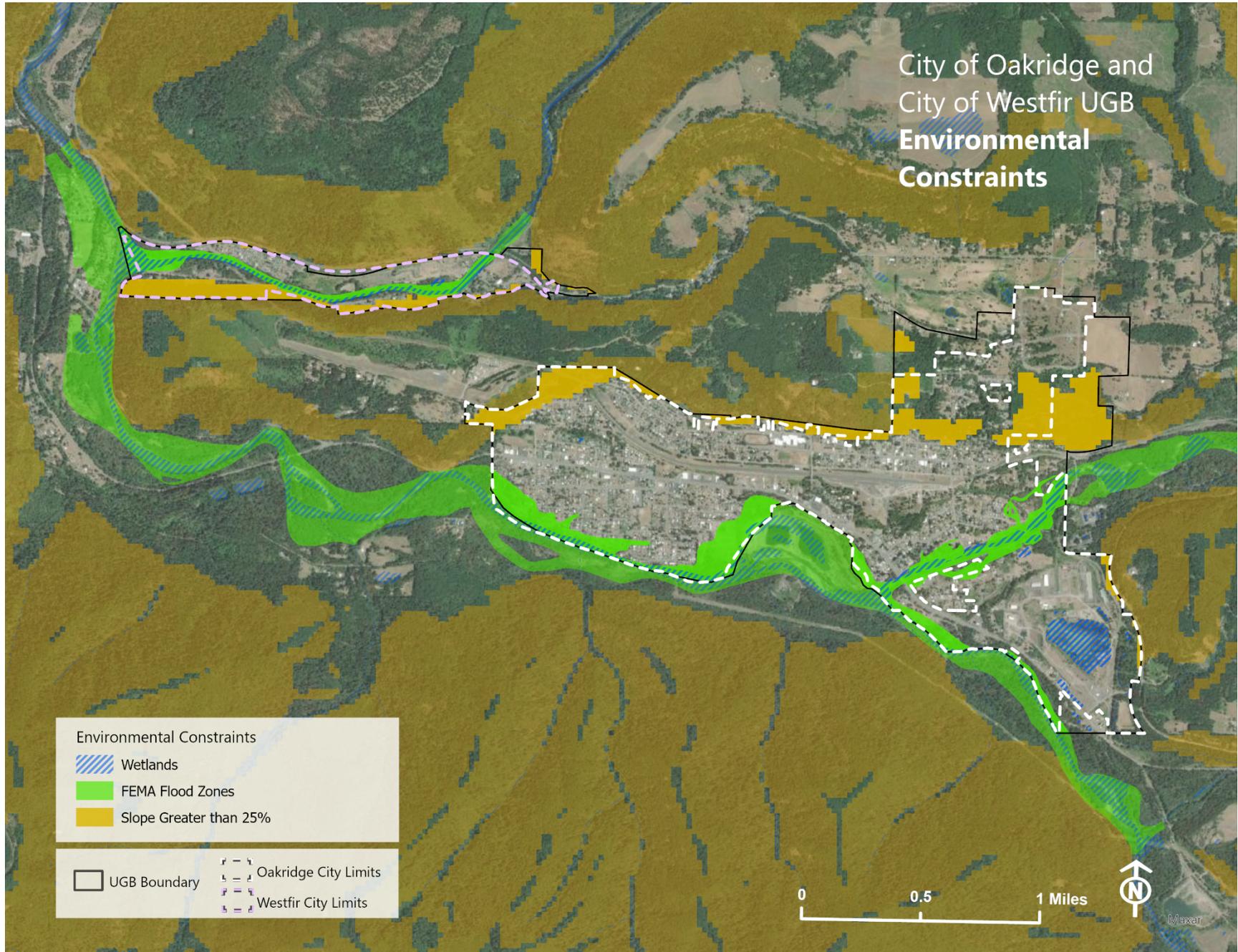
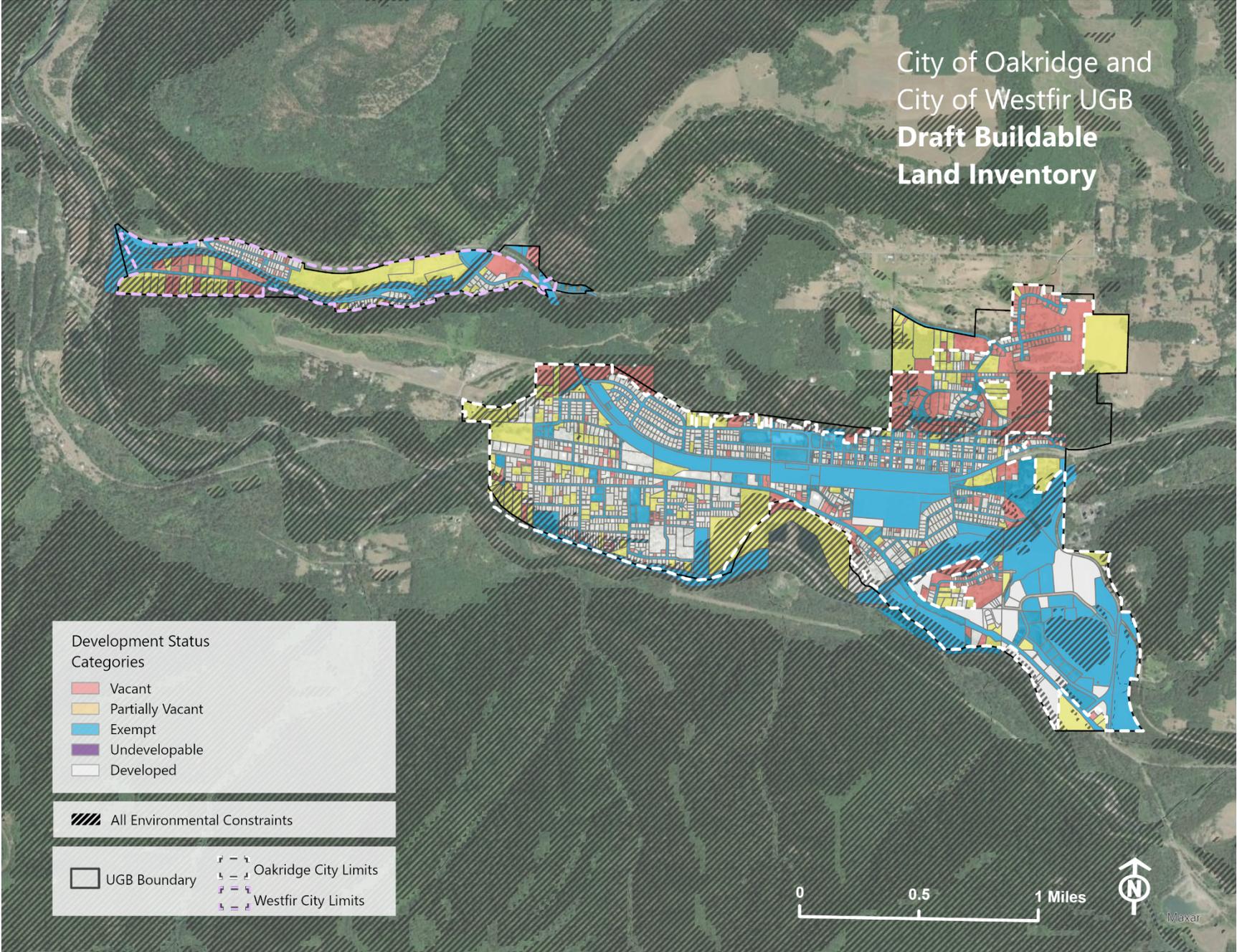


Figure 4. Draft Buildable Land Inventory



Methodology

The steps taken to perform this BLI analysis are as follows:

1. Generate the residential land base by identifying all tax lots (parcels) that are zoned to allow residential development (either permitted outright or as a conditional use).
2. Classify parcels from the residential land base into development status categories that determine parcels as available for development or unavailable for development.
3. Create a unified environmental constraints layer to subtract from the residential land base. The unified environmental constraints layer identifies land that is unsuitable for development due to natural hazards.

1. Residential Land Base

Determining the residential land base is the first step in the BLI analysis. The residential land base is composed of lands that are zoned to allow residential uses by right or as conditional uses.

Oakridge

The following zoning classifications, mapped in [Figure 1](#), are determined to allow residential uses in Oakridge:

- **Low-Density Residential (R1):** Under the City of Oakridge zoning and land development ordinance No. 874, parcels zoned Low-Density Residential allow one dwelling unit on a lot measuring at least 5,000 square feet. Permitted housing types include single family homes, manufactured homes, duplexes on lots measuring at least 7,000 square feet, triplexes on corner or double-frontage lots measuring at least 9,000 square feet, and other residential care and home occupation types.
- **Central Commercial (C2):** Under the City of Oakridge zoning and land development ordinance No. 874, parcels zoned Central Commercial allow existing residential uses and new residential uses, except new mobile home parks.
- **Highway Commercial (C3):** Under the City of Oakridge zoning and land development ordinance No. 874, parcels zoned Highway Commercial allow existing residential uses and new residential uses, except new mobile home parks. Permitted housing types include mixed-use, manufactured housing, and other residential care and home occupation types.
- **Mixed Use (M1):** Under the City of Oakridge zoning and land development ordinance No. 874, parcels zoned Mixed Use allow residential uses.

Note that several parcels outside of the Oakridge city limits but within the UGB have plan designations. For this analysis, the Urban Residential (U) plan designation was assumed to convert to Low-Density Residential (R1) and the Rural Residential designation was assumed to convert to a similarly low projected density used by the remaining zones.

All land that is located within the Oakridge UGB is included in the land base. For parcels that extended beyond the UGB, only the portion within the UGB is included in the land base. **Table 5** provides a summary of the residential land base by zone district.

