

**Eugene-Springfield Metropolitan Area
Residential Land and Housing Study**

Policy Recommendations Report

August 1999



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Policy Recommendations Report Summary

Background

The *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)* is the major policy document for land use planning in the Metro area. The Residential Land Use and Housing Element of the *Metro Plan* contains broad policy direction for residential land use, density, housing type, and other related housing issues. The purpose of the Metropolitan Residential Land and Housing Study is to update the Residential Land Use and Housing Element.

The Residential Lands and Housing study is a major work task of the *Metro Plan* Periodic Review Work Program approved by the City of Springfield, City of Eugene, and Lane County elected officials in 1995. Periodic Review is a state-mandated process to review and update local comprehensive plans to bring them into compliance with new state regulations and changing local conditions. The update must comply with state land use law, the goal of which is "to provide for the housing needs of citizens of the state."

The study was conducted by an inter-jurisdictional staff team and was guided by a Citizen Advisory Committee (CAC), appointed by the three local jurisdictions. The CAC spent two years learning about residential lands and housing issues, trends, and policies; developing residential land supply and demand assumptions; and creating recommendations for *Metro Plan* amendments that respond to changing conditions and local issues. The CAC recommendations are contained in the January 1998, *Citizen Advisory Committee Policy Recommendations Report*.

The appointed and elected officials of the City of Springfield, City of Eugene, and Lane County have completed review of the Metro Residential Land and Housing Study and recommended a set of changes to the Residential Land Use and Housing Element of the *Metro Plan*, *Metro Plan* Glossary, and related supply and demand analysis for residential lands. The public review and adoption process with a tentative schedule is graphically presented on page 8 of the *Policy Recommendations Report*.

Findings and Recommendations Highlights

The *Policy Recommendations Report* contains findings, policies, and suggested implementation measures. The significant findings and the key policies from the report are summarized below.

Significant Findings

- By 2015, the Eugene-Springfield Metropolitan Study Area is projected to reach a population of between 291,000 and 311,000. This represents an increase of between 87,000 and 107,000 persons from the 1990 population of 204,359.
- Based on the 2015 projected population and household size, there is a need for between 40,000-49,000 new housing units in the Eugene/Springfield urban growth boundary (UGB) between 1992 and 2015.

- Based on the ECO Northwest/Leland Study, *What is the Market Demand for Residential Real Estate in Eugene/Springfield?* (October, 1996), a larger share of the future population will be composed of smaller, older, and less affluent households. This will alter housing market demand in many ways over the next 20 years. Married couple families with children will no longer be the predominate household type of the residential market. Singles, childless couples, divorcees, and single parents will be a much larger proportion of the market than in the past. To meet the needs of these households, more choices in housing types (both for sale and for rent) than currently exist will be necessary.
- There is sufficient buildable residential land within the existing urban growth boundary to meet the future housing needs of the projected population. In fact, the 1992 residential buildable land supply exceeds the 1992-2015 residential land demand in all residential categories. Assuming land is consumed evenly over the period, by 1999, there will be at least a 20-year supply of residential land remaining inside the UGB.
- This supply and demand analysis is based on the following assumptions:
 - Buildable land is land that is not affected by floodway, significant and protected wetlands, wetland mitigation sites, major powerline easements, and buffers along Class A and B streams and ponds. Small, irregularly shaped lots, which are difficult to develop, were not counted in the buildable land supply.
 - Some of the demand for new housing units will be met by existing buildable low-density lots, infill, and redevelopment.
 - Approximately 32 percent of the buildable residential land will be used for nonresidential uses such as churches, day care centers, parks, streets, etc. This land was subtracted from the buildable land supply.
 - To meet the future housing needs of the community, 40 percent of the additional needed housing units will be single-family, detached; 12 percent single-family, attached; 35 percent multi-family; and 13 percent manufactured dwelling in parks.
 - Density assumptions are similar to those in the adopted *Metro Plan* except for single-family, detached in low density, which was lowered based on past trends and multi-family in low density, which was raised based on past trends and proposed implementation measures.
- In 1995, approximately 28 percent of the buildable residential land supply did not have public services, primarily sanitary sewer. Of this total, 1,136 acres or 12 percent will not be served for ten or more years, 521 acres (5.5 percent) in five to ten years, 476 acres (5 percent) in three to four years, and 520 acres (5.5 percent) in one to two years.
- Although single-family, detached lot sizes are decreasing, the *Metro Plan* targeted residential densities for all new development are not being achieved at this time. The *Metro Plan* assumes a net density of 8.57 dwelling units per acre (note: translation from 6 units per gross acre) for new development over the planning period. For new dwelling units constructed during 1986 to 1994, the net density was 7.05 units per

acre based on the Lane County Geographic Information System (GIS). The estimated average overall residential net density for all residential development has climbed from 5.69 units per acre in 1986 to 5.81 units per acre in 1994.

- Housing costs are rising more rapidly than household income. With rising land and housing costs, the market has been and will continue to look at density as a way to keep down housing costs.
- The metropolitan area enjoys a wide variety of open spaces, natural areas, and livable neighborhoods. As density increases, design and landscaping standards and guidelines may be necessary to maintain community livability and aesthetics, as well as making density more acceptable.
- Substantial and continued federal funding reductions for housing assistance are increasing the burden on local governments. The high cost of housing for low-income families directly correlates with an increasing demand for other support services such as food supplement programs and utility assistance. The high cost of housing results in homelessness for some households. Homelessness directly and indirectly negatively impacts public health, public safety, and public education systems in multiple, measurable ways.

Key Policies

- Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review.
- Develop a monitoring system that measures the land consumption, land values, housing type, size and density. Reports should be made to the community on an annual basis.
- Endeavor to provide key urban services and facilities to maintain a five-year supply of serviced, buildable residential land.
- Require development to pay the cost, as determined by the local jurisdiction, of extending public services and infrastructure. The cities shall examine ways to provide subsidies or incentives for providing infrastructure that support affordable housing and/or higher density housing.
- Promote higher residential density inside the UGB that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserve rural resource lands outside the UGB.
- Increase overall residential density in the metropolitan area by creating more opportunities for effectively designed in-fill, redevelopment, and mixed use while considering impacts of increased residential density on existing and historic neighborhoods.

- Develop a wider range of zoning options, such as new zoning districts, to fully utilize existing *Metro Plan* density ranges.
- Provide opportunities for a full range of choice in housing type, density, size, cost, and location.
- Encourage a mix of structure types and densities within residential designations by reviewing and, if necessary, amending local zoning and development regulations.
- Encourage homeownership of all housing types, particularly for low-income households.
- Reduce impacts of higher density residential and mixed-use development on surrounding uses by considering site, landscape, and architectural design standards or guidelines in local zoning and development regulations.
- Consider public purposes such as low- and very low-income housing when evaluating UGB expansions.
- Consider the unique housing problems experienced by special needs populations, including the homeless, through review of local zoning and development regulations, other codes, and public safety regulations to accommodate these specialized needs.

Section I

Introduction

This report presents the recommendations to update the Residential Land Use and Housing Element of the *Eugene/Springfield Metropolitan Area General Plan (Metro Plan)*. It is one of the documents created as part of the Residential Land and Housing Study. The other supporting documents include the February 1999, *Eugene-Springfield Metropolitan Residential Land and Housing Study Planning Commission Policy Recommendations Report*; the 1999 *Supply and Demand Technical Analysis*; and the 1999 *Site Inventory Document*, which contains characteristics of the larger residential sites.

This section of the report provides information on the purpose and context of the Residential Land and Housing Study. There is also a description of the public review and adoption process.

What is the Purpose of the Residential Land and Housing Study?

The purpose of this Study is to update the residential land supply, housing demand, and needs analysis; and the policies related to residential land and housing in the *Metro Plan*. Conducting the supply and demand analysis provides information as to whether there is sufficient residential land to meet the housing needs of the projected 2015 urban growth boundary (UGB) population. The policies serve as a guide for local jurisdictions in planning to accommodate future residential development, in balance with other land uses, to meet the housing needs of the existing and projected population.

What are the *Metro Plan* and Periodic Review?

The *Metro Plan* is the area's long-range, comprehensive land use plan that contains the vision for the future of the Eugene-Springfield community. The Plan accomplishes this vision by establishing general planning policies and land use allocations. It serves as the basis for the coordinated development of programs concerning the use and conservation of physical resources; provision of public services and facilities; and development and redevelopment of the metro area.

The *Metro Plan* was acknowledged by the Oregon Land Conservation and Development Commission (LCDC) in 1982. As part of the state planning guidelines, the *Metro Plan* is periodically reviewed to ensure that it is consistent with new laws and rules and that it addresses changing local conditions. This process is referred to as Periodic Review. The last Periodic Review of the *Metro Plan* was completed in 1987. The Residential Land and Housing Study is one of the work tasks included in the current *Metro Plan* Periodic Review Work Program, approved by the Oregon Department of Land Conservation and Development (DLCD) in May 1995.

Has the Study accounted for and met standards for conducting buildable land inventories as required by state law?

This study responds to State Planning Goal 10, "To provide for the housing needs of citizens of the state." Goal 10, and its accompanying administrative rules, set out a process to estimate future housing needs and to analyze the supply and demand for residential land needed to accommodate growth. Cities are required to provide a 20-year supply of residential land within their UGBs at Periodic Review, based on a comprehensive housing needs assessment. The Residential Land and Housing Study supply and demand analysis developed housing demand projections for 2015. The supply analysis is based primarily on buildable land information as of 1995. The general guideline for doing a residential lands supply and demand analysis is to use a 20-year planning period. In reviewing the future needs for land and the current supply within the urban growth boundary, it has been determined that there is a 20-year supply of buildable residential land. The Metro area has enough land to meet the housing needs out to 2015 or later depending on whether the expected high or low population projection becomes reality.

Study's conformance with HB 2709

House Bill 2709 was passed by the 1995 Oregon Legislature and supplemented existing provisions in Oregon Revised Statute (O.R.S.) and Oregon Administrative Rule (O.A.R.) with respect to buildable lands inventory and planning for urban growth. All jurisdictions must comply with *most* provisions of HB 2709. Jurisdictions that received their periodic review notice prior to the effective date of HB 2709 are not subject to the housing needs requirement as part of their current periodic review. The Eugene-Springfield Metro Area received its periodic review notice prior to this effective date and is not subject to certain requirements of HB 2709; however, the recommendations do, in fact, address many of the HB 2709 issues the Metro area is not required to address at this time.

As part of the HB 2709 requirements, jurisdictions in periodic review and jurisdictions conducting a legislative review of their urban growth boundary must provide a 20-year supply at that point in time. There is no requirement for a continuous and "rolling" 20-year supply of residential land.

How Were These Recommendations Decided?

The Eugene-Springfield Residential Land and Housing Study has been guided by a public involvement plan developed by staff and approved by the Joint Planning Commission Committee (JPCC). This plan provided for the following activities: creation of a citizen advisory committee (CAC); presentations to civic groups and professional organizations; direct mailing of newsletters, CAC agendas, and meeting notices to an interested parties mailing list; two public events; and public hearings.

In summer 1995, an 11-member CAC was approved by elected officials of Eugene, Springfield, and Lane County to guide the study, including citizen involvement. The CAC was made up of a

group of people that represented a variety of community and business interests that relate to housing in the Eugene-Springfield metropolitan area. This group met on a regular basis over a two-year period. All meetings were advertised and open to the public. The CAC:

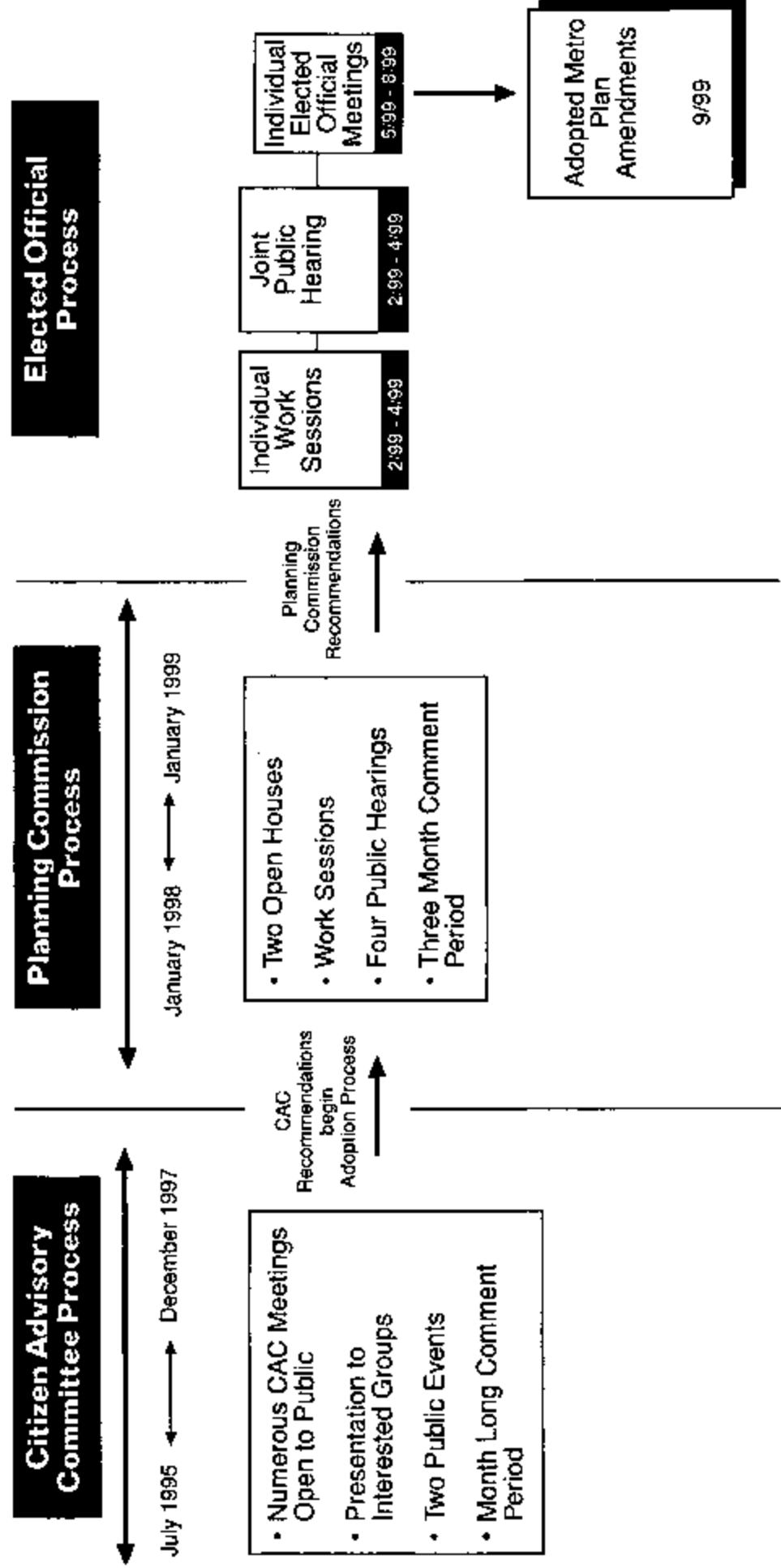
- Provided direction on the analysis of residential land and housing supply and demand analysis;
- Discussed barriers to affordable housing;
- Reviewed local, state, and national residential market trends;
- Reviewed and commented on *TransPlan's* nodal development concept;
- Identified, discussed, and prioritized specific land use and housing trends and issues;
- Hosted a community forum attended by about 50 local citizens;
- Recommended assumptions for future structure type mix and density;
- Developed preliminary policy and implementation measure recommendations;
- Hosted a community workshop to obtain input from the community on the preliminary recommendations; and
- Revised preliminary findings, policies and implementation measures based on input from the public and local appointed and elected officials.

In January 1998, the CAC released the *Eugene-Springfield Metropolitan Residential Land and Housing Study Citizen Advisory Committee Policy Recommendations Report*. At that point, the report was presented to the Eugene, Springfield, and Lane County Planning Commissions for review and approval.

The Planning Commission's review and approval process involved four public hearings, several joint and individual Planning Commission work sessions and a four-month comment period. The Planning Commission's recommendations were forwarded to the Springfield, Eugene, and Lane County elected officials for adoption. In April 1999, the Springfield, Eugene, and Lane County elected officials held a joint public hearing at which local citizens could provide testimony. The comment period was held open for an additional twelve days. In May 1999, the metro elected officials began deliberations to review the citizen testimony on the recommendations. In August 1999, the Eugene, Springfield and Lane County elected officials adopted the *Metro Plan* amendments. On the following page is a chart that presents an overview of the adoption process and schedule. (See following Public Review and Adoption Process Chart.)

Eugene-Springfield Residential Land and Housing Study Public Review and Adoption Process

January 1999



How Does This Study Relate to Other Metropolitan Studies?

This study has been coordinated with other related studies through the adoption process. Other studies, such as the Springfield Commercial Lands Study and *TransPlan*, are underway now. Decisions made in other studies, such as the Eugene-Springfield Transportation System Plan (*TransPlan*) and the Springfield Commercial Lands Study could impact the residential land supply, policies, and suggested implementation measures in the Residential Land and Housing Study. As a result, staff is continuing to monitor decisions made in these studies to ensure the consistency of policies for the metro area.

How is the Policy Recommendations Report Organized and How will it be Used?

This report is organized into several sections and includes the following:

- The recommended amendments to the *Metro Plan* Residential Land and Housing Element and the suggested implementation measures, which includes:
 - Introductory narrative,
 - A goal statement,
 - Findings that support the policy recommendations,
 - Recommended policies, and
 - Suggested implementation measures;
- Other recommended amendments to the *Metro Plan*, primarily amendments to the *Metro Plan* Glossary;
- A summary of the residential land supply and demand analysis;
- A glossary containing planning terms used in the report;
- Appendices
 - Existing *Metro Plan* findings, goal, policies, and objectives;
 - An analysis of state policy direction;
 - *What Is The Market Demand For Residential Real Estate In Eugene/Springfield?* This report, produced by ECONorthwest and Leland Consulting Group, describes the housing needs analysis that was conducted for the Eugene/Springfield metro area.
 - A list of the local responses to existing *Metro Plan* Residential Land and Housing policies and objectives.
 - Examples of innovative housing types and housing densities.

The **introductory narrative, findings, policy recommendations, modifications to the Glossary and other amendments necessary for consistency** from this Study, as revised based on public review, will be adopted as amendments to the *Metro Plan*. The **suggested implementation measures** are not recommendations to amend the *Metro Plan*, but are action-oriented tasks suggested to be undertaken to implement the policy and move toward achieving the goal set forth in the *Metro Plan*.

Section II

Recommended Metro Plan Amendments and Suggested Implementation Measures

Introduction

The following section contains the introductory narrative, goal, findings, and policies for the Residential Land and Housing Element of the *Metro Plan*, and suggested implementation measures to carry out the policies. These amendments and suggested implementation measures were recommended and approved by the Eugene, Springfield and Lane County Planning Commissions and conditionally approved by the Eugene and Springfield City Councils and the Lane County Board of Commissioners.

Amended Introductory Narrative

The text below will replace the existing introductory narrative to the Residential Land and Housing Element in the *Metro Plan*.

“The Residential Land Use and Housing Element addresses the housing needs of current and future residents of the metropolitan area. Land in residential use occupies the largest share of land within the urban growth boundary. The existing housing stock and residential land supply and its relationship to other land uses and infrastructure is critical to the future needs of all residents.

This element addresses State Housing Goal 10, ‘To provide for the housing needs of citizens of the state.’ Housing demand originates with the basic need for shelter but continues into the realm of creating communities. The policies contained in this element are based on an analysis of land supply and existing and future housing demand including existing housing problems and the needs of the expected future population. Numerous factors were reviewed to develop a projection of future housing demand including projected number of households, household income, age, household size, household type and special housing needs. The background material with this analysis is contained in two documents, the 1999, *Supply and Demand Technical Analysis*; and the 1999, *Site Inventory Document*.

This element is organized by seven topics related to housing and residential land. These topics include:

- Residential Land Supply and Demand;
- Residential Density;
- Housing Type and Tenure;
- Design and Mixed Use;
- Existing Housing Supply and Neighborhoods;
- Affordable, Special Need, and Fair Housing; and
- Coordination.

The applicable findings and policies are contained under each topic heading.

Finally, the policies listed provide direction for the local jurisdictions in preparing zoning and development regulations to address future housing needs.

Each jurisdiction will be responsible to implement the policies contained in the Residential Element. At the time of the annual monitoring report, information on progress made to realize policy direction will be made available in that process. As local jurisdictions implement this Element of the Metro Plan, they will be involved in the analysis of the suitability of certain residential designations in terms of density and location and may propose changes, based on this analysis, to the Metro Plan diagram.”

Goal

The Residential Land Use and Housing Element of the *Metro Plan* contains only one goal that was recommended to remain as it now exists.

“Provide viable residential communities so all residents can choose sound, affordable housing that meets individual needs.”

Residential Land Supply and Demand

Findings

- Finding 1. By 2015, the Eugene-Springfield Metropolitan Study Area is projected to reach a population of between 291,000 and 311,000. This represents an increase of between approximately 87,000 and 107,000 persons from the 1990 population of 204,359.
- Finding 2. Average household size has been declining both nationally and locally due to a variety of factors. This trend will result in the need for more dwelling units to house population growth.
- Finding 3. Based on the 2015 projected population and average household size, there is a need for between 40,000 and 49,000 new housing units in the Eugene-Springfield UGB boundary between 1992 and 2015.
- Finding 4. There is sufficient buildable residential land within the existing UGB to meet the future housing needs of the projected population. In fact, the 1992 residential buildable land supply exceeds the 1992-2015 residential land demand in all residential categories. Assuming land is consumed evenly over the period, by 1999, there will be at least a 20-year supply of residential land remaining inside the UGB.

Supply and Demand Analysis in Acres				
	Low Density	Medium Density	High Density	Total
SUPPLY				
Total Net Buildable Acres for Housing	4,780	828	195	5,802
Flat Buildable Acres	3,159	777	192	4,129
15-25% Sloped Land	913	41	1	955
Eugene	605	39	1	645
Springfield	307	2	1	310
Steep Sloped Buildable Acres	708	9	1	718
Eugene	341	2	0	343
Springfield	367	6	1	374
DEMAND				
Low - High Range Residential Demand Remaining After Subtracting Demand Met by Buildable Lots	3,298 - 4,225	523 - 641	120 - 147	3,941 - 5,013
Land Demand for Housing Displaced by Redevelopment	27	0	0	27
Total Expected Residential Land Demand 1992 - 2015	3,840	589	135	4,564
Low - High Range Residential Land Demand 1992 - 2015	3,325 - 4,252	523 - 641	120 - 147	3,968 - 5,040
Difference between Total Buildable Supply and Expected Residential Land Demand in acres*	940	239	60	1,238

Note: Totals may differ due to rounding. Assumptions are estimates based on available data.

* Housing is not allocated to commercial and mixed use designated land due to State Administrative Rules although it is known that some units will be built on commercial and mixed use land

Supply and Demand Analysis in Units				
	Low Density	Medium Density	High Density	Total
SUPPLY				
Total Units on Buildable Acres	28,681	13,078	6,760	48,519
Units on Flat Buildable Land	21,797	12,432	6,720	40,949
Units on 15-25% Sloped Land	5,403	632	39	6,074
Eugene (same density as flat)	4,175	624	35	4,834
Springfield (@4 dus/acre)	1,228	8	4	1,240
Units on Steep Sloped Buildable Land	1,482	14	1	1,497
Eugene (@3 dus/acre)	1,023	6	0	1,029
Springfield (@1.25 dus/acre)	459	8	1	468
DEMAND				
Low - High Range Residential Demand Remaining After Subtracting Demand Met by Buildable Lots & Infill	22,873 - 29,042	8,384 - 10,270	4,200 - 5,145	35,457 - 44,457
Unit Demand for Housing Displaced by Redevelopment	149	0	0	149
Total Expected Residential Demand 1992 - 2015	26,449	9432	4725	40,606
Low - High Range Residential Demand 1992 - 2015	23,022 - 29,191	8,384 - 10,270	4,200 - 5,145	35,606 - 44,606
Difference between Total Buildable Supply and Expected Residential Demand in units *	2,232	3,646	2,035	7,913

Note: Totals may differ due to rounding. Assumptions are estimates based on available data.

* Housing is not allocated to commercial and mixed use designated land due to State Administrative Rules although it is known that some units will be built on commercial and mixed use land

- Finding 5. Undeveloped residential land is considered unbuildable and removed from the supply if it is within 230 KV powerline easements, the floodway, protected wetlands or wetland mitigation sites in Eugene, wetlands larger than 0.25 acres in Springfield or buffers around Class A and B streams and ponds. The remaining buildable residential land is located primarily on the outer edge of the UGB and some of the buildable residential land has development constraints such as slopes, floodplain, hydric soils and wetlands. Development potential is reduced in Springfield on flood plain areas and in Eugene on remaining potential wetlands due to moderate constraints that can support a less intense level of development.

- Finding 6. Anticipated federal regulations affecting fish habitats in the Pacific Northwest and new applications for regulating under-designated, saturated, hydric soils by Oregon's division of State Lands, as well as other factors, make a definitive calculation of the buildable land supply difficult. The adopted buildable land supply inventory represents the local jurisdictions best assessment of the amount of buildable land that will be available within the urban growth boundary until the year 2015.
- Finding 7. In 1995, approximately 28 percent of the buildable residential land supply did not have public services, primarily sewer. Of this total, 1,136 acres or 12 percent will not be served for ten or more years; 521 acres (5.5 percent) in five to ten years; 476 acres (5 percent) will be served in three to four years, and 520 acres (5.5 percent) in one to two years.
- Finding 8. In the aggregate, nonresidential land uses consume approximately 32 percent of buildable residential land. These nonresidential uses include churches, day care centers, parks, streets, schools, neighborhood commercial, etc.
- Finding 9. Some of the residential land demand will be met through redevelopment and infill. Residential infill is occurring primarily in areas with larger, single-family lots that have surplus vacant land or passed over small vacant parcels. Redevelopment is occurring primarily in the downtown Eugene and West University areas, where less intensive land uses, such as parking lots and single-family dwellings are being replaced with higher density, multi-family development.
- Finding 10. Since the last Periodic Review of the *Metro Plan* in 1987, there have been only two minor expansions of the UGB for residentially designated land. Each expansion was less than one acre in size.
- Finding 11. The UGB defines the extent of urban building and service expansion over the planning period. There are geographic and resource constraints that will limit expansion of the UGB in the future. At such time that expansion is warranted, it will be necessary to cross a river, develop agricultural land, or cross over a ridge where the provision of public services and facilities will be expensive.
- Finding 12. Since adoption of the *Metro Plan*, the supply of residential lands has been negatively affected (diminished) due to federal, state, and local regulations to protect wetlands, critical habitat of endangered/threatened species, and other similar natural resources. This trend is likely to continue in order to meeting future Goal 5 and stormwater quality protection requirements.

- Finding 13. Springfield charges a systems development charge for storm water, wastewater, and transportation. Willamalane Park and Recreation District charges a system development charge for parks. Springfield Utility Board charges for water. Eugene charges for storm water, wastewater, parks and transportation. Eugene Water and Electric Board charges for water. These charges could be increased in some cases. Currently, state law does not include local system development charges for fire and emergency medical service facilities and schools. Depending on market conditions, residents of newly constructed housing also pay for services and facilities they receive through local assessment districts, connection charges, direct investment in public infrastructure, and property taxes.

Policies

- Policy 1. Encourage the consolidation of residentially zoned parcels to facilitate more options for development and redevelopment of such parcels.
- Policy 2. Residentially designated land within the UGB should be zoned consistent with the *Metro Plan* and applicable plans and policies; however, existing agricultural zoning may be continued within the area between the city limits and the UGB until rezoned for urban uses.
- Policy 3. Provide an adequate supply of buildable residential land within the UGB for the 20-year planning period at the time of Periodic Review.
- Policy 4. Use annexation, provision of adequate public facilities and services, rezoning, redevelopment, and infill to meet the 20-year projected housing demand.
- Policy 5. Develop a monitoring system that measures land consumption, land values, housing type, size, and density. Reports should be made to the community on an annual basis.
- Policy 6. Eugene, Springfield and Lane County shall encourage a community dialogue, when the annual monitoring report on land supply and housing development is made public, to address future Periodic Review requirements that relate to meeting the residential land supply needs of the Metro area.
- Policy 7. Endeavor to provide key urban services and facilities required to maintain a five-year supply of serviced, buildable residential land.
- Policy 8. Require development to pay the cost, as determined by the local jurisdiction, of extending public services and infrastructure. The cities shall examine ways to provide subsidies or incentives for providing

infrastructure that support affordable housing and/or higher density housing.

Suggested Implementation Measures

- Measure 1. Review and modify existing zoning and development codes to ensure that nonresidential uses allowed outright in residential zones are the best use of residential land.
- Measure 2. Develop an ongoing monitoring system that measures land consumption, housing density, housing type and size and land price and compares the remaining supply with projected housing demand and report results to the community on an annual basis.
- Measure 3. Conduct a series of meetings between interested parties to: 1) Analyze the results of the annual monitoring report; 2) Review the status of the land supply and measures undertaken by the jurisdictions to utilize the existing land supply and; 3) Discuss other implementation measure options and alternatives to be considered.
- Measure 4. Establish redevelopment and infill strategies.
- Measure 5. Encourage the State of Oregon to end tax deferrals for farm land upon annexation and evaluate tax deferrals for farm land in the UGB.
- Measure 6. Amend zoning districts to allow agricultural use prior to development.
- Measure 7. Discourage urban development outside the urban growth boundary. Encourage farm land owners to continue farm use outside and adjacent to the UGB for open space and develop strategies to maintain such uses.
- Measure 8. Explore funding mechanisms such as adding to permit fees or contributions from the private sector, to develop a monitoring system that measures land consumption, housing density, land values, and housing development.

Residential Density

Findings

- Finding 14. Housing costs are increasing more rapidly than household income. With rising land and housing costs, the market has been and will continue to look at density as a way to keep housing costs down.
- Finding 15. Recently approved subdivisions are achieving lot sizes on flat land averaging 7,400 square feet in Eugene and 7,800 square feet in Springfield. Comparing the net density of all Eugene-Springfield Metro single family-detached units in 1986 and 1994 indicates that in 1986 the net density was 4.12 units per net acre which equates to a 10,573 square foot lot while in 1994, the net density was 4.18 units per net acre or a 10,410 square foot lot. These trends indicate that development in low density is achieving assumed density expectation
- Finding 16. Although single family-detached lot sizes are decreasing, the *Metro Plan* targeted residential densities for all new development are not being achieved at this time. The *Metro Plan* assumes a net density¹ of 8.57 units per acre (note: translation from 6 units per gross acre²) for new development over the planning period. For new dwelling units constructed during 1986 to 1994, the net density was 7.05 units per acre based on the Lane County Geographic Information System (GIS). The estimated average overall residential net density for all residential development has climbed from 5.69 units per acre in 1986 to 5.81 units per acre in 1994.
- Finding 17. Both Springfield and Eugene have adopted smaller minimum lot size requirements to allow increased density in low-density residentially designated areas. Even so, density in low-density residentially designated areas does not routinely achieve the higher range of low density zoning (near 10 dwelling/gross acre) due to the current market and the area requirements for other site improvements such as streets.
- Finding 18. Offering incentives (e.g., reduced parking requirements, tax abatements) for increased density has not been completely successful in this metro area. In areas where some increase in density is

1 Density (net): The number of dwelling units per each acre of land in residential use, excluding from the acreage dedicated streets, neighborhood parks, sidewalks, and public facilities.

2 Density (gross): The number of dwelling units per each acre of land, including areas devoted to dedicated streets, neighborhood parks, sidewalks, and other public facilities.

proposed, there can be neighborhood opposition.

