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18 February 2009

TO: Springfield Stakeholder Committee
CC: Linda Pauly and Mark Metzger
FROM: Bob Parker and Beth Goodman
SUBJECT: PRELIMINARY RESULTS OF RESIDENTIAL LAND NEEDS ANALYSIS

In 2006, ECONorthwest initiated work on a housing needs analysis for the City of Springfield. The study is intended to comply with statewide planning policies that govern housing, including Goal 10 (Housing), ORS 197.296, and OAR 660 Division 8. The primary goals of this study are to (1) project the amount of land needed to accommodate the city's future housing needs of all types, and (2) evaluate the existing residential land supply within the Springfield Urban Growth Boundary to determine if it is adequate to meet that need.

The study was put on hold after the passage of HB 3337 because the City did not have an adopted coordinated population forecast. In 2008, the City decided to pursue a safe harbor population figure consistent with OAR 660-024-0030(4). The safe harbor population figure allows the city to finish the residential land study and combine the results with the ongoing employment land study. This memorandum presents preliminary results of the residential land study based on updated population figures.

BACKGROUND

The City of Springfield has not conducted a housing needs analysis since the *Eugene-Springfield Residential Lands and Housing Study* was completed in 1999. Between 1999 and 2008, Springfield's population increased by nearly 8,000 residents, an increase of nearly 10% over the nine-year period.

The 2007 Legislature passed HB 3337 which allows Springfield to establish a separate UGB. Given that change, the City is conducting this study to evaluate the sufficiency of land available for residential uses in its UGB. To make this determination, the draft Residential Lands Study (RLS) presents a housing needs analysis consistent with requirements of Goal 14, ORS 197.296, and OAR 660-008. Additionally, the analysis considers the "safe harbor" provisions found in OAR 660-024. The primary product of the housing needs analysis is an estimate the number of residentially zoned acres that will be necessary to accommodate all types of housing for the next twenty years. This memorandum presents a summary of the preliminary results of the RLS.

PRELIMINARY FINDINGS

The remainder of this memorandum presents preliminary findings from the Housing Needs Analysis that ECO is in the process of drafting. **The results presented here are based on the safe harbor population forecast, preliminary land inventory data developed by the City, and the draft housing needs analysis completed by ECO.** The data presented in this memorandum will be refined and will ultimately be presented in the revised RLS report.

GROWTH FORECASTS

Prior to adopting the housing needs analysis, Springfield must have a population forecast to project expected population change over the 20-year planning period (in this instance, 2010-2030). The safe harbor forecast results in a population increase of 14,788 persons over the 20-year planning period. This figure is more than 3,000 persons lower than the low-range estimate presented to City Council in 2007.

**Table 1. Safe harbor population forecast
Springfield UGB, 2006-2030**

Year	Safe Harbor
2006	65,206
2010	67,828
2030	82,616
Change 2010-2030	
Number	14,788
Percent	
AAGR	0.99%

Source: U.S. Census, LCOG; forecasts calculated by ECONorthwest.

BUILDABLE LANDS INVENTORY

We are currently working with staff to verify the residential BLI. The buildable lands inventory is the component of the analysis that requires the most follow-up work. We hope to have preliminary results available to present at the February 26th meeting.

HISTORIC DENSITY AND MIX

Table 2 shows dwelling units approved through building permits issued for new residential construction by type within Springfield. The data indicate that about 54% of residential dwellings approved were for single-family detached dwellings, while about 36% were for multiple family dwellings (when duplexes are included). Manufactured homes accounted for about 10% of all permits issued.

Table 2. Dwelling units approved through building permits issued for new residential construction by type, Springfield, July 1999 – July 2008

	1999	2000	2001	2002	2003	2004	2005	2006 thru July 2008	Total Units	% of Units	
Single Family	30	209	121	252	230	155	144	116	272	1529	53.5%
Manufactured Home	9	38	46	45	31	26	31	27	27	280	9.8%
Duplex	22	30	16	14	18	38	38	17	40	233	8.1%
Tri-Plex	0	3	6	0	6	6	6	3	0	30	1.0%
Four-Plex	0	4	0	4	84	12	140	56	4	304	10.6%
Apartment	0	40	6	200	0	122	0	0	116	484	16.9%
Total Units	61	324	195	515	369	359	359	219	2860	100.0%	

Source: City of Springfield Planning Department, 2008

Table 3 summarizes approved *net* residential densities by housing type from July 1999 through July 2008. The data indicate that single-family housing types (including manufactured homes) averaged a density of 5.28 dwelling units per net acre. Multifamily housing types show more variation—from 25 units per net acre for triplexes, to 8.48 dwelling units per net acre for fourplexes, and 18.23 dwellings per net acre for apartment buildings.