Table 5. Gross Acres in Residential Land Base, City of Oakridge UGB, 2022

Plan Designation or Zone District	Gross Acres	Percent
Low-Density Residential (R1)	806.6	76%
Central Commercial (C2)	27.0	3%
Highway Commercial (C3)	129.3	12%
Mixed Use (M1)	19.5	2%
Urban Residential (U)	68.1	6%
Rural Residential (R)	16.8	2%
TOTAL	1,067.3	100%

Westfir

The following zoning classifications, mapped in [Figure 1](#), are determined to allow residential uses in Westfir:

- **Community Residential (CR):** Under the City of Westfir Land Development Code, parcels zoned Community Residential allow one dwelling unit on a lot measuring at least 6,000 square feet. Permitted housing types include single family homes, manufactured homes, multi-family residences on lots measuring at least 10,000 square feet, and other residential care and home occupation types.
- **Low-Density Residential (R-1):** Under the City of Westfir Land Development Code, parcels zoned Low-Density Residential allow one dwelling unit on a lot measuring at least 8,000 square feet and require an average minimum lot size of 9,500 square feet after subdivision. Permitted housing types include single family homes, manufactured homes, duplexes as a conditional use, and other residential care and home occupation types.
- **High-Density Residential (R-3):** Under the City of Westfir Land Development Code, parcels zoned High-Density Residential allow one dwelling unit on a lot measuring at least 8,000 square feet, five dwelling units per lot measuring a minimum of 8,000 square feet for duplexes and triplexes, and 10 dwelling units per lot measuring a minimum of 17,500 square feet. Permitted housing types include single family

homes, manufactured homes, multi-family, and other residential care and home occupation types.

- **Mixed Use (MU):** Under the City of Westfir Land Development Code, parcels zoned High-Density Residential allow one dwelling unit on a lot measuring at least 8,000 square feet and require an average minimum lot size of 9,500 square feet after subdivision. For multi-family use, a maximum of six dwelling units per acres for multi-family use is allowed. Permitted housing types include single family homes, multi-family, and other residential care and home occupation types.

Note that several parcels outside of the Westfir city limits but within the UGB have a plan designation of R; however, these parcels did not yield buildable land according to this analysis.

All land that is located within the Westfir UGB is included in the land base. For parcels that extended beyond the UGB, only the portion within the UGB is included in the land base.

Table 6 provides a summary of the residential land base by zone district.

Table 6. Gross Acres in Residential Land Base, City of Westfir UGB, 2022

Plan Designation or Zone District	Gross Acres	Percent
Community Residential (CR)	84.4	62%
Low-Density Residential (R-1)	28.1	21%
High-Density Residential (R-3)	4.8	3%
Mixed Use (MU)	19.6	14%
TOTAL	136.9	100%

2. Land Classification

The second step in the BLI analysis involves identifying which parcels from the residential land base are available or unavailable for residential development. This involves classifying each parcel into their respective development status categories using criteria available through assessor data and undergoing a visual quality control process using aerial imagery. Once classified, all lands unavailable for development are removed from the residential land base.

Land classifications, mapped in [Figure 2](#), were validated using aerial photos, building permit data, and assessor records. Definitions of development status categories and criteria used to classify lands are listed below:

Lands available for development:

- **Vacant land.** Parcels with no structures or with very low improvement values (less than \$10,000) are considered vacant.

- **Partially vacant land.** Parcels larger than a 1/2 acre that are occupied by a use (e.g., a home or building structure with an improvement value over \$10,000) but have enough land to be subdivided without the need for rezoning. Criteria used for identifying partially vacant land are defined under the safe harbor method established in the [OAR 660-008-0005 \(2.b.B\) state statute](#) for cities with populations below 25,000.

Lands unavailable for development:

- **Undevelopable land.** Parcels that are not developable because they measure less than 3,000 square feet and therefore are likely too small for residential development.
- **Public or exempt land.** Parcels unlikely to be developed because they are restricted by existing public uses or they are considered exempt from residential development. These types of land typically include public parks, schools, ballfields, conservation easements, roads, and public right-of-way (ROW), common areas held by Homeowners Associations, cemeteries, and power substations.
- **Developed land.** Parcels unlikely to yield additional residential development because they possess existing building structures at densities that are unlikely to redevelop over the planning period of 2022-2040. Parcels are considered developed if they do not fall within any of the above development status categories.

3. Environmental Constraints

The third step in the BLI analysis involves removing environmental constraints from residential land available for development determined in the previous steps. Land is considered “suitable and available” unless it is severely constrained by natural hazards listed below:

- Land within floodways and flood zones. This includes all lands within the 100-year floodplain area.
- Land with slopes greater than 25%.
- Land within wetlands. This includes areas identified as significant wetlands by the County.

Oakridge

Figure 3 maps all above environmental constraints in Oakridge’s UGB. **Table 7** provides a summary of constrained land by zone district in the residential land base, showing that 23% of the gross acres in the residential land base are constrained and removed from the buildable lands inventory.

Table 7. Constrained Acres in Residential Land Base, City of Oakridge UGB, 2022

Plan Designation or Zone District	Gross Acres	Constrained Acres	Percent Constrained
Low-Density Residential (R1)	806.6	229.0	28%
Central Commercial (C2)	27.0	2.0	7%
Highway Commercial (C3)	129.3	1.9	1%
Mixed Use (M1)	19.5	1.2	6%
Urban Residential (U)	68.1	7.2	11%
Rural Residential (R)	16.8	3.6	21%
TOTAL	1,067.3	244.9	23%

Westfir

[Figure 3](#) maps all the previously mentioned environmental constraints in Westfir’s UGB. [Table 8](#) provides a summary of constrained land by zone district in the residential land base, showing that 40% of the gross acres in the residential land base are constrained and removed from the buildable lands inventory.

Table 8. Constrained Acres in Residential Land Base, City of Westfir UGB, 2022

Plan Designation or Zone District	Gross Acres	Constrained Acres	Percent Constrained
Community Residential (CR)	84.4	40.5	48%
Low-Density Residential (R-1)	28.1	12.2	43%
High-Density Residential (R-3)	4.8	1.3	27%
Mixed Use (MU)	19.6	0.9	5%
TOTAL	133.8	54.9	40%



APPENDIX B: HOUSING NEEDS PROJECTION (HNP) MEMO

To: Cities of Oakridge and Westfir
Date: May 25, 2022
From: Todd Chase & Tim Wood; FCS GROUP
CC: Jamin Kimmell & Ayano Healy, Cascadia Partners
RE: Oakridge/Westfir **Housing Needs Forecast**

INTRODUCTION

This Memorandum provides a housing needs forecast for long-range planning purposes. The housing forecast represents a 20-year projection from 2023 through year 2043. These technical findings are intended to be consistent with State of Oregon requirements for determining housing needs for the Oakridge and Westfir Urban Growth Boundaries (UGBs) per Oregon land use planning Goals 10 and 14, OAR Chapter 660, Division 8, and applicable provision of ORS 197.296 to 197.314 and 197.475 to 197.490

METHODOLOGY

The methodology for projecting housing needs includes consideration of demographic and socio-economic trends, housing market characteristics and long-range population growth projections.

Regional (Lane County) and local (City or Urban Growth Boundary) population, households, income, and market characteristics are based on most current data provided by the U.S. Census Bureau (Census and American Community Survey), the U.S. Department of Housing and Urban Development (HUD), Oregon Department of Housing and Community Services (OHCS), Portland State University (PSU) and the Cities of Oakridge and Westfir.

Where trends or long-range projections are provided by an identified data source, FCS GROUP has included extrapolations or interpolations of the data to arrive at a base year (2023 estimate) and forecast year (2043 projection). The result of this forecast translates population growth into households and households into housing needs by dwelling type, tenancy (owner vs. renter) and affordability level.

DEMOGRAPHIC AND SOCIO-ECONOMIC OVERVIEW

Population

The City of Oakridge reached a record-high population of 3,238 people in 2021. Westfir has experienced a slight decline in population to 260 residents as of 2021. Lane County also attained a new record population of 88,916 with 1,000 new residents added between July 2, 2020 and July 1, 2021. Over the past two decades, Oakridge and Westfir have grown much slower than Lane County (**Exhibit 1**).

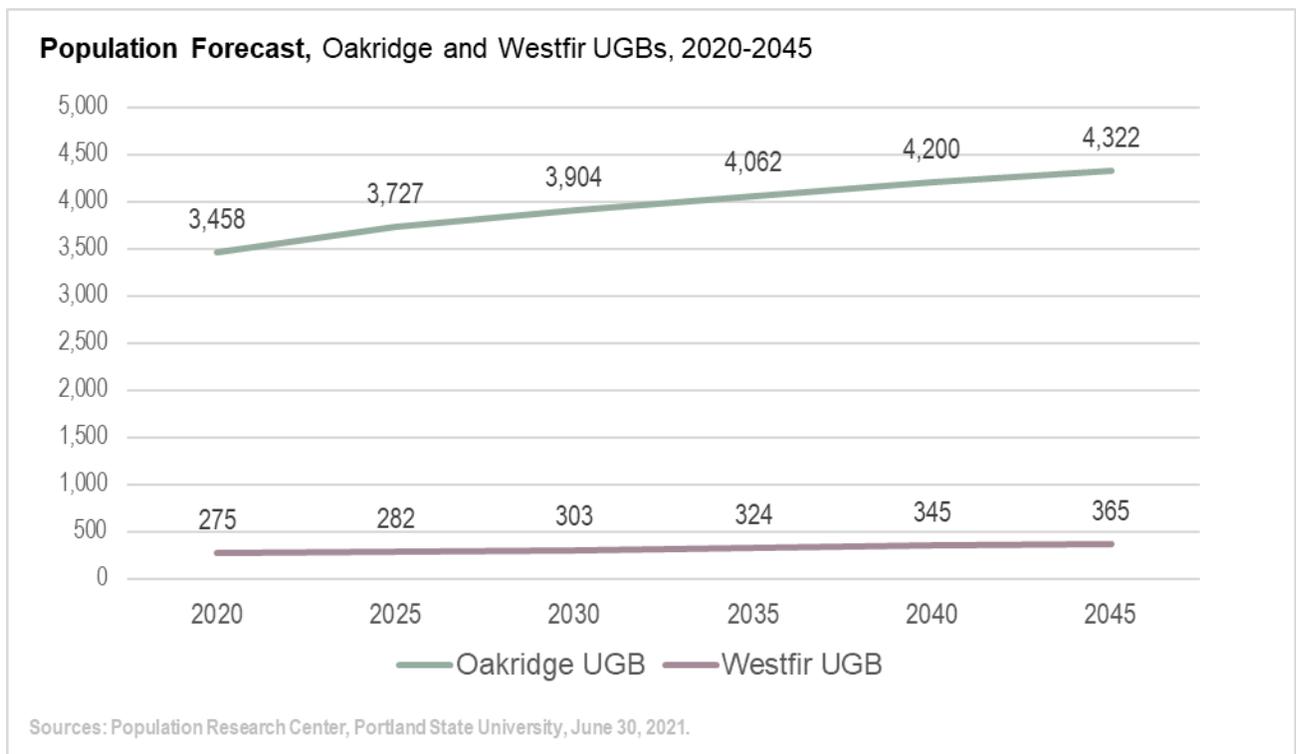
Exhibit 1: Population Trends (2000-2021)

	2000	2010	2020	2021	2000-2021 AGR
Lane County	322,959	351,715	381,365	382,647	0.81%
Oakridge	3,158	3,205	3,206	3,238	0.12%
Westfir	311	253	259	260	-0.85%

Sources: Population Research Center, Portland State University, April 15, 2020

Long-range population forecasts prepared by PSU anticipate that 546 new residents will be added to the Oakridge Urban Growth Boundary (UGB) over the next 20 years. During this same timeframe the Westfir UGB is expected to add 76 residents. This equates to a projected annual average growth rate (AGR) of 0.57% for the Oakridge UGB and 1.15% for the Westfir UGB (see **Exhibit 2**).