Policies

- Policy 9. Establish density ranges in local zoning and development regulations that are consistent with the broad density categories of this plan.
- Low density: Through 10 dwelling units per gross acre (could translate up to 14.28 units per net acre depending on each jurisdictions implementation measures and land use and development codes)
 - Medium density: Over 10 through 20 dwelling units per gross acre (could translate to over 14.28 units per net acre through 28.56 units per net acre depending on each jurisdiction's implementation measures and land use and development codes)
 - High density: Over 20 dwelling units per gross acre (could translate to over 28.56 units per net acre depending on each jurisdiction's implementation measures and land use and development codes)
- Policy 10. Promote higher residential density inside the urban growth boundary that utilizes existing infrastructure, improves the efficiency of public services and facilities, and conserves rural resource lands outside the urban growth boundary.
- Policy 11. Generally locate higher density residential development near employment or commercial services, in proximity to major transportation systems or within transportation-efficient nodes.
- Policy 12. Coordinate higher density residential development with the provision of adequate infrastructure and services, open space, and other urban amenities.
- Policy 13. Increase overall residential density in the metropolitan area by creating more opportunities for effectively designed in-fill, redevelopment, and mixed use while considering impacts of increased residential density on existing and historic neighborhoods.
- Policy 14. Review local zoning and development regulations periodically to remove barriers to higher density housing and to make provision for a full range of housing options.
- Policy 15. Develop a wider range of zoning options such as new zoning districts, to fully utilize existing *Metro Plan* density ranges.

- Policy 16. Allow for the development of zoning districts which allow overlap of the established *Metro Plan* density ranges to promote housing choice and result in either maintaining or increasing housing density in those districts. Under no circumstances, shall housing densities be allowed below existing Metro Plan density ranges.

Suggested Implementation Measures

- Measure 9. Review and modify zoning and development codes to remove unnecessary barriers such as lot size requirements to development of higher density housing.
- Measure 10. Encourage and stimulate higher housing density where it supports a public purpose. This may involve active collaboration or the development of incentives and other regulatory methods to achieve higher density housing.
- Measure 11. Expand incentives, and expedite development processes for higher density residential developments.
- Measure 12. Reduce requirements for public dedications for streets and utilities to allow more land to be used for housing.
- Measure 13. Amend the *Metro Plan* diagram to increase the supply of medium-density residential and high-density residential in selected locations in the metro area, and to more appropriately locate medium-density residential and high-density residential to be consistent with transportation-land use efficiencies.
- Measure 14. Create a low-density residential transition zoning district (8 to 14.28 units per net acre) that would allow a mixing of small lot, single-family homes and slightly higher density that could be created as a matter of right with no requirement for special development approvals.
- Measure 15. Consider ways to promote home ownership of medium-density housing by encouraging small lot subdivisions in medium-density residential zones.
- Measure 16. Address issues and concerns with existing planned unit development and cluster sub-division provisions.
- Measure 17. Allow smaller lots sizes to facilitate alternative forms of home ownership on individual lots such as cluster subdivisions, zero-lot-line housing, or rowhouses.

- Measure 18. Resolve conflicts between zoning and *Metro Plan* designation. If there are areas designated medium-density residential or high-density residential that are currently zoned for low density, rezone to make zoning conform with plan designation, except interim agricultural zoning.
- Measure 19. Evaluate revising *Metro Plan* designations to allow overlap in density ranges between low-density residential (LDR), medium-density residential (MDR), and high-density residential (HDR) (e.g., LDR 1-12 units/gross acre, MDR 10-22 units/gross acre, and HDR 20+ units/gross acre) to allow more opportunities for innovative housing types and result in either maintaining or increasing density in those districts.
- Measure 20. Where possible, evaluate and reduce on-site parking requirements for residential developments near downtown areas and other high-employment centers.
- Measure 21. As housing density increases, consider the critical importance of acquiring open space for public use, or preserving the visual qualities of existing open space through use of air rights or view easements.

Housing Type and Tenure

Findings

- Finding 19. Based on 1990 census data for the Eugene area, there is a relationship between household income, size of household, age of household head, and housing choices people make regarding type and tenure. The trends established are as follows: lower income and increasingly moderate-income, primarily young and single-person households tend to be renters. Ownership increases as income and family size increase. Older households predominately remain in owner-occupied, single-family housing, but as the age of the head of household reaches 65, ownership rates begin to decline.
- Finding 21. Based on the ECO Northwest/Leland Study, *What is the Market Demand for Residential Real Estate in Eugene/Springfield?* (October, 1996) a larger share of the future population will be composed of smaller, older, and less affluent households. This will alter housing market demand in many ways over the next 20 years. Married couple families with children will no longer be the predominate household type of the residential market. Singles, childless couples, divorcees, and single parents will be a much larger proportion of the market than in the past. To meet the needs of these households, more choices in housing types (both for sale and for rent) than currently exist will be necessary.
- Finding 21. Based on Lane County Assessment data, in the 1980s and 1990s, there was a shift to larger, single-family detached homes, even though the average number of persons per household has been declining.
- Finding 22. Between 1989 and 1998, 45 percent of all new housing was single family-detached including manufactured units on lots. As of 1998, about 59 percent of all dwelling units were single family-detached. This represents a decrease in the share of single family-detached from 61 percent in 1989.

Policies

- Policy 17. Provide opportunities for a full range of choice in housing type, density, size, cost, and location.
- Policy 18. Encourage a mix of structure types and densities within residential designations by reviewing and, if necessary, amending local zoning and development regulations.

- Policy 19. Encourage residential developments in or near downtown core areas in both cities.
- Policy 20. Encourage home ownership of all housing types, particularly for low-income households.
- Policy 21. Allow manufactured dwelling parks as an outright use in low-density residential zones if the local jurisdiction's prescribed standards are met.

Suggested Implementation Measures

- Measure 22. Institute changes in local codes to accommodate additional needed housing types in all residential zones such as: ancillary units, row houses, zero lot line, duplex options, cluster subdivision, downtown housing, and rooming and boarding houses (SRO type).
 - 22a. Evaluate (Springfield) and re-evaluate (Eugene) codes that allow the creation of ancillary units (creates two units from one unit if certain conditions are met) for existing or new, single-family housing. The ability to create ancillary units is a way to assist homeowners to remain in their homes when their need for larger living spaces has passed and also adds to the rental housing stock.
 - 22b. Amend duplex lot division requirements (for existing and new) to allow that each side of a duplex can be occupied by homeowners.
 - 22c. Consider removing disincentives (e.g., condo conversion ordinance Eugene) and create incentives that encourage ownership of individual units in multiple-family dwelling
- Measure 23. Evaluate codes to remove conditions in low-density zones (LDR) that limit multiple-family units, so long as the proposal complies with maximum density requirements. The intent is to allow all residential housing types, regardless of the zone, as long as density limitations are followed. Allow density sharing/transfers within and among various zoning districts to provide flexibility in allowing various housing types as long as overall minimum densities are achieved.
- Measure 24. Review Springfield's cluster sub-division ordinance, consider the PUD approach in Springfield and simplify Eugene's PUD process.
- Measure 25. Create more as of right designations (a designation that does not require hearings for its approval) for multiple-family housing projects that need review. Create clear and objective standards for this purpose. Reduce discretionary procedures.

Measure 26. Establish and promote design standards and guidelines for denser housing types to ensure compatibility with the surrounding neighborhood and improve the livability within and around this type of housing.

Design and Mixed Use³

Findings

- Finding 23. Mixed use development (residential with commercial or office) has the potential to reduce impacts on the transportation system by minimizing or eliminating automobile trips.
- Finding 24. Mixed use may be seen as a threat to predominantly residential development. Standards on siting and use and design review are seen as ways to mitigate negative impacts.
- Finding 25. In-home business and telecommuting are becoming more common. The market for combining home and office uses will continue to increase.
- Finding 26. While people generally are open to the concept of higher density, they are still concerned about how density will affect their neighborhood in terms of design, increased traffic, and activity. With higher densities, people need more local parks and open space.
- Finding 27. The metropolitan area enjoys a wide variety of open spaces, natural areas, and livable neighborhoods. As density increases, design and landscaping standards and guidelines may be necessary to maintain community livability and aesthetics, as well as making density more acceptable.

Policies

- Policy 22. Expand opportunities for a mix of uses in newly developing areas and existing neighborhoods through local zoning and development regulations.
- Policy 23. Reduce impacts of higher density residential and mixed use development on surrounding uses by considering site, landscape, and architectural design standards or guidelines in local zoning and development regulations.
- Policy 24. Consider adopting or modifying local zoning and development regulations to provide a discretionary design review process or clear

³ Mixed use: A building, project or area of development that contains at least two different land uses such as housing, retail and office uses.

and objective design standards, in order to address issues of compatibility, aesthetics, open space, and other community concerns.

Suggested Implementation Measures

- Measure 27. Develop and adopt design standards, guidelines and/or incentives for the following situations: ancillary units, areas where higher residential densities are required or allowed, transition zones, mixed use areas, and innovative affordable design solutions for higher densities.
- Measure 28. Consider creation of a mixed use zoning district for newly developing areas with listing of outright uses allowed and development or performance standards to ensure compatibility and a scale of operation that will be in character with surrounding residential uses.
- Measure 29. Increase allowance for home/office uses in all residential zoning districts. May be part of home occupation standards.
- Measure 30. Make existing mixed use legislation easier to create new districts. For example, Eugene currently requires a special study and minimum area before a mixed use district can be created.
- Measure 31. Evaluate on-site parking, street width and design, and other public infrastructure requirements of residential development (in all zones) to promote more design alternatives and land efficiencies.

Existing Housing Supply and Neighborhoods

Findings

- Finding 28. Accommodating residential growth within the current UGB encourages infill, rehabilitation, and redevelopment of the existing housing stock and neighborhoods.
- Finding 29. As the age of the housing stock reaches 25 years, the need for rehabilitation, weatherization, and major system upgrades increases. Approximately 59 percent of the single-family housing stock was built prior to 1969.
- Finding 30. More renters than owners live in sub-standard housing conditions. Based on the *1995 Eugene/Springfield Consolidated Plan*, about 16 percent of all occupied rental units of the metropolitan housing stock is considered to be in sub-standard condition.
- Finding 31. Local government has had and will continue to have a role in preserving the aging housing stock. Preserving the housing stock has numerous benefits to the community because much of the older housing stock represents affordable housing. In addition, upgrading the aging housing stock provides benefits that help stabilize older neighborhoods in need of revitalization.

Policies

- Policy 25. Conserve the metropolitan area's supply of existing affordable housing and increase the stability and quality of older residential neighborhoods, through measures such as revitalization; code enforcement; appropriate zoning; rehabilitation programs; relocation of existing structures; traffic calming; parking requirements; or public safety considerations. These actions should support planned densities in these areas.
- Policy 26. Pursue strategies that encourage rehabilitation of existing housing and neighborhoods.

Suggested Implementation Measures

Measure 32. Continue and expand publicly supported rehabilitation, weatherization, home repair, and American Disability Act (ADA) accessibility efforts. Give preference to program approaches that target certain neighborhoods or blocks. Seek added funding for these programs. These programs include:

- Low or no interest loan (dependent on income) programs to pay the costs of rehabilitation for low-income owners.
- Minor home repair, ADA accessibility, and weatherization grant programs for low- and very low-income households.
- Creating (Springfield) and expanding (Eugene) investor owner rehabilitation low interest or other incentive programs. Assure affordability through coupling rental assistance programs.

Measure 33. Consider housing code enforcement programs to address the physical quality of building (e.g., hot and cold running water) and behavioral problems of the residents (e.g., illegal activities).

Measure 34. Expand neighborhood revitalization efforts in the metropolitan area that link physical (of which housing conditions are a part), economic, and social programs to help restore older neighborhoods and the housing in these neighborhoods.

Measure 35. Support community development corporations in the metropolitan area that are involved in neighborhood revitalization strategies including rehabilitation, house moving, ownership counseling programs (that include maintenance issues), and other programs aimed at community and individual asset building.

Measure 36. Use neighborhood groups to encourage maintenance and rehabilitation of the existing housing stock such as neighborhood clean-up days and other volunteer activities.

Measure 37. Revise development fee structure to encourage rehabilitation efforts consistent with other fee structure revisions.

Measure 38. Develop public/private volunteer design resources to assist low-income owners with rehabilitation efforts.

Affordable⁴, Special Need⁵, and Fair Housing

Findings

- Finding 32. Substantial and continued federal funding reductions for housing assistance are increasing the burden on local governments. The high cost of housing for low-income families directly correlates with an increasing demand for other support services such as food supplement programs and utility assistance. The high cost of housing results in homelessness for some households. Homelessness directly and indirectly negatively impacts public health, public safety, and public education systems in multiple, measurable ways.
- Finding 33. The next 20 years are expected to see increased need for apartments and single-family housing for low-⁶ and very low-income⁷ households. Based on the 1990 Census, approximately 20 percent of all households are currently classified as very low-income.
- Finding 34. There is a shortage of unconstrained medium- and high-density zoned sites, for sale, that are flat and serviced with utilities. This is particularly true in Eugene. Low-income projects frequently must use density bonuses or other land-use incentives that require additional land use processes such as public hearings, which exposes the project to longer timelines and appeals.
- Finding 35. Based on the *1995 Eugene/Springfield Consolidated Plan*, in Eugene and Springfield, 35 percent of households experience housing problems (defined by HUD as overcrowded, substandard, or the household is paying over 30 percent of its income for housing and

4 Affordable housing: Housing priced so that a household at or below median income pays no more than 30 percent of its total gross income on housing and utilities. (HUD's figure for 1997 annual median income for a family of three in Lane County is \$33,900; 30 % = \$847/month.)

5 Special need housing: Housing for special needs populations. These populations represent some unique sets of housing problems and are usually at a competitive disadvantage in the marketplace due to circumstances beyond their control. These subgroups include, but are not limited to, the elderly, persons with disabilities, homeless individuals and families, at-risk youth, large families, farm workers, and persons being released from correctional institutions.

6 Low-income housing: Housing priced so that a household at or below 80% of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 80% of median for a family of three in Lane County is \$27,150; 30% = \$678/month.)

7 Very low-income housing: Housing priced so that a household at or below 50 percent of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 50% of median for a family of three in Lane County is \$16,950; 30% = \$423/month.)

utilities). The predominate housing problem is that households are paying more than they can afford for housing.

- Finding 36. The de-institutionalization of people with disabilities, including chronic mental illness, has continued since the 1980s and adds to the number of homeless, poorly housed, and those needing local support services and special-needs housing.
- Finding 37. Based on the annual one-night Lane County shelter/homeless counts, the number of homeless people is increasing and a third of the homeless are children.
- Finding 38. Demographics point to an increasing proportion of the population over 65 years of age in the future. This will require more housing that can accommodate the special needs of this group.
- Finding 39. Construction of housing with special accommodations or retrofitting existing housing drives up the occupancy costs for the tenant. Tenants with special needs typically have low incomes and are less able to pay increased rents.
- Finding 40. Existing land use regulations do not easily accommodate the establishment of alternative and innovative housing strategies, such as group recovery houses and homeless shelters.
- Finding 41. Existing emergency shelters do not have the capability to serve the entire homeless population. This results in people illegally inhabiting residential neighborhoods and non-residentially zoned areas. The challenges facing homeless people are increased when they are forced far out of the urban areas where resources, training, treatments, and job opportunities are less available.
- Finding 42. Practices of some cultures, such as Latino and Asian households, conflict with existing public policies that limit a household to five unrelated adults, and private rental practices that limit occupancy to two people per bedroom.
- Finding 43. Fair housing issues typically impact renters more often than home buyers and discrimination tends to increase when the vacancy rate decreases.

Policies

- Policy 27. Seek to maintain and increase public and private assistance for low- and very low-income households that are unable to pay for shelter on the open market.
- Policy 28. Seek to maintain and increase the supply of rental housing and increase home ownership options for low- and very low-income households by providing economic and other incentives, such as density bonuses, to developers that agree to provide needed below market and service-enhanced housing in the community.
- Policy 29. Consider public purposes such as low- and very low-income housing when evaluating urban growth boundary expansions.
- Policy 30. Balance the need to provide a sufficient amount of land to accommodate affordable housing with the community's goals to maintain a compact urban form.
- Policy 31. Consider the unique housing problems experienced by special needs populations, including the homeless, through review of local zoning and development regulations, other codes, and public safety regulations to accommodate these specialized needs.
- Policy 32. Encourage the development of affordable housing for special needs populations that may include service delivery enhancements on-site.⁸
- Policy 33. Consider local zoning and development regulations impact on the cost of housing.
- Policy 34. Protect all persons from housing discrimination.

Suggested Implementation Measures

- Measure 39. Continue to identify and seek a stable source of funding to provide financial subsidies to create housing for low- and very low-income households that preferably includes enhancements on-site.
- Measure 40. Remove barriers to housing for low- and very low-income households in land use and siting decisions that serve as obstacles to providing this type of housing in the metro area.

⁸ Services and amenities provided (or delivered) to lower income tenants based on individual needs on site in order to promote empowerment towards self-sufficiency.

- Measure 41. Review and consider creating added incentives to encourage development entities to build affordable housing through such mechanisms as all forms of inclusionary zoning that provides trade-offs in consideration of added affordable units. Consider amending the Controlled Income and Rent provision of the Eugene Code, that is currently a conditional use, and make it as of right with clear and objective standards to be met.
- Measure 42. Consider a strategy to establish special reserve areas of land for public purpose housing (e.g., through zoning districts).
- Measure 43. Explore mechanisms to set aside land for public purposes and/or low-income housing during an urban growth boundary expansion.
- Measure 44. Review codes that limit length of stay in RV parks.
- Measure 45. Monitor the availability of housing related to the economic status of community members and monitor the ratio of affordable housing to all housing units. These statistical measurements will provide policy makers with information when considering the impact of planning decision on affordable housing.
- Measure 46. Review and amend codes (land use and building) to accommodate special needs populations. Consider super siting for housing dedicated to special needs populations. Reduce obstacles to siting group homes, foster homes, and other group living situations.
- Measure 47. Consider amending land use, zoning provisions, building code and public safety regulations to allow additional provisions for the establishment of alternative housing for homeless people, including urban camp grounds, camping on public or private property, missions, and private shelters.
- Measure 48. Amend zoning provisions in Eugene to allow churches/religious institutions to provide temporary housing for homeless people. (Springfield currently has these provisions.)
- Measure 49. Continue to support housing programs that assure that housing opportunities are provided without discrimination.
- Measure 50. Support existing intergovernmental programs and explore funding to create new programs that promote for-profit and non-profit funding agencies that develop housing for low- and very low-income households.

Measure 51. Analyze impacts on housing costs of financing mechanisms (e.g., fees) for programs and inform those affected by the financing mechanisms prior to adoption.

Coordination

Findings

- Finding 44. All three general purpose governments in the metropolitan area implement housing programs and coordinate their housing planning and implementation activities.
- Finding 45. In the Eugene-Springfield metropolitan area, public, private non-profit and private for profit developers work closely with the cities to develop low-income housing.

Policies

- Policy 35. Coordinate local residential land use and housing planning with other elements of this plan, including public facilities and services, and other local plans, to ensure consistency among policies.
- Policy 36. Coordinate public, private, and consumer sectors of the area's housing market, including public-private partnerships, to promote housing for low- and very low-income households and to increase housing density and types.
- Policy 37. Consider the suggested implementation measures in the Residential Lands and Housing Study and other measures in order to implement the policy directives of the Residential Element of the *Metro Plan*

Suggested Implementation Measures

- Measure 52. Support intergovernmental programs and explore funding to create new programs that promote housing for low- and very low-income households.
- Measure 53. Use more graphics and less text to illustrate the interrelationships among plans and policies.
- Measure 54. Each jurisdiction shall establish methods to prioritize the suggested implementation measures of the Residential Land and Housing Study as determined to be appropriate by each jurisdiction, set timelines for accomplishment and ways to evaluate the results of actions taken.

Section III

Other Minor Amendments for Consistency to the Metro Plan

This section contains additional metro plan amendments that are needed to make the rest of the *Metro Plan* consistent with the Residential Lands and Housing Study. The first set includes amendments to the Glossary. The last set describes changes to other elements of the Metro Plan needed.

Amendments to Glossary

Many of the definitions in the *Metro Plan* glossary have been changed slightly to provide more clarity. Definitions of structure types have been revised to reflect changes in the way we think about housing units. For example, duplex has been deleted and single-family, attached has been added. Finally, key terms used in the residential land and housing policies have been added to the glossary to help people better understand the policies. Italicized comments at the end of the definition explain whether the term is being added to the *Metro Plan* Glossary or if the *Metro Plan* definition is being revised. Duplex is the only term that is being deleted from the Glossary.

affordable housing

Housing priced so that a household at or below median income pays no more than 30 percent of its total gross income on housing and utilities. (HUD's figure for 1997 annual median income for a family of three in Lane County is \$33,900; 30% = \$847/month.) *[Add to glossary.]*

annexation

An extension of the boundaries of a city or special district. Annexations are governed by Oregon Revised Statutes. In the Eugene-Springfield metropolitan area, annexations currently require approval by the Boundary Commission. *[Add to glossary.]*

buildable residential lands

Land in urban and urbanizable areas that is suitable, available, and necessary for residential uses. Buildable land includes both vacant land and developed land likely to be redeveloped. Lands defined as unbuildable within the metro UGB are those within the floodway; land within easement of 230 KV power lines; land within 75 feet of Class A stream or pond; land within 50 feet of Class B stream or pond; protected wetlands and wetland mitigation sites in Eugene; and wetlands larger than 0.25 acres in Springfield. Publicly owned land is generally not considered available for residential use. Buildable land includes property not currently sewered but scheduled to be sewered within the 20-year planning period. *[Add to glossary.]*

density

The average number of families, persons, or housing units per unit of land. Density is usually expressed as dwelling units per acre. *[Add to glossary.]*

density bonus

A mechanism used in incentive-based zoning that allows a developer to build at higher densities in return for providing more open space, building affordable housing or some other public amenity. *[Add to glossary.]*

density (gross)

The number of dwelling units per each acre of land, including areas devoted to dedicated streets, neighborhood parks, sidewalks, and other public facilities. *[Replace existing definition in glossary.]*

density (net)

The number of dwelling units per each acre of land in residential use, excluding from the acreage dedicated streets, neighborhood parks, sidewalks, and public facilities. *[Replace existing definition in glossary.]*

development

The construction, reconstruction, conversion, structural alteration, relocation, or enlargement of any structure; any excavation, landfill, or land disturbance; and any human-made use or extension of land use. *[Add to glossary.]*

duplex

A duplex is a two-unit structure having a common wall between the dwelling units.
[delete definition from glossary]

fair housing

Refers to the prevention of discrimination against protected classes of people. Protected classes, as defined by the federal government, refer to race, color, religion, national origin, or sex. Protected classes are disproportionately comprised of very low-income populations.
[Add to glossary.]

goal

A broad statement of philosophy that describes the hopes of a community for its future. A goal may never be completely attainable but is used as a point towards which to strive.
[Replace existing definition in glossary.]

infill

Development consisting of either construction on one or more lots in an area that is mostly developed or new construction between existing structures. Development of this type can conserve land and reduce sprawl. *[Replace existing definition in glossary.]*

infrastructure

The facilities and services that support the functions and activities of a community, including roads, street lights, sanitary sewer lines, storm drainage, power lines, and water lines. *[Add to glossary.]*

low-income housing

Housing priced so that a household at or below 80% of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 80% of median for a family of three in Lane County is \$27,150; 30% = \$678/month.) *[Add to glossary.]*

manufactured dwelling

A structure constructed at an assembly plant and moved to a space in a manufactured dwelling park or a lot. The structure has sleeping, cooking, and plumbing facilities and is intended for residential purposes. *[Replace existing definition for mobile home in glossary.]*

manufactured dwelling park

Any place where four or more manufactured dwellings are located within 500 feet of one another on a lot, tract or parcel of land under the same ownership, the primary purpose of which is to rent or lease space. *[Add to glossary.]*

metropolitan area

Generally, an area that includes and surrounds a city or group of cities. The Eugene-Springfield metropolitan area is the area within the *Metro Plan* boundary. *[Add to glossary.]*

mixed use

A building, project or area of development that contains at least two different land uses such as housing, retail, and office uses. *[Add to glossary.]*

multiple-family

A dwelling unit in a structure having three or more units. It can be a condominium, townhouse, rowhouse, triplex, or apartment. Use of the term multiple-family does not necessarily connote rental. *[Delete definition in glossary.]*

plan diagram

A graphic depiction in the *Metro Plan* of: a) the land use planned for the metropolitan area; and b) the goals, and policies embodied in the text and elements of the *plan*. Information includes land use designations and the urban growth boundary. *[Replace existing definition in glossary.]*

policy

A statement adopted as part of the *Metro Plan* or other plans to provide a specific course of action moving the community towards attainment of its goals. *[Replace existing definition in glossary.]*

redevelopable land

Land on which development has already occurred, but on which, due to present or expected market forces, there is a strong likelihood that existing development will be converted to or replaced by a new and/or more intensive use. This land might have one or more of the following characteristics: low improved value to land value ratio; poor physical condition of

the improvement; low improved value; large size; and/or higher zoning potential. *[Replace existing definition in glossary.]*

redevelopment

Rebuilding or adaptive reuse of land that has been previously built upon. It may promote the economic development of an area that has been run-down or is no longer needed for its previous use, such as industrial land that is redeveloped as residential. *[Add to glossary.]*

refinement plan

A detailed examination of the service needs and land use issues of a specific area, topic, or public facility. Refinement Plans of the *Metro Plan* can include specific neighborhood plans, special area plans, or functional plans (such as *TransPlan*) that address a specific *Metro Plan* element or sub-element on a city-wide or regional basis. *[Replace existing definition in glossary.]*

riparian

The land bordering a stream or river; also pertaining to the vegetation typical of those borders (grasses, shrubs, and trees such as reed canary grass, spiraea, willows, ash, and cottonwoods). *[Replace existing definition in glossary.]*

rural lands

Those lands that are outside the urban growth boundary. Rural lands are agricultural, forest, or open space lands, or other lands suitable for sparse settlement, small farms, or acreage homesites with limited public services, and which are not suitable, necessary or intended for urban use. *[Replace existing definition in glossary.]*

service enhancements

Services and amenities provided (or delivered) to lower income tenants based on individual needs on site in order to promote empowerment towards self-sufficiency. *[Add to glossary.]*

single-family detached

A free-standing dwelling unit that does not share any walls or the roof with another dwelling unit. *[Replace definition of single-family dwelling unit in glossary.]*

special needs housing

Housing for special needs populations. These populations represent some unique sets of housing problems and are usually at a competitive disadvantage in the marketplace due to circumstances beyond their control. These subgroups include, but are not limited to, the elderly, persons with disabilities, homeless individuals and families, at-risk youth, large families, farm workers, and persons being released from correctional institutions. *[Add to glossary.]*

underdeveloped land

The vacant or redevelopable portion of land not having the highest and best use allowed by zoning. *[Replace existing definition in glossary.]*

undeveloped land

Land that is vacant or used for agricultural purposes. *[Replace existing definition in glossary.]*

urban lands

Lands located within an incorporated city. *[Replace existing definition in glossary.]*

very low-income housing

Housing priced so that a household at or below 50 percent of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 50% of median for a family of three in Lane County is \$16,950; 30% = \$423/month.) *[Add to glossary.]*

zoning

A measure or regulation enacted primarily by local governments in which the community is divided into districts or zones within which permitted and special uses are allowed. Zoning regulations govern lot size, building bulk, placement, and other development standards. A zoning ordinance typically consists of two parts: a text and a map. *[Add to glossary.]*

Amendments to Other Sections of the Metro Plan

The following sections of the *Metro Plan* need to be amended to be consistent with the findings and policies of the Residential Lands and Housing Element. These changes are listed in order as they appear in the *Metro Plan*. They are indicated by Chapter Section, page number, and paragraph. Page numbers used are based on the July 1997 reprint of the 1987 *Metro Plan*. Changes to the text are shown in strike-out (for deletions) and bold (for additions). Explanatory comments are in italics.

CHAPTER ONE - INTRODUCTION

A. Introduction

p. I-1, third paragraph on page

This document incorporates all amendments as of ~~June 1997~~ 1999.

B. Purpose

p. I-1, fifth paragraph on page

The Plan is intended to designate a sufficient amount of urbanizable land to accommodate the need for further urban expansion, taking into account the growth policy of the area to accommodate a population of 293,700. *Insert a footnote with the following explanation.*

The population projection range for the Residential Land Use and Housing Element is 291,700 to 311,100. The expected population for the year 2015 is 301,400.

C. Plan Contents

p. I-3, first paragraph on page, regarding Specific Elements

Chapter III is composed of specific elements, including within each an introductory text, applicable goals from Chapter II, and findings, objectives, and policies. *Insert a footnote with the following wording.* **Through updates to the Metro Plan, the objectives and policies are being combined. Eventually, each element will contain only findings and policies.**

I. General Findings and Assumptions

p. I-7, first assumption

1. A population of 293,700 is expected to reside in the metropolitan area by the year 2000. This is a 59 percent increase from the 1977 population of 184,300. Since this Plan is designed to accommodate the expected population rather than remain static until 2000, it can be adjusted periodically as changes in population trends are detected. *Insert a footnote with the following explanation.* **The population projection range for the Residential Land Use and Housing Element is 291,700 to 311,100. The expected population for the year 2015 is 301,400.**

p. I-7, sixth assumption

6. Based on projections of recent population and economic trends, there will be sufficient land within the urban growth boundary, depicted on the Plan diagram in Chapter II, to ensure reasonable choices in the market place for urban needs to serve a metropolitan population of

293,700, provided periodic updates of the Plan are conducted and the area designated for urbanization on the diagram is updated to assure that the supply remains responsive to demand. *Insert a footnote with the following explanation. There are sufficient residential lands to meet the housing needs of the projected high population of 311,100.*

CHAPTER TWO - PLAN PRINCIPLES

B. Growth Management and the Urban Service Area

p. II-B-6, fifteenth policy

15. Ultimately, land within the urban growth boundary shall be annexed to a city and provided with the required minimum level of services. While the time frame for annexation may vary, **annexation should occur as land transitions from urbanizable to urban. the transition of urbanizable land to urban, within the urban growth boundary, should occur before the population of 293,700 is reached.**

D. Urban and Urbanizable Land

p. II-D-1, second paragraph on page

The undeveloped (urbanizable) area within the urban growth boundary, separating urban and urbanizable land from rural land, has been carefully calculated to include an adequate supply to meet demand for a projected population of 293,700 through the end of the planning period (2000). *Insert a footnote with the following explanation. The population projection range for the Residential Land Use and Housing Element is 291,700 to 311,100. The expected population for the year 2015 is 301,400.*

E. The Plan Diagram

p. II-E-1, second paragraph on page

Projections indicate a population of approximately 293,700 will reside and work in the metropolitan area around the year 2000. *Insert a footnote with the following explanation. The population projection range for the Residential Land Use and Housing Element is 291,700 to 311,100. The expected population for the year 2015 is 301,400.*

p. II-E-2, first paragraph under Residential heading

This category is expressed in gross acre density ranges. Using gross acres, approximately 30-32 percent of the area is available for auxiliary uses, such as streets, elementary and junior high schools, neighborhood parks, other public facilities, neighborhood commercial services, and churches not actually shown on the diagram.

p. II-E-3, first paragraph on page

These ranges do not prescribe particular structure types, such as single-family detached, ~~duplex, mobile home, single-family attached, manufactured dwellings in parks,~~ or multiple-family. That distinction, if necessary, is left to local plans and zoning ordinances.

p. II-E-3, third paragraph on page

~~To respond to the need for residential opportunities near employment centers and public transportation, 2,400 units are allocated to the Eugene central business district and within one~~

~~mile of its core. Due to the absence of sufficient vacant land in the core area, some redevelopment will be required.~~

p. II-E-3 fourth paragraph on page

As of January 1, 1977, density of all existing residential development within the 1990 Plan projected urban service area was about 3.64 dwelling units per gross acre. **For new dwelling units constructed during 1986 to 1994, the net density was 7.05 dwelling units per acre based on the Lane County geographic information system (GIS). The estimated overall residential net density for all residential development has climbed from 5.69 dwelling units per acre in 1986 to 5.81 dwelling units per acre in 1994.** This ~~updated~~ Plan, including the diagram, calls for an overall average of about six dwelling units per gross acre for new construction through ~~2015~~2000, the planning period. By realizing this goal, the community will benefit from more efficient energy use; preservation of the maximum amount of productive agricultural land; use of vacant leftover parcels where utilities are already in place; and more efficient, less costly provision of utilities and services to new areas. This higher overall average density can only be achieved if the cities explore, and when feasible, in light of housing costs and needs, adopt new procedures and standards including **those needed to implement the policies in the Residential Land and Housing Element.**, for example:

~~a. Minimum densities~~

~~b. Reduced minimum setbacks, frontages, and lot sizes~~

~~c. More cluster development incentives~~

~~d. Zoning based on density rather than structure type, particularly in new developments~~

CHAPTER THREE - SPECIFIC ELEMENTS

C. Environmental Resources

p. III-C-17 fourth paragraph

- (4) Deviation from the standard specified in subsections 1(1) and 1(2), above, of the impacted forest land for the creation of a parcel not smaller than 20 acres may be allowed when at least 19 acres of the parcel being created are currently managed or planned to be managed by a farm management plan for a farm operation consisting of one or more of the following: berries, grapes, or horticultural specialties. A temporary **mobile home manufactured dwelling** which is accessory to the farm management may be conditionally located upon the farm parcel for a reasonable length of time to allow for substantial implementation of the farm management plan. Upon evidence that the farm management plan has been substantially implemented, the **mobile home manufactured dwelling** may be allowed on a permanent basis or may be converted to a permanent dwelling.

