EXHIBIT B

Springfield Residential Land and Housing Needs Analysis

Prepared for

City of Springfield

by

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Draft Report

February 2011

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Date submitted: February 2011

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Executive Summary

The 2007 Oregon Legislature passed HB 3337 which requires Springfield to establish a separate urban growth boundary (UGB). In response to HB 3337, the City is conducting this study to evaluate the sufficiency of land available for residential uses in its UGB. To make this determination, the draft Residential Lands Study (RLS) presents a housing needs analysis consistent with requirements of HB 3337, Goal 14, ORS 197.296, and OAR 660-008.

The *Springfield Residential Lands Study* is intended to provide the technical analysis required to determine the 20-year need for residential land for Springfield's jurisdictional share of the area subject to the Eugene-Springfield Metropolitan Area, i.e., the area east of Interstate 5, and whether the city has enough capacity within the area east of I-5 inside the current regional UGB to meet that need. The Executive Summary provides key findings from the Springfield Residential Lands Study.

The purpose of the Residential Study is to (1) present growth forecasts, (2) inventory how much buildable residential land the City has, (3) identify housing needs, (4) identify land needed for housing and other uses, and (5) determine how much land the City will need to accommodate growth between 2010 to 2030.

How much growth is Springfield planning for?

Population forecasts provide the foundation for assessing land needs. Springfield must have a population forecast to project expected population change over the 20-year planning period (in this instance, 2010-2030). Lane County adopted coordinated population forecasts for the County and its incorporated cities in June 2009. The forecasts include figures for Springfield for 2030 and 2035.

Table S-1 shows the coordinated population forecast for the area within the current Springfield city limits, the current unincorporated urban area (the area between the city limit and UGB), and within Springfield's jurisdictional share for the current Metro Plan UGB for 2010 to 2030. The Springfield UGB forecast for 2030 is 81,608 persons—an increase of 14,577 persons during the 20-year planning period.

Table S-1. Springfield coordinated population forecast, Springfield UGB, 2010 to 2030

Year	City Limit	Urban Area	UGB
2010	58,891	8,140	67,031
2030	74,814	6,794	81,608
Change 2010-2030			
Number	15,923	(1,346)	14,577
Percent	27%	-17%	22%
AAGR	1.2%	-0.9%	1.0%

Source: Lane County Rural Comprehensive Plan, 1984 (Amended in 2009), Table 1-1, pg 5

HOW MUCH BUILDABLE RESIDENTIAL LAND DOES SPRINGFIELD CURRENTLY HAVE?

Springfield has 2,485 acres in tax lots that are designated for residential uses. Of these, about 1,447 acres within the Urban Growth Boundary (UGB) are considered vacant and buildable. Table S-2 shows vacant land by plan designation.

Table S-2. Vacant residential land by plan designation, Springfield UGB, 2008

Plan Designation	Tax Lots	Total Acres In Tax Lots	Developed Acres	Constrained Acres	Buildable Acres
Low Density Residential	981	2,137	71	765	1,301
Medium Density Residential	126	329	142	58	128
High Density Residential	8	19	1	0	18
Total	**1,115**	**2,485**	**214**	**824**	**1,447**

Source: City of Springfield GIS data; analysis by ECONorthwest

The purpose of the residential buildable lands inventory is to estimate the capacity of buildable land in dwelling units. The capacity of residential land is measured in dwelling units and is dependent on densities allowed in specific zones as well as redevelopment potential. In short, land capacity is a function of buildable land and density.

The buildable lands inventory indicates that Springfield has about 1,447 acres of vacant and partially-vacant residential land and an additional 21 acres in the Glenwood mixed-use refinement plan area (these acres were included in the commercial and industrial lands inventory and are included here only for the

purpose of estimating residential capacity).[1] This yields a total of 1,468 buildable acres.

Table S-3 provides an estimate of how much housing could be accommodated by those lands based on needed densities after making deductions for development constraints. It includes capacity for areas with approved master plans that were not included in the acreage estimates. This includes Marcola Meadows (518 dwellings in the MDR designation) and RiverBend (730 dwellings in the MDR designation). Additionally, the housing needs analysis assumes that 5% of new housing (299 dwelling units) will be a result of redevelopment and will not require vacant land. Table S-3 shows that Springfield has capacity for 9,021 dwelling units within the existing UGB.