Exhibit 2: Population Projections (2020-2045)

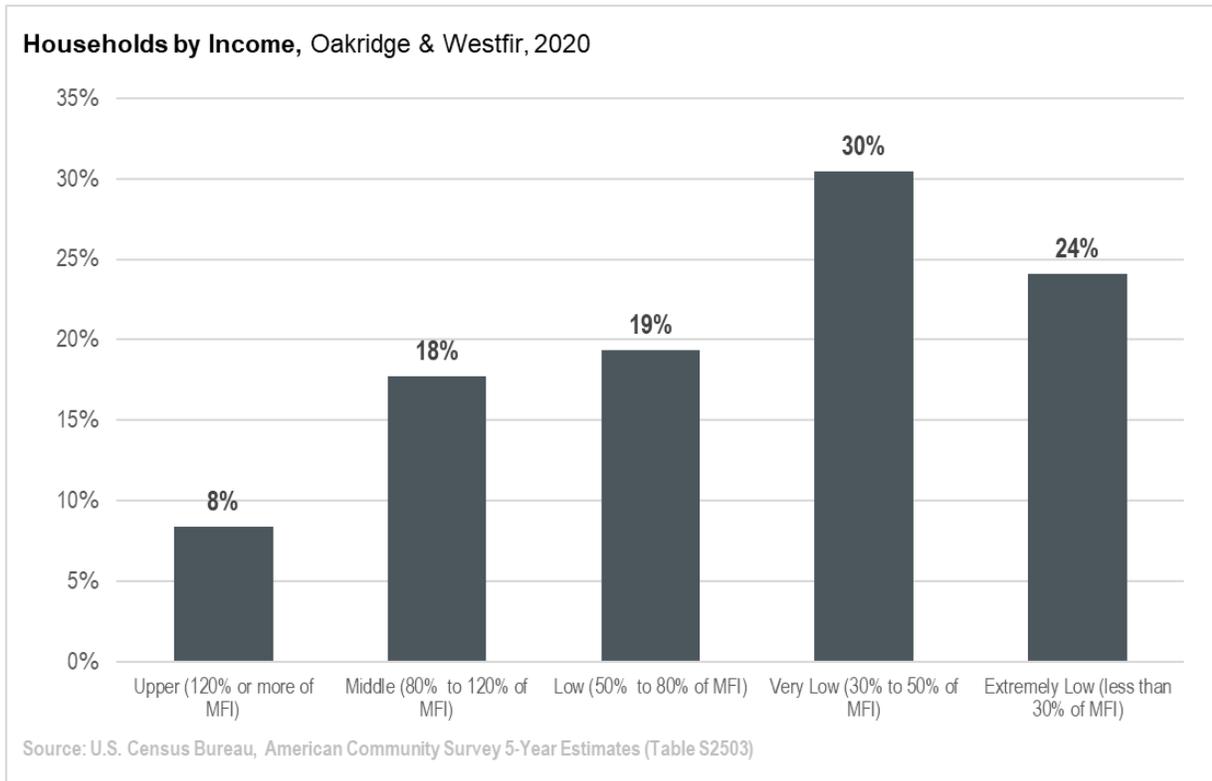


SOCIO-ECONOMIC CHARACTERISTICS

In 2020, the median family income (MFI) in Lane County was \$72,200, compared to \$32,583 in the City of Oakridge and \$44,453 in Westfir.

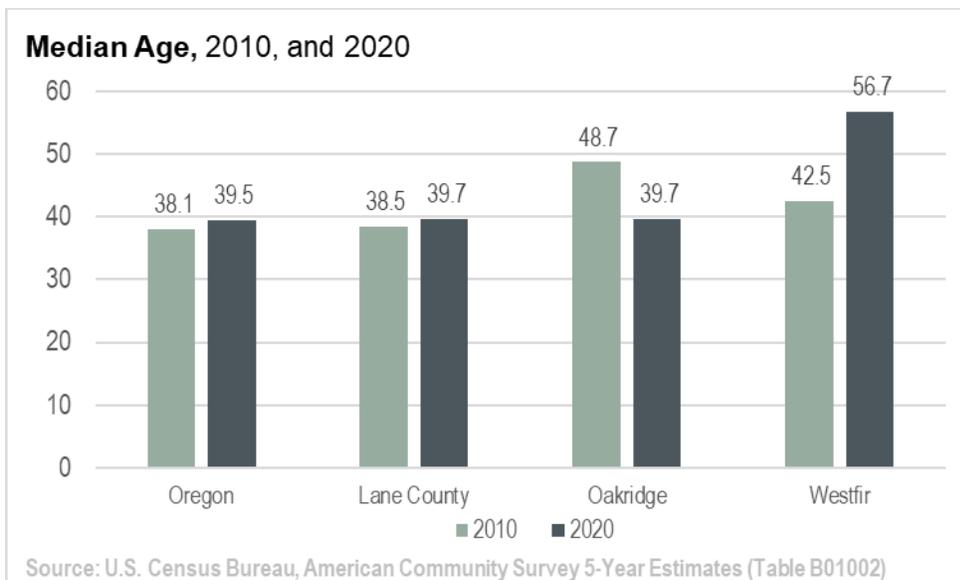
Using the U.S. Housing and Urban Development area median income estimate (\$72,200) as a gauge, today nearly 3 out of 4 households in Oakridge and Westfir could qualify as “low income” earning less than 80% of the area median income. Exhibit 3 depicts the distribution of households by income level

Exhibit 3: Households by Income Level, Cities of Oakridge & Westfir, 2020



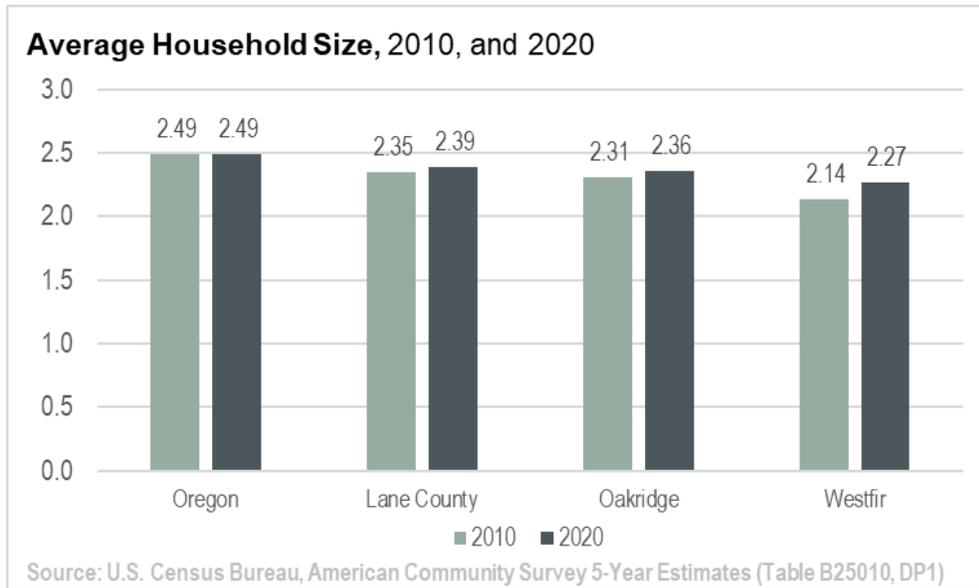
The median age of residents in Oakridge (39.7) is about the same as the state and county averages while the median age of Westfir residents (56.7) is much higher (**Exhibit 4**).

Exhibit 4: Median Age, 2010-2020



Average household size in Oakridge has increased slightly over the last decade, from 2.31 people per dwelling in 2010 to 3.36 in 2020. Westfir also experienced an uptick in average household size moving from 2.14 in 2010 to 2.27 in 2020 (**Exhibit 5**).

Exhibit 5: Average Household Size 2010-2020

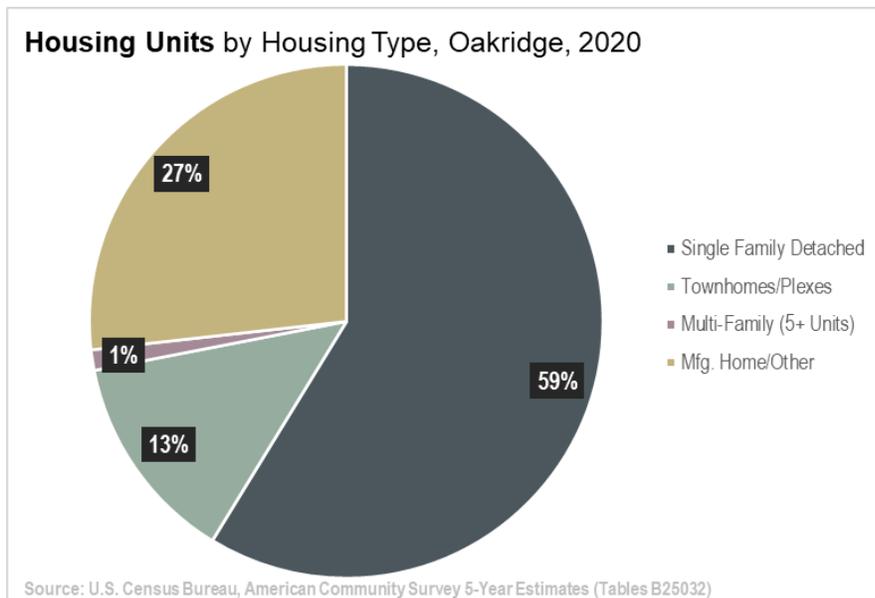


HOUSING INVENTORY AND TENANCY

Local housing inventory and tenancy shed light on housing conditions and market demand preferences. In 2020, there were 1,629 housing units in the City of Oakridge of which 1,414 units were classified as occupied and 215 units were considered vacant or for-sale.