Section IV

Summary of the Residential Land Supply and Demand Analysis

This summary presents highlights of the supply and demand analysis for residential land within the Eugene-Springfield urban growth boundary (UGB). For the complete analysis, refer to the February 1999, *Draft Supply and Demand Technical Analysis*. Determining the future demand for residential land and the existing number of buildable acres of residential land allows planners to compare the two and discover whether there is sufficient land in each residential plan designation to meet this area's housing needs through 2015. This supply and demand analysis indicates there is sufficient buildable residential land to meet the future 20-year demand for housing units.

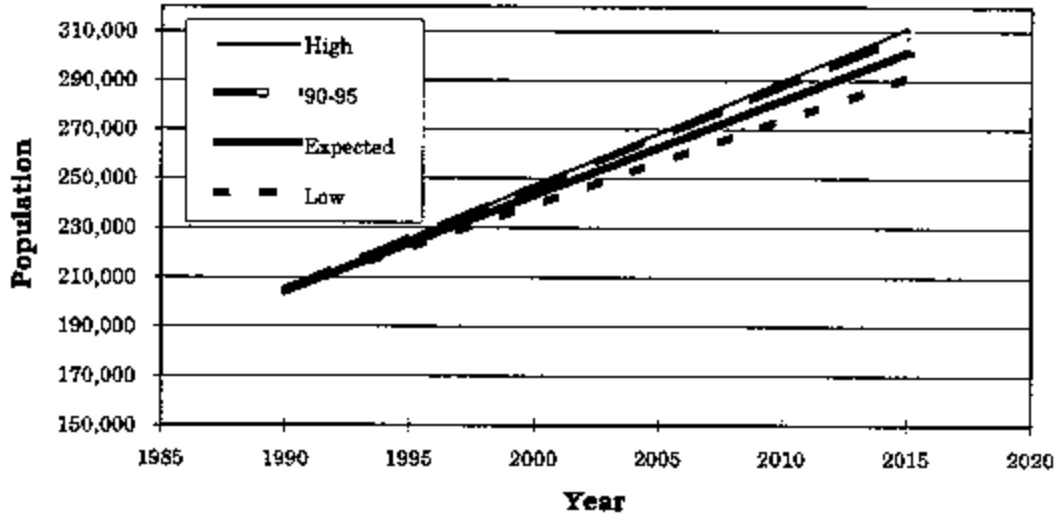
Residential Demand Analysis

Housing Demand

To project future housing demand, it is necessary to project the demand for housing for a forecasted population level. Housing demand was projected by reviewing and making assumptions about the trends in nine indicators: population, average household size, group quarter population, structure type mix, vacancy, tenure, structure type, age of householder, and household income. This analysis indicates a demand for between 40,000 to 49,000 new housing units inside the UGB.

The population of the Eugene-Springfield Metro Study Area was 204,359 in 1990 based on the decennial census. The population is projected to reach 301,400 by 2015. It is difficult to predict the future and consequently a population projection range from high to low was developed adding and subtracting 10 percent of the 1990 to 2015 growth to the expected projection. This results in a projection of between 291,700 and 311,100 in 2015 and represents the addition of between approximately 87,000 and 107,000 persons in the 25-year period. The following graph displays the expected projection and projected range and compares it with a projection based on the 1990-1995 growth rate.

Eugene-Springfield Metro Area Population Range 1990 - 2015



To determine the 2015 Metro Study area housing unit demand, the projected number of households is derived and a vacancy rate is applied. The number of households can be determined by subtracting the group quarters population from the projected population and dividing the resulting household population by a projected average household size. It was assumed that 3 percent of the projected population would live in group quarter situations. Group quarters include dormitories, nursing homes, jails, etc. The projected household population was divided by a projected average household size of 2.27. This resulted in a 2015 household projection of between 124,650 and 132,900. A 3.5 percent vacancy rate was then applied, which produced a 2015 housing unit projection of between 129,000 and 137,600 for the Metro Study area.

The 2015 housing unit demand for the Eugene-Springfield UGB was determined by subtracting the existing developed units and those expected to be built outside the UGB and inside the Metro Study area during the planning period. There were 88,007 existing units based on the Lane County geographic information system. It is expected that 680 units will be built outside the UGB and inside the Metro Study area. This results in a 2015 housing unit demand of between 40,000 to 49,000 new units inside the UGB.

Needed Housing Units

To project the housing needs of these households, the future composition of households and the type of housing these households will occupy must be considered. A market demand study for residential development was conducted by ECONorthwest and Leland Consulting Group to determine the projected housing demand by housing type. Below is a list of some of the forecasted changes anticipated in household composition:

- Growth in one and two person households,
- Growth in the proportion of households with a household head over 55 years of age, and
- Growth in the proportion of households with incomes under \$50,000 although the households with older household heads will likely have the asset of homeownership.

Based on the forecasted changes in households, future housing needs could be met by the following number of units by housing type.

Future Housing Needs

Housing Type	Percent of Future Housing Units	2015 Range of Number of Units
Single Family - detached	40	16,000 - 19,600
Single Family - attached	12	4,800 - 5,880
Apartment	35	14,000 - 17,150
Manufactured Dwelling in Parks	13	5,200 - 6,370
TOTAL	100	40,000 - 49,000

Land Demand

The amount of land needed for the future housing units can be determined by applying two factors:

- The distribution of new units developed within density categories and
- The net density at which new housing units will be built within density categories.

Within the Eugene-Springfield UGB, residential development is planned to occur on land designated low- (LDR), medium- (MDR), and high- (HDR) density residential. The following distribution and net densities were assumed.

**Assumed Distribution of New Units
by Residential Density Designation**

Housing Type	LDR	MDR	HDR	Total
Single-Family, detached	95%	5%	0	100%
Single-Family, attached	90%	10%	0	100%
Apartment	20%	50%	30%	100%
Manufactured Dwelling in Parks	98%	2%	0	100%

Assumed Average Net Densities

Housing Type	LDR	MDR	HDR
Single-Family, detached	5.5	6.5	0.0
Single-Family, attached	10.0	12.0	0.0
Apartment	14.0	20.0	35.0
Manufactured Dwelling in Parks	7.0	10.0	0.0

These densities represent average anticipated net densities for new housing over the 20-year period. When comparing land demand with supply, sloped land was assumed to develop at lower densities. See discussion on Sloped Land.

Based on these assumptions, the following range of land demand is projected for the planning period.

2015 Residential Land Demand

Plan Designation	2015 Residential Land Demand Range in Net Acres
Low Density	4,124 - 5,051
Medium Density	523 - 641
High Density	120 - 147
TOTAL	4,767 - 5,840

Residential Land Supply

The 1992 Eugene-Springfield Metro Area Parcel File was used to determine the residential land supply. To refine the land supply analysis, all undeveloped parcels of low-density residential land five acres or greater and medium- and high-density residential of one acre or greater were updated to January 1, 1995, based on December, 1994 aerial photographs and/or a review by the Eugene and Springfield Planning Divisions. Based on this analysis, there were 9,435.3 acres of buildable residential land within the UGB.

Unbuildable Land

The number of unbuildable acres was determined and subtracted from the supply. Unbuildable land includes:

- **Floodway;**
- **In Eugene = Protected wetlands, wetland mitigation sites, and other significant wetlands;**
- **In Springfield = Wetlands larger than 0.25 acres;**
- **Land within easement of 230 KV powerlines;**
- **Land within 75 feet of Class A stream or pond;**
- **Land within 50 feet of Class B stream or pond; and**
- **Small irregularly shaped lots were also subtracted from the total buildable land supply during the adjustment to the land supply.**

Buildable Residential Land

Metro Total	Total Area	Total Unbuildable	Total Buildable
Generalized Plan Use			
Low	8,251.7	316.2	7,935.6
Medium	1,307.1	88.1	1,218.9
High	329.9	49.1	280.8
Total	9,888.6	453.4	9,435.3

Approximately 5 percent of the undeveloped residential land was considered unbuildable. While small, irregularly shaped lots were considered unbuildable, they were not subtracted from the supply until the other land adjustments were made. To determine how much residential land was in small, irregular lots, maps were reviewed to identify small, irregularly-shaped parcels that would be difficult to develop. These lots accounted for 19.7 acres of buildable low-density residential land, 1.3 acres of medium density, and .2 acres of high density for a total of 21.2 acres.

Geographic Distribution of Buildable Land

Most of the buildable land is located on the fringe, just inside the UGB. The Eugene portion of the UGB contains approximately 67 percent of the buildable low-density land, 69 percent of the medium-density land, and 77 percent of the high-density land. The Springfield UGB contains 33 percent of the buildable low-density land, 31 percent of the medium-density land, and 23 percent

of the high-density land. The 1990 distribution of population can be compared to the distribution of land. In 1990, the Eugene UGB contained 72 percent of the 1990 UGB population, while the Springfield UGB contained 28 percent.

**Buildable Residential Land
Eugene-Springfield Urban Growth Boundary**

Generalized Plan Use	Eugene UGB	Springfield UGB	Metro Total
Low	5,285.4	2,650.2	7,935.6
Medium	844.8	374.1	1,218.9
High	217.2	63.6	280.8
Total	6,347.4	3,087.9	9,435.3

Development Constraints on Buildable Land

An analysis of constraints to development was also conducted. The following constraints were identified.

- **Floodplain,**
- **In Eugene = wetlands in the National Wetland Inventory or wetlands in the West Eugene Special Area Study that were not a mitigation site or protected,**
- **In Springfield = Wetlands smaller than 0.25 acres in the Springfield Wetland Inventory,**
- **Hydric Soils, and**
- **Slopes greater than 15 percent.**

Sloped Land

Approximately 26 percent of the buildable residential land have slopes over 15 percent. Most of the buildable land with slopes over 15 percent are planned for low-density residential development. Steeply sloped buildable land with slopes over 25 percent is primarily in larger parcel sizes. The Springfield UGB has slightly more than half of the steeply sloped land. The following table summarizes sloped land by UGB area.

Eugene and Springfield UGB Areas Summary of Sloped Buildable Residential Land as of 1/95 in acres					
EUGENE UGB					
Generalized Plan Use	Slope Less Than 15%	Slope 15-25%	Slope 26-35%	Slope 36%	Buildable Land
Low	3,894	890	471	30	5,285
Medium	783	58	3	0	845
High	217	1	-	-	218
Total	4,894	949	474	30	6,347

Springfield UGB					
Generalized Plan Use	Slope Less Than 15%	Slope 15-25%	Slope 26-35%	Slope 36%	Buildable Land
Low	1,658	452	455	85	2,650
Medium	362	3	6	3	374
High	61	1	1	0	63
Total	2,081	456	462	88	3,087

Note: Totals may differ due to rounding.

For the purposes of this analysis, in Springfield on slopes of 15 to 25 percent, it is assumed that the housing density will be four units per net acre and for slopes above 25 percent, the density will be 1.25 units per net acre. These assumptions reflect the existing Hillside Development Code.

In Eugene, on slopes above 25 percent, it is assumed that the developed density will be three units per net acre. This density level is based on an analysis of existing development in sloped areas. The Eugene Land Use Code contains a Planned Unit Development (PUD) ordinance that is used in most sloped areas, especially the south hills. This PUD ordinance and regulations respond to slope constraints by locating development on shallower slopes, clustering development, and encouraging attached dwelling units.

Constrained Land

Land constrained by floodplain, buildable wetlands or hydric soils affected 22 percent of the buildable residential land. Most, about 81 percent, of this constrained land is planned for low-density residential development. Approximately 89 percent of the constrained land is located in the Eugene UGB. Most of the constrained land is in the larger parcel sizes, over five acres.

The table on page 53 displays the number of constrained acres by UGB area. Because constraints overlap, adding up the acreages in each constraint category will not equal the total constrained acres. The constraint analysis found 795 acres of buildable residential land on which there were two or more development constraints.

Flood plain

Approximately 7 percent or 706 acres of the buildable residential land are located in the flood plain outside the floodway. Eight percent of the low-density residential buildable land, 7 percent of the medium-density, and 2 percent of the high-density residential buildable land is in the floodplain. Most, 87 percent, of the flood plain land is located in the Eugene UGB.

For this analysis, land within the floodplain but outside the floodway in the Springfield UGB will not receive any housing density. This decision was based on the fact that about 80 to 90 percent of the floodplain is located adjacent to the McKenzie River. Land located in the floodplain in these locations were impacted by flooding in both the 1996 and 1997 flood events and there was damage to property within the UGB. These sensitive floodplain areas along the McKenzie are further impacted by the fact that the (storm) waters from the south east hills discharge into these areas. This pattern is not true in the Eugene UGB. Historically, due to the stormwater system and major upstream flood control dams, there has not been any flooding in the floodplain areas currently within the UGB. Many areas of the floodplain in Eugene are also developed in open space, parks, and wetlands areas, which also reduces the impact on development. In addition, floodplain areas are subject to special FEMA regulations requiring the finished floor elevation of any structure to be above the floodplain elevation.

Wetlands

Wetlands, not classified as unbuildable, constrain 10 percent of the buildable residential land. Approximately 10 percent of the low-density residential buildable land, 7 percent of the medium-density, and 12 percent of the high-density residential buildable land is in a wetland. All but one acre of the buildable wetlands are in the Eugene UGB.

The supply analysis mapped and took out of the inventory protected wetlands or mitigation sites in the West Eugene Wetland Study Area and also significant wetlands in the National Wetlands Inventory. There are other wetland areas that are either mapped on the National Wetlands Inventory or are hydric soils, which contain the potential for being jurisdictional wetlands.

As development occurs on these other wetland areas, some of these lands may be found to not have jurisdictional wetlands. Other areas may be wetlands required to be preserved as open space. In some cases, wetlands can be preserved as open space and the housing density can be transferred to the remaining portion of the site. In a PUD, for example, the housing density can be transferred to the remaining portion of the site and the wetlands can become the required open space. In subdivisions, the housing can be clustered on the remaining portion of the site. Still other areas, may have wetlands that are developed after mitigation under an approved fill permit. Over half of identified wetlands on which fill permits are sought receive approval from the U.S. Army Corps and wetlands can be mitigated outside the UGB on acquired lands near Fern Ridge.

At this time, there are no reliable data about the development potential of these wetland areas. For the purpose of this analysis, one-third of this wetland acreage, 313 acres, will not receive any housing allocation.

Hydric Soils

Hydric soil is not considered a constraint in and of itself. It serves as an indicator of a potential wetland and soils that may require differing construction techniques. Approximately 14 percent, or 1,366 acres, of buildable residential land contain hydric soils. Most of the hydric soils are low-density residential buildable land and are located in the Eugene UGB.

Eugene and Springfield UGB Areas Summary of Constrained Buildable Residential Land as of 1/95 in acres					
Eugene UGB					
Generalized Planuse	Buildable Land	Total Constrained Land	Floodplain	Wetland	Hydric
Low	5,285	1,556	569	823	973
Medium	845	241	42	85	174
High	218	73	6	34	63
Total	6,348	1,870	617	942	1,230

Springfield UGB					
Generalized Planuse	Buildable Land	Total Constrained Land	Floodplain	Wetland	Hydric
Low	2,650	162	45	1	120
Medium	374	75	43	-	32
High	64	4	0	-	3
Total	3,088	241	88	1	155

Note: Totals may differ due to rounding.

Service Availability

Although all land within the Eugene-Springfield UGB is anticipated to be served within the planning period, there are some places inside the UGB where services are not presently available. In 1997, an analysis of service availability, primarily sewer, was conducted of the low-density buildable land five acres or greater and medium- and high-density buildable land one acre and greater by Eugene and Springfield Public Works Departments' staff. Based on this analysis, public services are available to 6,782 acres or 72 percent of the residentially zoned or designated buildable land. This assumes services are available to the buildable residential parcels under this size threshold. There are approximately 2,653 acres that do not presently have services. Of this total, about 1,136 acres will not be served for ten or more years; 521 acres in five to ten years; 476 acres in three to five years, and 520 acres in one to three years. The largest area to which services will not be available for 10 or more years is in the southeast Springfield area. This land is primarily low-density residential land.

Eugene and Springfield UGB areas
Summary of Service Availability as of 1/95
in acres

Eugene UGB				
Generalized Map Use	Available Land	Available Land with Services Not Met	Available Land with Services Within 1 to 5 Years	Available Land with Services Within 6 to 10 Years
L	5,285.4	4,313.9	774.8	196.7
M	844.8	596.2	12.1	236.5
H	217.2	217.2	-	-
Total	6,347.4	5,127.3	786.9	433.2

Springfield UGB				
Generalized Map Use	Available Land	Available Land with Services Not Met	Available Land with Services Within 1 to 5 Years	Available Land with Services Within 6 to 10 Years
L	2,650.2	1,383.9	72.3	1,194.0
M	374.1	215.9	136.7	21.5
H	63.6	54.8	-	8.8
Total	3,087.9	1,654.6	209.0	1,224.3

Note: totals may differ due to rounding.

Supply and Demand Comparison

Comparing the 1992-2015 demand for residential land with the buildable land supply requires a method to account for demand met by buildable lots, redevelopment, infill, and nonresidential uses on residential land. The following section describes how each of these factors were studied.

Housing Demand Met Through Buildable Lots

As noted earlier, there are approximately 3,300 low-density buildable lots inside the Eugene and Springfield UGB. Furthermore, it is assumed that 1,243 infill lots will be created in the next 20 years.

2015 Single Family-Detached Unit Demand Met by Buildable Lots		
Demand	Units/Lots	Acres
1992-2015 Low-Density Residential Land Demand		4,124-5,051 acres in low density
Supply		
Existing Buildable Lots	3,300 low-density lots	566 acres
Infill Lots	1,243 low-density lots	No Vacant Land
Remaining Demand		
1992-2015 Low-Density Residential Land Demand Remaining for Buildable Land		3,298-4,225 acres in low density

Existing low-density buildable lots and infill lots met the demand for 4,543 single-family, detached housing units. Subtracting these units from the low-density demand results in a demand for 3,298-4,225 acres of low-density land.

Housing Demand Met Through Buildable Land

Adjustments to the Buildable Land Supply

Before conducting the comparison between the supply and demand of residential land, all small, irregular lots and land in buildable lots must be subtracted. In addition, as noted earlier, no housing density will be applied to floodplain land in Springfield or one-third of the buildable wetlands in Eugene. This results in a remainder of 8,447 buildable acres.

Land for Nonresidential Use

There are numerous nonresidential uses, such as churches, day care centers, neighborhood commercial, etc., that locate on residential land. In addition, public facilities such as streets, schools, and parks are necessary to serve residential land. Based on review of existing nonresidential uses on residential land, it was assumed that 32 percent of residential land would be used for nonresidential uses.

To determine the amount of buildable land available for residential development, land for nonresidential uses must be subtracted. Furthermore, land determined likely to be redeveloped must be added to the supply and the housing lost through redevelopment must be added to the demand.

The following table summarizes the adjustments to the residential land supply and presents the information for both the Springfield and Eugene UGB areas and for both flat and sloped land because density assumptions vary by UGB area and slope of land.

Buildable Land Supply Adjustments in Acres				
	Low	Medium	High	Total
Total Undeveloped Residential Land	8,252	1,307	330	9,889
Total Buildable Acres	7,935	1,219	281	9,435
Total Buildable Acres Remaining For Units After Subtracting for Irregular Lots, Low-Density Buildable Lots, Springfield Floodplain, and Eugene Wetlands	7,030	1,147	270	8,447
Flat Buildable Acres	4,646	1,074	267	5,987
15-25% Sloped Land	1,343	61	2	1,406
Eugene	890	58	1	949
Springfield	452	3	1	456
Steep (>25%) Sloped Buildable Acres	1,041	12	1	1,054
Eugene	501	3	0	504
Springfield	540	9	1	550
Total Net Buildable Acres for Housing	4,780	828	195	5,802
Flat Buildable Acres	3,159	777	192	4,129
15-25% Sloped Land	913	41	1	955
Eugene	605	39	1	645
Springfield	307	2	1	310
Steep (>25%) Sloped Buildable Acres	708	9	1	718
Eugene	341	2	0	343
Springfield	367	6	1	374

Note: Totals may differ due to rounding.
Assumptions are estimates based on available data.

Supply and Demand Comparison

Once adjustments have been made to the buildable land supply, the land demand can be compared to the adjusted land supply. This comparison is presented below in both acres and units because an acre-to-acre comparison is somewhat deceptive in that sloped land can accommodate fewer units than flat land. The conversion from acres of supply to units of supply is consistent with the demand assumptions and assumptions of densities on sloped land.

Supply and Demand Analysis in Acres*				
	Low Density	Medium Density	High Density	Total
Supply				
Total Net Buildable Acres for Housing	4,780	828	195	5,802
Flat Buildable Acres	3,159	777	192	4,129
15-25% Sloped Land	913	41	1	955
Eugene	605	39	1	645
Springfield	307	2	1	310
Steep Sloped Buildable Acres	708	9	1	718
Eugene	341	2	0	343
Springfield	367	6	1	374
Demand				
Low - High Range Residential Demand Remaining After Subtracting Demand Met by Buildable Lots	3,298 - 4,225	523 - 641	120 - 147	3,941 - 5,013
Land Demand for Housing Displaced by Redevelopment	27	0	0	27
Total Expected Residential Land Demand 1992-2015	3,840	589	135	4,564
Low - High Range Residential Land Demand 1992 - 2015	3,325 - 4,252	523 - 641	120 - 147	3,968 - 5,040
Difference Between Total Buildable Supply and Expected Residential Land Demand in Acres*	940	239	60	1,238

Note: Totals may differ due to rounding. Assumptions are estimates based on available data.

* Units are not allocated to commercial and mixed-use designated land due to State Administrative Rules, although it is known that some units will be built on commercial and mixed-use land.

Supply and Demand Analysis in Units*				
	Low Density	Medium Density	High Density	Total
Supply				
Total Units on Buildable Acres	28,681	13,078	6,760	48,519
Units on Flat Buildable Land	21,797	12,432	6,720	40,949
Units on 15-25% Sloped Land	5,403	632	99	6,074
Eugene (same density as flat)	4,175	624	35	4,834
Springfield (@4 dus/acre)	1,228	8	4	1,240
Units on Steep Sloped Buildable Land	1,482	14	1	1,497
Eugene (@3 dus/acre)	1,023	6	0	1,029
Springfield (@1.25 dus/acre)	459	8	1	468
Demand				
Low - High Range Residential Demand Remaining After Subtracting Demand Met by Buildable Lots & Infill	22,873 - 29,042	8,384 - 10,270	4,200 - 5,145	35,457 - 44,457
Unit Demand for Housing Displaced by Redevelopment	149	0	0	149
Total Expected Residential Demand 1992-2015	26,449	9432	4725	40,606
Low-High Range Residential Demand 1992-2015	23,022 - 29,191	8,384 - 10,270	4,200 - 5,145	35,606 - 44,606
Difference between Total Buildable Supply and Expected Residential Demand in units *	2,232	3,646	2,035	7,913

Note: Totals may differ due to rounding. Assumptions are estimates based on available data.

* Units are not allocated to commercial and mixed-use designated land due to State Administrative Rules, although it is known that some units will be built on commercial and mixed-use land.

Conclusions

Overall, there is sufficient buildable residential land to meet the future 20-year high-end land demand in all three plan designation categories. There is not enough flat land in the low-density category to meet the expected or high-end demand, so some development will occur on sloped land.

Section V

Glossary

Introduction

This glossary provides definitions for words contained in the findings, policies, and suggested implementation measures of the Eugene-Springfield Residential Land and Housing Study. They may not have the same meanings as defined in the Eugene, Springfield, or Lane County Development codes. In some cases, these recommended definitions will result in amendments to the *Metro Plan* definitions (see Section III). Eventually, the local codes, building permits, and the Lane County geographic information system will all need to use these terms consistently for accurate data collection and implementation of *Metro Plan* policies.

adopted plan

A document that has been formally approved by a local governing body, such as a city council.

affordable housing

Housing priced so that a household at or below median income pays no more than 30 percent of its total gross income on housing and utilities. (HUD's figure for 1997 annual median income for a family of three in Lane County is \$33,900; 30% = \$847/month.)

annexation

An extension of the boundaries of a city or special district. Annexations are governed by Oregon Revised Statutes. In the Eugene-Springfield metropolitan area, annexations require approval by the Boundary Commission.

ancillary unit

A second dwelling unit either added in or added to an existing single-family, detached dwelling, or as a separate structure on the same lot as the main house.

assumption

A position, projection, or conclusion considered to be reasonable. Assumptions differ from findings in that they are not known facts.

apartment

A suite of rooms including bathroom and kitchen facilities used as a dwelling. Apartments are considered multi-family housing units.

buildable residential lands

Land in urban and urbanizable areas that is suitable, available, and necessary for residential uses. Buildable land includes both vacant land and developed land likely to be redeveloped. Lands defined as unbuildable within the metro UGB are those within the floodway; land

within easement of 230 KV power lines; land within 75 feet of Class A stream or pond; land within 50 feet of Class B stream or pond; protected wetlands and wetland mitigation sites in Eugene; and wetlands larger than 0.25 acres in Springfield. Publicly owned land is generally not considered available for residential use. Buildable land includes property not currently sewerred but scheduled to be sewerred within the 20-year planning period.

buildable lands inventory

An inventory of land suitable and necessary to accommodate future population growth projected in the comprehensive plan. In general, the inventory includes a map or other information to specify the location of buildable lands; an explanation of the types and densities that can occur in specific areas; a description of the physical constraints on public services in each area; and a description of the acreage designated on the plan map and zoned for different types of uses. Every city is required by Oregon Statewide Planning Goals to have such an inventory for residential, commercial, and industrial land.

cluster sub-division

Cluster development allows reduced lot sizes, greater lot coverage, and reduced setback standards for individual lots, without exceeding the maximum density provisions of the applicable zoning district and the *Metro Plan*. This type of subdivision promotes more economic sub-division layout; encourages ingenuity and originality in sub-division design; and improves the quality of residential development and accommodates incorporation or retention of wetlands, natural drainageways, constructed open stormwater management areas, wooded areas, natural resources, and other open space amenities.

compact urban growth

The filling in of vacant and underutilized lands inside the UGB through new construction or redevelopment. Compact urban growth is often viewed as the opposite of sprawl. Specifically, compact urban growth:

- Protects forest, agricultural, and resource lands;
- Uses limited fuel energy resources more efficiently and encourages greater use of bicycle and pedestrian facilities due to less miles of streets and less auto dependence;
- Results in sequential development of land, thus resulting in more efficient and less costly provision and use of utilities, roads, and public services such as fire protection;
- Encourages greater urban transit efficiency; and
- Utilizes redeveloped or underdeveloped areas existing street, utilities, and public infrastructure.

comprehensive plan

An official document adopted by a local government that includes general, long-range policies to guide a community's future development. A local comprehensive plan must comply with state-wide planning goals and be acknowledged by the Oregon Land Conservation and Development Commission.

condominium

A housing unit that is individually owned. The housing unit itself could be an apartment, townhouse, or a detached, single-family home. Usually, the owner does not own any land, just the housing unit itself, and has an undivided interest in the common areas including community facilities.

consensus

All parties involved accept the decision reached.

conservation

Managing the environment in a manner that avoids wasteful or destructive use of resources and provides for the availability of resources in the future.

Consolidated Plan

The Eugene-Springfield Consolidated Plan combines information and strategies for the Cities of Eugene and Springfield, in collaboration with Lane County, and is intended as a housing/community development action plan. It is a requirement of the 1990 National Affordable Housing Act and the Community Development Plan. The Consolidated Plan consists of a five-year, long-range plan and yearly action plans that are submitted to U.S. Department of Housing and Urban Development.

cooperative

A form of tenure in which a tenant-owner corporation owns the building or complex; tenants own stock in the building or complex in proportion to the value of their dwelling units, depending on the lease conditions.

density

The average number of families, persons, or housing units per unit of land. Density is usually expressed as dwelling units per acre.

density bonus

A mechanism used in incentive-based zoning that allows a developer to build at higher densities in return for providing more open space, building affordable housing or some other public amenity.

density (gross)

The number of dwelling units for each acre of land, including areas devoted to streets, parks, sidewalks, and other public rights-of-way.

density (net)

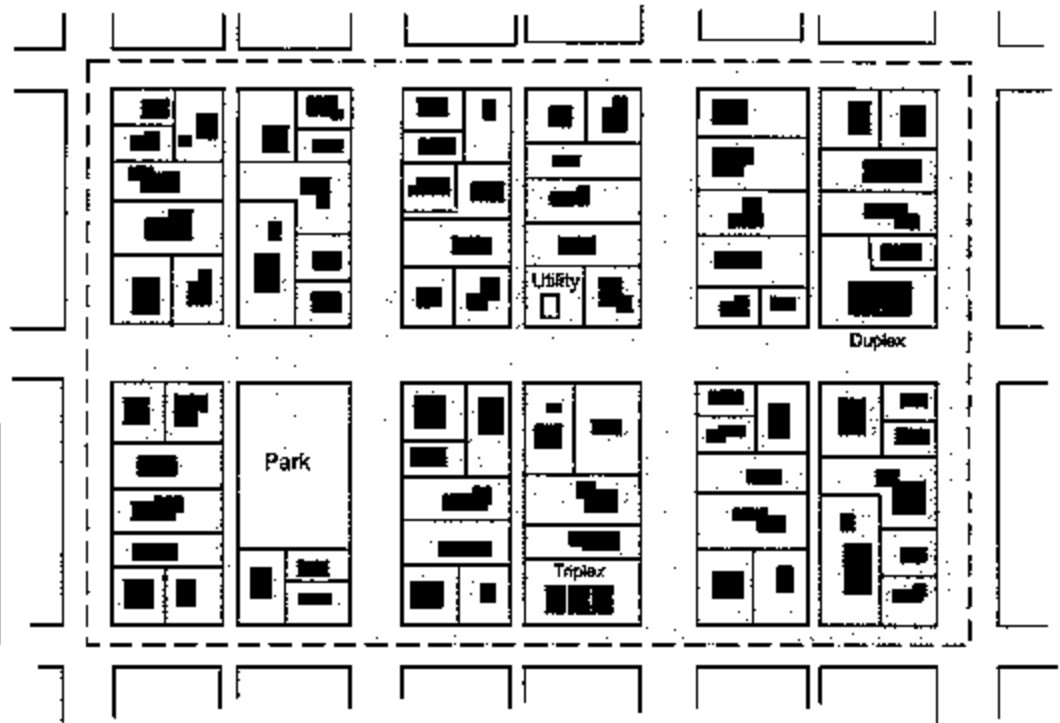
The number of dwelling units per acre of land in residential use, excluding dedicated streets, parks, sidewalks, and public facilities.