Table S-3. Estimated residential development capacity, Springfield UGB, 2009

Plan Designation	Buildable Acres	Residential Capacity (DU)	Percent of Capacity
Low Density Residential	1,301	5,379	60%
Medium Density Residential	128	2,718	30%
High Density Residential	18	355	4%
Mixed-Use (Glenwood)	21	270	3%
Redevelopment	na	299	3%
Total	**1,468**	**9,021**	**100%**

Source: City of Springfield residential BLI; analysis by ECONorthwest
Note: Estimated residential development capacity includes sites with approved master plans (RiverBend – 730 DU and Marcola Meadows – 518 DU. All of this capacity is in the Medium Density Residential plan designation).

HOW MUCH HOUSING WILL THE CITY NEED?

Springfield will need to provide about 5,920 new dwelling units to accommodate growth between 2010 and 2030 plus 291 group quarter dwellings for a total 6,211 dwelling units. For non-group quarter dwellings, about 3,552 dwelling units (60%) will be single-family types, which includes single-family detached, manufactured dwellings, and single-family attached housing. About 2,368 units (40%) will be multi-family housing.

HOW MUCH LAND WILL BE REQUIRED FOR HOUSING?

Table S-4 shows the capacity for residential development by plan designation. The results show that, not considering other land needs (public and semi-public), Springfield has an overall surplus of residential land. The Springfield UGB has enough land for 9,018 new dwelling units. The housing needs forecast projects a need for 5,920 dwelling units and 291 group quarter dwellings, or 6,211 total

[1] Capacity in the Glenwood mixed-use area was calculated as follows: 21 buildable acres (45% of the 47-acre site; the policy requires 30% to 60% of the site be used for housing) multiplied by 15 dwelling units per gross acre equals 317 dwelling units, minus 47 dwelling units that would be displaced from the River Bank Mobile Home Park equals 270 dwelling units.

dwellings. The 291 group quarter dwellings are evenly allocated between the Medium-Density and High-Density residential designations.

Table S-4. Residential capacity for needed dwelling units by plan designation, Springfield UGB, 2010-2030

1	2	3	4	5	6	7
Plan Designation	Need (DU)	Capacity (DU)	Surplus/ Deficit (DU)	Needed Density (DU/GRA)	Housing Land Need (Gross Acres)	Housing Surplus/ Deficit (Gross Ac)
Low Density Residential	3,316	5,379	2,063	4.5	-455	455
Medium Density Residential	1,982	3,136	1,154	12.5	-93	93
High Density Residential	914	503	-411	20.0	21	-21
Total	**6,211**	**9,018**	**2,807**		-527	527

Source: ECONorthwest

Column Notes:
1. Plan designations
2. Needed dwellings by plan designation (table 5-30)
3. Capacity by plan designation (table 6-2); Note: MDR capacity includes capacity in master planned areas (Glenwood, Marcola Meadows, Riverbend); MDR and HDR includes capacity for redevelopment.
4. Capacity (column 3) minus Need (column 2); Note: a positive number denotes enough capacity within the existing UGB
5. Needed Gross Density (from bottom of page 62)
6. Total additional land needed (if a deficit exists). Equals -column 4 divided by column 5
7, Surplus/deficit gross acres (negatives mean a UGB expansion). Equals Column 4 divided by Column 5

The last step in the analysis is to add in public and semi-public land needs. Table S-5 shows the reconciliation of land need and supply. The results show that Springfield has an overall surplus of residential land, but has deficits in the High-Density Residential and Parks and Open Space categories.

Table S-5. Reconciliation of land need and supply, Springfield UGB, 2010

Plan Designation	Residential Land Surplus/Deficit (From Table S-4)	Public/Semi-Public Land Need	Total Surplus/ Deficit
Low Density Residential	455	77	378
Medium Density Residential	93	17	76
High Density Residential	-21	7	-28
Parks and Open Space		300	-300
Govemment/Employment		62	Met through land need in EOA
Total	**527**	**463**	**126**

Source: ECONorthwest

The results lead to the following findings:

- The Low Density Residential designation has a *surplus* of approximately 378 gross acres.

- The Medium Density Residential designation has a *surplus* of approximately 76 gross acres.