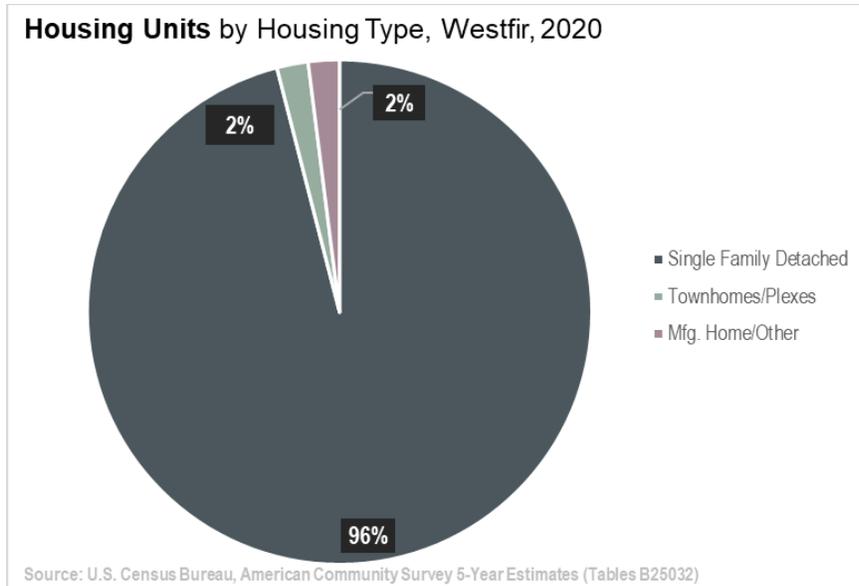
Like most cities in Oregon, single-family detached housing is the most prevalent housing type representing 59% of the local housing stock. The remaining housing inventory in Oakridge includes manufactured homes (27%), townhomes and plexes (13%), and multifamily (1%) as shown in **Exhibit 6**.

Exhibit 6: Existing Housing Inventory, 2020, City Oakridge



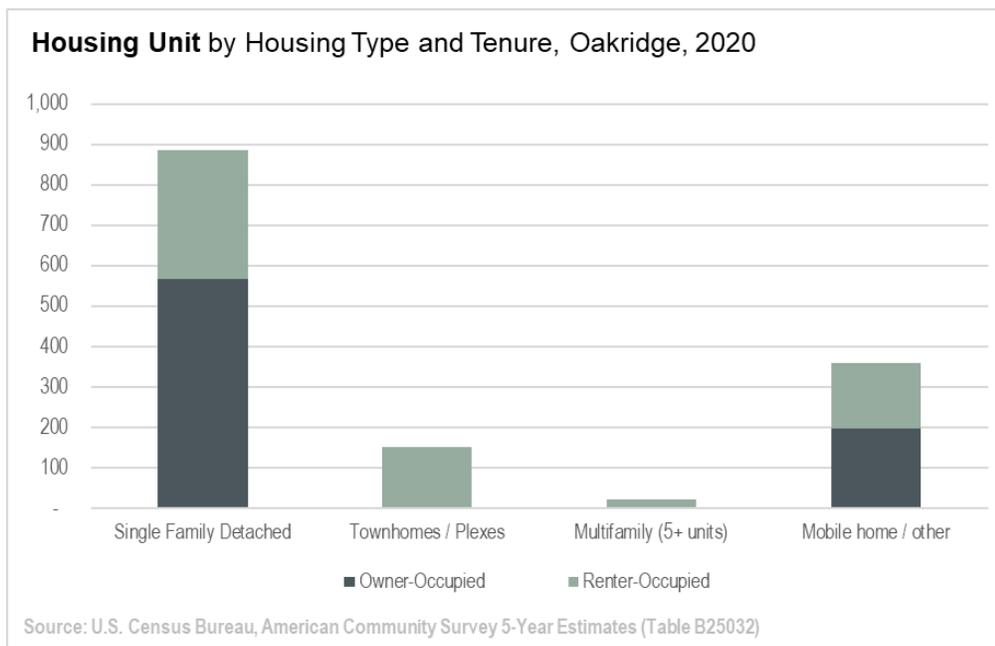
There were 150 housing units in Westfir in 2020 with 139 of those units classified as occupied. Virtually all of the housing inventory in Westfir is single-family detached (96%) with the remaining 4% split evenly between townhomes/plexes and mobile homes/manufactured housing (**Exhibit 7**).

Exhibit 7: Existing Housing Inventory, 2020, City Westfir



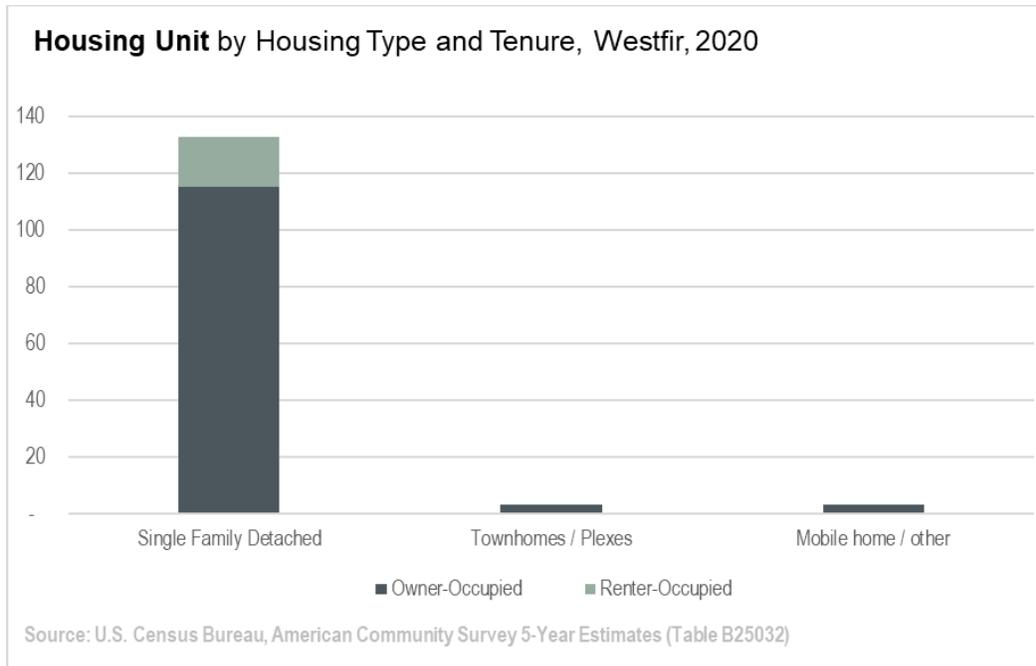
In Oakridge, owner-occupied housing represents 54% of the local occupied-housing inventory, while renter-occupied units account for the other 46% of the occupied-housing inventory (**Exhibit 8**). Ownership is most prevalent among single-family detached and manufactured housing types, while renters are more likely to reside in townhomes, plexes and multi-family units.

Exhibit 8: Existing Housing Tenancy, 2020, City of Oakridge



In Westfir, owner-occupied housing accounts for 87% of the occupied housing inventory, while renters occupy 13% of the housing inventory (**Exhibit 9**).

Exhibit 9: Existing Housing Tenancy, 2020, City of Westfir



HOUSING MARKET CHARACTERISTICS

To help gauge housing attainability in Oakridge and Westfir, FCS GROUP examined current median family income (MFI) levels using U.S. Housing and Urban Development (HUD) guidelines that assume housing attainability is achieved when no more than 30% of income is expended for housing costs. For example, as shown below in **Exhibit 10**, an upper-middle household earning 80% of the area median income level (\$57,760) should be able to afford rents of up to \$ \$1,444.

The rents shown in **Exhibit 10** are considered “attainable” if 30% of household income is allocated to housing and utilities.

Exhibit 10: Oakridge/Westfir Affordable Housing Analysis

Lane County Median Family Income Level (2020)*	\$72,200	
HUD Qualifying Income Level: Renters	Lower-end	Upper-End
Upper (120% or more of MFI)	\$86,640	or more
Middle (80% to 120% of MFI)	\$57,760	\$86,640
Low (50% to 80% of MFI)	\$36,100	\$57,760
Very Low (30% to 50% of MFI)	\$21,660	\$36,100
Extremely Low (less than 30% of MFI)	\$21,660	or less
Attainable Monthly Housing Cost: Renters (@30% of income)	Lower-end	Upper-End
Upper (120% or more of MFI)	\$2,166	or more
Middle (80% to 120% of MFI)	\$1,444	\$2,166
Low (50% to 80% of MFI)	\$903	\$1,444
Very Low (30% to 50% of MFI)	\$542	\$903
Extremely Low (less than 30% of MFI)	\$542	or less

Currently, the HUD fair market rents within Lane County range from \$773 for an efficiency unit to \$1,989 for a four-bedroom unit, as shown below. This is what subsidized housing vouchers are based on and demonstrates the challenge of finding and developing housing at these price points.

Exhibit 11: HUD Fair Market Rent, 2020, Lane County

HUD Fair Market Rent (FMR) by Unit Type, Lane County, 2020				
<small>Source: U.S. Department of Housing and Urban Development</small>				
\$773	\$893	\$1,176	\$1,696	\$1,989
Efficiency	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom

Home values have increased significantly in recent years. As indicated in **Exhibit 12**, median home values in Oakridge increased to approximately \$264,000 in January 2022, up 17.6% annually over the past two years. Median home values increased to \$300,000 in Westfir in 2022, up 17.3% annually over the past two years. Other cities in the region have experienced similar housing cost increases.

Exhibit 12: Zillow Home Value Price Index in Select Markets

	Jan-20	Jan-21	Jan-22	Annual Change %
Oakridge	\$191,000	\$217,000	\$264,000	17.6%
Westfir	\$218,000	\$245,000	\$300,000	17.3%
Creswell	\$326,000	\$367,000	\$439,000	16.0%
Cottage Grove	\$272,000	\$310,000	\$374,000	17.3%
Veneta	\$302,000	\$341,000	\$409,000	16.4%

Source: Zillow.com; analysis by FCS 4/09/22

HOUSING NEEDS FORECAST

Summary of Oakridge Housing Needs

Based on the population projections described earlier, the total net new housing units required to accommodate an increase of 755 residents in Oakridge requires an estimated 368 new housing units (see **Exhibit 13**). This *baseline housing need forecast* assumes that the current average household size, vacancy rate and group quarters population share (e.g., residents in congregate care facilities and housing shelters) remains constant.