Residential Densities

Gross Density

The number of dwelling units for each acre of land, including areas devoted to streets, parks, sidewalks, and other public right of ways.

Total Area:
20 acres
Total Dwelling Units:
78 units
Gross Res. Density:
3.9 units/acre

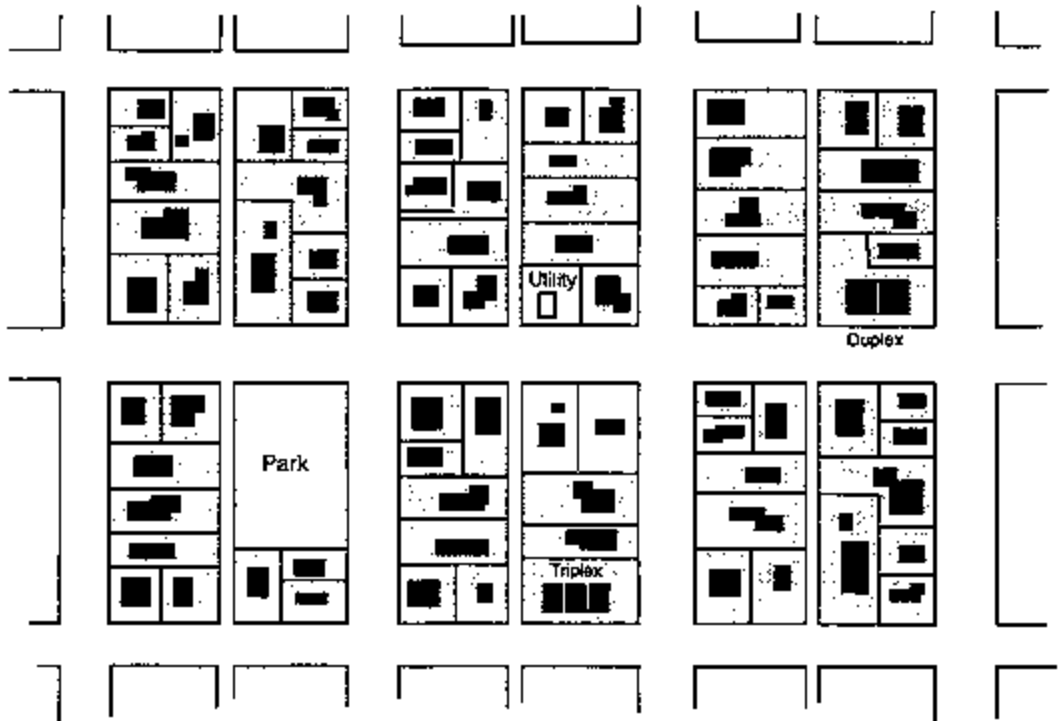


**Auxiliary uses in the Metro area consume 30% of the total land area on average.*

Net Density

The number of dwelling units per acre of land in planned or actual use; in other words, dwelling units per acre excluding dedicated streets, parks, sidewalks, and other public facilities.

Total Area of Res. Lots:
13.8 acres
Total Dwelling Units:
78 units
Net Res. Density:
5.7 units/acre



□ Area Used to Calculate Density

Department of Land Conservation and Department, DLCD

The state agency responsible for administering Oregon's Statewide Planning Goals and statutes. Its policy-making body is the Land Conservation and Development Commission, LCDC.

development

The construction, reconstruction, conversion, structural alteration, relocation, or enlargement of any structure; any excavation, landfill, or land disturbance; and any human-made use or extension of land use.

disincentives

Mechanisms (e.g., regulations, fees, taxes, policies, or programs) that act as deterrents and discourage or prevent decisions, actions, or behaviors.

downzoning

A change in zoning classification of land to a classification permitting development that is less intensive.

duplex

A duplex is two units that share a wall or that are vertically stacked.

economic growth

The change over a period of time in the value (monetary and non-monetary) of goods and services and the ability and capacity to produce goods and services.

environmental quality

An overall indication of an area's positive environmental attributes, such as clean air and water, scenic resources, diversity, and health of species.

exactions

Fees, dedications, or off-site improvements imposed by a government as a condition of approval to mitigate impacts of a development. Exactions may vary by project and physical mitigations may be located off-site.

fair housing

Refers to the prevention of discrimination against protected classes of people. Protected classes, as defined by the federal government, refer to race, color, religion, national origin, or sex. Protected classes are disproportionately comprised of very low-income populations. Some communities expand the term protected classes to include other areas, including sexual preference.

family wage job

Permanent job with an annual income greater than or equal to the average annual taxable wage in the region. The Oregon Employment Division uses current average annual taxable

wage information to determine the family wage job rate for the region or county.

finding

Factual statement resulting from investigations, analysis, or observation.

floor area ratio, FAR

Ratio comparing the amount of floor space to the total land area of a development site. Specified ratios are often required in zoning ordinances for commercial and industrial development projects to regulate the dimensions of multi-story buildings.

full-cost accounting

The process of accounting for and including all environmental, economic, and social costs (and benefits) of a particular action, activity, policy, or development.

functional plan

Type of refinement plan that addresses a specific *Metro Plan* element or sub-element on a city-wide or regional basis.

goal

A broad statement of philosophy that describes the hopes of a community for its future. A goal may never be completely attainable but is used as a point towards which to strive.

greenbelt

An area of designated parks or open spaces that surrounds or adjoins a community. In addition to providing recreational and scenic amenities, a greenbelt can prevent urban sprawl or provide a buffer between intensive agricultural activities and incompatible urban uses. Development within the greenbelt can be restricted by the government that owns or regulates it.

growth

The word often means one of three things in planning literature: the physical expansion of a city; an increase in the population of a particular jurisdiction; or economic growth, as measured by some standard such as per capita income.

growth management

An explicit government program designed to control or influence the rate, amount, type, density, location, and/or cost of population growth and development within a city, municipality, county, state, or region.

guidelines

Suggestions about how to implement a goal or policy.

habitat

The place or type of ecosystem in which a plant or animal species is commonly found because of the food and shelter necessary for their survival is provided.

historic preservation

The process of applying measures necessary to sustain the existing form, integrity, and materials of a historic property.

impact

The consequences of a course of action; the effect of a goal, guideline, plan, development, regulation, or decision.

impact fees

Assessments levied on new development to help pay for the construction of off-site capital improvements that benefit the new development. Impact fees are a type of exaction.

implementation measure

An action that implements policies and moves toward achieving goals. Measures can take the form of zoning codes, ordinances, incentives, and barrier removal. Implementation measures are not adopted on a metropolitan level, but can be adopted as needed by individual jurisdictions.

incentive

Any benefit (economic, regulatory, policy, etc.) that influences or encourages a desired action or behavior.

inclusionary zoning

Mandatory requirement for developers to provide something to serve the community, usually a requirement that a certain portion of the housing units must be affordable to low-income households. Incentive-based inclusionary zoning is not mandatory and provides a density bonus, tax break, reduced fees, special development standards, or other incentives in return for more open space, affordable housing units, or some other public amenity.

infill

Development consisting of either construction on one or more lots in an area that is mostly developed or new construction between existing structures. Development of this type can conserve land and reduce sprawl.

infrastructure

The public facilities and services that support the functions and activities of a community, including roads, street lights, sanitary sewer lines, storm drainage, power lines, and water lines.

Joint Planning Commission Committee (JPCC)

A committee made up of two members each of the Eugene, Springfield, and Lane County Planning Commissions. This committee is responsible for overseeing metropolitan citizen involvement activities.

jurisdiction

The range or sphere of authority; the territorial range of authority.

Land Conservation and Development Commission, LCDC

LCDC directs the Oregon state-wide planning program. The commission includes seven members appointed to four-year terms by the Governor and confirmed by the Senate.

land use

The main activity that occurs on a piece of land or the structure in which the activity occurs.

livability

A combination of characteristics of a community that together denote positive qualities associated with living in that community.

low-income housing

Housing priced so that a household at or below 80% of median pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 80% of median for a family of three in Lane County is \$27,150; 30% = \$678/month.)

manufactured dwelling

A structure constructed at an assembly plant and moved to a space in a manufactured dwelling park or a lot. The structure has sleeping, cooking, and plumbing facilities and is intended for residential purposes.

manufactured dwelling park

Any place where four or more manufactured dwellings are located within 500 feet of one another on a lot, tract or parcel of land under the same ownership, the primary purpose of which is to rent or lease space.

metropolitan area

Generally, an area that includes and surrounds a city or group of cities. The Eugene-Springfield metropolitan area is the area within the *Metro Plan* boundary.

Metropolitan Area General Plan, Metro Plan

The comprehensive land use plan for the cities of Eugene and Springfield and those parts of Lane County within the *Metro Plan* boundary.

Metropolitan Policy Committee (MPC)

A committee made up of two elected officials from each jurisdiction, Eugene, Springfield, and Lane County, and other local agencies. The committee administers certain metropolitan programs and provides a dispute resolution mechanism for metropolitan planning issues and plan amendments.

Metropolitan Statistical Area, MSA

A United States Census Bureau metropolitan area that must contain either a place with a minimum population of 50,000 or a Census Bureau-defined urbanized area with a total metropolitan area population of at least 100,000. Lane County is referred to as the Eugene/Springfield MSA.

metropolitan study area

The area included in census tracts 10.01, 10.02, and 17-54. Generally, this area includes the greater Eugene-Springfield area of Alvadore and Pleasant Hill. This area is only used for developing projections.

minimum density zoning

A regulatory mechanism to require development densities to stay above a certain level. Minimum density zoning can be applied as an average density for a development or for a larger geographic area.

mitigation

Techniques or requirements aimed at reducing or neutralizing identified negative environmental, economic, or social effects of a proposed activity, policy, or development.

mixed use

A building, project or area of development that contains different land uses such as housing, retail, and office uses.

mode

A means of moving people and/or goods. Modes may include motor vehicles, public transit, bicycles, railroads, airplanes, waterways, pipelines, and pedestrian walkways.

multi-family

A structure having three or more dwelling units that are stacked.

natural areas

Land and water areas that have retained their natural character. These areas provide habitat for plant, animal, or marine life. Such areas are not necessarily completely natural or undisturbed, but can be significant for natural, historical, scientific, or paleontological study, or for the appreciation of natural features.

natural resources

Air, land, and water and the elements thereof. Natural resources are valued because they provide habitat for plant or animal life for their existing and potential usefulness to humans.

net-migration

The number of persons leaving a geographic area subtracted from the number of persons moving into a geographic area within a given period of time.

node

An area of concentrated activity.

nodal development

Nodal Development is a mixed-use, pedestrian-friendly land use pattern that seeks to increase concentrations of population and employment in well-defined areas with good transit service, a mix of diverse and compatible land uses, and public and private improvements designed to be pedestrian and transit oriented. Fundamental characteristics of Nodal Development include:

- design elements that support pedestrian environments and encourage transit use, walking, and bicycling;
- a transit stop which is within walking distance (generally 1/4 mile) of anywhere in the node;
- mixed uses and a core commercial area so that services are available within walking distance;
- public spaces, such as parks, public and private open space, and public facilities, that can be reached without driving; and
- a mix of housing types and residential densities that achieve an overall net density of at least 12 units per net acre.

Nodal developments will vary in the amount, type, and orientation of commercial, civic, and employment issues; target commercial floor area ratios; size of buildings; and the amount and types of residential uses. Possible nodal development patterns include neighborhood centers, commercial centers, employment centers, and combinations thereof.

Neighborhood Centers

Neighborhood centers are primarily residential and include a mix of commercial uses that serve the day-to-day needs of neighborhood residents. Housing densities, commercial floor area ratios, building size, and other development standards for these centers will ensure a level of activity appropriate for a neighborhood. Generally, the mix of uses in a neighborhood center will be 70-85 percent housing, 5-20 percent commercial core, and 5-10 percent public space, not including streets. A neighborhood center should include a diversity of housing types at varying densities. Multi-family structures should constitute 20-40 percent of the housing. Duplex, single-family attached and small lot single-family detached structures should make up the other 60-80 percent. Neighborhood centers must be located along either a planned or existing transit route.

Commercial Centers

Commercial centers include concentrations of intensive office, commercial, and higher-density residential development and significant amounts of employment uses. The commercial, civic, and employment uses will be oriented to serve not only the people living and working in or near the center, but also the broader community. Commercial centers must be located on existing or planned transit routes with a 10-minute frequency of service. Generally, the mix of uses will be 20-70 percent commercial and employment, 15-65 percent housing, and 5-15 percent public parks or plazas. Housing primarily will consist of multiple-family structures with some duplex and single-family structures also present. Commercial floor area ratios will be higher and, generally, the size of buildings will be larger than commercial uses in neighborhood centers.

Employment Centers

Employment centers are areas that contain concentrations of light industrial, office, and/or institutional uses. These centers will include access for people and freight movement and a variety of services for the employees who work, shop, and live in or near the center. Housing should be included within employment centers. However, residential uses may not be appropriate for some centers, depending on the mix of uses and character of the area. Generally, the mix of uses in employment centers will be 60-85 percent employment and commercial services, 10-30 percent housing, and 5-10 percent public space. Housing in these centers typically will be limited to multiple-family structures. Commercial retail and service activities will be oriented to serve the day-to-day needs of employees working in or near the centers.

objective

An attainable target that the community attempts to reach in striving to meet a goal. An objective may also be considered as an intermediate point that will help fulfill the overall goal.

ordinance

A law enacted by a local legislative body, such as a city council or board of county commissioners.

partition

The process (and the result) of dividing a parcel into two or three smaller buildable parcels.

pedestrian-friendly

An environment with improvements such as sidewalks, crosswalks, lighting, street trees, benches, and traffic calming devices that provide safe, convenient, and attractive places to walk.

per capita income

A measure of the average income for every man, woman, and child in an area.

periodic review

Regularly scheduled Department of Land Conservation and Development reviews of local government comprehensive plans and implementing ordinances.

permit fees

Charges for processing land use or development applications.

plan

A concept, design, or statement of how one intends to carry out an action or achieve a goal.

plan boundary

Defines the area shown on the *Metro Plan* diagram that includes Springfield; Eugene; and unincorporated urban, urbanizable, rural and agricultural lands exclusive of areas encompassed in the Lane County General Plan.

plan designation

A general description of what uses are planned to occur in a district described on the comprehensive or general plan map or diagram.

plan diagram

A graphic depiction in the *Metro Plan* of: a) the future land use planned for the metropolitan area; and b) the goals, objectives, and recommendations embodied in the text and elements of a plan. Information includes land use designations and the urban growth boundary.

planned unit development (PUD)

A form of development that:

- Encourages comprehensive planning in areas of sufficient size to provide developments at least equal in the quality of their environment to traditional lot by lot development and that are reasonably compatible with the surrounding area;
- Provides flexibility in architectural design, placement, and clustering of buildings; use of open space and outdoor living areas; and provision of facilities for the circulation of automobiles, pedestrians, bicycles, and mass transit, parking storage and related site and design considerations;
- Promotes an attractive, safe, efficient, and stable environment that incorporates a compatible variety and mix of uses and dwelling types;
- Provides for economy of shared services and facilities;
- Encourages the construction of a variety of housing types at price ranges necessary to meet the needs of all income groups in the city;
- Enhances the opportunity to achieve higher densities; and
- Preserves natural resource areas.

planning

A systematic process and procedure to determine policies and implementing actions to achieve desired goals and objectives.

policy

A statement adopted as part of the *Metro Plan* or other plans to provide a specific course of action moving the community towards attainment of its goals.

population

The number of people in a community or place.

population growth

An increase in the number of people in a community through births, annexations, and net migration.

projection

Calculation of something in the future based on known trends.

public facility plan

A component of a comprehensive plan that describes the types and levels of services required to support planned development.

quality of life

A term that is usually used to collectively describe positive attributes associated with living in a particular community.

rate of growth

A measurement of change. Rate of growth is usually expressed as a percent change per year or decade.

redevelopable land

Land on which development has already occurred, but on which, due to present or expected market forces, there is a strong likelihood that existing development will be converted to or replaced by a new and/or more intensive use. This land might have one or more of the following characteristics: low improved value to land value ratio; poor physical condition of the improvement; low improved value; large size; and/or higher zoning potential.

redevelopment

Rebuilding or adaptive reuse of land that has been previously built upon. It may promote the economic development of an area that has been run-down or is no longer needed for its previous use, such as industrial land that is redeveloped as residential.

refinement plan

A detailed examination of the service needs and land use issues of a specific area. Refinement Plans of the *Metro Plan* can include specific neighborhood plans, special area plans, or functional plans (such as *TransPlan*) that address a specific *Metro Plan* element or sub-element on a city-wide or regional basis.

regulations

Rules, ordinances, and laws that regulate conduct.

riparian

The land bordering a stream or river; also pertaining to the vegetation typical of those borders (grasses, shrubs, and trees such as reed canary grass, spiraea, willows, ash, and cottonwoods).

row house

One of a row of adjoining and usually similar houses, each having its side walls in common with its neighbors.

rural lands

Those lands that are outside the urban growth boundary. Rural lands are agricultural, forest, or open space lands; or other lands suitable for sparse settlement, small farms, or acreage homesites with limited public services, and which are not suitable, necessary, or intended for urban use.

sequential development

Orderly or efficient development of suitable vacant, underdeveloped, and redevelopable land where services are available, thus capitalizing on public expenditures made for these services while avoiding sprawl and leapfrog development.

service enhancements

Services and amenities provided (or delivered) to lower income tenants based on individual needs on site that promote empowerment towards self-sufficiency.

single-family attached

An attached dwelling unit that shares common walls, such as a rowhouse, duplex, triplex, or townhouse.

single-family detached

A free-standing dwelling unit which that does not share any walls or the roof with another dwelling unit.

single-room occupancy (SRO)

A single room dwelling. Sometimes there is a shared bath, kitchen and/or living area for the residents within the building. Rooming houses are considered SROs.

small lot development

A development of single-family, detached houses on lots smaller than 4,500 square feet.

special needs housing

Housing for special needs populations. These populations represent some unique sets of

housing problems and are usually at a competitive disadvantage in the marketplace due to circumstances beyond their control. These subgroups include the elderly, persons with disabilities, homeless individuals and families, at-risk youth, large families, farm workers, and persons being released from correctional institutions.

standards

A standard is a level or degree of quality that is proper and sufficient for a specific purpose. For instance, the local zoning ordinance will contain standards against which development requests are considered for approval or denial. Standards should be clear and objective.

state-wide planning goals

Nineteen state-wide planning goals that express the state of Oregon's policies on land use and related topics. Most of the goals are accompanied by guidelines that suggest how goals may be applied. The goals have been adopted as administrative rules. Oregon's state-wide goals are achieved through local comprehensive planning. State law requires each city and county to have a comprehensive plan and the zoning and land division ordinances needed to put the plan into effect.

strategy

A plan or action aimed at achieving a specific end.

subdivision

The process (and the result) of dividing a parcel of land into four or more smaller buildable lots.

subsidies

A general term for various forms of assistance, financial, or otherwise (e.g., grants, loans, tax allowances), which are intended to achieve desired results or behaviors. Also see incentives.

suburban

A term used to describe a location and activities characterized by lower density residential land uses.

super-siting

A process conducted by an authorized public jurisdiction that allows the siting of a project determined, as benefiting the public good to the extent that pre-emption of local zoning and development regulations is warranted.

system

A group of regularly interacting features, activities, or entities forming a network or united whole. For example, there are watershed systems, traffic systems, and systems for providing governmental services and goods.

system development charges, SDCs

A fee collected from new development by local governments to pay for offsite public facility improvements to mitigate impacts associated with a development.

tax deferral for farmland

The assessed value of farmland for taxing purposes based on comparable properties in agricultural use rather than on the real market value. A tax deferral makes farming an economically viable option for the land the land is used for urban development.

tenure

Whether one rents or owns the housing unit. The tenure could also be a cooperative in which a tenant owns stock in the building or complex.

transfer of development rights

The transfer from one property to another of certain legal rights granted by the zoning ordinance.

TransPlan

The Eugene-Springfield Metropolitan Area's transportation plan. A 20-year policy document intended to guide regional transportation system planning in the Eugene-Springfield metropolitan area by setting forth goals, policies, and implementation measure.

transportation corridors

Movement routes that accommodate many modes of transportation.

Unbuildable land

Land with the following constraints: floodway, in Eugene protected wetlands and wetland mitigation sites; wetlands larger than 0.25 acres in Springfield, land within easement of 230KV power lines, land within 75 feet of Class A stream or pond, or land within 50 feet of Class B stream or pond.

underdeveloped land

The vacant or redevelopable portion of land not having the highest and best use allowed by zoning.

undeveloped land

Land that is vacant or used for agricultural purposes.

unincorporated land

Land that is not within the boundaries of an incorporated city.

urban design

The forms, functions, materials, and activities of cities, and the use and management of neighborhoods, districts, or certain areas within them.

urban form

An expression of the physical shape and pattern of development of a city.

urban growth boundary, UGB

A site-specific line, delineated on a map or by written description, that separates the projected urban service area from rural land.

urban lands

Lands located within an incorporated city.

urban renewal district

Urban renewal districts are established to prevent the erosion of property values, as well as increase those values, by stimulating private investment. Urban renewal districts are authorized by the Oregon Constitution and state statutes. They are created to improve the economy of areas that are blighted, underdeveloped, or depressed. Urban renewal projects include land purchase/consolidation, development of utilities and public amenities such as street, water, sewers, lighting, public spaces, parks, etc.

urban reserve area

An area outside an urban growth boundary identified as a possible area for future expansion of the UGB during a 20-50 year period. Unlike other rural areas, urban reserve areas have the potential for future development.

urban services

Public facilities and actions that serve urban development, including sewers, water, fire protection, parks, open space, recreation, streets, roads, police, and public transit.

urban sprawl

The seemingly uncontrolled spread of development over rural or undeveloped land. It usually connotes low densities, inefficient use of land and service delivery, premature conversion of rural farm or forest land to urban uses, leapfrog development patterns, long commutes, and the spread of development outward from cities.

very low-income housing

Housing priced so that a household at or below 50 percent of median income pays no more than 30 percent of its total gross household income on housing and utilities. (HUD's figure for 1997 annual 50% of median for a family of three in Lane County is \$16,950; 30% = \$423/month.)

vision

The overall image of what the community wants to be and how it wants to look at some point in the future.

wetland

A land area where excess water is the dominant factor determining the nature of soil and the types of plant and animal communities living at the soil surface. Wetlands are complex ecosystems that are vital to fish, wildlife, and humans and are protected by local, state, and federal law.

zero-lot line development

A type of development in which houses are pushed up to the lot line instead of maintaining the typical five-foot setback. The result is typically a larger usable open space toward the opposite edge of the lot. Generally, the side of the house on the lot line has few to no windows.

zoning

A measure or regulation enacted primarily by local governments in which the community is divided into districts or zones within which permitted and special uses are allowed. Zoning regulations govern lot size, building bulk, placement, and other development standards. A zoning ordinance typically consists of two parts: a text and a map.

Appendix A

Existing Metro Plan

Residential Land Use and Housing Element

Introduction

This appendix contains all the findings, goal, objectives, and policies from the existing *Metro Plan Residential Land Use and Housing Element* of the 1987 *Eugene-Springfield Metropolitan Area General Plan*. Also, objectives and policies that apply to housing from the Environmental Design Element are included at the end of this section.

Following the existing objective or policy is a statement in italics describing if that objective or policy has been kept, deleted, or modified in the recommended policies. The amended *Metro Plan* will no longer contain objectives, only policies.

Residential Land Use and Housing Element

Findings

The existing findings listed below will be replaced with the findings contained in Section II of this report.

1. Residential development took place at a rapid rate between 1977-80; about 8,680 new units were constructed during that period. From 1980-83, dwelling unit construction declined; about 2,610 new units were added.
2. The long-term, gradual shift toward a greater proportion of multiple-family type units and a reduced proportion of single-family type units continued in the 1977-83 period. In 1977, 69 percent of the housing stock were single-family type units, and 31 percent were multi-family type units. In 1983, 66 percent were single-family type units, and 34 percent were multi-family units. Of new units added to the inventory in those six years, about 5,830 (52 percent) were multi-family type. The same trend toward a greater proportion of multi-family type units was exhibited in Eugene and Springfield.
3. Overall residential densities continued to increase gradually between 1977 and 1983, from 3.5 to 3.9 units per gross acre (an 11 percent increase in residential density metropolitan-wide).
4. Average household size decreased from approximately 3.0 to 2.6 persons between 1970 and January 1979. However, during the same period, the size of housing units, as reflected by number of bedrooms, increased. As a result, the metropolitan area contains relatively few one- and two-bedroom units for ownership. Furthermore, approximately five percent of the area's households occupy units have two or more bedrooms beyond the

number of persons in the household; for example, three bedrooms for a single-person household. These factors may indicate some of the area's housing stock is not being used efficiently.

5. The composition of the housing supply is changing. Single-family units are decreasing relative to mobile, duplexes, and multi-family units. In 1970, the supply consisted of 70 percent single-family, three percent mobile home, six percent duplex, and 21 percent multi-family. In January 1979, the supply consisted of 62 percent single-family, six percent mobile home, nine percent duplex, and 23 percent multi-family.
6. Approximately 12 percent of the area's housing units were substandard in 1976. Nearly all of those were suitable for rehabilitation.
7. The average overall gross density of all residential development within the 1990 Plan's projected urban service area was about 3.6 units per acre in January 1977. The average gross density of single-family development was 2.7 units per acre; of mobile homes, 4.5; of duplexes, 7.2; and of multi-family, 18.1.
8. Residential development is generally occurring at densities below the maximum permitted by the 1990 Plan. On January 1, 1976, the overall average of existing residential development in Eugene-Springfield was approximately 4.3 dwelling units per gross acre.
9. If future development occurs at existing overall densities by structure type, the acreage zoned for low-, medium-, and high-density residential use will be inadequate to meet projected demand to the year 2000.
10. Between 1979 and 1984, real housing costs rose relatively more rapidly than household incomes. For example, in 1979, 62 percent of metropolitan area households paid 25 percent or more for housing. By 1984, 67 percent of those households paid 25 percent or more for housing. There continues to be an inadequate number of lower cost units in the metropolitan area for low- and moderate-income households.
11. Ownership units are primarily single-family detached units. There is an increasing demand for more units for households desiring ownership without the burden of home maintenance.
12. Residential uses in and near downtown areas are dominated by rental units.
13. Conflicting land uses threaten the viability and identity of some metropolitan residential neighborhoods. With appropriate land use controls, the mixed use character of these areas can be compatible with residential development.

14. Zoning classifications based on the number of bedrooms per acre may more accurately reflect the level of use of some public facilities and services than traditional zoning classifications that are based on the number of units per acre.
15. Low-income households and households that spend a high proportion of their income for housing are primarily single-person households, households headed by persons under 25 years of age or 65 and over, households that include handicapped persons, and female-headed households.
16. The metropolitan area does not have an adequate number of units to meet the special housing needs of the area's elderly, handicapped, and students.
17. Of the groups intended for protection by fair housing ordinances, the principal groups discriminated against in the metropolitan area are racial minorities and single heads of households, especially those with children.
18. Non-local policies, such as federal lending policies, affect the metropolitan housing market. Some conflict with the goals and objectives of the *Metro Plan*.
19. All three general purpose governments in the metropolitan area implement housing programs and coordinate their housing planning and implementation activities.
20. Zoning in accordance with policies established by the *Metro Plan* is one direct way of allowing the private housing market to meet demands for a variety of housing needs of metropolitan area residents.

Goal

Provide viable residential communities so all residents can choose sound, affordable housing that meets individual needs. *[Retained as stated.]*

Objectives and Policies

Objective 1: Coordinate residential land use and housing planning with other elements of this plan and with locally adopted plans. *[Modified and replaced with recommended policy in Coordination section.]*

Objective 2: Provide residential areas that offer a variety of housing densities, types, sizes, costs, and locations to meet projected demand. *[Modified and replaced with recommended policies in Residential Density section and Housing Type and Tenure section.]*

Objective 3: Locate residential development in relation to the availability of employment, commercial services, public utilities and facilities, and transportation

modes. *[Modified and replaced with recommended policy in Residential Density section.]*

Objective 4: Provide for and promote generally higher residential densities in the current urban service area to encourage a compact urban growth form. *[Modified and replaced with recommended policy in Residential Density section.]*

Objective 5: Protect existing and proposed residential areas from conflicting non-residential land uses while providing for compatible and functional mixed-use development (residential and non-residential). *[Expanded and replaced with recommended policies in Design and Mixed Use section.]*

Objective 6: Continue to utilize existing large, vacant, or nearly vacant parcels for residential projects that require such parcels; for example, planned-unit developments, multi-family developments, and mobile home parks. *[Modified and replaced with recommended policy in Residential Land Supply and Demand section.]*

Objective 7: Maintain existing neighborhoods which have a supply of rehabilitation housing. *[Modified and replaced with recommended policy in Existing Housing Supply and Neighborhood section.]*

Objective 8: Encourage conservation of existing housing by rehabilitation of substandard units and other methods such as relocation of existing structures and conversion of nonresidential structures to residential use, provided such actions reflect planned densities for the subject area. *[Modified and replaced with recommended policy in Existing Housing Supply and Neighborhood section.]*

Objective 9: Encourage and support development of housing for low- and moderate-income households. *[Modified and replaced with recommended policy in Affordable, Special Need, and Fair Housing section.]*

Objective 10: Increase housing opportunities for the specialized needs of the elderly and handicapped, students, as well as minority, female-headed, and single-person households. *[Modified and replaced with recommended policies in Affordable, Special Need, and Fair Housing section.]*

Objective 11: Encourage cooperation between public, private, and consumer sectors of the area's housing market. *[Modified and replaced with recommended policy in Coordination section.]*

Objective 12: Balance the need to provide a sufficient amount of land to accommodate affordable housing with the community's goals to maintain a compact urban growth form. *[Retained as is in Affordable, Special Need, and Fair Housing section.]*

Policy 1: Coordinate new residential development with the provision of an adequate level of services and facilities, such as sewers, water, transportation facilities, schools, and parks. *[Modified and replaced with recommended policies in Coordination section.]*

Policy 2: Continue to seek public assistance for households that are unable to pay for shelter on the open market. *[Replaced with recommended policy in Affordable, Special Need, and Fair Housing section.]*

Policy 3: Increase the supply of land zoned for low-, medium-, and high-density residential uses correlating the amount zoned with the projections of demand. Periodically monitor and analyze the population and dwelling unit projections to provide a reliable basis for land use decisions and to assure sufficient residential land to maintain a balance between supply and demand. *[Modified and replaced with recommended policy in Residential Land Supply and Demand section.]*

Policy 4: Phase annexations to maintain an adequate inventory of buildable residential land. *[Modified and replaced with recommended policy in Residential Land Supply and Demand section.]*

Policy 5: Establish specific density ranges within zoning ordinances that are consistent with the broad density categories of this plan. Translation to an equivalent of persons per acre corresponding to the density categories in this plan may be substituted for dwelling units per acres by local governments. Eugene and Springfield shall establish standards for allowing waiver of the specific density ranges in this plan to increase the supply of low- and moderately priced housing.

- a. Low density: Through ten dwelling units per gross acre
- b. Medium density: Over 10 through 20 dwelling units per gross acre
- c. High density: Over 20 dwelling units per gross acre

[Replaced with recommended policy in Residential Density section.]

