



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