Exhibit 13: Oakridge Housing Need Forecast

	2023	2043	Change
Oakridge UGB Population	3,518	4,273	755
Less Group Quarters (0%)	-	-	-
Pop in Households	3,518	4,273	755
Avg. Household Size	2.36	2.36	2.36
Households (year round)	1,491	1,810	320
Vacancy and Seasonal Housing Assumption	13%	13%	49
Growth-related Housing Demand (dwelling units)	1,717	2,086	368

Housing Demand by Dwelling Type and Tenancy

This baseline housing forecast is generally consistent with the observed mix of housing types in Oakridge. Additional housing forecast scenarios may be considered during the planning process to anticipate impacts of new policy objectives, such as:

- Local policies aimed at incentivizing mixed-use development in the downtown area.
- Ability to provide adequate infrastructure (water, sewer, and road capacity) to create new planned unit developments or single-family subdivisions.
- Changes in land use designations to create additional opportunities for middle-housing types, such as duplexes, townhomes and apartments.

The baseline housing forecast predicts a range in the demand for housing types to address market preferences. The housing demand forecast includes: 216 single-family detached homes; 49 townhomes/duplexes; 5 multifamily units (apartments); and 99 manufactured housing units or cottage homes (**Exhibit 14**).

Exhibit 14: Oakridge Housing Need by Tenure & Housing Type

	Owner-Occupied Dwelling Units	Renter-Occupied Dwelling Units	Vacancy Allowance (Units)	Projected 20-Year Need (Units)
Housing Type Distribution				
Single Family Detached	128	72	17	216
Townhomes / Plexes	-	34	15	49
Multi-family (5+ units)	-	5	-	5
Mfg. homes	45	36	17	99
Total	173	147	49	368

Exhibit 15 identifies that housing products that are consistent with the projected housing need for Oakridge.

Exhibit 15: Projected Housing Demand by Income Level, Oakridge

Housing Type	Owner-Occupied Dwellings	Renter-Occupied Dwellings	Total Dwelling Units	Attainable Housing Products
Upper (120% or more of MFI)	100	15	114	Standard Homes
Upper Middle (80% to 120% of MFI)	60	18	78	Cottage Homes, Townhomes, Apartments
Lower Middle (50% to 80% of MFI)	40	25	65	Townhomes, Mfgd. Homes, Plexes, Apts.
Low (less than 50% of MFI)	0	66	66	Govt. Assisted Apts. & ADUs
Very Low (less than 30% of MFI)	0	45	45	Govt. Assisted Apts. & ADUs
Total	199	169	368	

Note: the values shown above in Exhibits 14 and 15 may not add exactly to totals due to rounding.

Summary of Westfir Housing Needs

Based on the population projections described earlier, the total net new housing units required to accommodate an increase of 73 residents in Westfir equates to approximately 35 new housing units (see **Exhibit 16**). This *baseline housing need forecast* assumes that the current average household size, vacancy rate and group quarters population share (e.g., residents in congregate care facilities and housing shelters) remains constant.

Exhibit 16: Westfir Housing Need Forecast

	2023	2043	Change
Oakridge UGB Population	284	357	73
Less Group Quarters	-	-	-
Pop in Households	284	357	73
Avg. Household Size	2.27	2.27	2.27
Households (year round)	125	157	32
Vacancy and Seasonal Housing Assumption	7%	7%	3
Growth-related Housing Demand (dwelling units)	135	170	35

Housing Demand by Dwelling Type and Tenancy

This baseline housing forecast is generally consistent with the observed mix of housing types in Westfir. Additional housing forecast scenarios may be considered during the planning process to anticipate impacts of new policy objectives, such as:

- Ability to provide adequate infrastructure (water, sewer, and road capacity) to create new planned unit developments or single-family subdivisions.
- Changes in land use designations to create additional opportunities for middle-housing types as well as new manufactured home parks.

The baseline housing forecast predicts a range in the demand for housing types to address market preferences. The housing demand forecast includes: 21 single-family detached homes; 3 townhomes/duplexes; and 8 manufactured housing units or cottage homes.

Exhibit 17: Westfir Housing Need by Tenure & Housing Type

Housing Type Distribution	Owner-Occupied	Renter-Occupied	Seasonal & Vacancy	Total Dwelling Units
	Dwelling Units	Dwelling Units	Allowance (Units)	
Single Family Detached	12	7	3	21
Townhomes / Plexes	-	3	-	3
Multi-family (5+ units)	-	0	-	0
Mfg. homes	4	3	-	8
Total	16	14	3	33

Exhibit 18 identifies that housing types that are consistent with the projected housing need for Westfir.

Exhibit 18: Projected Housing Demand by Income Level, Westfir

Housing Type	Owner-Occupied	Renter-Occupied	Total Dwelling	Attainable Housing Products
	Dwellings	Dwellings	Units	
Upper (120% or more of MFI)	9	0	9	Standard Homes
Upper Middle (80% to 120% of MFI)	6	0	6	Cottage Homes, Townhomes, Apartments
Lower Middle (50% to 80% of MFI)	4	2	6	Townhomes, Mfgd. Homes, Plexes, Apts.
Low (less than 50% of MFI)	0	4	4	Govt. Assisted Apts. & ADUs
Very Low (less than 30% of MFI)	0	10	10	Govt. Assisted Apts. & ADUs
Total	19	16	35	

Note: the values shown above in Exhibits 17 and 18 may not add exactly to totals due to rounding.

APPENDIX C: RESIDENTIAL LAND NEEDS ANALYSIS (RLNA) MEMO



MEMORANDUM

TO: City of Oakridge and City of Westfir HNA Project Management Team

FROM: Ayano Healy, Sylvia Leon Guerrero, and Jamin Kimmell, Cascadia Partners

DATE: March 3, 2023

PROJECT: Oakridge and Westfir's Housing Needs Analysis

SUBJECT: **FINAL Residential Land Needs Analysis**

This memorandum provides a summary of the 2022 Residential Land Needs Analysis (RLNA) for the City of Oakridge's and the City of Westfir's Urban Growth Boundaries (UGB). This analysis uses findings from Oakridge's and Westfir's buildable land inventories (land supply analysis) and Oakridge's and Westfir's 20-year housing needs projections (housing demand analysis) to conclude whether Oakridge and Westfir have enough buildable land to accommodate its 20-year housing projection for the 2022 – 2042 period.

The results of the RLNA will inform recommended measures and strategies for the Cities to address their housing needs. These measures and strategies will be identified in the final Housing Needs Analysis (HNA) report.

Summary of Residential Land Needs Analysis

City of Oakridge

Oakridge has more than enough land to accommodate population growth over the next 20 years; however, zoning changes are necessary to ensure that there is enough land available to support development of a variety of housing types and meet current and future housing needs.

According to the 20-year housing needs projection, Oakridge will need an additional 368 units to accommodate the city's growth in the next 20 years. The buildable land inventory identified 246 acres of buildable vacant and partially vacant land in Oakridge. It is estimated that 1,230 housing units could be developed on these

buildable lands, exceeding the projected need for 368 units. Oakridge does not have a deficit of buildable residential land in total.

Oakridge has a substantial surplus of land for single-family detached housing. There is capacity for approximately 1,100 new single-family detached houses, but there is only a projected need for about 200 houses over the next 20 years.

The capacity for townhome or plex units is slightly above the projected need. This surplus capacity of 27 units is significantly lower than the surplus for single-family detached houses.

There is not enough land that is zoned appropriately to support development of multi-family housing. Multi-family housing is only permitted in the R-2 zone, the commercial zones, and the mixed-use zones. There is no buildable land remaining in the R-2 zone. There is limited buildable land in the commercial and mixed-use zones, but multi-family developments must compete with commercial uses for land in these zones, so the capacity for multi-family development is limited.

There is no capacity for manufactured homes in new manufactured home parks. Manufactured home parks are only permitted with a conditional use permit in the R-2 and M1 (Mixed Use) zones. There is no buildable land in the R2 zone and only about 8,700 square feet (0.2 acres) of buildable land in the M1 zone. There may be some capacity for adding new manufactured homes in existing parks, but data is not readily available on the capacity in existing parks. It is unlikely that the capacity of existing parks would meet the 20-year projected need for approximately 74 manufactured homes in parks.

Table 1. 20-year Housing Need vs Estimated Unit Capacity by Housing Type, City of Oakridge UGB, 2022

Housing Type	20-Year Need	Estimated Capacity	Surplus/(Deficit) (Capacity - Need)
Single Family Detached	202	1,128	926
• Site Built	178	993	815
• Manufactured Homes	24	135	111
Townhouses/Plex	55	82	27
Multifamily (3+ units)	37	24	-13
Manufactured Homes in Parks	74	0	-74
Total	368	1,234	866

Although there is no deficit of housing capacity in Oakridge, the city still has a need for more affordable housing types, such as townhomes/plexes, multifamily, and manufactured housing in parks.

Oakridge needs to consider strategies that support the need for a wider range of housing types and more affordable housing types that are needed today and will continue to be needed over the next 20 years. The following strategies would support this goal:

- **Rezone an area of the R-1 zone to the R-2 zone.** This would dedicate additional land for higher density townhomes/plexes, multi-family housing, and manufactured home parks.
- **Prohibit single-family detached housing in one or more of the city’s higher density residential and commercial zones, such as R-2, C-2, or C-3.** This would preserve buildable land in these zones for townhomes/plexes and multi-family housing.
- **Establish a minimum density standard in higher density residential and commercial zones.** This would encourage townhomes/plexes and multi-family units and discourage lower density single-family housing.
- **Reduce minimum lot size standards in one or more of the city’s residential and commercial zones.** This would ensure efficient use of land and increase the capacity for townhomes/plexes and multi-family housing in those zones.
- **Provide more options for new manufactured home parks.** New manufactured home parks are only allowed in the R2 and M1 zones as a conditional use. According to ORS 197.480, manufactured dwelling parks are required in any zone that has a density range of 6-12 units per acre. Manufactured dwelling parks must also only be subject to clear and objective approval standards. Code amendments may be necessary to comply with these state laws.

These strategies and other approaches will be evaluated in more detail in the HNA report.

City of Westfir

Westfir has more than enough land to accommodate population growth over the next 20 years and satisfy the need to develop various housing types according to current demographic and housing trends.

According to the 20-year housing needs projection, Westfir will need an additional 35 units to accommodate the city's growth in the next 20 years. The buildable land inventory identified 53.6 acres of buildable vacant and partially vacant land in Westfir. It is estimated that 167 housing units could be developed on these buildable lands, exceeding the projected need for 35 units.