Policy 6: Review residential land development regulations to ensure that they encourage a variety of housing densities and types. *[Modified and replaced with recommended policies in Residential Density section and Housing Type and Tenure section.]*

Policy 7: Encourage public, private, nonprofit, and cooperative associations and joint public-private partnerships to enter the low- and moderate-income housing market. *[Modified and replaced with recommended policy in Coordination section.]*

Policy 8: Continue to encourage the dispersal of housing for all income groups. *[Some ideas are incorporated into recommended policy in Housing Type and Tenure section.]*

Policy 9: Encourage proposals to develop specialized housing for the area's elderly, handicapped, and students. *[Modified and replaced with recommended policy in Affordable, Special Need, and Fair Housing section.]*

Policy 10: Evaluate local development standards and regulations for their effect on housing costs. Modify development regulations that are found to unnecessarily add to housing costs. *[Some ideas are incorporated into policy in Residential Land Supply and Demand section.]*

Policy 11: Encourage retention of large parcels or consolidation of small parcels of residentially zoned land to facilitate their use or reuse for projects requiring such parcels. *[Modified and replaced with recommended policy in Residential Land Supply and Demand section.]*

Policy 12: Promote compatibility between residentially zoned land and adjacent areas. *[Expanded and replaced with recommended policies in Design and Mixed Use section.]*

Policy 13: Develop local mechanisms and processes which ensure coordination between public, private, and consumer sectors of the area's housing market. *[Modified and replaced with recommended policy in Coordination section.]*

Policy 14: Implement housing programs that provide housing opportunities for all metropolitan area residents without discrimination. *[Replaced with recommended policy in Affordable, Special Need and Fair Housing section.]*

Policy 15: Investigate and when advisable, implement mixed use zoning, particularly in established neighborhoods where compatibility and functional mixes already existing. *[Expanded and replaced with recommended policy in Design and Mixed Use section.]*

Policy 16: Encourage location of non-residential uses, such as neighborhood commercial and small-scale light industry, within residentially designated areas when those auxiliary uses are compatible with refinement plans, zoning ordinances, and other local controls for allowed uses in residential neighborhoods. *[Replaced with recommended policy in Design and Mixed Use section]*

Policy 17: Encourage a variety of new residential developments in and near the downtown area. *[Modified and replaced with recommended policy in Housing Type and Tenure section.]*

Policy 18: Work with the state and federal governments to minimize conflicts between local and non-local housing policies and programs. *[Eliminated.]*

Policy 19: Facilitate the construction of individually owned units in multi-family structures. *[Modified and replaced with recommended policy in Housing Type and Tenure section.]*

Policy 20: Conserve the metropolitan area's existing supply of sound housing in stable neighborhoods in residentially planned areas through code enforcement, appropriate zoning, rehabilitation programs, and by discouraging conversions to nonresidential use. *[Modified and replaced with recommended policy in Existing Housing Supply and Neighborhood section.]*

Policy 21: Encourage a mixture of dwelling types in appropriate areas. *[Modified and replaced with recommended policy in Housing Type and Tenure section.]*

Policy 22: Develop economic incentives, such as density bonuses, for builders and developers who provide amenities or specialized housing that benefit the metropolitan area, such as housing for low- and moderate-income households. *[Modified and replaced with recommended policy in Affordable, Special Need, and Fair Housing section.]*

Policy 23: Encourage increased residential density at various locations within cities by implementing programs, policies, and code modifications that both establish minimum densities and allow maximum densities permitted by local or *Eugene-Springfield Metropolitan Area General Plan* density categories in designated areas, when consistent with other planning policies. *[Eliminated.]*

- a. To determine the number of specialized units needed for the elderly, handicapped, and students, as well as methods for producing such specialized units. *[Eliminated.]*
- b. To determine if zoning classifications that correspond to number of bedrooms or persons per acre more accurately reflect the level of use of some public facilities and services than zoning classes that correspond to structure type or number of units per acre. *[Deleted, this method of calculating density by bedroom count was discontinued and not longer appears necessary to conduct the analysis.]*
- c. To consider the social and economic effects of the urban growth boundary on the initial price, long-term costs, and the availability of land and housing. *[Modified and replaced with recommended policies in Residential Land Supply and Demand section.]*

Policy 25: Where possible, evaluate and reduce on-site parking requirements for residential developments near downtown areas. *[Replaced with suggested implementation measure in Residential Density section.]*

Policy 26: Encourage in-filling and utilizing existing undeveloped sub-division lots in urban areas. *[Expanded and replaced with recommended policy in Residential Density section.]*

Policy 27: Provide for mobile homes as an outright use in a least one of the following situations in Eugene, Springfield, and Lane County: mobile home sub-divisions, mobile home parks, or on individual residential lots. *[Modified and replaced with recommended policy in Housing Type and Tenure section.]*

Policy 28: Develop mechanisms and processes for participation in management of low- and moderate-income housing projects supported with local public funds by persons for whom the projects are intended. *[Eliminated.]*

Policy 29: Encourage programs that facilitate home ownership by low- and moderate-income families. *[Modified and replaced with recommended policy in Housing Type and Tenure section.]*

Policy 30: Encourage higher density residential development near industrial and commercial centers throughout the metropolitan area. *[Replaced with recommended policy in Residential Density section.]*

Policy 31: Zoning in accordance with other policies established in the *Metro Plan* shall be one of the techniques to achieve densities and the variety of housing types envisioned in the plan. *[Expanded and combined with other policies addressing density and housing types and replaced with recommended policies in Residential Density section and in Housing Type and Tenure section.]*

Policy 32: Zoning in accordance with other plan policies shall be used on a case-by-case basis to meet multiple-family housing needs of the metropolitan area. *[Modified and replaced with recommended policy in Housing Type and Tenure section.]*

Policy 33: Application of residential zoning districts shall be used to maintain a minimum six-year supply of undeveloped urban residential lands in all three residential categories.

The following criteria shall be evaluated when considering changes of zone within the plan boundary of this *Metro Plan*:

- a. Consistency with the *Metro Plan*;
- b. Consistency with policies and plan of applicable jurisdiction(s); and
- c. Consistency with ordinances in affect within individual jurisdictions.

[Modified and replaced with recommended policy in Residential Land Supply and Demand section.]

Policy 34: In newly developing areas, techniques such as planned unit developments shall be employed to achieve density assumptions of the *Metro Plan*. The cities shall review the provisions of their residential zoning ordinances and make changes, as

necessary, to further development of single- and multiple-family housing units in the number and density anticipated in the Plan. *[Deleted reference to only newly developing areas. Modified and updated in recommended policies in Residential Density section.]*

Overlapping Metro Policy from Environmental Design Element

The existing objectives and policies listed below are from the Environmental Design Element and will not be replaced until that element is revised. The portions of the existing policies addressing mixed use and compatibility through design standards have been addressed through Recommended Policies in the Design and Mixed Use section

Objective 6: Coordinate development to achieve compatibility in mixed use areas (with or without refinement plans) through the adoption and administration of design standards.

Policy 6: Local jurisdictions shall carefully evaluate their development regulations to ensure that they address environmental design considerations, such as, but not limited to safety, crime prevention, aesthetics, and compatibility with existing and anticipated adjacent uses (particularly considering high- and medium-density development locating adjacent to low-density residential).

Policy 7: The development of urban design elements as part of local and refinement plans shall be encouraged.

Policy 8: Site planning standards developed by local jurisdictions shall allow for flexibility in design that will achieve site planning objectives while allowing for creative solutions to design problems.

Appendix B State Policy Direction

This chapter discusses relevant existing state policy direction in light of the data and policy analyses completed for the Metropolitan Residential Land and Housing Study.

Overview of State Policy

The following existing State Goals, statutes, administrative rules, and guidebooks were reviewed for this analysis.

- Statewide Planning Goals 1, 10, and 14
- OAR 660, Division 8
- *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, Oregon Transportation and Growth Management Program, March 21, 1997
- LCDC's 1979 guidebook, *Housing Planning in Oregon*
- ORS 195.036
- ORS 195.295-197.314
- ORS 197.296
- ORS 197.475 to 490
- ORS 446.003(26)(a)(C)

Statewide Citizen Involvement Goal (Goal 1)

Goal: To develop a citizen involvement program that insures the opportunity for citizens to be involved in all phases of the planning process.

It is necessary and important to conduct citizen involvement activities consistent with Statewide Planning Goal 1, Citizen Involvement. Goal 1 requires that citizens be involved in all stages of the planning process. As the work program for this project was developed, the jurisdictions designed, approved, and implemented a public involvement plan consistent with the *Metro Plan* that meets the requirements of Statewide Planning Goal 1, including the following required components:

Widespread Citizen Involvement

The citizen involvement program for this project involved a cross-section of affected citizens and a Citizen Advisory Committee, selected by an open, well-publicized public process. The JPCC, the officially recognized citizen involvement coordinating body for the *Metro Plan*, provided overall direction on and approved the citizen involvement plan for this project.

Communication

Two-way communication between citizens and elected and appointed officials occurred and will continue to occur through workshops, comment forms, public forums, outreach, and public hearings.

Citizen Influence

Citizens will continue to have the opportunity to be involved in all phases of the planning process, including preparation of plan amendments and implementation measures, plan content, plan adoption, minor changes and major revisions in the plan, and implementation measures. See chart in the Introduction of this report.

Technical Information

This document provides the information necessary for each policy decision. A copy of all supporting documents, including technical reports will be available at LCOG, the cities of Eugene and Springfield development departments and Lane County Land Management.

Feedback Mechanisms

Recommendations resulting from the citizen involvement program will be retained and made available for public assessment. Citizens who have participated in this program will continue to receive a response from elected officials. The rationale used to reach land-use policy decisions will be available in the written reports.

Financial Support

Sufficient funding was allocated to citizen involvement to make citizen involvement an integral part of the planning process.

Statewide Housing Goal (Goal 10)

Statewide Land Use Goal 10, known as the Housing Goal, requires local comprehensive plans and land use regulations to provide as follows:

Goal: To provide for the housing needs of citizens of the state.

"Buildable lands for residential use shall be inventoried and plans shall encourage the availability of adequate numbers of housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for the flexibility of housing location, type, and density."

The Housing Goal has been supplemented over the years with statutes that address specific housing issues and types. In addition, there are two state administrative rules that interpret the requirements of Goal 10. Oregon Administrative Rule (OAR) Chapter 660, Division 7 addresses housing requirements within the Metropolitan Portland (Metro) urban growth boundary; it does not apply to Eugene-Springfield or other areas of the state. Another administrative rule, OAR 660, Division 8, which does apply to Eugene-Springfield, is intended to define standards for compliance with Goal 10 and State housing statutes.

In the text below, key elements of the Housing Goal are described, followed by where these elements are addressed in the supply and demand analysis and policy analysis of the Metropolitan Residential Land and Housing Study.

Availability

The residential land supply must be adequate to meet need. It must be buildable.⁹ If a community has no financial possibility of extending public services to currently developed areas, then these lands should not be included as part of the buildable inventory. In addition, designation of short-term supply must be effective. Local plans and development codes must provide: clear plan policies, clear and objective approval standards, no competing or incompatible uses, services must be planned for long-term supply, and services must be available

⁹ The guidebook, *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, provides the following definitions as referenced in statute and administrative rules:

Buildable Land: Lands in urban and urbanizable areas that are suitable, available, and necessary for residential uses. Buildable lands include both vacant land and developed land likely to be redeveloped. [ORS 197.295(1)]. Lands defined as unbuildable within the metro urban growth boundary are those that are not severely constrained by natural hazards (Statewide Planning Goal 7) or subject to natural resource protection measures (Statewide Planning Goals 5 and 15). Publicly owned land is generally not considered available for residential use. Land with slopes of 25 percent or greater unless otherwise provided for at the time of acknowledgment and land within the 100-year floodplain is generally considered unbuildable for purposes of density calculations. [OAR 660-08-005(2)]

The unbuildable calculation may be more precise. For instance, the floodway must be counted as unbuildable because federal law generally prohibits development in the floodway, but the remainder of the floodplain would be counted as buildable if the local jurisdiction allows development in these areas. Also, slopes over 25 percent may be buildable, and could be counted, as long as that is consistent with the jurisdiction's land development policies (e.g., engineered structures, driveways and roads; no building above slopes of 35 percent, etc.). Jurisdictions should decide what is buildable based on local development policies.

Redevelopable Land: Lands zoned for residential use on which development has already occurred but on which, due to present or expected market forces, there exists the strong likelihood that existing development will be converted to more intensive residential uses during the planning period. [OAR 660-08-005(12)]

Suitable and Available Land: Residentially designated vacant and redevelopable land within an urban growth boundary that is not constrained by natural hazards, or subject to natural resource protection measures, and for which public facilities are planned or to which public facilities can be made available. Publicly owned land generally is not considered available for residential use. [OAR 660-08-005(13)]

for short-term supply. Information on the availability of the residential land supply is contained in the *Draft Supply and Demand Technical Analysis*.

Inventory must be kept current as supply is used up or depleted by changing conditions, such as wetlands problems, changing demographics, annexation difficulties, etc.

Affordability

The Housing Goal speaks of price ranges that are commensurate with the financial capabilities of Oregonians. Those capabilities change over time.¹⁰ The findings and recommended policies contained in this report address affordability.

Diversity of Housing Types

According to the LCDC's 1979 guidebook, *Housing Planning in Oregon*, housing choice should be available to all residents. With respect to housing types, "it implies a need for housing at various economic levels provided in a variety of modes. This could include such things as single-family units, mobile homes, apartments, condominiums, shared-facilities housing, and so forth. In other words, the community should encourage the widest possible range of options or alternatives for both housing purchasers and renters." The guidebook also states that availability means housing "in quantities which allow all sectors of the market some reasonable choice in selection of a place to live in terms of housing type, tenure, and price range." The findings and recommended policies contained in this report address the availability of housing choices.

Diversity of Housing Locations

As regards location, flexibility implies a willingness of the community to define its standards to allow a variety of housing to be located throughout the community, and not limited to one or two particular neighborhoods. The recommended policies contained in this report address the availability of housing choices throughout the community.

Needs Assessment

Goal 10 requires that local plans and implementing regulations be based upon a realistic assessment of supply and demand. On the demand side, the Goal requires local jurisdictions to assess the need for housing of various types, locations, densities, and price ranges. On the supply side, the Goal requires an inventory of buildable lands and a demonstration that enough buildable lands are actually available to meet the identified need. Information on needed housing in relation to buildable land is contained in the *Draft Supply and Demand Technical Analysis*. A summary of this document is contained in Section IV of this report.

¹⁰ The guidebook, *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, provides specific direction on how to conduct a housing needs analysis that addresses the issue of affordability. See discussion of House Bill 2709 in this chapter.

Statewide Urbanization Goal (Goal 14)

Goal: To provide for an orderly and efficient transition from rural to urban land use.

Goal 14 requires that urban growth boundaries separate urbanizable land from rural land. If there is a demonstrated need to change an urban growth boundary based on population projections, Goal 14 lays out the framework within which further analysis to justify an expansion must be conducted. Changes in boundaries are based on consideration of the following factors:

1. Demonstrated need to accommodate long-range urban population growth requirement consistent with LCDC goals;
2. Need for housing, employment opportunities, and livability;
3. Orderly and economic provision for public facilities and services;
4. Maximum efficiency of land uses within and on the fringe of the existing urban area;
5. Environmental, energy, economic, and social consequences;
6. Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and
7. Compatibility of the proposed urban uses with nearby agricultural activities.

This study complies with Goal 14. It does not recommend a UGB expansion because factor #1 was not met.

State Housing Legislation

Prohibition of Vague Standards and Delaying Procedures

The Oregon Legislature has required by statute that local approval standards, special conditions, and procedures for approval of needed housing "shall be clear and objective" and "shall not have the effect, either in themselves, or cumulatively, of discouraging needed housing through unreasonable cost or delay." ORS 197.307(6) and ORS 197.312(1) and (2). This statutory requirement applies directly to all local government land use procedures, regulations, and decisions affecting proposals for the development of needed housing. Because it is a statutory requirement, not a goal requirement, it does not cease to apply upon acknowledgment or issuance of a periodic review order. It imposes a continuing, direct, and mandatory obligation upon all local governments. The cities of Eugene and Springfield have reviewed their codes and found them to be consistent with this requirement.

Needed Housing Requirements

Over the years, the Oregon Legislature has supplemented the housing goal by defining certain types of housing as needed housing and by requiring specific measures be taken to assure that adequate land is available for such housing. ORS 197.303 defines needed housing, and currently provides that needed housing includes:

1. **Locally Identified Housing Types.** This category includes all housing identified as needed by local governments in their Goal 10 inventory and planning processes up to the time of their first periodic review. As the statute puts it, it includes "housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels." ORS 197.303(1) and OAR 660.08.005.
2. **Ownership and Rental Housing.** Needed housing includes, but is not limited to, attached and detached, single-family housing and multiple-family housing for both owner and renter occupancy. ORS 197.303(1)(a) and OAR 660.08.005
3. **Government Assisted Housing.** ORS 197.303(1)(b). This means "housing that is financed in whole or part by state, federal, or local money, and housing occupied under rent supplements or housing vouchers." ORS 197.295(3)
4. **Mobile Home or Manufactured Dwelling Parks.** ORS 197.303(1)(c) and ORS 197.475 to 197.490. These provisions require local jurisdictions to provide for such parks by July 1, 1990, based upon an inventory and projection of need taking into account population projections, household income levels, and housing market trends.
5. **Manufactured Dwellings on Individual Lots.** ORS 197.303(1)(d) identifies as needed housing: "Manufactured dwellings on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions." The 1993 Legislature added the requirement that: ". . .within urban growth boundaries each city and county shall amend its comprehensive plan and land use regulations for all land zoned for single-family residential uses to allow for siting of manufactured homes as defined in ORS 446.003(26)(a)(C)[H.U.D.-certified homes]. A local government may only subject the siting of a manufactured home allowed under this section to regulation as set forth in ORS 197.307(5)[siting standards for manufactured homes on individual subdivision lots]."

The *Draft Supply and Demand Technical Analysis* that includes the housing needs analysis is consistent with the needed housing requirements.

Expedited Land Divisions

The 1995 Legislature enacted House Bill 3065 as a means of encouraging residential development within urban growth boundaries, when that development meets specified performance standards. Under the statute, land divisions meeting these performance standards can be processed through an expedited process that bypasses review by the Land Use Board of Appeals (LUBA). That is, any appeal of a local government's approval or denial of such a land division would be reviewed directly by the Oregon Court of Appeals, instead of going through LUBA first.

In order to qualify for this expedited process, the land division must meet the following standards:

- The land must be zoned for residential uses and be within the urban growth boundary;
- The land division must be solely for the purposes of residential use;
- The action must not allow for dwellings or accessory buildings to be located on land mapped and designated for natural resource protection;
- The action must create three or fewer parcels and create "enough lots or parcels to allow building residential units at 80 percent or more of the maximum net density permitted by the zoning designation".

Use of the expedited land division procedures is not mandatory. It is up to the applicant to elect to use the special procedures. The cities of Eugene and Springfield offer the expedited land division procedure upon request.

Recent Legislation

In 1995, the Oregon Legislature passed House Bill 2709 (HB 2709) concerning planning for needed housing. As stated above in the section entitled, Goal 10, Oregon Revised Statutes and Administrative Rules already required jurisdictions to analyze and provide for needed housing prior to the adoption of HB 2709. HB 2709 supplemented these provisions as follows.

1. Refined the definition of buildable lands,
2. Required coordination of population projections,
3. Set criteria for prioritizing land for UGB expansions, and
4. Set specific requirements in ORS 197.296.

Provisions #1 through #3 apply to all Oregon jurisdictions, including Eugene-Springfield. Provisions #1 and #2 were addressed in this study. Provision #3 was not addressed in this study because no urban growth boundary amendments are proposed. Regarding #4, the Eugene-Springfield area is not required to comply with ORS 197.296 at this time, as explained below.

1. Definition of Buildable Lands [ORS 197.295(1)]

Buildable lands now include "developed land likely to be redeveloped." Prior to HB 2709, it was a local option as to whether or not to include redevelopable lands in the buildable lands inventory (see section, above, Statewide Goal 10: Housing: Availability, for current definitions of buildable lands and redevelopable).

2. Coordination of Population Forecasts (ORS 195.036)

HB 2709 requires the coordinating body for an area to establish and maintain a population forecast for the area and to coordinate the forecast with the local governments within its boundary. LCOG is the coordinating body in Lane County. The Oregon State Economist provides 20-year statewide forecasts and coordinated regional forecasts.

3. Priority of Lands for UGB Expansions (ORS 197.298)

If a community expands its UGB, it must include certain types of land before others. The order of priority is as follows.

1. Urban reserve land designated under ORS 195.145,
2. Exception and nonresource land adjacent to a UGB,
3. Marginal lands pursuant to ORS 197.247 (1991 Edition), and
4. Agriculture and forestry lands, or both.

Jurisdictions can include lower priority land under the following circumstances: 1) a need for specific type of land, 2) constraints to providing urban services, and 3) efficiency of land uses.

4. ORS 197.296 Requirements

ORS 197.296 requires certain jurisdictions to provide for a 20-year housing need based on actual developed densities in the past five years or since the last periodic review; to take measures and/or expand the UGB, if needed; and to zone land appropriate for planned densities as indicated by the market.

According to staff at the DLCD, the Eugene-Springfield metropolitan area does not have to meet the requirements of ORS 197.296 at this time because these provisions must be met at periodic review and the local periodic review process was initiated prior to passage of the legislation. However, if a legislative change to the urban growth boundary is considered, then the requirements of ORS 197.296 would apply.

Eugene/Springfield Compliance with ORS 197.296

ORS 197.296 requirements apply to comprehensive plans in areas within an urban growth boundary for a city with a population of 25,000 or more, within any urban growth boundary with a rate of growth that exceeds the average rate of growth for the state for three of the last five years, and the Portland Metro area. Local jurisdictions must meet the requirements "at periodic review or any other legislative review of an urban growth boundary."

Again, the Eugene-Springfield area is not required to comply with ORS 197.296 at this time. However, the guidebook, *Planning for Residential Growth: A Workbook for Oregon's Urban*

Areas, does provide guidance on pre-existing Statewide Goal 10 requirements, as well as the new requirements specific to ORS 197.296. The Metropolitan Residential Land and Housing Study was conducted in a consistent manner with the tasks and steps laid out in the guidebook for the following tasks:

- Inventory the supply of buildable residential lands
- Conduct a housing needs analysis

In addition, the study recommends policies and implementation measures to increase densities, provide a greater mix of housing types, and monitor development activity over time to determine the impacts of these measures. These policies and measures will help ensure that the land in the existing urban growth boundary is sufficient to meet the needs of the growing population over the next 20 years. This is especially important in the Eugene-Springfield area where the residential supply and demand are relatively close.

Appendix C
What is the Market Demand for Residential Real Estate in Eugene/Springfield?

WHAT IS THE MARKET DEMAND FOR RESIDENTIAL REAL ESTATE IN EUGENE/SPRINGFIELD?

THE EUGENE/SPRINGFIELD REGION WILL GROW

Long-run national, Northwest, and local economic conditions are favorable

- Continued westward migration supports continued population growth.
- Increasing Pacific Rim trade creates opportunities for economic growth.
- An educated and productive workforce allows Northwest firms to remain competitive.
- The Northwest has relatively well-maintained investments in infrastructure and public services that support growth.
- Most of the population and economic growth in the west has been concentrated along the I-5 corridor.
- The Eugene/Springfield region is planning for public services to support growth, and has some economic development programs that encourage the expansion of existing firms and location of new firms.

SEVERAL FACTORS AFFECT THE MARKET FOR RESIDENTIAL REAL ESTATE PRODUCTS IN NODES

Both demand and supply factors are important

Demand Factors	Supply Factors
• Population growth	• Availability and price of buildable land
• Demographic conditions: Household size	• Location of residential land: Neighborhood characteristics
Age distribution	School district quality
Age of household head	Proximity to employment, shopping, and recreation
Marital status & presence of children	• Cost of construction
• Household income	• Availability of financing
• Net worth	• Experienced builders of alternative housing

ALMOST 100,000 NEW PEOPLE ARE EXPECTED IN THE EUGENE/ SPRINGFIELD METRO AREA BETWEEN 1990 AND 2015

An average of about 4,000 people per year over the 25-year period; an overall increase of 48%; an average growth rate of 1.6% per year

Population Growth in the Eugene/Springfield Metropolitan Study Area, 1990-2015

	1990	1995	2000	2005	2010	2015	1990- 2015
Population	204,000	224,000	241,000	257,000	278,000	301,000	97,000
Average annual growth		4,000	3,400	3,200	4,200	4,600	3,880
Average annual growth rate		1.89%	1.47%	1.29%	1.58%	1.60%	1.57%

Source: Lane Council of Governments

Note: The Eugene/Springfield Metropolitan Study Area is slightly larger than the Eugene/Springfield Urban Growth Boundary (UGB) area used for household forecasts in this report. Population forecasts for the UGB area are not available.

THE POPULATION WILL GET OLDER

The share of population over 55 will increase over the next 20 years, but the amount of growth will be greatest for younger age groups

Persons in the Eugene/Springfield Metropolitan Study Area by Age, 1990 and 2015

Age	1990		2015		Change 1990-2015	
	#	Share	#	Share	#	Share
<25	76,000	38%	107,000	35%	31,000	-3%
25-54	88,000	43%	115,000	38%	27,000	-5%
55-64	15,000	7%	35,000	12%	20,000	5%
65+	25,000	12%	44,000	15%	19,000	3%
Total	204,000	100%	301,000	100%	97,000	0%

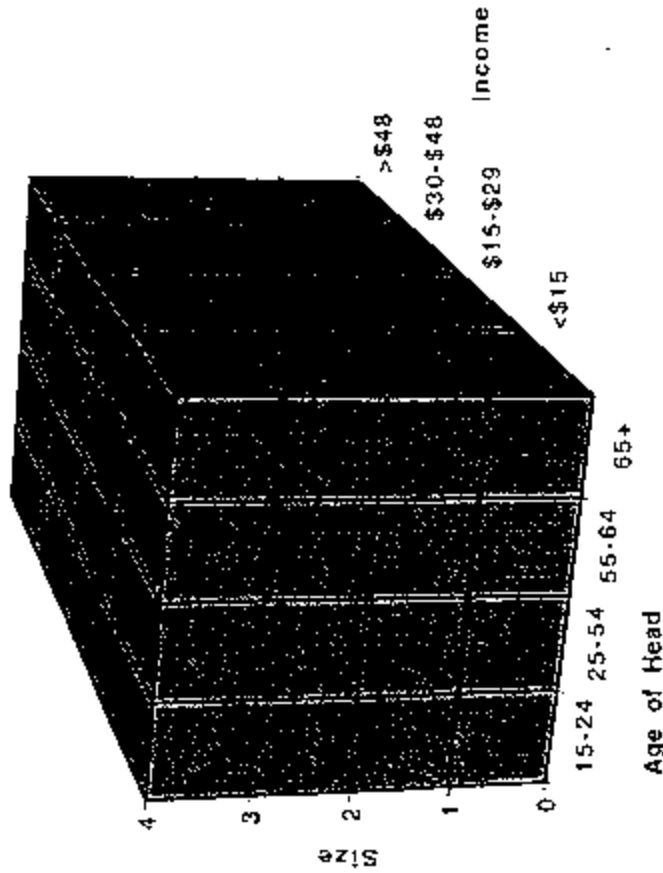
Source: Lane Council of Governments

- Important to household formation and housing is the fact that there will be an increase of about 50,000 people between the ages of 25 and 64.

HOUSEHOLDS CAN BE GROUPED BY INCOME, SIZE, AND AGE OF HOUSEHOLD HEAD

Household types can be correlated to housing types and tenure

- Low-income (<\$15,000), and increasingly, moderate-income (\$15-\$30,000), young (head 15-24), and single-person households are predominantly apartment renters.
- Remaining households predominantly own single-family homes, with the share in single-family homes and ownership increasing with income and household size.



- The share of households in single-family homes and ownership declines for household heads over 64, but these households are still predominantly in owner-occupied single-family housing.

INCOME AFFECTS THE TYPE OF HOUSING THAT IS FINANCIALLY ATTAINABLE

New, unsubsidized housing is unattainable to low-income and, increasingly, lower-middle income households

Market Segment by Income:	Household Income Range	Financially Attainable Products
High (21%)	\$48,000 or more	All housing types
Upper Middle (21%)	\$29,000 to \$48,000	Small lot and cluster housing Attached housing Multi-family housing
Lower Middle (30%)	\$15,000 to \$29,000	Garden apartments Low-rise high-density Mid-rise housing
Low (28%)	Less than \$15,000	Apartments Subsidized housing

Source: Claritas, Inc. and Leland Consulting Group
 Percentages are approximate share of total households in 1990.

HIGHER INCOME IS CORRELATED WITH HIGHER RATES OF OWNERSHIP AND SINGLE-FAMILY HOUSING

Low-income households are predominantly apartment renters

Percent of Households in Eugene by Income, Structure Type, and Ownership, 1990 (thousands of dollars)

Structure Type	<\$15	\$15-29	\$30-48	>\$48	All
Single-family detached	26%	54%	72%	85%	56%
Single-family attached	7%	8%	9%	4%	7%
Apartments	60%	32%	16%	9%	32%
Mobile Home	6%	6%	3%	1%	4%
Other	1%	1%	0%	1%	1%
Total	100%	100%	100%	100%	100%
Tenure					
Own	23%	46%	65%	85%	51%
Rent	77%	54%	35%	15%	49%
Total	100%	100%	100%	100%	100%

Source: U.S. Census Public Use Microdata Samples and ECONorthwest. Note: Public Use Microdata Samples are only available for Eugene or the remainder of Lane County. The Eugene area was used to represent housing relationships in the Eugene/Springfield metropolitan area. Differences between Eugene and Springfield are not likely to be enough to change the general conclusions of this analysis.

HOUSEHOLDS WITH INCOME >\$50,000 WILL GROW SLOWLY

Households in all income ranges will grow in absolute number, and those with income <\$50,000 will gain relative share

Households in Eugene/Springfield by Household Income, 1990, 2000, and 2015 (thousands of 1990 dollars)

Income	1990		2000		2015		1990-2015	
	Share	22,000	Share	27,000	Share	37,000	Share	Share
< \$15	28%	22,000	31%	27,000	31%	37,000	31%	15,000 3%
\$15-\$29	30%	23,000	31%	27,000	31%	37,000	31%	14,000 1%
\$30-\$49	21%	16,000	23%	20,000	23%	28,000	23%	12,000 2%
\$50-\$99	18%	14,000	13%	12,000	13%	17,000	13%	3,000 -5%
>\$100	3%	2,000	2%	2,000	2%	3,000	2%	1,000 -1%
Total	100%	77,000	100%	88,000	100%	122,000	100%	45,000 0%

Source: Claritas, Inc. (1990 and 2000); ECONorthwest (2015 and conversion to 1990 dollars)
 Note: Claritas forecasts income for five years only; 2015 forecast calculated by applying the 2000 distribution to the total households in 2015.

COUPLES AND FAMILIES ARE MORE LIKELY TO OWN SINGLE-FAMILY DETACHED HOMES

Single-person households are predominantly apartment renters

Percent of Households in Eugene by Household Size, Structure Type, and Tenure, 1990

Structure Type	1	2	3	4+	All
Single-family detached	29%	58%	68%	84%	56%
Single-family attached	8%	8%	8%	5%	7%
Apartments	57%	28%	20%	10%	32%
Mobile Home	6%	6%	3%	0%	4%
Other	1%	1%	1%	0%	1%
Total	100%	100%	100%	100%	100%
Tenure					
Own	33%	55%	58%	67%	51%
Rent	67%	45%	42%	33%	49%
Total	100%	100%	100%	100%	100%

Source: U.S. Census Public Use Microdata Samples and ECONorthwest

HOUSEHOLD SIZE IS EXPECTED TO DECREASE SLIGHTLY

One- and two-person households will grow relative to larger households

Households in Eugene/Springfield by Household Size, 1990 and 2015

Persons	1990		2015		1990-2015	
	Share	Share	Share	Share	Share	Share
1	21,000	27%	37,000	30%	16,000	3%
2	28,000	36%	46,000	38%	18,000	2%
3	12,000	16%	18,000	15%	6,000	-1%
4+	16,000	21%	21,000	17%	5,000	-4%
Total	77,000	100%	122,000	100%	45,000	0%

Source: Lane Council of Governments (1990 and 2020); 2015 distribution imputed by ECONorthwest

- The 1990 share of households living in apartments (32%) and growth of households between 1990 and 2015 implies a demand over 14,000 apartment units, or an average of about 560 units per year.