Table 3. Actual residential density by housing type, in net acres, Springfield, July 1999 – July 2008

Housing Type	Total Units	Total Acres	DU/Net Acres
Conventional Single-Family	1529	280.7	5.45
Manufactured Home	231	53.4	4.33
Manufactured Home w/ Garage	49	7.8	6.25
Total Single-Family	1809	341.9	5.29
Duplex	233	37.5	6.22
Triplex	30	1.2	25.00
Fourplex	304	35.9	8.48
Apartments 5+ Units	362	19.9	18.23
Total Multi-Family Excluding Duplexes	696	56.9	12.23
Total	2738	436.3	6.28

Source: City of Springfield building permit data

HOUSING NEEDS

Table 4 shows an estimate of needed new housing units in Springfield during the 2010 to 2030 period using the safe harbor population forecast. The results indicate that Springfield will need 6,116 new dwelling units during the 20-year planning period. These figures do not include new group quarters. The forecast assumes 63% will be single-family housing types (single-family detached and manufactured) and 37% will be multifamily.

The results indicate that Springfield will need to issue permits for about 306 new dwelling units annually during the planning period. By comparison, Springfield averaged 300 dwelling units annually during the 1999 to 2006 period, and had a peak of 515 dwellings approved in 2002.

Table 4. Demand for new housing units, Springfield, 2010-2030

Variable	Safe Harbor Assumptions
Change in persons	14,788
minus Change in persons in group quarters	147
equals Persons in households	14,641
Single-family units	
Percent single-family DU	63%
Total new single-family DU	3,632
Multifamily units	
Percent multiple family DU	37%
New multiple family DU	2,133
Totals	
=Total new occupied dwelling units	5,764
Aggregate household size (persons/occupied DU)	2.54
+ Vacant dwelling units	352
=Total new dwelling units	6,116
Dwelling units needed annually 2007-2027	306

Source: Calculations by ECONorthwest based on population forecasts and US Census data.

Table 5 shows the forecast of needed housing units by density in Springfield for the low, medium, and high population growth increments. The forecasts shows land need in net and gross acres. Net acres is the amount of land needed for housing, not including public infrastructure (e.g., roads) or services (e.g., schools or parks). Gross acres is the estimated amount of land needed for housing inclusive of public infrastructure and services.

The forecast indicates that Springfield will need about 851 net residential acres, or about 1,044 gross residential acres to accommodate new housing between 2010 and 2030. The forecast results in an average residential density of 7.2 dwelling units per net residential acre and of 6.0 dwelling units per gross residential acre. The average residential density between 1999 and 2006 was 6.28 dwellings per net acre. This represents an increase of about 15% over historical levels.

Table 5. Forecast of needed housing units by mix and density, Springfield, 2010-2030

Housing Type	New DU	Percent	Density (DU/net res ac)	Net Res. Acres	Net to Gross Factor	Gross Res. Acres	Density (DU/gross res ac)
Needed Units, 2010-2030							
Single-family types							
Single-family detached	3,486	57%	5.2	670	20%	838	4.2
Manufactured in parks	61	1%	8.0	8	18%	9	6.6
Single-family attached	550	9%	9.0	61	15%	72	7.7
Subtotal	4,098	67%	5.5	739		919	4.5
Multi-family							
Multifamily	2,018	33%	18.0	112	10%	125	16.2
Subtotal	2,018	33%	18.0	112		125	16.2
Total	6,116	100%	7.2	851		1,044	5.9

Source: ECONorthwest

The final step in the housing needs analysis is to allocate housing needs by plan designation to determine the number of needed housing units and gross acres required to meet identified housing needs for the 20-year period. Table 4 provides an allocation of housing units by Springfield's three residential plan designations. It also provides an estimate of the gross acres required in each zone to accommodate needed housing units. The acreages are based on the gross density assumptions shown in Table 3.¹ Based on Table 4, the needed density by plan designations are:

- LDR – 5.4 DU/Net Acre; 4.3 DU/Gross Acre
- MDR – 13.4 DU/Net Acre; 11.9 DU/Gross Acre
- HDR – 22.2 DU/Net Acre; 20.0 DU/Gross Acre

¹ The Metro Plan designations assign the following density ranges:

LDR – 1 to 10 DU/Gross Ac
MDR – 10 to 20 DU/Gross Ac
HDR – 20 to 30 DU/Gross Ac

To develop density assumptions that are consistent with the plan designation ranges, apartments in MDR are assumed to have a density of 14/DU gross ac; apartments in the HDR are assumed to have a density of 20 DU/gross ac.

Table 4. Allocation of needed housing units by plan designation, 2010-2030

Housing Type	Plan Designation							
	Low Density		Moderate Density		High Density		Total	
	DU	Gross Ac	DU	Gross Ac	DU	Gross Ac	DU	Gross Ac
Single-family								
Single-family detached	3,486	838	0	-	0	-	3,486	838
Manufactured in parks	61	9	0	-	0	-	61	9
Single-family attached	245	32	306	40	0	-	550	72
Subtotal	3,792	879	306	40	0	-	4,098	919
Multi-family								
Multi-family	0	-	1,101	79	917	46	2,018	125
Subtotal	0	-	1,101	79	917	46	2,018	125
Total	3,792	879	1,407	119	917	46	6,116	1,044
Percent of Acres and Units								
Single-family								
Single-family detached	57%	80%	0%	0%	0%	0%	57%	80%
Manufactured in parks	1%	1%	0%	0%	0%	0%	1%	1%
Single-family attached	4%	3%	5%	4%	0%	0%	9%	7%
Subtotal	62%	84%	5%	4%	0%	0%	67%	88%
Multi-family								
Multi-family	0%	0%	18%	8%	15%	4%	33%	12%
Subtotal	0%	0%	18%	8%	15%	4%	33%	12%
Total	62%	84%	23%	11%	15%	4%	100%	100%

Source: ECONorthwest

IMPLICATIONS

The preliminary analysis suggests Springfield has different needed housing density and mix than it experienced during the 1999-2008 period. ORS 197.296 requires cities to consider land use efficiency measures if the housing needs analysis finds that the City may not meet identified housing needs. The measures are intended to increase the probability that the needed housing types will get built (e.g., that the City will achieve the needed density and mix). Specifically, the statute states:

(6) If the housing need determined pursuant to subsection (3)(b) of this section is greater than the housing capacity determined pursuant to subsection (3)(a) of this section, the local government shall take one or more of the following actions to accommodate the additional housing need:

(a) Amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for the next 20 years. As part of this process, the local government shall consider the effects of measures taken pursuant to paragraph (b) of this subsection. The amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the urban growth boundary;

(b) Amend its comprehensive plan, regional plan, functional plan or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for the next 20 years without expansion of the urban growth boundary. A local government or metropolitan service district that takes this action shall monitor and record

the level of development activity and development density by housing type following the date of the adoption of the new measures; or

(c) Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.

(7) Using the analysis conducted under subsection (3)(b) of this section, the local government shall determine the overall average density and overall mix of housing types at which residential development of needed housing types must occur in order to meet housing needs over the next 20 years. If that density is greater than the actual density of development determined under subsection (5)(a)(A) of this section, or if that mix is different from the actual mix of housing types determined under subsection (5)(a)(A) of this section, the local government, as part of its periodic review, shall adopt measures that demonstrably increase the likelihood that residential development will occur at the housing types and density and at the mix of housing types required to meet housing needs over the next 20 years.

It is common for jurisdictions to adopt combinations of policies to manage growth and improve the efficiency and holding capacity of land uses. Such policy groupings, however, are not necessarily cumulative in their intent or impact. Policies that address similar issues may not be mutually reinforcing. For example, having policies in residential zones for maximum lot size and minimum density essentially address the same issue—density in residential zones.

The Springfield Planning Commission has already reviewed a range of potential efficiency measures and provided direction to staff about which measures to fully analyze.