Westfir also has a surplus of land for most housing types, depicted in Table 2. Single-family housing has the largest surplus, followed by multi-family, primarily because of one large lot zoned Mixed Use (MU) and High Density Residential (R-3). However, there is a need for more land zoned to support manufactured home parks.

Table 2. 20-year Housing Need vs Estimated Unit Capacity by Housing Type, City of Westfir UGB, 2022

Housing Type	20-Year Need	Estimated Capacity	Surplus/(Deficit) (Capacity - Need)
Single Family Detached	28	128	100
• Site Built	24	123	99
• Manufactured Homes	4	6	2
Townhouses/Plex	2	19	17
Multifamily (3+ units)	2	19	17
Manufactured Homes in Parks	3	0	-3
Total	35	167	132

No significant zoning changes are necessary to ensure a sufficient supply of residential land in Westfir. However, code amendments may be necessary to provide land for manufactured homes in parks and comply with state laws related to manufactured home parks. Manufactured home parks are not permitted in any zone district in Westfir. According to ORS 197.480, manufactured dwelling parks are required in any zone that has a density range of 6-12 units per acre.

Additionally, the City may consider strategies to remove unnecessary barriers to development of a variety of housing types. Potential strategies will be evaluated in more detail in the draft HNA report.

Methodology

To assess Oakridge’s and Westfir’s supply of residential land, this analysis pulls findings from both the previously completed buildable land inventory and the housing needs projection. The analysis also uses data on historical residential development patterns and zoning standards to make projections about the mix of housing types that are projected to be developed in each zone.

Buildable Land Inventory Findings

City of Oakridge

The buildable land inventory indicates that Oakridge has 246.3 acres of unconstrained vacant and partially vacant residential land across all zones that allow residential uses. Table 3 summarizes the amount of buildable land in each zone district or plan designation.

Table 3. Final Buildable Land Inventory, City of Oakridge UGB, 2022

Plan Designation or Zone District	Gross Acres	Constrained Acres	Vacant Acres	Partially Vacant Acres	Buildable Acres
Low-Density Residential (R1)	806.6	229.0	127.0	61.9	188.9
Medium-Density Residential (R2)	1.3	--	--	--	--
Central Commercial (C2)	27.0	2.0	1.2	--	1.2
Highway Commercial (C3)	129.3	1.9	10.8	7.3	18.1
Mixed Use (M1)	19.5	1.2	0.2	--	0.2
Urban Residential (U)	68.1	7.2	10.6	18.8	29.4
Rural Residential (R)	16.8	3.6	5.0	3.5	8.5
TOTAL	1,068.6	244.9	154.8	91.5	246.3

City of Westfir

The buildable land inventory indicates that Westfir has 53.6 acres of unconstrained vacant and partially vacant residential land across all zones that allow residential uses. Table 4 summarizes the amount of buildable land in each zone district or plan designation.

Table 4. Final Buildable Land Inventory, City of Westfir UGB, 2022

Plan Designation or Zone District	Gross Acres	Constrained Acres	Vacant Acres	Partially Vacant Acres	Buildable Acres
Community Residential (CR)	84.4	40.5	11.9	3.6	15.6
Low-Density Residential (R-1)	28.1	12.2	--	22.8	22.8
High-Density Residential (R-3)	4.8	1.3	--	3.5	3.5
Mixed Use (MU)	19.6	0.9	0	11.6	11.7
Residential Plan Designation (R)	1.6	0.4	0	0	0
TOTAL	135.4	55.3	18.3	41.5	53.6

Housing Needs Projection Findings

City of Oakridge

The housing needs projection concludes that Oakridge will need 368 additional housing units in the next 20 years to accommodate its population growth. The housing type distribution of these projected 368 units was assumed based on Oakridge’s existing distribution and other demographic and housing factors detailed in the housing needs projection memorandum.

Note that the projected distribution/mix of housing types was adjusted from the projection in the housing needs projection memorandum. Through additional discussions with staff and local stakeholders, there was support for projecting and planning for a mix of housing types that included a higher share of townhome/plex units and multi-family units and a lower share of detached single-family homes.

Further, additional research was conducted on the existing supply of manufactured homes in the community. It was found that the great majority of existing manufactured homes are found in manufactured home parks. Manufactured homes in parks are a distinctly different housing type compared to manufactured homes on individually owned lots. For this reason, the projected need for each type was calculated separately.

The projection assumes that the future need for manufactured homes in parks is similar to the existing stock of manufactured homes. These units account for 20% of the City’s existing housing stock. Based on overall growth in projected housing, this equates to a need for approximately 74 new manufactured homes in parks.

Table 5. Final Housing Need Projection by Housing Type,
City of Oakridge UGB, 2022 – 2042

Housing Type	Existing Distribution	Projected Distribution	Projected 20-Year Need (Units)
Single Family Detached	66%	55%	202
• Site Built	59%	48%	178
• Manufactured Homes	7%	7%	24
Townhouses/Plex	13%	15%	55
Multifamily (3+ units)	1%	10%	37
Manufactured Homes in Parks	20%	20%	74
Total	100%	100%	368

City of Westfir

The housing needs projection concludes that Westfir will need 35 additional housing units in the next 20 years to accommodate its population growth. The housing type distribution of these projected 35 units was assumed based on Westfir’s existing distribution and other demographic and housing factors detailed in the housing needs projection memorandum.

Note that the projected distribution/mix of housing types was adjusted from the projection in the housing needs projection memorandum. Through additional discussions with staff and local stakeholders, there was support for projecting and planning for a mix of housing types that included a higher share of townhome/plex units and multi-family units and a lower share of detached single-family homes.

Further, additional research was conducted on the existing supply of manufactured homes in the community. While there are very few manufactured homes in parks today in Westfir, demographic trends and income levels support the need for plan for manufactured homes in parks. The projections estimate a need for 10% of all new units to be manufactured homes in parks. This equates to a need for approximately 4 new manufactured homes in parks.

Table 6. Final Housing Need Projection by Housing Type,
City of Westfir UGB, 2022 – 2042

Housing Type	Existing Distribution	Projected Distribution	Projected 20-Year Need (Units)
Single Family Detached	96%	80%	28
• Site Built	91%	70%	24
• Manufactured Homes	5%	10%	4
Townhouses/Plex	2%	5%	2
Multifamily (3+ units)	0%	5%	2
Manufactured Homes in Parks	2%	10%	3
Total	100%	100%	35

Residential Land Needs Analysis Findings

Findings from the buildable land inventory and housing needs projection indicate that Oakridge and Westfir have enough land to accommodate future housing need in total. The RLNA also evaluates Oakridge’s and Westfir’s buildable land and estimated unit capacity by housing type. To do so, the analysis assumes a projected housing mix and density by zone based on historical development trends and existing code allowances.

City of Oakridge

HISTORICAL DEVELOPMENT PATTERNS

According to county assessor data, depicted in Table 7 and reflecting development trends in the last 22 years, 98 new dwelling units have been constructed and/or installed since 2000.

- All of the 98 new dwelling units were built in the Low Density Residential (R1) zone. About 26% of these new units are installations of manufactured homes on individual lots, 4% are duplexes, and the remaining 70% are single family homes. Note that no townhomes or other types of plexes were built in the last 22 years.
- No multifamily units have been built since 2000. This housing type is not permitted in R1 zone but is permitted in the R2 zone. However, there are only 1.3 acres zoned R2 and none of it is considered buildable.
- No housing was built in zones where residential is permitted other than zone R1.

These development patterns indicate that property owners and developers primarily pursued the construction of single-family homes and or installation manufactured homes on individual lots since 2000.

Table 7. Housing Built by Housing Type, 2000 - 2022, City of Oakridge UGB

Housing Type	Number of Units	Percent of Units
Single Family Detached	94	96%
• Site Built	69	70%
• Manufactured Homes	25	26%
Townhouses/Plex	4	4%
Multifamily (3+ units)	0	0%
Manufactured Homes in Parks	0	0%
Total	98	100%

PROJECTED HOUSING MIX AND DENSITY

A projected mix of housing types was estimated using development trends since 2000 as well as the overall mix of housing in the city and zoning allowances. The R1 zone is projected to develop with a similar mix of housing types as has been developed in the last 20 years. Approximately 95% of housing production will be single-family detached units (either site-built or manufactured dwellings on individual lots). Land with Urban Residential (U) plan designation is projected to follow the same housing mix and densities of the predominant residential zone in Oakridge, R1.

The commercial zones are projected to develop with a wider variety of housing types given the use regulations of these zones. However, because there are limitations on where residential uses can be sited in these zones, only 25% of the zone is projected to develop with residential uses. A higher share of residential development is projected in the Mixed Use (M1) zone because it does not have these same limitations.

Table 8. Projected Housing Mix and Capacity by Zone, City of Oakridge UGB

	Residential (R1)	Commercial (C2)	Commercial (C3)	Mixed Use (M1)	U (Comp. Plan)	R (Comp Plan)
Projected Mix (% of Units)						
Single-Family Detached	95%	20%	20%	20%	95%	100%
• Site Built	84%	18%	18%	18%	84%	88%
• Manufactured Homes	11%	2%	2%	2%	11%	12%
Townhouses/Plex	5%	40%	40%	30%	5%	0%
Multi-Family (3+ Units)	0%	40%	40%	30%	0%	0%
Manufactured Homes in Parks	0%	0%	0%	20%	0%	0%
Projected Density (u/ac)						
Single-Family Detached	5.2	13.6	2.6	5.2	5.2	1.0
• Site Built	5.2	13.6	2.6	5.2	5.2	1.0
• Manufactured Homes	5.2	13.6	2.6	5.2	5.2	1.0
Townhouses/Plex	7.5	13.6	13.6	8.7	7.5	--
Multi-Family (3+ Units)	--	13.6	13.6	13.6	--	--
Manufactured Homes in Parks	--	--	--	8.0	--	--
Overall Average Density	5.3	13.6	11.4	9.3	5.3	1.0
Buildable Acres	188.9	1.2	18.1	0.2	29.4	8.5
Percent Residential Use	100%	25%	25%	100%	100%	100%
Total Unit Capacity	1,009	4	52	2	157	9
Single-Family Detached	959	1	10	0	149	9
• Site Built	844	1	9	0	131	8
• Manufactured Homes	115	0	1	0	18	1
Townhouses/Plex	50	2	21	1	8	0
Multi-Family (3+ Units)	0	2	21	1	0	0
Manufactured Homes in Parks	0	0	0	0	0	0

City of Westfir

HISTORICAL DEVELOPMENT PATTERNS

According to county assessor data, depicted in Table 9 and reflecting development trends in the last 22 years, 11 new dwelling units have been constructed and/or installed since 2000.