HOUSEHOLDERS 15-24 ARE MOSTLY APARTMENT RENTERS

Householders 25-64 predominantly own; the share in apartments or renting increases again after age 65

Percent of Households in Eugene by Age of Head, Structure Type, and Tenure, 1990

Structure Type	15-24	25-54	55-64	65+	All
Single-family detached	15%	63%	68%	54%	56%
Single-family attached	8%	9%	5%	4%	7%
Apartments	74%	27%	18%	31%	32%
Mobile Home	2%	2%	10%	9%	4%
Other	1%	0%	0%	1%	1%
Total	100%	100%	100%	100%	100%
Tenure					
Own	5%	50%	81%	67%	51%
Rent	95%	50%	19%	33%	49%
Total	100%	100%	100%	100%	100%

Source: U.S. Census Public Use Microdata Samples and ECONorthwest

THE SHARE OF HOUSEHOLDS WITH HEADS OVER 55 WILL INCREASE

Households with heads over 55 will account for half of the growth in households over the 25-year period

Households in Eugene/Springfield by Age of Head, 1990 and 2015

Age of Head	1990		2015		1990-2015	
	Count	Share	Count	Share	Count	Share
15-24	8,000	10%	12,000	10%	4,000	0%
25-54	46,000	60%	62,000	51%	16,000	-9%
55-64	8,000	10%	20,000	16%	12,000	6%
65+	15,000	20%	28,000	23%	13,000	3%
Total	77,000	100%	122,000	100%	45,000	0%

Source: Lane Council of Governments

FAMILY TYPES AND LIFE CYCLE AFFECT HOUSING CHOICES

Households with people never married and young married couples with no children are more likely to rent housing

Never Marrieds

- These households are most likely to live in rented units near other rental units.
- Of the "never marrieds" under 30, only 12 percent were homeowners.
- Home ownership increases in likelihood as these households age. Of the "never marrieds" between 45 and 59, 45 percent were homeowners.

Married couples, no children

- Married couples without children under the age of 30 are more likely to rent (60 percent of households in this category) than to own (40 percent)
- For all ages, these couples generally select single-family units or multi-family units in buildings with fewer units.

Source: U.S. Census Public Use Microdata Samples and Leland Consulting Group

FAMILY TYPE AND LIFE CYCLE AFFECT HOUSING CHOICES

Families with children and older households are more likely to own housing

One-parent families

- These households, with lower median incomes than two-parent households, have lower rates of home ownership than their two-parent counterparts.
- Ownership rates increase as the age of the youngest child increases, and are higher than for single people.

Older households (ages 45 to 64)

- These households have a strong tendency to own their own homes and to remain in their current housing unit. Although households have been shown to move motivated by the need for additional space, the same motivation has not been found for households with excess space.
- Many households view these years as a transitional period before retirement, and generally defer major housing changes until retirement.

Source: U.S. Census Public Use Microdata Samples and Leland Consulting Group.

LOCAL CHANGES IN HOUSEHOLDS ARE CONSISTENT WITH NATIONAL TRENDS

Fewer married couples with children under 18, more married couples without children, and more persons living alone

Share of Total U.S. Households by Family Type

	1995	2010	1995-2010
Families	70%	68%	-2%
Married couples	55%	52%	-3%
with children <18	25%	20%	-5%
with children 18+ only	5%	6%	1%
with no children	25%	26%	1%
Single parents	8%	8%	0%
Other families	7%	8%	1%
Nonfamilies	30%	32%	2%
Persons living alone	25%	27%	2%
Other nonfamilies	5%	5%	0%

Source: American Demographics, 1993

Note: Each higher level is a subtotal of the levels immediately underneath it. Thus, columns do not sum to 100%.

SUMMARY OF DEMAND CONDITIONS

Changing composition of households will affect demand for residential real estate

- Growth in households with income <\$15,000 should increase demand for moderate rent apartments. Most of these households will occupy older units, and many may require subsidy.
- Growth in households with income \$30-\$49,999 should increase demand for low-to moderately-priced single-family housing.
- The market for high-end housing, though lucrative, is not deep. Slow growth of households with income >\$50,000 should reduce the relative demand for standard- and large-lot single-family housing.
- Growth of one- and two-person households should increase demand for apartments and smaller forms of single-family housing.
- Declining share of three- and four- or more-person households should reduce the relative demand for traditional single-family housing.
- Aging households should increase the number of households making post-retirement transitions out of traditional single-family housing.
- The direction of the demographics and economics is toward reducing housing cost (in part by reducing land and built space), smaller households, and older households, all of which are consistent with the type of housing compatible with nodes.

MANUFACTURED HOUSING HAS BEEN 20% OF NEW RESIDENTIAL CONSTRUCTION LOCALLY

Manufactured housing should capture a larger share of new housing than the 5-6% share suggested by 1990 Census data on housing stock

Permits for New Residential Construction in Eugene, 1985-1995	Structure Type	1985-1995
	Single Family Detached	44%
	Single Family Attached	5%
	Apartment	31%
	Mobile Home	20%
	<i>Total</i>	100%

Source: City of Eugene Building & Permit Services Division

- In 1995, 72% of Manufactured Homes in Eugene were in parks and 28% were on single-family lots.
- Manufactured home parks appear popular; 988 spaces in parks were created between 1990 and 1995 in Eugene.

- Manufactured homes on lots have about the same density as single-family detached housing, while those in parks result in higher densities.

IMPLIED RESIDENTIAL DEMAND IN EUGENE/SPRINGFIELD

Household forecasts imply demand for about 45,000 dwelling units

Additional Dwelling Units by Structure Type and Tenure, Based on Existing Housing Stock and Potential Distribution, 1990-2015

Based on 1990 Housing Stock Potential Distribution¹

Structure Type	Total Units		Avg. Units /Year		Total Units		Potential Distribution ¹	
	(1,000)	%	Units	%	Units	%	Units	%
Single-family detached ²	23-26	52-57%	980	40%	18,000	40%	720	
Single-family attached	2.8-3.4	6-8%	120	10%	4,500	10%	180	
Apartments	13-16	30-35%	590	35%	15,750	35%	630	
Manufactured Homes ³	2.1-2.8	5-6%	100	15%	6,750	15%	270	
Tenure								
Own	21-27	47-59%						
Rent	18-24	41-53%						

Source: ECONorthwest

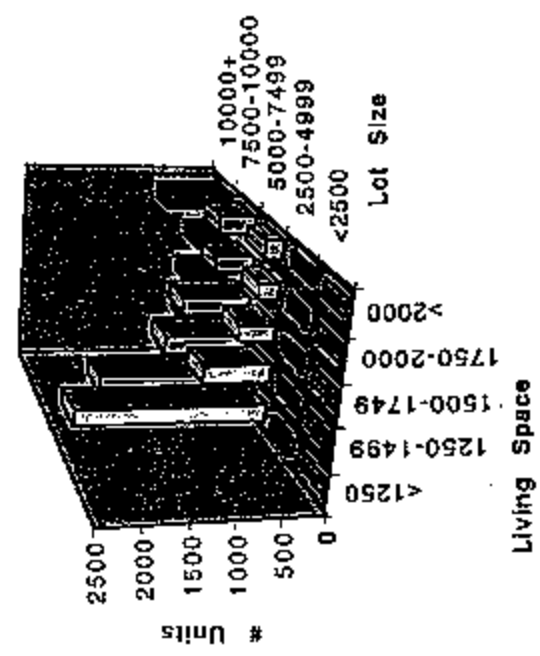
Note: Based on demographic forecasts and the relationship of household income, size, and age of head with structure type and tenure in 1990. Estimates do not include adjustments for demolitions, or vacancies, or any existing under-supply.

1. Potential distribution assumes increasing cost of land and buildings, resulting in more alternative housing.
2. Single-family detached includes manufactured housing on single-family lots.
3. Manufactured homes includes only those in manufactured home parks.

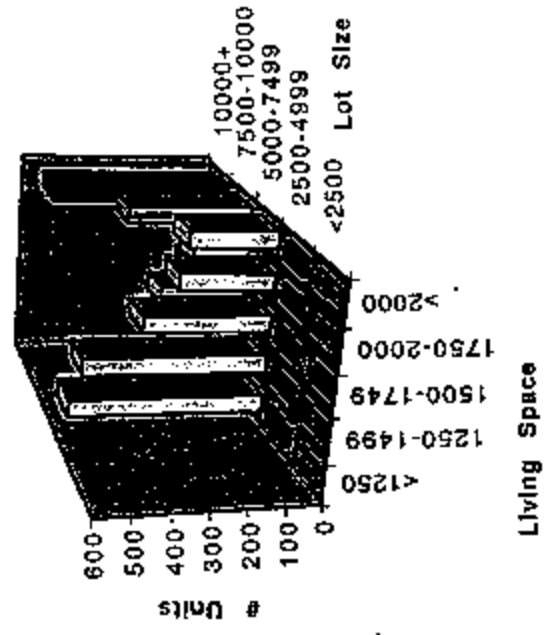
DEMAND FOR NEW LARGE HOMES ON LARGE LOTS HAS GROWN

Square feet of single-family lot size and living space, 1970s and 1980-92, in Eugene/Springfield

1970s



1980/90s



Source: Lane Council of Governments, from Lane County assessor files.

- Small homes (<1,250 sq. ft.) on moderate lots (5,000-7,499 sq. ft.) have been the most popular product in the 1970s and 1980/90s.
- 1980/90s chart shows a shift to larger homes and some shift to larger lots, with significant growth in the share of large homes on large lots.

DEMOGRAPHIC FORCES SUGGEST THOSE TRENDS WILL CHANGE

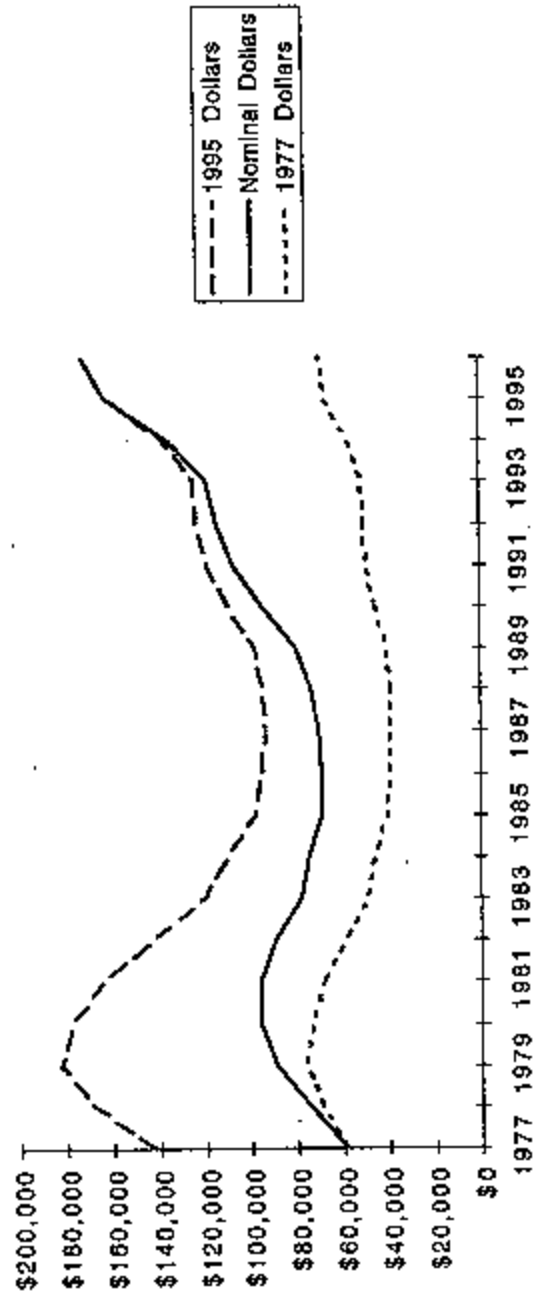
The amount of demand and how it will be supplied with housing is influenced by the amount and price of buildable land, and is illustrated by trends in construction and absorption

- In the 1980s and 1990s, there has been growing demand for large new homes on large lots.
- But the supply of buildable land is decreasing (at least temporarily) and dispersing.
- Public policies (e.g., the UGB, environmental regulation, and the cost of services) and market forces (growth pressure) will increase the cost of land and housing.

HOUSING PRICES HAVE CLIMBED DRAMATICALLY SINCE 1988

In real terms, housing prices have only recently reached the level of the late 1970s

Price Trend of a \$60,000 House in 1977



Source: Real Estate Valuations Northwest, converted to 1977 and 1995 dollars by ECONorthwest using the Personal Consumption Expenditure deflator reported in the Economic Report of the President, 1996.

MOST BUILDABLE RESIDENTIAL LAND IS DESIGNATED FOR LOW-DENSITY DEVELOPMENT

Acres of vacant unconstrained land in the UGB designated for residential use, 1992

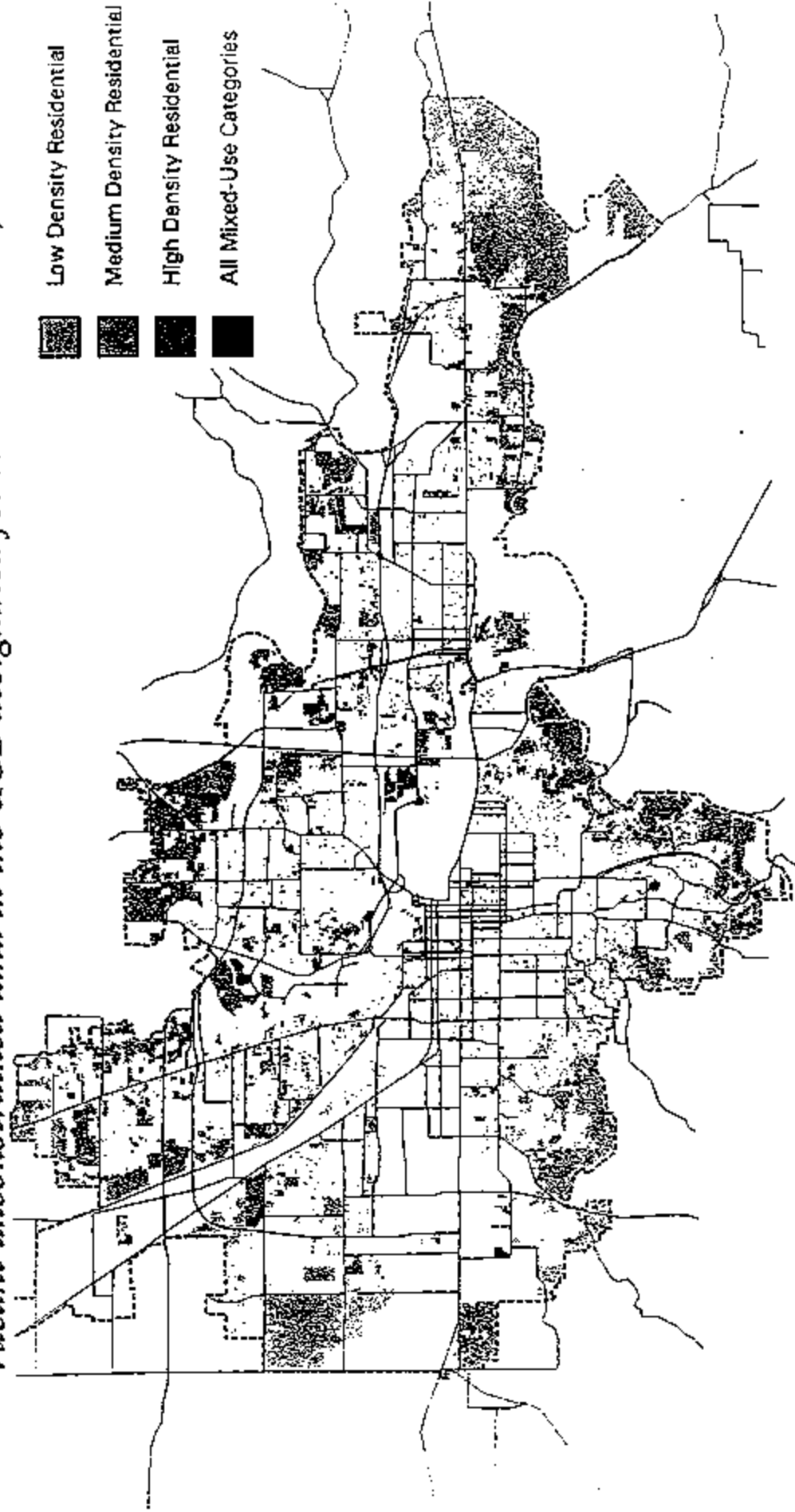
	Acres	Share
Low density	8,225	84%
Medium density	1,305	14%
High density	222	2%
Total	9,752	100%

Source: Lane Council of Governments

- As currently zoned, low-density residential land will be developed primarily with single-family homes, with some duplex, multi-family, and manufactured home development.
- Medium- and high-density residential land will be developed almost entirely with multi-family housing.
- 26 acres are in mixed use areas that allow residential along with commercial and industrial uses.

MOST BUILDABLE RESIDENTIAL LAND IS LOCATED IN THE PERIPHERY OF THE URBAN AREA

Vacant unconstrained land in the UGB designated for residential use, 1992.



RESIDENTIAL DEVELOPMENT WILL REDUCE THE SUPPLY OF LAND IN EUGENE/SPRINGFIELD

Potential demand could consume 56-78% of the available residential land by 2015.

Estimated Acres Used by Residential Development in Eugene/Springfield, 1990-2015

	Dwelling Units	Net Density (d.u./acre)	Gross Acres
Single-family detached	18,000	5-7	3,500-4,800
Single-family attached	4,500	12-18	300-500
Apartments	15,750	21-25	800-1,000
Manufactured Home	6,750	7-10	900-1,300
Total	45,000		5,500-7,600

Source: ECONorthwest

Note: Based on the potential distribution of demand by structure type and net density of residential real estate by structure type. Net acres are generally 75% of total development area, with the remaining 25% in roads and open space.

IMPLICATIONS OF DEMAND, SUPPLY, AND TRENDS FOR THE RESIDENTIAL MARKET IN EUGENE/SPRINGFIELD

Demographic and economic forecasts suggest a market for higher-density housing that would be compatible with nodes

- Declining household size, an aging population, and more households with non-traditional families should increase demand for smaller and alternative housing products.
- If the population grows as forecasted and the residential land supply continues to decrease, the price of land will increase, reducing lot sizes for single-family development and increasing densities for all residential structure types.
- Households must trade off the housing characteristics they want with the price they have to pay to get them. Higher-density housing will be more successful if it incorporates characteristics households look for in standard single-family homes, such as privacy, security, and storage.
- The challenge for smaller units and lots: deliver equivalent adequate amenity at the same price.

SMALL-LOT RESIDENTIAL HOMES HAVE FOUND A NICHE IN THE LOCAL MARKET

Several successful developments in the region would fit well in nodes

There have been several examples of small-lot residential developments that incorporate neotraditional designs similar to those envisioned for nodal development. Examples include:

- Overbrook in south Eugene, with small homes on lots that average 2,500 square feet (for a gross density of about 12 units/acre).
- Champignon, a series of small craftsman-style cottages off of Spyglass Drive in Eugene.
- Field of Dreams, 44 small 2, 3, and 4 bedroom homes on lots less than 4,500 square feet. The homes all use a neotraditional design, with front porches and no garages.

While these developments were successful, there were some marketing challenges. The lack of garages in Field of Dreams deterred some buyers, who want garage space for storage more than for cars. In general, small-lot residential must be designed to address market preferences for privacy, security, and storage.

MULTI-FAMILY HOUSING HAS BEEN SUCCESSFUL IN THE EUGENE/SPRINGFIELD MARKET

Typical apartment developments have the density to be suitable for nodes

- Multi-family housing is already accepted in the market — 39% of households in Eugene lived in apartments or single-family attached housing in 1990.
- The market also accepts multi-family housing in mixed-use nodes — multi-family developments have often been used as a buffer between commercial and single-family areas.
- There is a current boom in apartment construction, with over 1,500 units built in the last two years. Many of these apartments respond to demand from the high end of the market with average rents greater than \$600. Much of the demand for these units is from newcomers who are here temporarily to participate in construction projects or that intend to stay and purchase a single-family home.
- Employment in high-tech industries may sustain demand for high-end apartments. In the long run, most demand for apartments will come from young, small, households in the lower half of the income distribution.

WHAT WOULD DEVELOPMENTS WITH ALTERNATIVE HOUSING LOOK LIKE?

Summary of density, unit size, and typical ownership of alternative housing

Product	Units per		Unit size (sq. Ft.)	Ownership propensity	
	Net acre			Owner	Renter
Standard single-family	4 to 7		1,600 to 2,200	●	
Small lot single-family	7 to 10		1,200 to 1,800	●	
Clustered housing	8 to 14		1,400 to 1,900	●	
Townhouses	12 to 18		1,400 to 1,600	●	●
Stacked low-rise	15 to 22		600 to 2,000		●
Garden apartments	18 to 24		450 to 1,300		●
Low-rise high-density ¹	30 to 90		450 to 1,600	●	●
Mid-rise ¹	40 to 120		450 to 1,600	●	●

1. Low-rise high-density and Mid-rise housing could be rental apartments or condominium units.

EVEN SMALL MARKET SHARES COULD RESULT IN SIGNIFICANT RESIDENTIAL DEVELOPMENT IN NODES

It is not unreasonable to expect average development on the order of 250 units per year in areas designated for nodal development

Potential Annual Residential Development in Nodes by Structure Type, 1990-2015

Structure Type	1996-2000		2001-2015	
	Annual Units	Percent in Nodes	Annual Units /Year	Percent in Nodes
Single-family detached	720	8-12%	72	12-15%
Single-family attached	180	15-20%	32	20-25%
Apartments	630	12-16%	88	16-20%
Total	1,530		192	251

Source: Leland Consulting Group and ECONorthwest

Note: Based on potential distribution of implied demand forecast and assumptions about market share by structure type for nodes. Market share for nodes varies with the removal of barriers and increased incentives for nodal development.

Appendix D
Actions Taken by Local Jurisdictions to Address Goal, Policies, and
Objectives of the Metropolitan Plan by Category

Actions Taken by Local Jurisdictions to Address Goal, Policies and Objectives of the Metro Plan by Category

Since the adoption of the *Eugene/Springfield Metropolitan Area General Plan* in 1982, local jurisdictions have taken a number of positive steps towards realizing the goal, objectives and policies of the Residential Land Use and Housing Element of the *Metro Plan*. A brief list of these actions by category include:

Residential Land Supply and Demand

1. Established minimum densities in medium and high density zones - Eugene and Springfield
2. Metropolitan Plan Monitoring Report 1977-1983 - January 1985
3. Metropolitan Plan Monitoring Report 1977-1984 - June 1986
4. 1991 Eugene-Springfield Supply and Demand Analysis Draft Report - June 1991
5. Infrastructure Plans (CIP's)
6. Annexation Plans and Programs

Residential Density

1. Accessory Units Allowed - Eugene
2. Duplexes On Interior Lots In New Development - Eugene
3. Cluster Subdivisions Allowed - Eugene and Springfield
4. Minimum Density Requirements - Eugene and Springfield
5. Reduced Parking Requirements for Downtown Residential Development - Eugene - 1988
6. Springfield Community Housing Plan - Springfield - 1995
7. Willakenzie Refinement Plan - 1991
8. Eugene Zoning Code Review (ZCRP) - in progress as of 1997

Housing Type and Tenure

1. Reduced Parking Requirements for Downtown Residential Development - Eugene
2. Manufactured Housing On Single Lots - Eugene and Springfield - 1992
3. Springfield Community Housing Plan - Springfield - 1995
4. Whitaker Refinement Plan - 1995
5. Eugene Council Goal to Increase Housing Downtown - 1993 - City of Eugene

Design and Mixed Use

1. Neighborhood Refinement Plans - both communities
2. Eugene Zoning Code Review Program (ZCRP)

Existing Housing Supply and Neighborhoods

1. Amendments to Condominium Conversion Ordinance - Eugene - 1986
2. Mobile Home Conversion Ordinance - Eugene - 1989
3. Owner and Renter Rehabilitation Programs - Eugene and Springfield
4. Emergency Home Repair Programs - Eugene and Springfield
5. Springfield Community Housing Plan - 1995
6. Various Neighborhood Refinement Plans, both communities

Affordable, Special Need and Fair Housing

1. Lane County Task Force Report - 1989
2. Housing Policy Board formation - 1990
3. Community Development Block Grant/HOME Programs - both cities
4. HOME Consortium - Eugene and Springfield - 1993
5. First Time Buyers Program created (SHOP) - Springfield - 1993
6. Land Banking Development Program - Eugene - 1989
7. CHAS - 1991 and 1993
8. Consolidated Plan for Housing and Community Development 1995
9. Springfield Community Housing Plan - 1995
10. Property Tax Exemption Programs - Eugene and Springfield
11. Development Fees for Low Income Housing Projects - Eugene and Springfield
12. Support for Nonprofit Housing Developments for Owners and Renters (NEDCO, St. Vincent de Paul, Habitat, Metropolitan Affordable Housing, Springfield CDC)
13. Creation of Springfield CDC
14. Amendments to CIR (Controlled Income and Rent Ordinance) - Eugene - 1995
15. Support for Emergency Services, Homeless and Transitional Housing - Eugene and Springfield
16. Cracking the Housing Crisis Report - City of Eugene - 1995
17. Eugene Council Committee on Housing Finance Alternatives - 1995
18. One percent Utility Tax Vote - Eugene - 1996
19. Added to stock of affordable rental housing stock in Eugene and Springfield through various incentive programs.
20. Eugene Council Social Goal - 1987
21. Springfield SHOP program created for first time buyers - 1993
22. Support of nonprofit provision of special housing needs - Eugene and Springfield
23. Parking exceptions for special housing - Eugene - 1990
24. Property Tax Exemptions for affordable and special need housing - Eugene and Springfield
25. Interfaith Emergency Shelter Program - 1991 - Eugene and Springfield
26. Car Camp for Homeless Persons - 3 years
27. Emergency Shelter for Youth - 1995
28. Access Center for Single Homeless Adults - 1995
29. Intergovernmental Human Services Plan

30. Human Rights Programs - Eugene and Springfield
32. Fair Housing Plans, Eugene and Springfield
33. Fair Housing Hotline, Eugene and Springfield
34. Community Housing Resource Board

Coordination

1. Lane County Housing Task Force Report 1989
2. Intergovernmental Housing Policy Board created 1990 (three jurisdictions)
3. Joint Planning Commission Committee (JPCC) and Metropolitan Plan Committee (MPC)
4. Periodic Review and *TransPlan* Process
5. Comprehensive Housing Affordability Strategy (CHAS 1991 and 1993)
6. Consolidated Plan for Housing and Community Development - Eugene-Springfield - 1995
7. Eugene/Springfield HOME Consortium (1991)

Appendix E
Housing Innovations

Housing Innovations

*A Project Showcase Featuring a
Range of Housing Types and Densities*



June 1996

Housing Innovations

Acknowledgments

Researched and written by Elise Hendrickson, graduate architecture student at the University of Oregon, under the direction of Adjunct Professor Lynne Dearborn-Karan for the Eugene-Springfield Residential Lands and Housing Study.

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The contents of this document do not necessarily reflect views or policies of the state of Oregon.

Housing Innovations is a product of the Residential Land and Housing Study. This study is being conducted to update the residential land and housing element of the *Eugene-Springfield Metropolitan Area General Plan (Metro Plan)*, the long-range comprehensive land use plan for the metropolitan area. Residents and builders in Eugene and Springfield may not be familiar with some of the available housing possibilities. For this reason, staff identified the need for public information materials that explore examples of innovative housing types and densities. Becoming more knowledgeable about various housing types and densities will impact the policies the community wishes to create or modify as they relate to housing and residential land use.

After contacting the University of Oregon, an independent study was set up under the supervision of Adjunct Professor Lynne Dearborn-Karan. Working with the Residential Lands and Housing staff team, Lynne supervised Elise Hendrickson, a graduate architecture student, in the research and writing of this booklet on housing innovations.

Around the country, housing construction is responding to the life style changes brought about by various demographic and economic trends. Demographic studies show trends toward smaller households coupled with an aging population. Housing costs are increasing at a faster rate than household incomes for a large segment of the population.

These demographic and economic trends present a challenge in the housing marketplace when assessing current and future housing demand. It is anticipated that smaller households will demand a greater variety of living options that include smaller units on smaller lots. Increased density also benefits those households needing more affordable housing choices while meeting other goals such as preservation of productive agricultural land, use of infill sites where utilities are already in place, more efficient and less-costly provision of utilities and services to new areas, and reduced air pollution and congestion due to decreased reliance on the automobile.

Reviewing what types of housing are available locally shows that single-family houses are becoming a smaller percentage of the housing stock while the percentage of multi-family units and manufactured housing is increasing. This trend is projected to continue due to the demographic and economic factors discussed above. About half of all new units to be constructed over the next 20 years will be duplexes, multi-family units, and manufactured homes.

The purpose of this publication is to provide examples of various housing types and densities. By reviewing these examples, local residents and the building community can become more aware of housing options that are not commonly available in Springfield and Eugene. The examples cover projects that were built in response to diverse site conditions and housing needs. They can be studied to learn what special factors contributed to the success of the project that may have applications to new housing construction or renovation projects in the Eugene-Springfield area. This publication does not attempt to include all possible housing types. Rather, its intent is to inspire builders, developers, and property owners to seek additional ways to design the physical environment to provide more diversity in housing options while increasing residential densities.

Introduction

Background

Purpose

Other Resources

Slide Show: This features some of the projects included in this booklet and can be tailored to a particular audience.

Housing Tour: The tour shows the variety of housing types and densities in Eugene and Springfield. The self-guided tour was prepared by the Residential Lands and Housing Study in summer 1995.

TransPlan (the Eugene-Springfield regional transportation plan) Products: These include a slide show and two videos that lay out three characteristics of transportation-efficient development: design for pedestrians, diversity of land uses, and proximity and access. They show projects from the Northwest that exemplify these characteristics. In addition, *Transportation-Efficient Development* is a recent *TransPlan* document that may be of interest. Most project examples include housing and some focus exclusively on housing.

All resources listed are available at Lane Council of Governments, 125 E. Eighth Avenue in Eugene.

Methodology

In the process of sifting through housing examples published in books, architecture journals, builders' magazines, and newspapers and in talking with local architects, developers, planners, and professors, criteria for higher density housing projects appropriate for the Eugene-Springfield area began to define themselves. Included in these criteria were housing type (i.e. single family, apartment, duplex, etc.), density, type and location of site, site design, unit design, and target market. Several cycles of library investigation to identify potential examples followed by a review by architects, planners, and professors yielded the housing projects in this publication. These examples are only a sampling of the innovative housing projects around the country.

The selected projects reflect the existing diversity in housing types, housing needs, and site conditions. A variety of single-family and multi-family dwellings illustrate the range of densities that different site configurations and unit plans can yield. The target markets range from low- to high-income households. A project's affordability was not the issue in selecting projects, but housing designed for lower-income households tends to be more innovative in its site and unit design in relation to the increased density. For this reason, some subsidized projects are included.

Organization of Document

The projects are divided into three categories: single-family detached, multi-family attached housing, and manufactured housing. Within each category, the projects are arranged by density, from least to most dense. A flexible binding allows the brochure to be altered depending on the target group and to be expanded over the years. The corresponding slide show can also be easily modified to meet the needs of the intended user group.