- The High Density Residential designation has a *deficit* of approximately 28 gross acres. At a minimum, the City will meet the deficit of 411 dwellings (21 acres) through its redevelopment strategies in Downtown and Glenwood. The additional seven acres of public/semi-public land is intended to provide public open space for the higher density development, as well as any needed public facilities. This need could potentially be met through a variety of approaches—from designating seven additional acres high-density residential to ensuring that land designated park and open space is provided adjacent to high density residential developments.

- The Parks and Open Space designation has a *deficit* of 300 acres. This need does not imply that the City should expand the UGB for parks and open space. Statewide Planning Goal 8 allows cities and park districts to acquire land for park uses outside of urban growth boundaries and portions of the parkland need can be met on existing residential lands within the UGB without creating an additional deficit (with the exception of the HDR plan designation which already shows a land deficit).

- Government and employment land needs will be met through existing lands or land needs identified in the Springfield Economic Opportunities Analysis.

Chapter 1

Introduction

This report presents a housing needs analysis for the City of Springfield. The primary purpose of this report is to address the requirement of H.B. 3337 that Springfield "demonstrate, as required by ORS 197.296, that its comprehensive plan provides sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years." The study is intended to comply with statewide planning policies that govern housing, including Goal 10 (Housing), ORS 197.296, and OAR 660 Division 8.

The primary goals of this study are to (1) project the amount of land needed to accommodate the city's future housing needs of all types, and (2) evaluate the existing residential land supply within the Springfield Urban Growth Boundary to determine if it is adequate to meet that need. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

BACKGROUND

The City of Springfield has not conducted a housing needs analysis since the *Eugene-Springfield Residential Lands and Housing Study* was completed in 1999. In the six years since the study was completed, Springfield's population has increased by nearly 3,000 residents, an increase of more than 5% over the six-year period.

In 2007, the Oregon State Legislature passed House Bill 3337 which requires Springfield to:

(a) Establish an urban growth boundary, consistent with the jurisdictional area of responsibility specified in the acknowledged comprehensive plan; and

(b) Demonstrate, as required by ORS 197.296, that its comprehensive plan provides sufficient buildable lands within an urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years.

The analysis and determination of land sufficiency required under section (b) must be completed by December 31, 2009. This study is intended to meet the requirements of section (b) by determining whether the City has sufficient land within the Springfield Urban Growth Boundary (UGB) to accommodate expected future housing needs. To make this determination, this report presents a housing needs analysis consistent with requirements of Goal 14, ORS 197.296, and OAR 660-008. As required by HB 3337, the City intends to "complete the inventory, analysis and determination required under ORS 197.296(3)" before the end of 2009, and to complete the remainder of its obligations under HB 3337 and ORS

197.296 early in 2010. Consistent with the requirements of ORS 197.296(2) the planning period for this study is 2010-2030.

PURPOSE

The purpose of this study is to provide an assessment of residential development capacity and demand for residential land. The study will serve two purposes: (1) to inform policy makers about planning options and (2) to fulfill state planning requirements for a twenty-year supply of residential land. Consistent with the requirements of ORS 197.296, communities engaged in a buildable lands analysis and housing need assessment must complete, in part, the following:

- Inventory the supply of buildable lands within the current urban growth boundary;
- Determine the actual density and the actual mix of housing types of residential development that have occurred within the urban growth boundary since the last periodic review or five years, whichever is greater. Development activity used for this review was between 1999 and June 2008.[2]
- Conduct an analysis of housing need by type and density range, in accordance with ORS 197.303 and statewide planning goals and rules related to housing, to determine the amount of land needed for each needed housing type for the next 20 years (2010-2030).

This report presents an analysis consistent with the above outlined requirements, and draws upon previous work that ECONorthwest for a number of Oregon cities and regions. The report is intended to serve as the basis for subsequent discussions and policy choices regarding the management of growth in Springfield and to enable the city to complete the residential lands inventory, analysis and determination required by ORS 197.296(3) and Section 3 of 2007 Or Laws Chapter 650 (HB 3337). It does not address land use efficiency measures as required by ORS 197.296 and OAR 660-024. Land use efficiency measures will be addressed through a separate process.