- All of the 11 new dwelling units the Community Residential (CR) zone. About 36% of these new units are installations of manufactured homes on individual lots and the remaining 64% are single family homes. Note that no townhomes or other types of multifamily were built in the last 22 years.
- No housing was built in other zones.

These development patterns indicate that property owners and developers only pursued the construction or installation of single-family homes and manufactured homes on individual lots.

Table 9. Housing Built by Housing Type, 2000 - 2022, City of Westfir UGB

Housing Type	Number of Units	Percent of Units
Single Family Detached	7	100%
• Site Built	7	64%
• Manufactured Homes	4	36%
Townhouses/Plex	0	0%
Multifamily (3+ Units)	0	0%
Manufactured Homes in Parks	0	0%
Total	11	100%

PROJECTED HOUSING MIX AND DENSITY

A projected mix of housing types was estimated using development trends since 2000 as well as the overall mix of housing in the city and zoning allowances.

The CR zone is projected to have a wider variety of housing types in the future because this is allowed under the use regulations. Seventy percent of the CR zone's projected unit capacity is estimated to be single family detached housing while the other 30% is projected to be a mix of townhome/plex units, multi-family units, and manufactured homes in parks.

The projected mix for the Low Density Residential (R-1) and Medium Density Residential (R-2) zones were assumed to be predominately single-family detached, given use restrictions. The projected mix and density for the High-Density Residential (R-3) and Mixed Use (MU)

includes a wider mix of housing types, similar to the CR zone, given more flexible use regulations.

Table 10. Projected Housing Mix and Capacity by Zone, City of Westfir UGB

	Community Residential (CR)	Low Density Residential (R-1)	Medium Density Residential (R-2)	High Density Residential (R-3)	Mixed Use (MU)
Projected Mix (% of Units)					
Single-Family Detached	70%	90%	90%	70%	70%
• Site Built	67%	86%	86%	67%	67%
• Manufactured Homes	4%	5%	5%	4%	4%
Townhouses/Plex	15%	5%	5%	15%	15%
Multi-Family (3+ Units)	15%	5%	5%	15%	15%
Manufactured Homes in Parks	0%	0%	0%	0%	0%
Projected Density (u/ac)					
Single-Family Detached	4.4	2.8	3.3	3.3	2.8
• Site Built	4.4	2.8	3.3	3.3	2.8
• Manufactured Homes	4.4	2.8	3.3	3.3	2.8
Townhouses/Plex	7.5	5.5	3.6	3.6	4.8
Multi-Family (3+ Units)	6.0	--	--	5.4	4.8
Manufactured Homes in Parks	--	--	--	--	--
Overall Average Density	5.1	2.8	3.1	3.6	3.4
Buildable Acres	15.6	22.8	0.0	3.5	11.7
Percent Residential Use	100%	100%	100%	100%	25%
Total Unit Capacity	79	63	0	13	10
Single-Family Detached	55	57	0	9	7
• Site Built	53	54	0	9	7
• Manufactured Homes	3	3	0	0	0
Townhouses/Plex	12	3	0	2	2
Multi-Family (3+ Units)	12	3	0	2	2
Manufactured Homes in Parks	0	0	0	0	0



APPENDIX D: MEASURES TO ACCOMMODATE NEEDED HOUSING MEMO MEMO



MEMORANDUM

TO: City of Oakridge Planning Commission

FROM: Jamin Kimmell, Cascadia Partners

DATE: June 12, 2023

PROJECT: Oakridge Housing Needs Analysis

SUBJECT: **Measures to Accommodate Needed Housing**

Background

The Cities of Oakridge and Westfir held a joint meeting of the Planning Commission and City Council of both cities on April 5, 2023 to review the draft Housing Needs Analysis (HNA). One key finding of the HNA for the City of Oakridge is that the City needs to expand capacity for multi-family housing and manufactured home parks within its Urban Growth Boundary (UGB) to meet the 20-year projected housing need.

These measures must be implemented prior to, or concurrent with, adoption of the HNA into the City's Comprehensive Plan. These measures are necessary for establishing compliance with ORS 197.296 and OAR Section 660-024-0050(4), which require that the City maintain capacity on buildable lands within the UGB to meet 20-year housing needs.

The purpose of this memo is to evaluate preliminary options for code amendments that would address this issue. The memo presents an analysis of multiple options to address the capacity deficit for both multi-family housing and manufactured homes in parks. Each option includes a description, a summary of its impact on housing capacity, and considerations for implementation.

The appropriate option will be selected and implemented as part of a future development code update project. Adoption of these code amendment must occur prior to, or concurrent with, adoption of the HNA.

These measures represent potential implementations of Strategy #1 and Strategy #6 in the Recommended Strategies in the following section of the HNA. These measures are the minimum actions

necessary to address the capacity deficits for multi-family housing and manufactured homes in parks. Other variations of those strategies can be implemented in addition to these measures to further expand capacity for needed housing types and remove barriers to housing development.

Options to Address Capacity Deficit for Multi-Family Housing

- Option 1: Allow Multi-Family Housing Outright in the Old Town Design Subdistrict
- Option 2: Allow Multi-Family Housing Outright in the C3 Zone
- Option 3: Rezone 11.5 Acres of Buildable Land From R1 to R2
- Option 4: Rezone 7.0 Acres of Buildable Land From R1 to R3

Options to Address Capacity Deficit for Manufactured Homes in Parks

- Option 1: Allow Manufactured Homes in Parks in the R1 Zone
- Option 2: Rezone 49 Acres of Land From R1 to R2

Multi-Family Options

Multi-Family Option 1: Allow Multi-Family Housing Outright in the Old Town Design Subdistrict

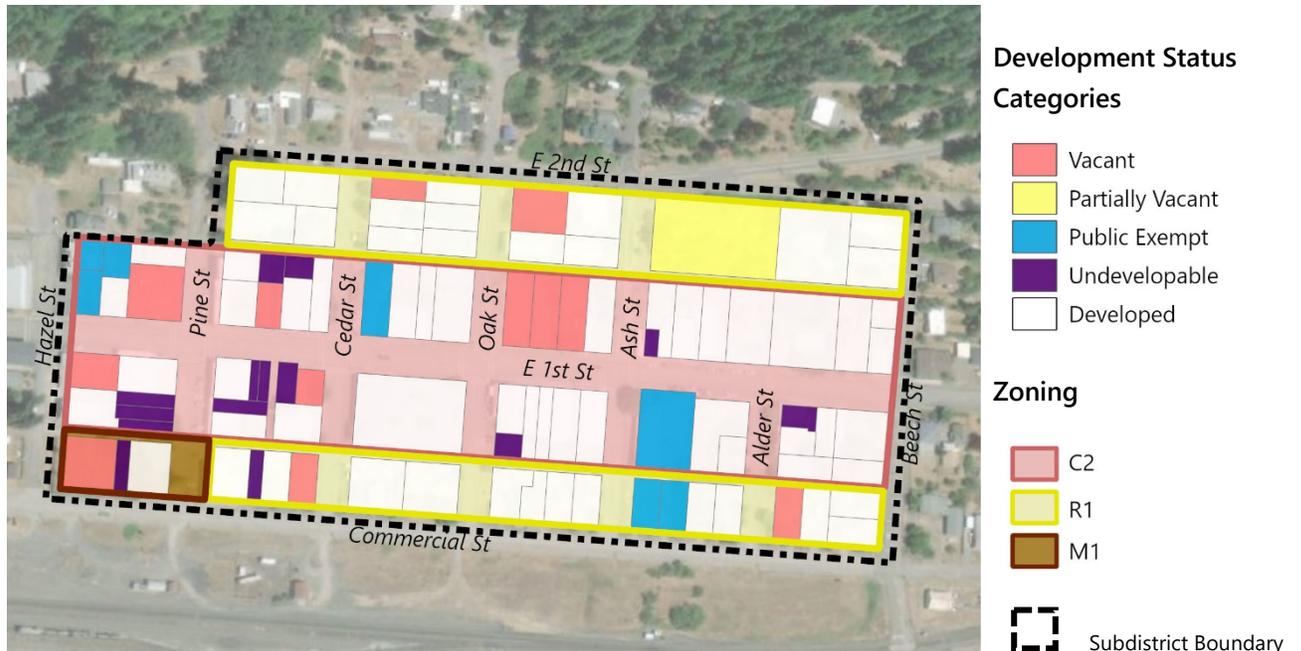
DESCRIPTION OF CODE OR MAP CHANGE

Option 1 allows multi-family housing as an outright permitted use at a maximum density of 20 units per acre in all zones included in the Old Town Design subdistrict (Figure 1). These zones include Low Density Residential (R1), Central Commercial (C2), and Mixed Use (M1).

The R1 zone does not currently allow multi-family housing. The C2 zone allows multi-family housing but not within the front 25 feet of the building's ground floor. This effectively requires vertical mixed-use (commercial on ground floor, residential on upper floors). Under this option, multi-family housing would be allowed as a standalone use in the C2 zone.

Under this option, the assumed housing mix is 80% multi-family and 20% townhouse/plexes and the assumed density is 16 units per acre. Given the removal of limitation on housing in the C2 zone, it is assumed that residential development can be expected on 50% of the buildable land in that zone, which is an increase from the 25% assumed under the existing code.

Figure 1. Buildable Land in Old Town Design Subdistrict



IMPACT ON HOUSING CAPACITY

Option 1 addresses the capacity deficit for multi-family housing but does not address the manufactured homes in parks deficit. There is approximately 3 acres of buildable land in this area. Allowing multi-family housing in all zones in the Old Town Design subdistrict and removing the limitation on housing from the C2 zone increases the estimated capacity of multi-family housing by 17 units (Table 1). This option would meet the 20-year need for multi-family housing, with a surplus of 4 units. However, there remains a deficit of 74 units to meet the 20-year need for manufactured homes in parks.

CONSIDERATIONS

- **Benefits:** Adding more housing density in the Old Town Design subdistrict has the potential to bring more residents closer to central services and amenities, which promotes walkability and increases activity in the city’s historic business district.
- **Drawbacks:** Increasing allowed density and removing the limitation on housing in C2 zone may result in residential development in lieu of new commercial spaces on the historic main street, E. 1st Street. However, commercial uses and mixed-use development would remain a permitted use.