Explanation of Page Layout

Each project analysis follows the same page format:

- Name of Project
- Location
- Architect
- Builder or Developer
- Housing Type
- Net or Gross Density
- Special Characteristics
Highlights three or four of the project's innovative features
- Project Summary
Brief summary of the project that allows for simple comparison with other featured projects. Design Features identifies special conditions at the front and back of the unit, extra storage, accessibility of laundry facilities, and unusual site amenities.
- Planning and Design
Explanation of the overall site plan and individual unit design including: location and type of site, character of surrounding neighborhood, and features that make it innovative in its solution to increase residential densities.
- Market Information
Identifies the demographics of target markets, the absorption rate of the project, the project's financial package, and cost of construction per square foot (where and when the cost figures were obtained).

Crucial to the understanding and comparison of densities are the terms gross and net.

Gross density is the number of dwelling units for each acre of land, including areas devoted to streets, parks, sidewalks, and other public right of ways.

Net density is the number of dwelling units per acre of land in planned or actual use. In other words, dwelling units per acre excluding dedicated streets, parks, sidewalks, and other public facilities.

The graphic on the following page shows the difference.

Definitions

Field of Dreams

Eugene, Oregon

Peter Keyes, architect

Neighborhood Economic Development Corporation, builder

Special Characteristics

- Uses traditional narrow-lot development to create a pedestrian-friendly neighborhood
- Residential infill with preservation of open space for public park and baseball field
- Lower income units are the same design as the moderate-income units

Project Summary

Number of Units: 44

Site Area: 6.86 acres, including a 1.25-acre public park

Gross Density: 6.4 units per acre

Project Completed: 1996

Lot Size: Varies from 2,500 - 5,000 square feet

Type of Unit: Single family detached houses on narrow lots

Tenure of Units: Owner Occupied

Unit Sizes: 2 bedroom/1 bath, 768 SF

3 bedroom/1 bath, 1,110 SF

3 bedroom/1-1/2 bath, 1,152 SF

3 bedroom/1-1/2 bath, 1,248 SF

4 bedroom/2 bath, 1,440 SF

Parking Spaces per Unit: 2 uncovered spaces in driveway

Design Features: Small front yard, front porch, rear yard, laundry room, extra storage space, public park

Planning and Design

Located in the middle of two older single-family neighborhoods, Field of Dreams demonstrates the desirability of infill development with a preserved open space. A traditional narrow-lot development pattern is combined with traditional house forms to create a pedestrian-friendly community accessible to downtown Eugene via a city bike path or major bus and auto corridor. At the center of the project, a 1.25-acre public park and baseball field serves both the new development and the adjacent areas.

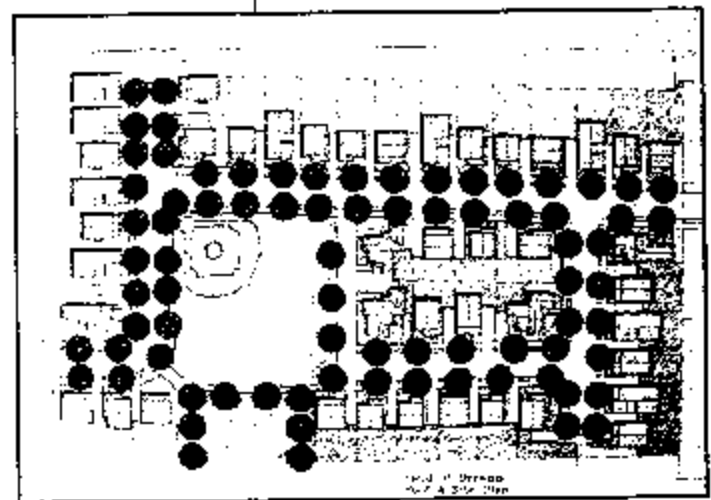
A variety of house types and sizes reflects the diversity of households in this community and helps to minimize the impact of the density of narrow-lot development. Front porches oriented to the street, lively street elevations with a mix of siding materials and colors, street trees, and sidewalks enhance the pedestrian-friendly nature of this development. All of the houses have a ten-foot front yard, a large front porch, a large rear yard, and a side driveway. The houses were sited to allow access to natural light on all four sides.

Single-Family Detached

Net Density:
11.2 units/acre



Street view



Site plan

Recognizing the special needs of families living in small spaces, the architect separated the living room from the large kitchen and family/dining room. The

floor plans also include a separate entry space, laundry room and extra closets. In the two-level units, sleeping spaces are located above the active gathering spaces.

Market Information

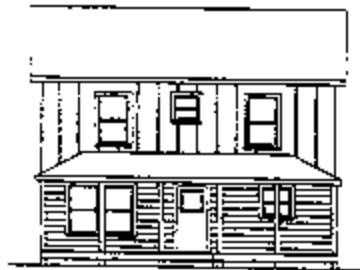
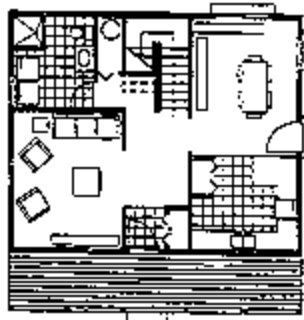
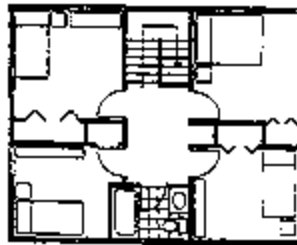
As a mixed-income development, Field of Dreams attracted a wide array of household types from single parents to large families. Thirty-five units were sold to lower income families on a lease-to-own basis: part of the rent goes towards a down payment, allowing the buyers to take the title within five years. The remaining nine units were sold as moderate-income affordable units. Financing was through a variety of sources including Lane County Commission, U.S. Department of Housing and Urban Development, and Oregon Department of Housing and Community Services. Construction was completed in two phases.

Market Rate Units sold for \$70,000 - \$89,000

Lower Income Mortgage: \$54,400 - \$68,800

Total development budget: \$2.8 million including streets, infrastructure, and park

Floor plan and front elevation of four-bedroom unit



4 BEDROOM, 2 STORY
1440 SF

Twin Gables at Laguna West Sacramento, California

CYP International, architect
Pulte Homes, builder

Special Characteristics

- Detached 2-car garage has 300 square feet of convertible space above accessed by private stair.
- Deep offsets between adjacent houses maintain unit privacy and allow windows on four sides within small-lot planning.
- Front porches, detached garages set behind houses, shallow front yards, and sidewalks contribute to traditional small town character of this development—a major buying incentive.

Project Summary

Number of Units: 115

Site Area: 14 acres

Gross Density: 8.2 units per acre

Project Started: 1992

Lot Size: 4,500 SF

Type of Unit: Detached single-family houses

Tenure of Units: Owner Occupied

Unit Sizes: 3 bedroom/2 baths, 1,419 SF

3 bedroom/2-1/2 baths, 1,743 SF

4 bedroom/3 baths, 1,916 SF

4 bedroom/3 baths, 2,158 SF

Parking Spaces per Unit: 2-car garage

Design Features: Small front yard, front porch, private rear yard, formal dining room, laundry room

Planning and Design

Centrally located within the 1,045-acre transit-oriented development of Laguna West, 11 miles south of Sacramento, the site amenities within walking distance include a 73-acre man-made lake, two major parks, and 100 acres set aside for commercial development. All residential developments within Laguna West are required to meet rigorous design guidelines modeled after Peter Calthorpe's neo-traditional planning concepts.

The detached garages are set behind the house and the simple housing forms recall the urban bungalows of the 1930s. Included in the many benefits of this housing type are a sizable, private rear yard; the deep offset between houses unusual with small lot planning; and the virtual elimination of the garage door presence on the street. The box-like forms of the houses are easy to frame and roof, cutting construction time and costs. Varying materials and details on the facades add interest to the streetscape.

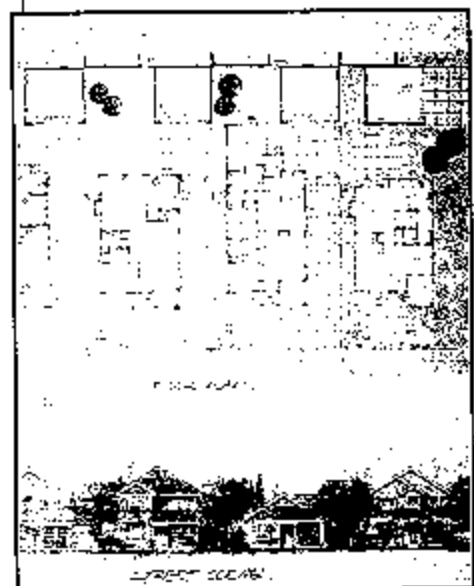
Front doors are oriented to the streets; front porches rather than garage doors create a streetscape that is inviting to the pedestrian. A large driveway apron in front of the garage adds a secure, hard surfaced play area easily monitored from within the kitchen area. The space above the garage can be easily converted to a home office, teen room, or small studio apartment. Inside the house, two-story volumes and a nine foot first floor ceiling height add to the units' spaciousness. In the larger of the four bedroom units, the

Single-Family Detached

Net Density:
9.7 units/acre



Elevation of four-bedroom unit



*Portion of site plan
and street scene*



*Interior space above
detached garage*

builder has included an option to convert the fourth bedroom to a den or office if desired.

Market Information

There were some sales prior to opening. The spacious floor plans were designed to attract first-time buyers with moderate to high incomes. The convertible space above the garage was used as an incentive to purchase a home in this development; most buyers took the option to finish out the room. The project was conventionally financed and built in five phases.

Construction cost: \$38/SF including garage (Sacramento, 1992)

Units sold for \$143,900 - \$193,900 plus \$5,200 to finish space above garage

Benson Glen

Renton, Washington

Mithun Partners, architect

Conner Development Company, builder

Special Characteristics

- Small-lot development targeted to first time buyers
- The architects worked with porches, gables, and eaves to give the development a traditional neighborhood feeling
- Experimental project developed to monitor and review King County's permit processing and to highlight problems that create costly time delays

Project Summary

Number of Units: 43

Site Area: 4.7 acres

Gross Density: 9 units per acre

Project Started: 1994

Lot Size: 3,600 square feet

Type of Units: Single-family detached houses on small lots

Tenure of Units: Owner Occupied

Unit Sizes: 2 bedroom/ 1 bath, 960 SF

3 bedroom/ 2 bath, 1,210 SF

3 bedroom/ 2 bath, 1,240 SF

3 bedroom/ 2 bath, 1,290 SF

Parking Spaces per Unit: 1-car attached garage, one uncovered space next to garage

Design Features: Front porch, small back patio, front and rear yards, laundry room

Planning and Design

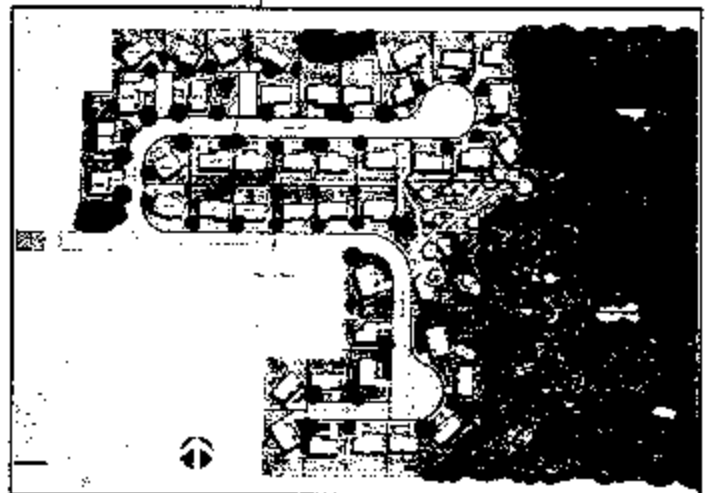
Conceived by Threshold Housing, a non-profit developer, Benson Glen is a housing development designed with two purposes. The first was to provide new housing affordable to households earning 80 percent of the county's median income, and the second was to evaluate redundant, contradictory, outdated, and unnecessary aspects of local building and zoning codes that added thousands of dollars to the cost of every house.

Among the many topics addressed in a report to the King County Council are flexibility in the minimum parking requirements, reduced front yard setbacks, construction delays for numerous and possibly redundant building inspections, and code requirements that contradicted one another.

Renton is a suburb of Seattle located near a major Boeing factory. The site was purchased from a Planned Unit Development in foreclosure; the deep narrow lots were reconfigured into 60-foot by 60-foot lots in a traditional suburban configuration. Built in simple craftsman style to keep building costs down, the architects played with the orientation of the roof gables and eaves, the location of porches and garages, and siding materials and colors. Site amenities include a community park, children's playground, and nature preserve.

Single-Family Detached

*Net Density:
12.1 units/acre*



Site plan

The two-level homes have small footprints with living areas on the ground floor and the sleeping areas on the upper level. Each three bedroom plan has a unique feature—a cathedral ceiling, open plan, or large kitchen. The location of the garage helps to maintain privacy between adjacent houses.



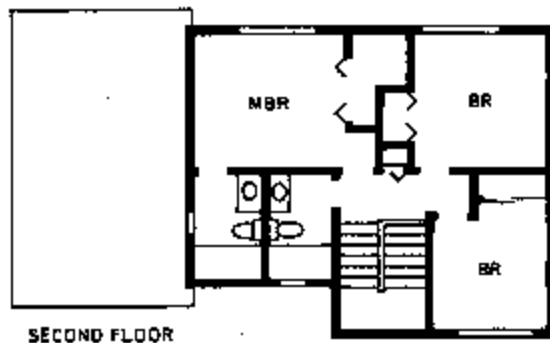
Elevation of three-bedroom house

Market Information

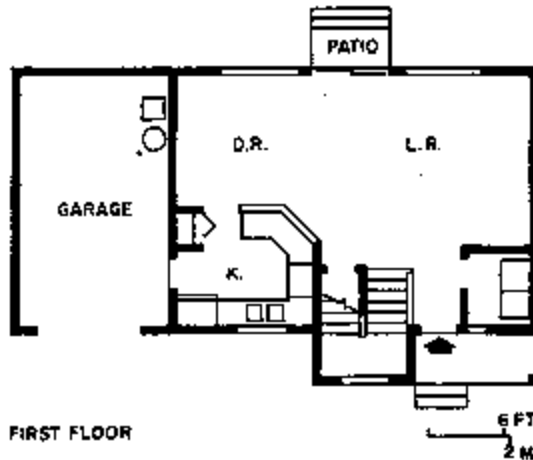
Benson Glen is a racially mixed development of single parents, two-income families, and middle-aged couples. Households must meet minimum and maximum income levels to qualify for home ownership in this community. Down payment assistance is available from Threshold Housing. Financing was through conventional lenders and non-profit organizations.

\$112,900-\$132,900 to households with incomes between \$30,000 and \$38,000 (Renton, WA, 1993)

Floor plan



SECOND FLOOR



FIRST FLOOR

Madison Avenue Cottages

Winslow, Bainbridge Island, Washington

Gregory Hackworth, architect

Michael Burns, developer

Special Characteristics

- Detached units on an infill site zoned multi-family
- Higher density achieved with smaller building footprints and one-car garages
- 16-house project replaces two dilapidated houses on adjacent lots
- Cottage character of the houses blends in well with the larger homes of the surrounding neighborhoods

Project Summary

Number of Units: 16

Site Area: 1.14 acres

Gross Density: 14 units per acre

Project Completed: 1994

Type of Units: Zero lot line, single-family detached

Tenure of Units: Owner Occupied

Unit Sizes: 950-1,600 SF

Parking Spaces per Unit: 1-car garage

Design Features: Small front and rear yards, covered front porch, and private side courtyard

Planning and Design

Located within walking distance of shops and restaurants, these moderately priced two-story houses blend well with the surrounding houses on Seattle's high-priced Bainbridge Island. The project's L-shaped corner site is formed by two adjacent sites and zoned multi-family even though the two previously existing structures were single-family houses. Responding to the existing zoning and the market demand for detached houses, the architect and developer created single-family houses with condominium ownership.

To increase the density, a paved alley divides the site. The houses facing the main streets have small front yards and deep front porches; the one-car garages for these units are accessed from the alley, eliminating the presence of garage doors on the street. A mix of roof colors and siding materials and no garage doors reduce the impact of the density and contribute to the individuality of each house. Careful landscaping, the cottage-like character of the units, and sidewalks enliven the streetscape and encourage pedestrian activity.

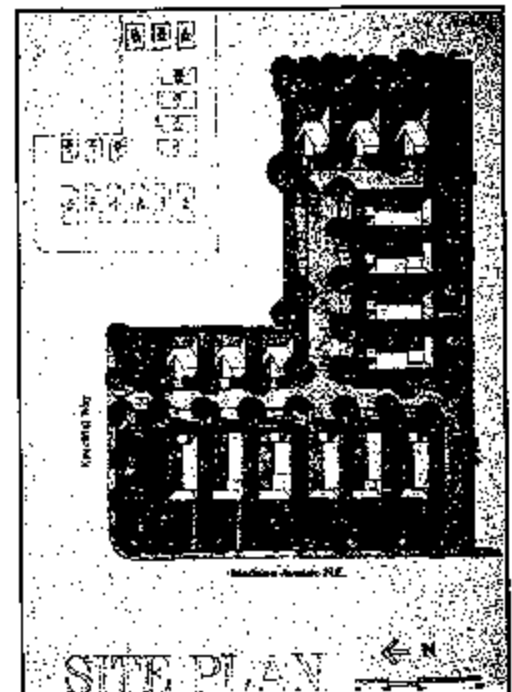
The units were designed so the social gathering spaces—the kitchen, dining and living areas - open up to the private courtyard. Located to the south or east, these areas become filled with warm sunlight. Openings in the north wall are minimized to maintain privacy within the zero-lot line planning. By placing the sleeping areas on the second level, they are disconnected from the active social spaces.

Single-Family Detached

Net Density:
17 units/acre



Street View

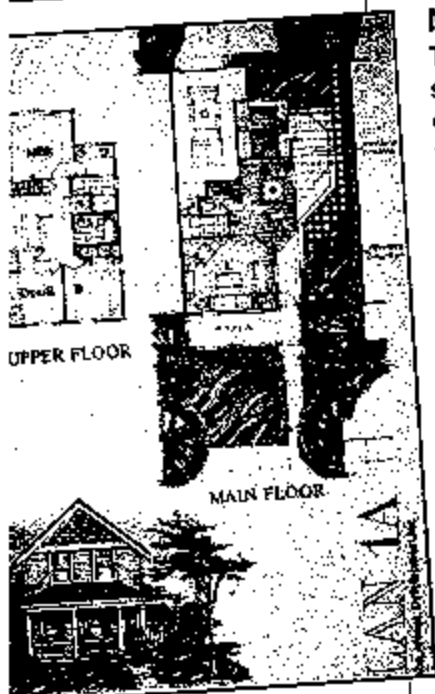


Site plan

Market Information

The fact that eight units sold without advertising in the first three weeks of sales indicates the demand for moderately priced houses in this notoriously expensive area. Buyers included single parents, two-income couples, and retirees. Many of the residents are first-time buyers; others moved out of attached dwellings in the Seattle area. The project was conventionally financed.

Units sold for \$150,000 - \$175,000 (Bainbridge Island, WA, 1993)



Floor plan and elevation of three-bedroom house

Pine Street Cottages

Seattle, Washington

Marcia Gamble Hadley, architect
Kucher/Rutherford, Inc, developer

Special Characteristics

- Renovation of an existing group of early 20th century craftsman style bungalows into detached starter homes with a central landscaped courtyard
- Renovation preserved a density not allowed under current single family zoning
- Located in a transitional inner-city neighborhood close to downtown Seattle
- Affordably priced 500 square feet units enable first-time buyers to purchase in-city homes

Project Summary

Number of Units: 10

Site Area: 0.35 acres

Net and Gross Density: 28.5 units per acre

Project Completed: 1992

Type of Unit: Single-family detached cottages

Tenure of Units: Owner Occupied

Unit Sizes: 1 bedroom/1 bath, 501-530 SF

Parking Spaces per Unit: 1 secured, off-street space per unit

Design Features: Covered entry, trellised backyard deck, 10'X10' loft space

Planning and Design

Abandoned for nearly a decade, the ten one-bedroom craftsman style cottages built in 1916 were candidates for demolition when the developer purchased them. Located in a predominantly single-family traditional neighborhood three miles from downtown Seattle, the developers took the opportunity to create a precedent for affordably priced in-city starter homes. The decision to rehabilitate the existing structures rather than build new was an expensive one; however, these costs were spread over ten units compared with the two units that would have been allowed if the zoning for the site was changed to single family. Because the existing zoning was multi-family, the individual units were sold as condominiums.

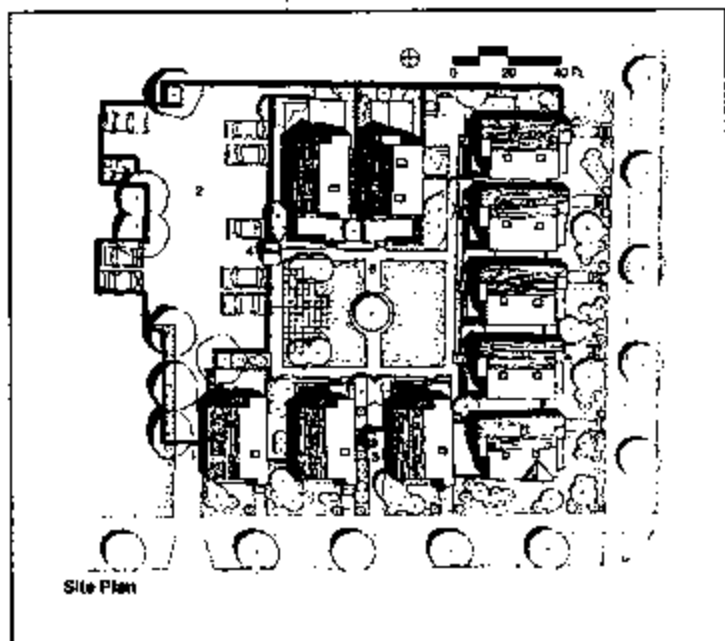
To make units of 400-plus-square feet function efficiently and not feel cramped, numerous changes were made to the interiors. In addition to the bedroom and bath, each unit has an entry hall, a large living room, a small but efficient kitchen with eating space for three, and a 100-square foot loft that can be used as an additional sleeping space or work room. Vaulted ceilings, open beams, large skylights, and an open loft space contribute to the spacious character of the units. The attention to details and the use of high-quality materials increases the desirability of these units.

Single-Family Detached

*Net Density:
28.5 units/acre*



Street view



Site plan



Interior courtyard

The units are arranged around a central shared greenspace; each unit has a trellised deck with a built-in bench as a transition from this shared courtyard to the private unit. Ten cottages are arranged on three sides of the courtyard; off-street parking defines the other edge. The private nature of the courtyard is maintained with security gates off the street and from the secured parking.

Market Information

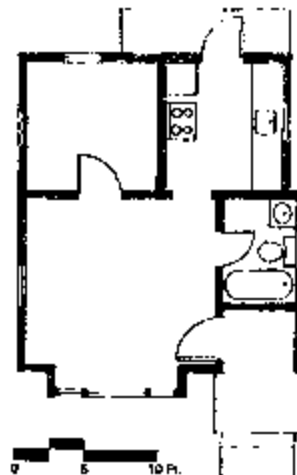
The affordably priced cottage renovation was targeted to working professionals looking to buy their first homes; the developer hoped to attract a diversity of buyers to reflect the makeup of residents in the surrounding neighborhoods. Six of the units sold almost immediately. The location of the site qualified the project for Seattle's Community Reinvestment Act; the site design was close enough to the original plan to qualify it for preservation status. The renovation also qualified for FHA financing.

Construction/Renovation cost: \$175 per square foot (Seattle, 1992)

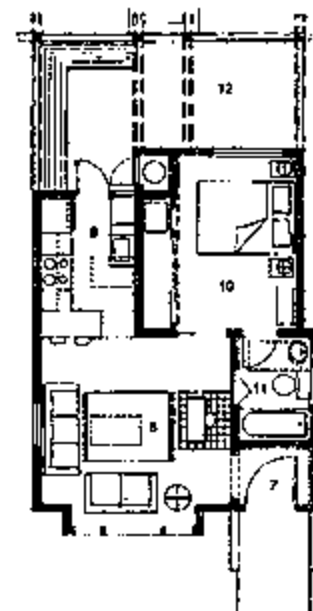
Total Development Costs: \$724,480

Units sold for \$85,500 - \$89,500

Floor plan



Original Unit Plan



Remodeled Unit Plan

Battle Road Farm

Lincoln, Massachusetts

William Rawn Associates, architect
Lincoln House Associates, developer

Special Characteristics

- Units are grouped to resemble older local farmhouses
- Rural site in an area notorious for \$500,000 homes
- Affordable and market-rate units are virtually identical

Project Summary

Number of Units: 120

Site Area: 24 acres total, built on 12 buildable acres

Gross Density: 5 units/acre (10 units per acre based on buildable acreage)

Project Completed: 1994

Type of Units: Duplexes, quadruplexes

Tenure of Units: Owner Occupied

Unit Sizes: 2 bedroom/1-1/2 bath, 1,200 SF
3 bedroom/2 bath, 1,400 SF

Parking Spaces per Unit: 2 uncovered spaces in a small lot

Design Features: Front porch, rear patio, shared laundry facilities, extra storage, town meadow, common meeting house

Planning and Design

Battle Road Farm is on a rural site in affluent Lincoln, MA, outside of Boston. Of the 47 acres of wooded land, 23 acres are wetlands and considered unbuildable. Development of the remaining land was influenced by the town planning principles of the architecture firm Duany Plater-Zyberk. The C-shaped complex, dictated in part by the wetlands, has one looping road that leads to an arterial. Housing is located on either side of the 26-foot-wide road. The winding nature of the development is appropriate for a site far from town services.

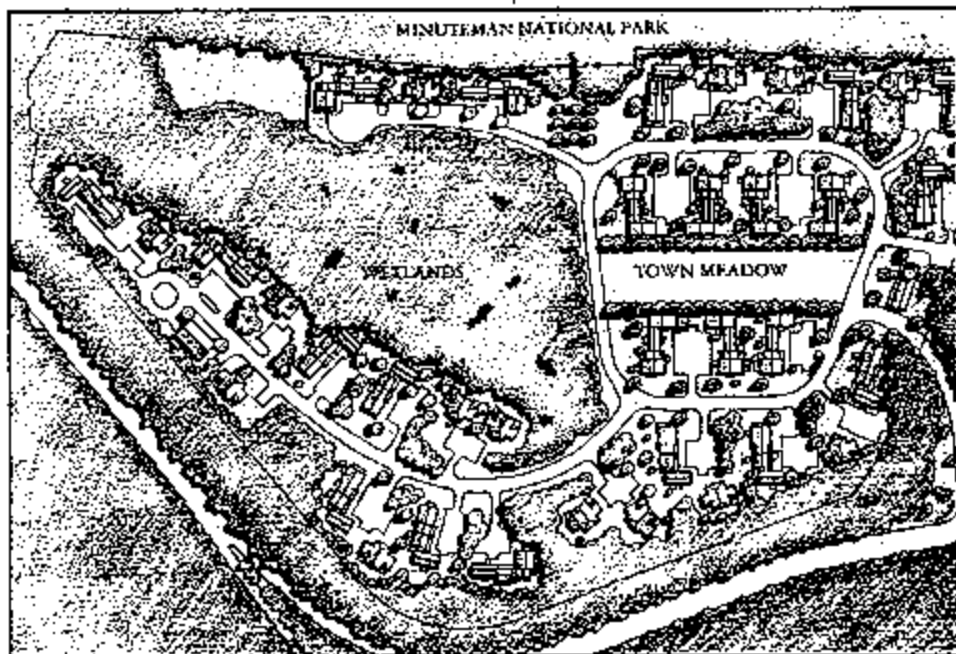
The six unit plans are combined into three different building types that recall the larger houses of a New England farm community. The quadruplex buildings combine a mix of four two- and three-bedroom units; the duplexes combine two three-bedroom units. The grouping of units into a single building give them a presence equivalent to the area's large market houses selling for an average of \$500,000. A simple column porch, the narrow road, the absence of garage doors, and landscaping contribute to a livable, human-scale village

Multi-Family

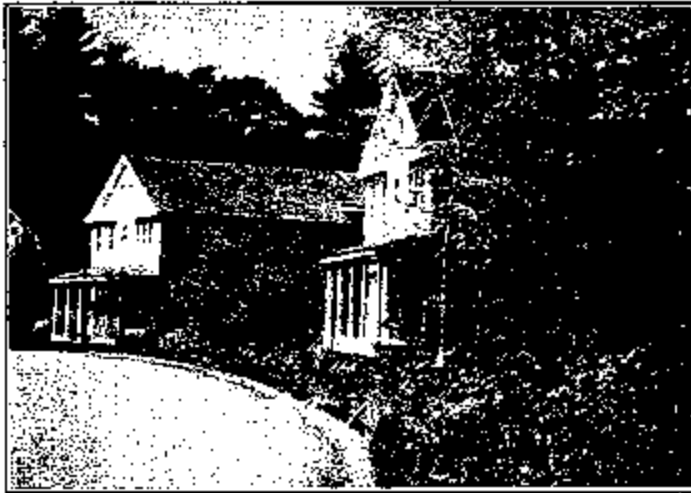
Gross Density:
5 units/acre



Street view of quadruplex



Site plan



Street view

despite its reliance on the auto. Parking is allocated to a modest-sized asphalt pad between buildings.

The two-level units are characterized by as many as ten windows per floor on three exposures and tall ceilings. Each unit has a front and rear outdoor area and extra storage space. Of the 120 units, 72 are reserved for limited income households; both the affordable and market rate units have virtually identical unit plans.

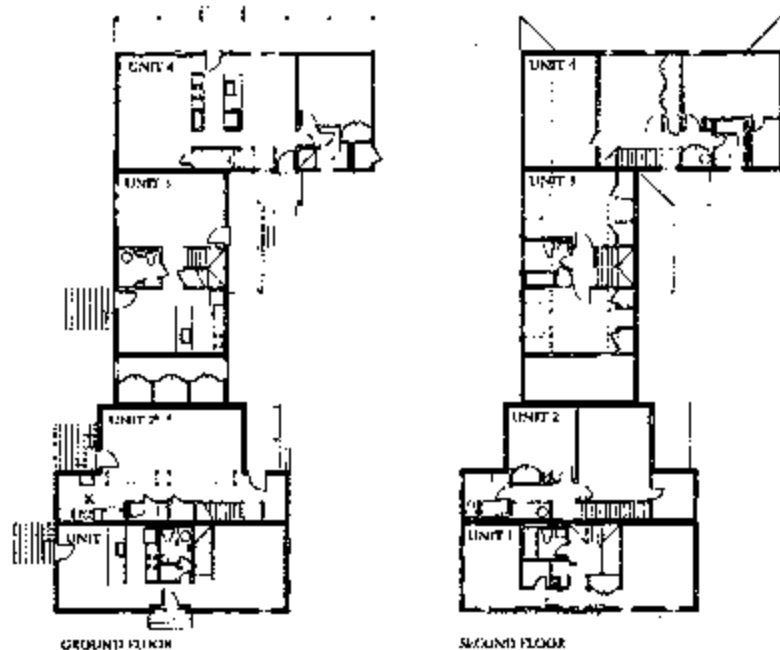
Market Information

The units were marketed to singles, couples, and families as both affordable and market-rate units. Funded in part by the state's Home Ownership Program, construction was completed in three phases allowing changes to the less popular unit designs.