In general, a housing needs analysis contains a *supply* analysis (existing housing, planned housing, and buildable land) and a *demand* analysis (population and employment growth leading to demand for more built space: housing by type and density). The geographic scope of the housing needs analysis is all land inside the current acknowledged Eugene-Springfield Metropolitan Urban Growth Boundary east of Interstate 5.

[2] The City uses the 1999-2006 period for analysis due to limited availability of permit data that can be cross-referenced to tax lot data to develop density estimates. Moreover, the 1990 and 2000 Census provides an accurate source for analysis of housing mix trends during the 1990s.

ORGANIZATION

The rest of this report is organized as follows:

- **Chapter 2, Framework For A Housing Needs Analysis,** describes the theoretical and policy underpinnings of conducting a Goal 10 housing needs analysis for Oregon cities.
- **Chapter 3, Residential Land Inventory,** describes the supply of residential land available to meet the 20-year need for housing.
- **Chapter 4, Historical Development Trends,** summarizes building permit and subdivision data to evaluate residential development by density and mix for the period beginning September 1, 1988, through June 30, 2000.
- **Chapter 5, Housing Needs Analysis,** presents a housing needs analysis consistent with HB 2709 requirements and the HB 2709 Workbook.
- **Chapter 6, Comparison of Supply and Need,** compares buildable land supply with estimated housing need.

The report also includes two appendices:

- **Appendix A, Context for Assessing Housing Needs** provides an overview of planning for housing and typical local policy objectives related to affordable housing.
- **Appendix B, National and Regional Housing Trends** presents research ECO has performed over the course of several years describing key factors affecting housing at the national and regional level.

Chapter 2

Framework for a Housing Needs Analysis[3]

Economists view housing as a bundle of services for which people are willing to pay: shelter certainly, but also proximity to other attractions (job, shopping, recreation), amenity (type and quality of fixtures and appliances, landscaping, views), prestige, and access to public services (quality of schools). Because it is impossible to maximize all these services and simultaneously minimize costs, households must, and do, make tradeoffs. What they can get for their money is influenced by both economic forces and government policy. Moreover, different households will value what they can get differently. They will have different preferences, which in turn are a function of many factors like income, age of household head, number of people and children in the household, number of workers and job locations, number of automobiles, and so on.

Thus, housing choices of individual households are influenced in complex ways by dozens of factors; and the housing market in Lane County and Springfield are the result of the individual decisions of thousands of households. These points help to underscore the complexity of projecting what types of housing will be built between 2010 and 2030.

The complexity of a housing market is a reality, but it does not obviate the need for some type of forecast of future housing demand and need, and its implications for land demand and consumption. Such forecasts are inherently uncertain. Their usefulness for public policy often derives more from the explanation of their underlying assumptions about the dynamics of markets and policies than from the specific estimates of future demand and need. Thus, we start our housing analysis with a framework for thinking about housing and residential markets, and how public policy affects those markets.

OREGON HOUSING POLICY

The passage of the Oregon Land Use Planning Act of 1974 (ORS Chapter 197), established the Land Conservation and Development Commission (LCDC), and the Department of Land Conservation and Development (DLCD). The Act required the Commission to develop and adopt a set of statewide planning goals. Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing their local comprehensive land use plans and implementing policies.

At a minimum, local housing policies must meet the requirements of Goal 10 (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008). Goal 10 requires incorporated cities to complete an inventory of buildable residential lands

[3] This chapter is based on studies ECONorthwest has completed for other Oregon cities and regions.

and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

Goal 10 defines needed housing types as "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 defines needed housing types:

(a) Housing that includes, but is not limited to, attached and detached single-family housing and multiple family housing for both owner and renter occupancy;

(b) Government assisted housing;[4]

(c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490; and

(d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.

ORS 197.296 defines factors to establish sufficiency of buildable lands within urban growth boundary and requires analysis and determination of residential housing patterns. It applies to cities with populations of 25,000 or more and requires cities to:

- Demonstrate that its comprehensive plan or regional plan provides sufficient buildable lands within the urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years (ORS 197.296(2));

- Inventory the supply of buildable lands within the urban growth boundary and determine the housing capacity of the buildable lands (ORS 197.296(3)(a)); and

- Conduct an analysis of housing need by type and density range to determine the number of units and amount of land needed for each needed housing type for the next 20 years (197.296(3)(b)).