Table 1. Housing Capacity, Multi-Family Option 1

Housing Type	20-Year Need	Existing		Projected	
		Capacity	Surplus (Deficit)	Capacity	Surplus (Deficit)
Single-Family Detached	202	1,128	926	1,122	920
- Site Built	178	993	815	987	809
- Manufactured Homes on Lots	24	135	111	134	110
Townhouses/Plex	55	82	27	85	30
Multi-family (5+ Units)	37	24	-13	41	4
Manufactured Homes in Parks	74	0	-74	0	-74

Multi-Family Option 2: Allow Multi-Family Housing Outright in the C3 Zone

DESCRIPTION OF CODE OR MAP CHANGE

Like the C2 zone, the Highway Commercial District (C3) zone allows multi-family housing but not within the front 25 feet of the street frontage. Under this option, multi-family housing would be allowed as a standalone use in the C3 zone.

Under this option, the assumed housing mix is 80% multi-family and 20% townhouse/plexes and the assumed density is 16 units per acre. Given the removal of limitation on housing in the C3 zone, it is assumed that residential development can be expected on 50% of the buildable land, which is an increase from the 25% assumed under the existing code.

IMPACT ON HOUSING CAPACITY

Option 2 addresses the capacity deficit for multi-family housing but does not address the manufactured homes in parks deficit. There is 18 acres of buildable land in the C3 zone. Removing the limitation on housing and increasing maximum density in the C3 zone creates capacity for 37 additional multi-family units (Table 2). This option would meet the 20-year need for multi-family housing, with a surplus of 24 units. However, there remains a deficit of 74 units to meet the 20-year need of manufactured homes in parks.

CONSIDERATIONS

- **Benefits:** The C3 zone is generally located near services and amenities. Adding more housing density in this area would allow people to live close to these services. These sites are also likely well-served with existing road, water, and sewer infrastructure.
- **Drawbacks:** This option would encourage more housing near Highway 58, which may not be the ideal location for housing from the standpoint of public health and livability. Areas adjacent to highways tend to be less walkable, subject to more noise pollution from traffic, and potentially have poorer air quality conditions than

properties further from the highway. Further study may be necessary to evaluate if these livability and public health concerns are present on Highway 58, and if there are ways to mitigate these impacts. Removing the commercial requirement from the C3 zone could also result in residential development occurring in lieu of new commercial spaces.

Table 2. Housing Capacity, Multi-Family Option 2

Housing Type	20-Year Need	Existing		Projected	
		Capacity	Surplus (Deficit)	Capacity	Surplus (Deficit)
Single-Family Detached	202	1,128	926	1,118	916
- Site Built	178	993	815	984	806
- Manufactured Homes on Lots	24	135	111	134	110
Townhouses/Plex	55	82	27	75	20
Multi-family (5+ Units)	37	24	-13	61	24
Manufactured Homes in Parks	74	0	-74	0	-74

Multi-Family Option 3: Rezone 11.5 Acres of Land From R1 to R2

DESCRIPTION OF CODE OR MAP CHANGE

Option 3 would rezone 11.5 acres of buildable land from R1 to R2 to increase the buildable land available for multi-family housing and manufactured homes in parks.

IMPACT ON HOUSING CAPACITY

Option 3 addresses the existing capacity deficit for multi-family housing but does not address the manufactured homes in parks deficit. Rezoning 11.5 buildable acres of the R1 zone to R2 increases capacity for multi-family housing by 13 units and manufactured homes in parks by 17 units (Table 3). This option would meet the 20-year need for multi-family units, with no surplus of units. However, there remains a deficit of 57 units to meet the 20-year need of manufactured homes in parks.

CONSIDERATIONS:

- Benefits:** This option would allow for the city to target properties for rezoning that are most appropriate for multi-family development. This may include properties that are close to commercial services and amenities but not within commercial zones, sites with good access to infrastructure, larger properties that are more suitable for multi-family housing, or areas where multi-family housing would be more visually compatible with the neighborhood.
- Drawbacks:** It may prove difficult to identify a contiguous area or areas zoned R1 that amount to at least 11.5 acres of buildable land and are appropriate for multi-

family development. For example, larger buildable parcels tend to exist at the edges of city limits where development is more rural in character and infrastructure may not be available. The alternative is to rezone many smaller, non-contiguous sites. This can result in an arbitrary pattern of R2 zoning that may not be consistent with broader policy goals for the location of higher density housing.

Table 3. Housing Capacity, Multi-Family Option 3

Housing Type	20-Year Need	Existing		Projected	
		Capacity	Surplus (Deficit)	Capacity	Surplus (Deficit)
Single-Family Detached	202	1,128	926	1,113	911
- Site Built	178	993	815	979	801
- Manufactured Homes on Lots	24	135	111	133	109
Townhouses/Plex	55	82	27	92	37
Multi-family (5+ Units)	37	24	-13	37	0
Manufactured Homes in Parks	74	0	-74	17	-57

Multi-Family Option 4: Rezone 7.0 Acres of Land From R1 to R3

DESCRIPTION OF CODE OR MAP CHANGE

Option 4 would add a higher density zone (R3) and rezone 7.0 acres of buildable land from R1 to R3 in order to increase the buildable land available for multi-family housing and manufactured homes in parks.

IMPACT ON HOUSING CAPACITY

Option 4 addresses the existing capacity deficit for multi-family housing but does not address the manufactured homes in parks deficit. Rezoning 7.0 buildable acres of the R1 zone to R3 increases capacity for multi-family housing by 13 units and manufactured homes in parks by 17 units (Table 4). This option would meet the 20-year need for multi-family units, with no surplus of units. However, there remains a deficit of 57 units to meet the 20-year need of manufactured homes in parks.

CONSIDERATIONS:

- Benefits:** Similar to option 3, this option would allow for the city to target properties for rezoning that are most appropriate for multi-family development. This may include properties that are close to commercial services and amenities but not within commercial zones, sites with good access to infrastructure, larger properties that are more suitable for multi-family housing, or areas where multi-family housing would be more visually compatible with the neighborhood.

- Drawbacks:** Similar to, but to a lesser degree than option 3, it may prove difficult to identify a contiguous area or areas zoned R1 that amount to at least 7.0 acres of buildable land and are appropriate for multi-family development. For example, larger buildable parcels tend to exist at the edges of city limits where development is more rural in character and infrastructure may not be available. The alternative is to rezone many smaller, non-contiguous sites. This can result in an arbitrary pattern of R3 zoning that may not be consistent with broader policy goals for the location of higher density housing.

Table 4. Housing Capacity, Multi-Family Option 4

Housing Type	20-Year Need	Existing		Projected	
		Capacity	Surplus (Deficit)	Capacity	Surplus (Deficit)
Single-Family Detached	202	1,128	926	1,134	932
- Site Built	178	993	815	998	820
- Manufactured Homes on Lots	24	135	111	136	112
Townhouses/Plex	55	82	27	94	39
Multi-family (5+ Units)	37	24	-13	37	0
Manufactured Homes in Parks	74	0	-74	17	-57

Manufactured Homes in Parks (MHP)

MHP Option 1: Allow Manufactured Homes in Parks in the R1 Zone

DESCRIPTION OF CODE OR MAP CHANGE

Under option 1, the City would allow manufactured homes in parks as a permitted use in the R1 zone. They are currently prohibited in the R1 zone. The housing mix for the R1 zone under this option assumes 75% single family detached units, 5% townhouse units and 20% manufactured homes in parks, with a projected density of 8 units per acre.

IMPACT ON HOUSING CAPACITY

Option 1 addresses the capacity deficit for manufactured homes in parks but does not address the multi-family unit deficit. The R1 zone has the most buildable land of any zone in the city (188 acres). Allowing manufactured homes in parks in R1 increases the estimated capacity for manufactured homes in parks by 223 units (Table 5). This option would meet the 20-year need for manufactured homes in parks, with a surplus of 149 manufactured homes in parks. However, there remains a deficit of 13 units to meet the 20-year need for multi-family housing.

CONSIDERATIONS:

- **Benefits:** This change is relatively simple to implement and does not require the City to identify specific properties or areas to rezone. This option also provides flexibility for potential development of manufactured homes in parks because they could be located anywhere within the R1 zone.
- **Drawbacks:** The City cannot target specific properties that might be most suitable for manufactured homes in parks within the R1 zone.

Table 5. Housing Capacity, Manufactured Homes in Parks Option 1

Housing Type	20-Year Need	Existing		Projected	
		Capacity	Surplus (Deficit)	Capacity	Surplus (Deficit)
Single-Family Detached	202	1,128	926	1,004	802
- Site Built	178	993	815	884	706
- Manufactured Homes on Lots	24	135	111	120	96
Townhouses/Plex	55	82	27	88	33
Multi-family (5+ Units)	37	24	-13	24	-13
Manufactured Homes in Parks	74	0	-74	223	149

MHP Option 2: Rezone 49 Acres of Buildable Land From R1 to R2

DESCRIPTION OF CODE OR MAP CHANGE

Under Option 2, the city would rezone 49 acres of buildable land from R1 to R2 to increase the buildable land available for manufactured homes in parks and multi-family housing. The R2 zone permits both these housing types but there is not buildable land in the zone.

IMPACT ON HOUSING CAPACITY

Option 2 addresses both the capacity deficit for manufactured homes in parks and multi-family housing. Rezoning 49 buildable acres of the R1 zone to R2 increases the existing estimated capacity of manufactured homes in parks by 74 units and multi-family units by 56 units (Table 6). This option would meet the 20-year need of manufactured homes in parks and multi-family housing, with no surplus for manufactured homes in parks and a surplus of 43 units for multi-family housing.

Considerations:

- **Benefits:** This option would allow for the city to target properties for rezoning that are most appropriate for manufactured homes in parks and multi-family development.

- **Drawbacks:** It may prove difficult to find one or two contiguous buildable areas zoned R1 that amount to 49 acres and to have those areas be appropriate for manufactured home parks. The alternative is to rezone many smaller, non-contiguous sites. This can result in an arbitrary pattern of R2 zoning that may not be consistent with broader policy goals for the location of higher density housing.

Table 6. Housing Capacity, Manufactured Homes in Parks Option 2

Housing Type	20-Year Need	Existing		Projected	
		Capacity	Surplus (Deficit)	Capacity	Surplus (Deficit)
Single-Family Detached	202	1,128	926	1,064	862
- Site Built	178	993	815	936	758
- Manufactured Homes on Lots	24	135	111	127	103
Townhouses/Plex	55	82	27	125	70
Multi-family (5+ Units)	37	24	-13	80	43
Manufactured Homes in Parks	74	0	-74	74	0