Construction costs: \$54 per square foot (Boston, 1990)

<u>Income Category</u>	<u>Price Range of Homes</u>	<u>Income Range</u>
Moderate	\$86,000-\$98,000	\$25,000-\$30,000
Middle	\$100,00-\$110,000	\$30,000-\$45,000
Market	\$195,000-\$240,000	\$46,000+

Floor plan of quadruplex



Willow Courts

Menlo Park, California

Pyatok Associates, architect

Special Characteristics

- Large attached units with front and rear yards, private entry and back porch
- Units are sited in groups of three and designed to resemble a large house
- Designed as suburban infill
- Simplified Craftsman bungalow detailing

Project Summary

Number of Units: 6

Site Area: 2 lots, approximately 8,930 square feet each

Net Density: 14.6 units per acre

Project Completed: 1992

Type of Units: Townhouse

Tenure of Units: Rental

Unit Size: 2 bedroom/1 bath, 908 SF

4 bedroom/2 bath, 1,391 SF

Parking Spaces per Unit: 2 uncovered spaces per unit, clustered in a small lot

Design Features: Trellised private entry and back porch, extra closets, and private laundry facilities

Planning and Design

Set in stable suburban areas with a mix of single-family houses and apartment buildings, the narrow units are grouped as a triplex and resemble a single, large house. Several design elements reinforce this idea. These elements include a shared hip roof and symmetrical porches adorned with trellises to imply a single, central entrance. The massing of the triplex, with the four-bedroom units on the ends and the two-bedroom unit in the center, is composed and detailed to feel like a single family house. The simplified detailing expresses the character of the Craftsman bungalows typical of the area.

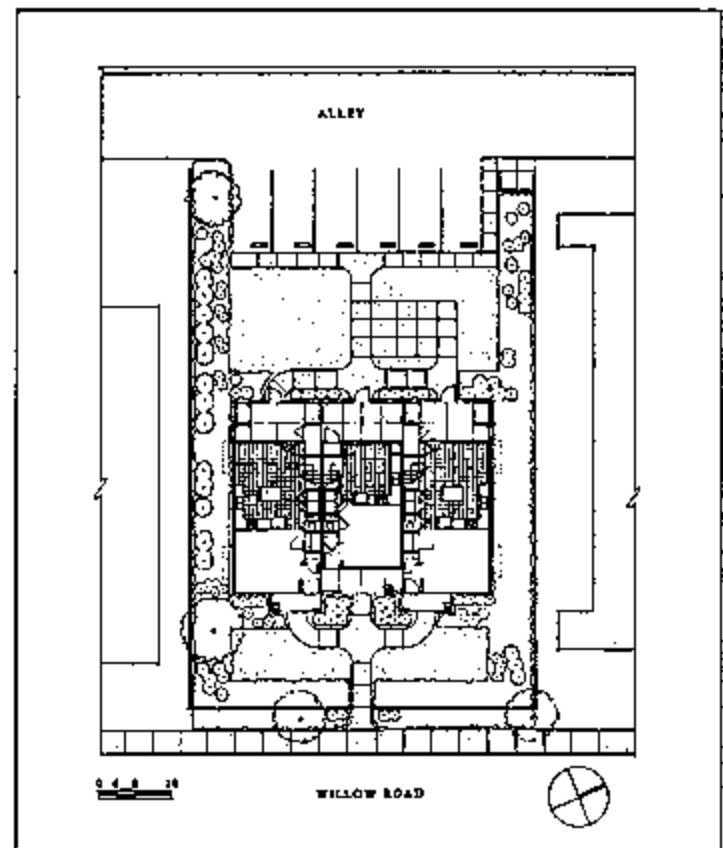
The two triplexes that make up Willow Courts are set on separate infill lots that back up to an alley. Each triplex has six parking spaces accessed from the alley. By placing the parking behind the unit, the streetscape is more inviting to pedestrians. Both the corner lot and the mid-block lot have paved walkways that connect the units to the existing sidewalks. Units share a front and rear yard; each unit has its own trellised entry and back patio. The trellises help to shape these back patios as outdoor living rooms; a combined kitchen and dining area is adjacent to this space. A separate living area oriented to the street addresses the spatial needs of larger families. Sleeping spaces are on the second level to provide visual separation from outdoor areas.

Multi-Family Triplexes

Net Density:
14.6 units/acre



Triplex elevation



*Site/floor plan of triplex
on mid-block site*



Detail of entry

Market Information

Willow Court was subsidized by a nonprofit housing development corporation that serves families whose incomes are below 60 percent of the region's median income.

Lincoln Terrace Eugene, Oregon

Unthank, Seder, Poticha Architects, architect

Special Characteristics

- Mix of offices and apartments on the edge of downtown Eugene
- Each unit has a private entry and private outdoor space
- Units are accessed from secure, terraced courtyard

Project Summary

Number of Units: 15 residential units, 5 office spaces

Site Area: .87 acre

Net Density: 17.2 units per acre

Project Completed: 1982

Types of Units: Townhouses

Tenure of Units: Owner Occupied

Unit Sizes: 2 bedroom/ 1-1/2 bath, approximately 950-1250 SF

Parking Spaces per Unit: 2 covered spaces in secure lot under building

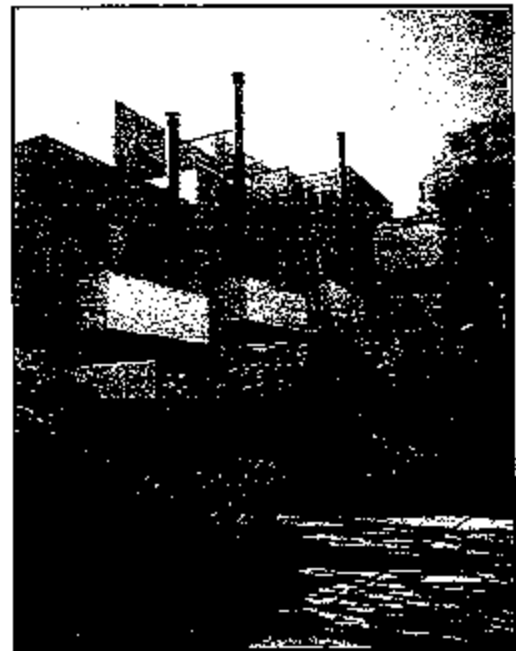
Design Features: Private entry, outdoor balcony, laundry hookup in unit, private central courtyard

Planning and Design

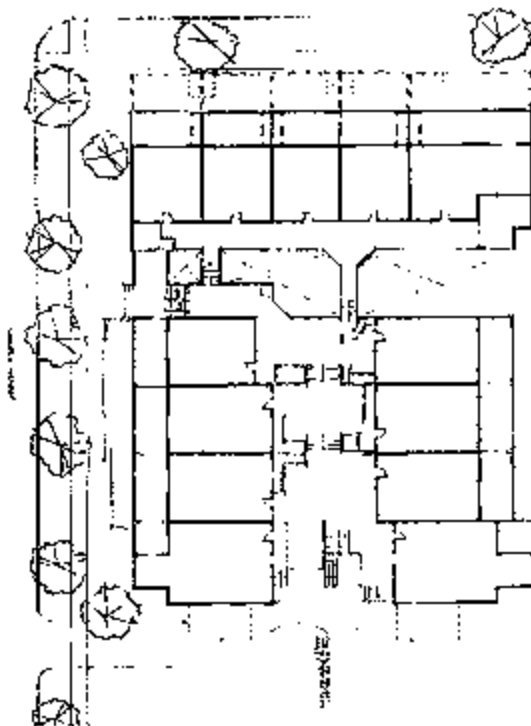
Located between Eugene's downtown and an older single family detached residential neighborhood, Lincoln Terrace combines elements of both. A few steps below sidewalk level are five offices originally designed as studio apartments. The entrance to the gated private courtyard is on the adjacent side; the fifteen 2-story apartments are accessed from this courtyard. The landscaped courtyard is bounded on three sides by units. Secured ramped parking is located below grade off the alley.

Multi-Family Mixed Use

*Net Density:
17.2 units/acre*



Street view



Site Plan

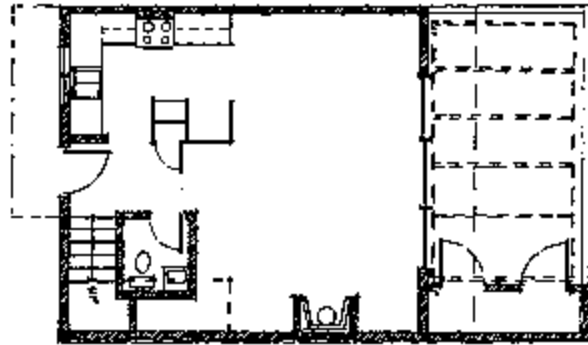
Privacy was a key issue in the planning and design of this project. Each unit has a private balcony and an entrance off the central space. The balconies are deep enough for a table and chairs. Colorful wood stove smokestacks enhance the street facades.

Market Information

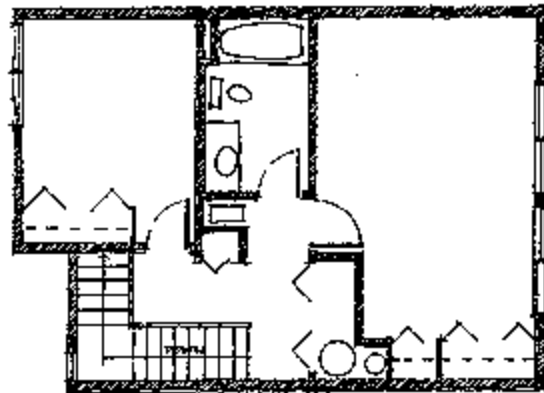
Located on the fringe of downtown, these units appeal to professional singles and couples. The project was conventionally financed.

Floor Plan

**First
Floor**



**Second
Floor**



Southside Park Sacramento, California

Mogavero Notestine Associates and Cohousing Company, architects
Ergos Development, developer

Special Characteristics

- Seen as a catalyst for development in an older, depressed neighborhood near the central business district of Sacramento
- Self-contained units arranged in duplexes and triplexes share a 2,600 square foot common house and a central greenspace
- Majority of the households were involved in site selection, design and management of the development process

Project Summary

Number of Units: 25

Site Area: 1.27 acres

Net Density: 19.75 units per acre

Project Completed: 1993

Type of Units: Duplex and triplex townhouses

Tenure of Units: Owner Occupied

Unit Sizes: 1 bedroom/ 1 bath, 660 SF
2 bedroom/ 1-1/2 bath, 1,025 SF
3 bathroom/2 bath, 1,300 SF
4 bathroom/2 bath, 1,425 SF

Parking Spaces per Unit: 1 covered space in 5-8 car cluster

Design Features: Private front porch and back deck, shared common house, central greenspace with garden and play areas

Planning and Design

Cohousing, a type of housing started in Denmark over 20 years ago, is emerging as a viable housing option throughout the United States. Each household has a private, self-contained dwelling and shares the facilities of the Common House with the other community households. The Common House facilities generally include a large kitchen and dining area, workshops, guest rooms, recreation rooms, and laundry facilities. Group dinners become an important part of living in a community-oriented environment.

Unlike the typical speculative-driven housing industry, the residents of a cohousing community take the initiative to plan and manage their neighborhoods. Because the members of the cohousing community are involved in all aspects of the design development process, the amount of time from site selection to construction is often greater than with typical market housing. Many hundreds of hours are contributed by cohousing members to see their own homes and neighborhood develop. This high level of user involvement leads to greater satisfaction with the individual units and overall site design.

Multi-Family Duplex

Net Density:
19.75 units/acre



Street view



Play area and
central green space

The design and development of Southside Park Cohousing follows this typical pattern. The area surrounding the Southside Park Cohousing development is a struggling, low-income ethnically diverse neighborhood in the process of redevelopment. Located on a block of existing single-family houses, the site spills across an alley. On either side of the alley, the self-contained townhouses are arranged in duplexes and triplexes around a central greenspace and common house. The character of the alley is similar to a typical street: porches of several units, the garden area, and clustered covered parking with flats above are accessed from the landscaped alley. This planing decision maintains the front-to-front and back-to-back relationships between units and keeps the alley from becoming desolate. Front porches rather than garage doors, varied building elevations, and color contribute to an inviting streetscape.

As with all cohousing projects, the centrally located common house is a major feature. The common house provides additional gathering opportunities for the community. Community dinners are offered several nights a week; in addition to a large kitchen and dining area, there are several meeting and recreation rooms, and a shared laundry facility.

Market Information

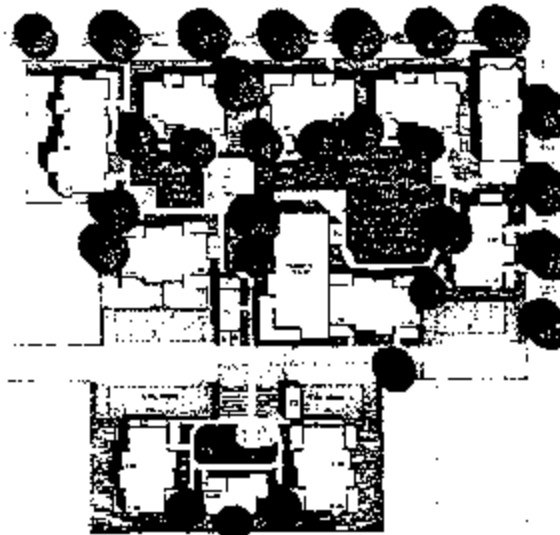
Southside Park Cohousing is a culturally diverse group of people with a mix of income levels; members include singles, young couples, families, and people with disabilities. Equity financing was provided by the residents as limited partnership investments; a subordinate loan from Sacramento Housing and Redevelopment Agency helped to secure a construction loan.

Construction Costs: \$112 per square foot

Project costs: \$3.245 million (Sacramento, CA, 1992)

Units sold for \$80,000 - \$154,000

Site plan



Highlands Village Condominiums

Louisville, Kentucky

Louis & Henry Group, architect

Blakemore/Van Nostrand Development, builder

Multi-Family

Net Density:
24 units/acre

Special Characteristics

- Multi-family infill housing in a national historic district
- Clusters of units separated by open stairs, gabled roof forms, varying front porch designs, and lap siding help this infill housing relate to the area's two-story single family detached houses
- One-half of the units are accessible to people with disabilities

Project Summary

Number of Units: 24

Site Area: 1 acre

Net Density: 24 units per acre

Project Completed: 1993

Tenure of Units: Owner Occupied

Types of Units: Apartments

Unit Sizes: 3 bedroom/1 bath, 1074 SF

3 bedroom/ 1 bath, 987 SF

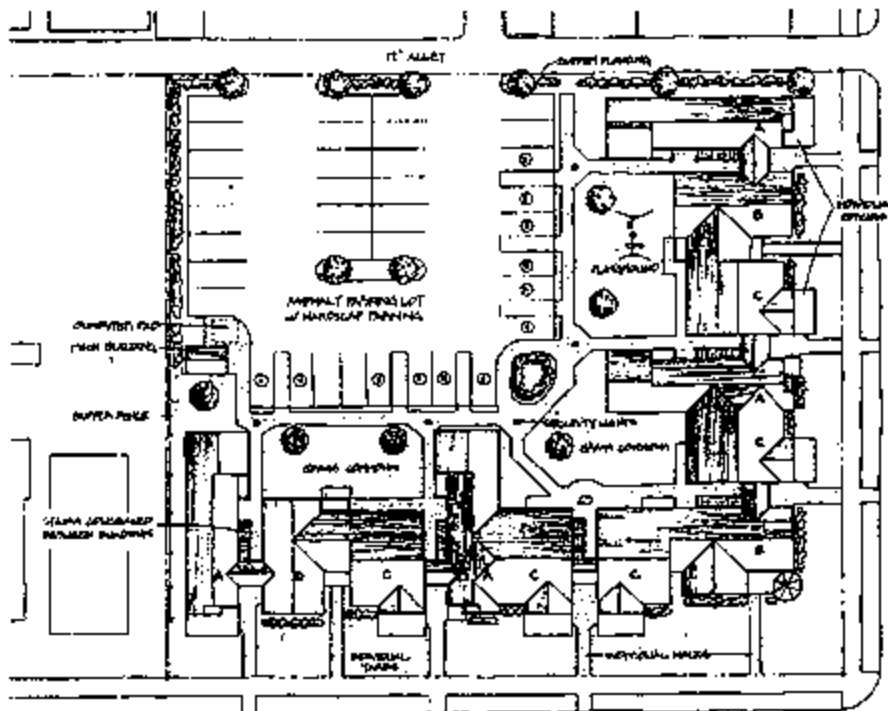
2 bedroom/ 1 bath, 770 SF

Parking per Unit: 2 uncovered spaces in large lot

Design Features: All units have private entry, extra storage, and laundry facilities; ground floor units have at grade front porch and individual front yards; common greenspace and playground



Street view



Site Plan



*Detail of entry
and open stair*

Planning and Design

The design for Highlands Village was the winning entry in a Design/ Build competition sponsored by a joint-venture of two non-profit organizations. The program requirement for as many units as possible to be accessible to the physically handicapped and the location of the site within a National Historic District greatly influenced many of the design decisions. The surrounding site is dominated by two-story houses with gabled roofs and street-front porches; the street character is maintained through rigid street setbacks and spacings between houses.

To preserve this character and satisfy the program requirements, the units are all flats; twelve handicapped accessible units at grade and the remaining twelve units accessed by open stairs placed between clusters of four units. This arrangement of units and stairs breaks up the scale of the project so it is more like the surrounding single family houses. The use of double-hung windows, gabled roof forms, color and varying porch designs are borrowed directly from the existing architecture. These elements help this housing development blend in with the historic neighborhood and reduce the potential for stigmatizing the lower income and physically handicapped buyers.

Every unit has street frontage; some units on the ground floor have private front yards. The floor plans of the units are designed so that living spaces are oriented to the street and are separated from the private sleeping spaces. All units have ample windows on at least two sides. Laundry facilities are conveniently located adjacent to the kitchen area. Alley access parking is hidden behind the buildings.

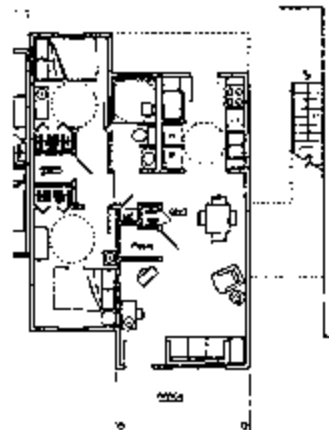
Market Information

The target market for this "For Sale" multi-family housing was lower-income households; the twelve ground-floor units are accessible to people with physical disabilities. The low construction costs helped the project to sell out quickly.

Construction costs: \$40 per square foot including design fees and site development, but not including site acquisition (Louisville, KY, 1994)

Sales prices range from \$40,000-\$50,000/unit

Floor Plan



**UNIT TYPE C-1
TWO BEDROOM HANDICAP**

Tower Apartments

Rohnert Park, California
Pyatok Associates, architect

Special Characteristics

- ❑ Mix of unit types around two courtyards reduces the scale of the development
- ❑ Triples the local density yet respects Victorian character of the surrounding area
- ❑ Front porches look out onto the street and back porches overlook driveways

Project Summaries

Number of Units: 50
Site Area: 2 acres
Net Density: 25 units per acre
Project Completed: 1993
Types of Units: Townhouses and flats
Tenure of Units: Rental
Unit Sizes: 1 bedroom/ 1 bath
2 bedroom/ 1 bath
3 bedroom/ 1-1/2 bath
4 bedroom/ 2 bath

Parking Spaces per Unit: 1 covered space and 1 uncovered space per unit.

Design Features: Front porch, back deck, extra storage space, central shared courtyard with play area, shared laundry facilities

Planning and Design

Since the site straddled two towns, the architect used participatory design methods and modeling kits in public workshops to convince neighbors and planning staffs of both towns to accept a development that proposed tripling the density of the surrounding single-family neighborhoods. To break down the impact of the density and to heighten the sense of intimacy and security, the units are organized around two courtyards. Between the two courts is a centrally located community center, laundry facility, office, and mail room. Two-story townhouses with front porches face the street; to the rear of the site a two-story structure with four units makes the transition to adjacent two-story, single-family homes. Two-level townhouses above flats are pushed to the middle of the block to soften the effects of density to the public. The townhouses are clustered in groups of two, three, four, or five and are influenced by the older Victorian structures in the area.

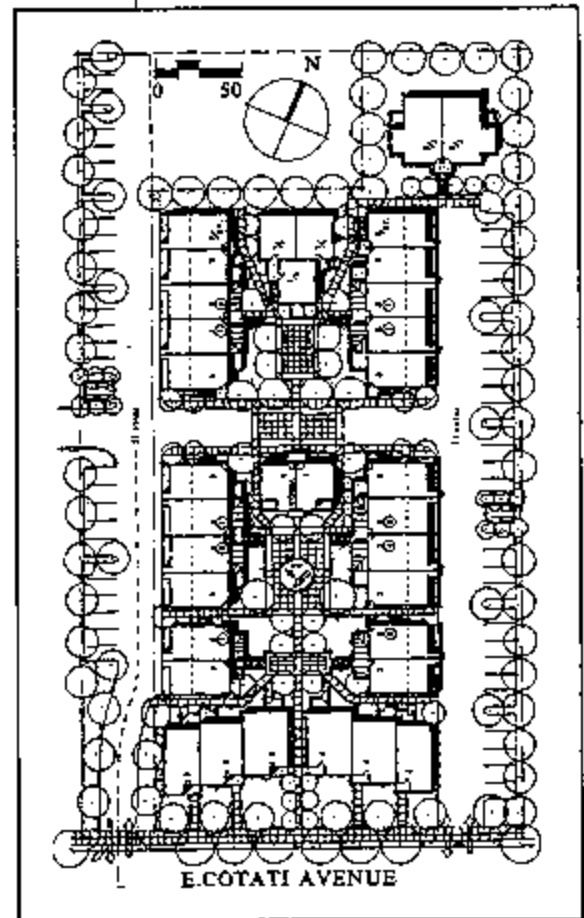
By giving these rental units some of the features of single-family homes, the architect and client believed the tenants would be more likely to have a greater sense of attachment to these units and a slower turnover rate. Some of the units have front and rear yards in addition to private front porches and back decks; overhead trellises, fences, and lattice encourage personalization of these spaces. These outdoor living rooms are located to encourage residents to monitor the courtyards and side alleys, keeping them free of unwanted activities. Each unit has a defined entry hall, combined kitchen and dining area, a separate living area and extra storage space.

Multi-Family Courtyard Apartments

Net Density:
25 units/acre



Courtyard view of townhouses over flats



Site plan



Street View

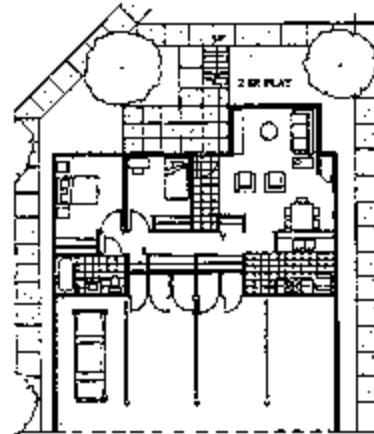
Floor plans for three-level building

Parking is pushed to the east and west sides of the lot. The narrow parking lots were designed to function as alleys for existing and future developments on either side. The covered parking spaces are behind the street-level flat in the three-story structures in the middle of the block.

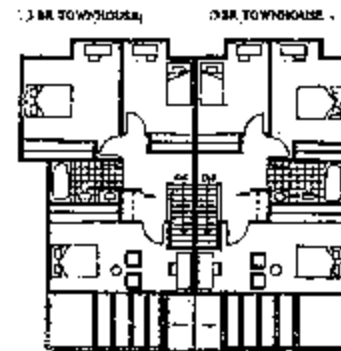
Market Information

Tower Apartments is a subsidized housing development for very low income households. Four different unit sizes accommodate the needs of various household types from singles to single parents to larger families. The project was funded by a loan from a local bank.

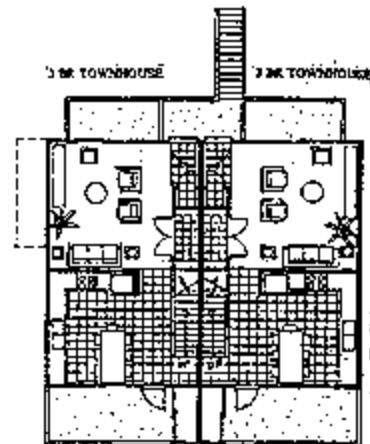
Level one - flat and parking



Level two - first floor of townhouse



Level three - second floor of townhouse



Belmont-Boylston Houses

Seattle, Washington

Stickney and Murphy, architect

J.M. Rafn Company, general contractor

Special Characteristics

- Rehabilitation of six turn of the century houses on three lots into a mix of one bedroom and studio apartments and SRO units
- Multi-family housing that maintains its original single-family character
- Site was slated for demolition and the construction of high-rise apartment
- Located close to downtown in Seattle's oldest neighborhood in the midst of market-rate and luxury apartments

Project Summary

Number of Units: 47

Site Area: .69 acres

Net Density: 68 units per acre

Date Completed: 1990

Lot Size: 50' X 200' lots; three adjacent lots, each with two houses

Types of Units: Mix of SROs with shared bath and studios and one-bedroom apartments

Tenure of Units: Rental

Unit Sizes: SRO, 200-275 SF

Studio, 260-390 SF

1 BR/1 Bath, 595-650 SF

Parking Spaces per Unit: .21 off-street spaces per unit (total of 10 spaces)

Design Features: Features vary depending on size, type and location of unit, 30 different unit layouts, one unit meets American Disabilities Act requirements, central greenspace, shared laundry facilities

Planning and Design

Built around the turn of the century, this six-house cluster on three adjacent lots was saved from demolition by Historic Seattle, a municipal preservation and development authority. Although thoroughly dilapidated when discovered in 1987, the group of houses presented unusual opportunities for rehabilitation, preservation, and housing. Years of neglect had left much of the original character and detail of these houses untouched by modernization. Under the constraints of a tight budget, the architects approached this project with a strong desire to restore rather than replace.

Arranged in two parallel rows of three houses, the backs of the units look onto a central greenspace. To meet the city's requirement for off-street parking, the idea for a generous mid-block courtyard, free of car traffic, was modified. However, only ten parking spaces were required because of the site's proximity to downtown. The original front porches, historic elevations and small set backs maintain the integrity of the streetscape.

Multi-Family Rehabilitation

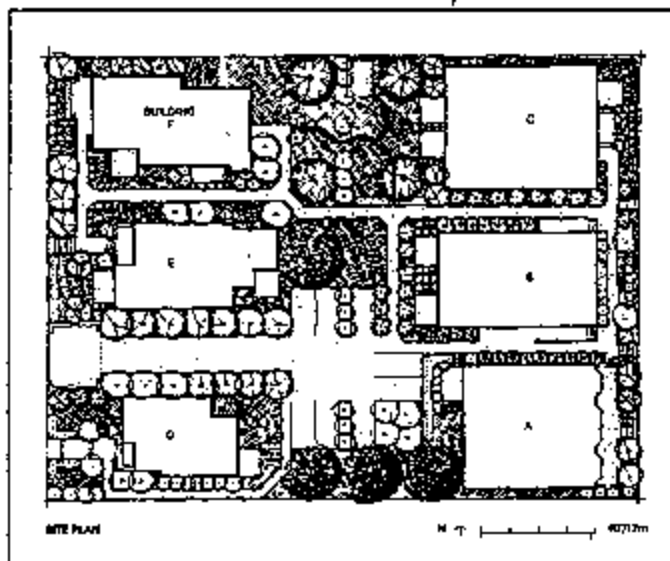
Net Density:
68 units/acre



Houses prior to renovation



*Street view of three
houses after renovation*



Site plan of six Belmont-Baylston houses

The original conversion of these houses into smaller units occurred earlier in their history. Limited by a tight budget, the scope of work for their rehabilitation included: new roof, structural repairs and reinforcement; exterior repairs; new electrical, plumbing, appliances and fixtures; and interior finishes. The SRO units have a small kitchen and closet; bathrooms shared by three or four units are down the hall. Because SROs existed in the original conversion, they were allowed under the current residential zoning. Access to most units are through an internal circulation core. Each house has a unique character influenced by a combination of view, restoration of original details and fixtures, design, and color.

Market Information

The waiting list for vacant apartments in this project attests to the appeal of this type of housing. Demographics vary from young to retired singles and couples earning 40 to 60

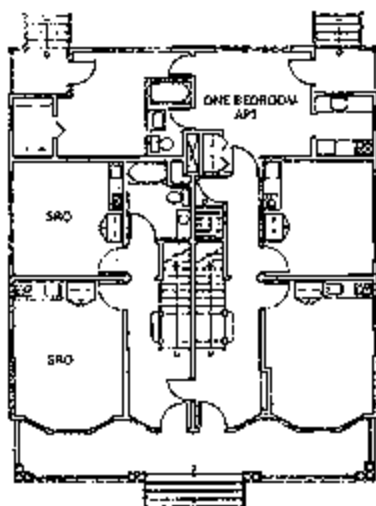
percent of the county's median income. The project's complex financial package was based on both its historic and low-income housing status and came from a variety of lenders including the city, local banks, and nonprofit organizations.

Rehabilitation costs: \$55.50 per square foot (Seattle, 1990)

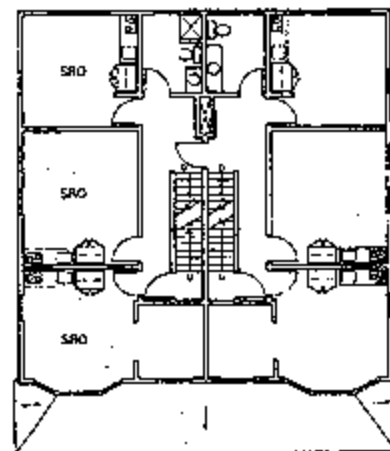
Total Construction Cost: \$1.28 million (\$55.50/GSF)

Rents: \$210 - \$445; all tenants earn less than \$17,4500

Floor plan of Building A



BUILDING A, FIRST FLOOR PLAN N → 10'0m



BUILDING A, SECOND FLOOR PLAN

Rosa Vista

Mesa, Arizona

Duany, Plater-Zyberk, architect/planner

Habitat Design Group, manufactured housing developer

Special Characteristics

- Planning addresses the overall community layout and design of the individual units
- Over 15 different house designs based on the standard width modules break the negative stereotypes of manufactured housing
- Some unit plans offer separate 250-square-foot studio living space adjacent to main building
- Extensive common facilities and pedestrian oriented streets contribute to village character

Project Summary

Number of Units: 450

Site Area: 80 acres

Gross Density: 5.6 units per acre

Project to Start: Summer 1996

Lot Size: 30' X 60' and 45' X 60'

Tenure of Units: Owner Occupied

Type of Unit: Single-family mobile homes on separate lots

Unit Sizes: Range from 1,000-1,400 square feet

Parking Spaces per Unit: 2 or 3 spaces per unit, covered parking is option

Design Features: Large front porch, extra closet, laundry room, variety of street types, extensive common facilities

Planning and Design

Rosa Vista, located adjacent to an existing mobile home park, attempts to break away from the negative stereotypes associated with manufactured housing and mobile home parks and to understand the limitations and opportunities unique to this form of housing. The site plan, designed by Andres Duany and Elizabeth Plater-Zyberk incorporates many of the neo-traditional town planning concepts to create a greater sense of community. Several street types accommodate various needs within the development including: wider streets required to deliver and install units these streets were left unpaved; two-way car traffic on tree-lined streets; streets limited to parking access; and 15 foot wide paseos for pedestrian and bicycles only. The street grid imitates the typical street to alley relationship. Two lot widths, 30 foot and 45 foot accommodate a wide range of unit types designed for this community. Much of the west edge of the site is dedicated to common recreation facilities and a commercial center.

Over 15 different and innovative floor plans based on the standard modules used in manufactured housing were designed for this project. The house designs are inspired by the area's vernacular architecture and include courtyard houses and bungalows. Unlike conventional site-built houses, manufactured houses are trucked to their lots; their presence on the site is significantly affected by the height of the unit above grade. At Rosa Vista, the height of the units above grade is determined in part by the character of the unit plan. All of the units have front porches that face the low-walled, pedestrian-only paseos. Other site-applied details and finishing options include eaves with exposed rafters, operable shutters or awnings, and stucco exterior surfacing.

Manufactured Housing Village

*Gross Density:
5.6 units/acre*

Market Information

Rosa Vista is being marketed to a mix of household types including empty nesters, first-time home buyers, and families. It is affordable housing to a wide range of income levels. Part of the appeal of manufactured housing is that it generally costs about 35 percent less than conventional housing.