ORS 197.296 also defines a process for cities to following when considering UGB expansions to meet identified residential needs. ORS 197.296(6) requires cities to take one or more of the following actions if the housing need is greater than the housing capacity to accommodate the additional housing need:

a. Amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for the next 20 years. As part of this process,

[4] Government assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).

the local government must consider the effects of "land use efficiency measures." The amendment must include sufficient land reasonably necessary to accommodate the siting of new public school facilities;

b. Amend its comprehensive plan, regional plan, functional plan or land use regulations to include new measures that demonstrably increase the likelihood that residential development will occur at densities sufficient to accommodate housing needs for the next 20 years without expansion of the urban growth boundary; or

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

ORS 197.296 is also explicit about what must be considered in a housing needs analysis and the buildable lands inventory. For the purpose of the inventory, "buildable lands" includes:

(A) Vacant lands planned or zoned for residential use;

(B) Partially vacant lands planned or zoned for residential use;

(C) Lands that may be used for a mix of residential and employment uses under the existing planning or zoning; and

(D) Lands that may be used for residential infill or redevelopment.

To visually display the buildable lands inventory, the inventory includes a map that identifies lands that are vacant, partially vacant, or designated for mixed-use development.

The needs analysis includes an analysis of historical housing density and mix. This analysis, which must include data in the last periodic review or five years, whichever is greater.[5]

(A) The number, density and average mix of housing types of urban residential development that have actually occurred;

(B) Trends in density and average mix of housing types of urban residential development;

(C) Demographic and population trends;

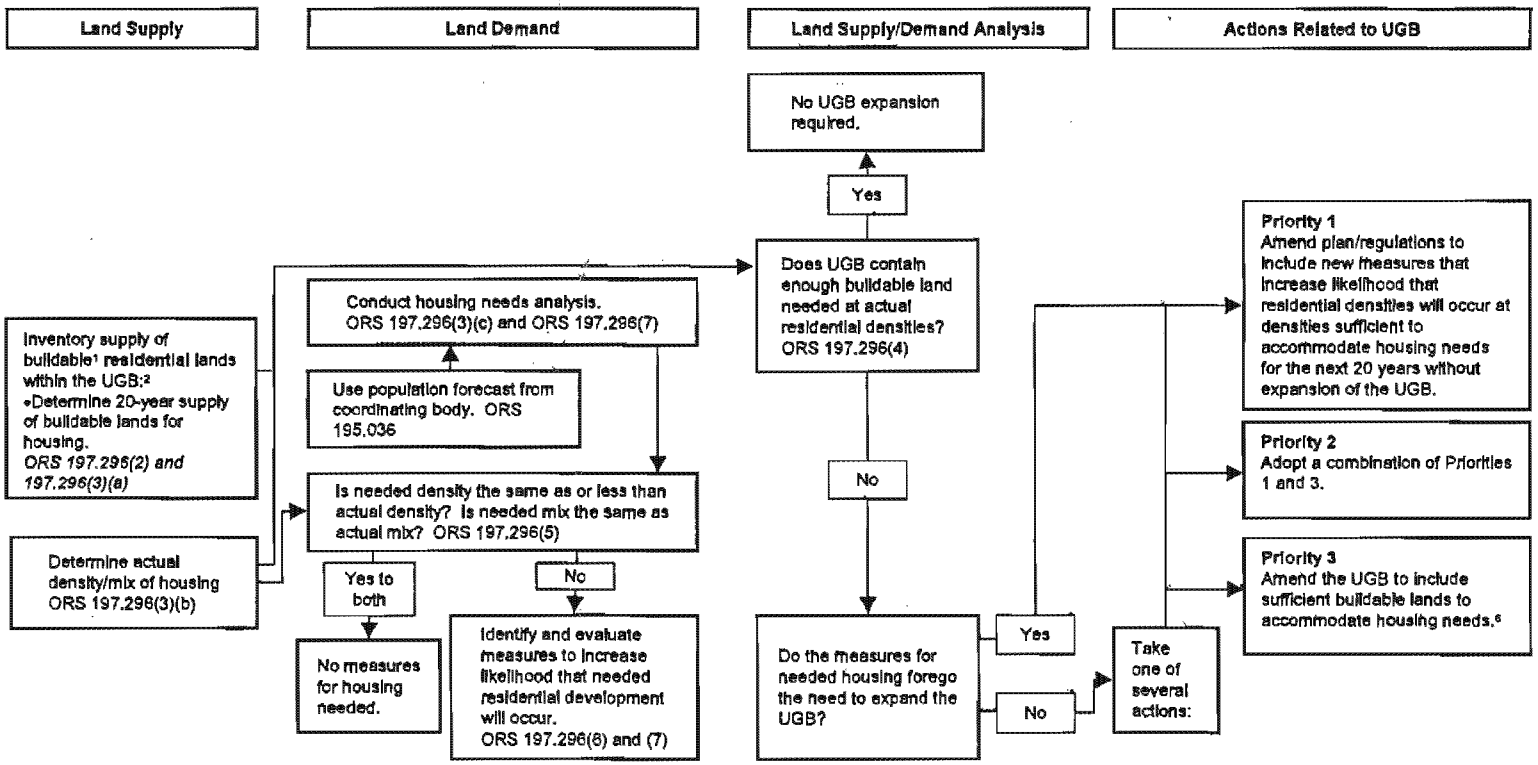
(D) Economic trends and cycles; and

[5] A local government can make a determination to use a shorter time period than the time period described if the local government finds that the shorter time period will provide more accurate and reliable data related to housing capacity and need. The shorter time period may not be less than three years.

(E) The number, density and average mix of housing types that have occurred on the buildable lands.

Figure 2-1 provides a graphic representation of the housing needs analysis process as defined in ORS 197.296.

Figure 2-1. Process for determining the sufficiency of residential lands



Footnotes:

1 Buildable lands means vacant and redevelop-able lands in urban and urbanizable areas that are suitable, available and necessary for residential uses. ORS 197.295(2)

2 Goal 14 requires UGB amendments to be adopted by City and County County. OAR 660-015-0000(14)

Chapter 3

Residential Land Inventory

The residential lands inventory is intended to identify lands that are available for development within the UGB. The inventory is sometimes characterized as *supply* of land to accommodate growth. Population and employment growth drive *demand* for land. The amount of land needed depends on the density of development.

This chapter presents the *residential* buildable lands inventory for the City of Springfield.[6] The results are based on analysis of Geographic Information System data provided by City of Springfield GIS and Lane County Assessment data. The analysis also used aerial orthophotographs for verification.

METHODS, DEFINITIONS, AND ASSUMPTIONS

The first step of the residential buildable lands inventory was to identify the "land base." The land base includes all lands in the Springfield portion of the Metro UGB that are either fully or partially within a residential plan designation. The following plan designations were included in the residential land base:

- High Density Residential
- Medium Density Residential
- Low Density Residential

The foundational assumptions for the residential lands inventory were reviewed and discussed by the Residential Lands Stakeholder Committee. The committee recommended a package of definitions and assumptions for use in the residential land inventory. These were reviewed with the Planning Commission and Council and approved for use in the study. The draft acreages presented in this chapter utilize the definitions and assumptions and also incorporate more detailed information from the Lane County Assessor's Office to determine the character of the parcels.

Property Class and Stat Class codes from the Lane County Assessor's Office were used to help determine if a property is vacant and what type of structure (if any) is present on the land. Property Class is a three digit code to define the current use of the land (residential, commercial, industrial, multi-family, etc) and whether is vacant or developed. Stat Class is also a three digit code used by the Assessor's Office to describe the type of structure on a parcel (single-family home, multi-family structure, agricultural outbuilding, etc.). Aerial Photos were

[6] The residential buildable lands inventory was a collaborative effort between City of Springfield staff and ECONorthwest.

also used in some cases to help determine presence and extent of development on a site if other information was not clear.

A key step in the buildable lands analysis was to classify each tax lot into a set of mutually exclusive categories. All tax lots in the UGB are classified into one of the following categories:

- *Vacant Land.* This category includes parcels with no structures or with structures with a value of less than $10,000; parcels have not been precluded from development by a conditional use permit (CUP) or other commitment.

- *Partially Vacant Land.* This category includes parcels over 0.5 acre in a residential plan designation with an existing dwelling. The vacant portion of each lot was calculated by deducting 0.25 acres for each existing dwelling, and constrained areas as defined in the "Unbuildable, Not Serviceable" land definition.

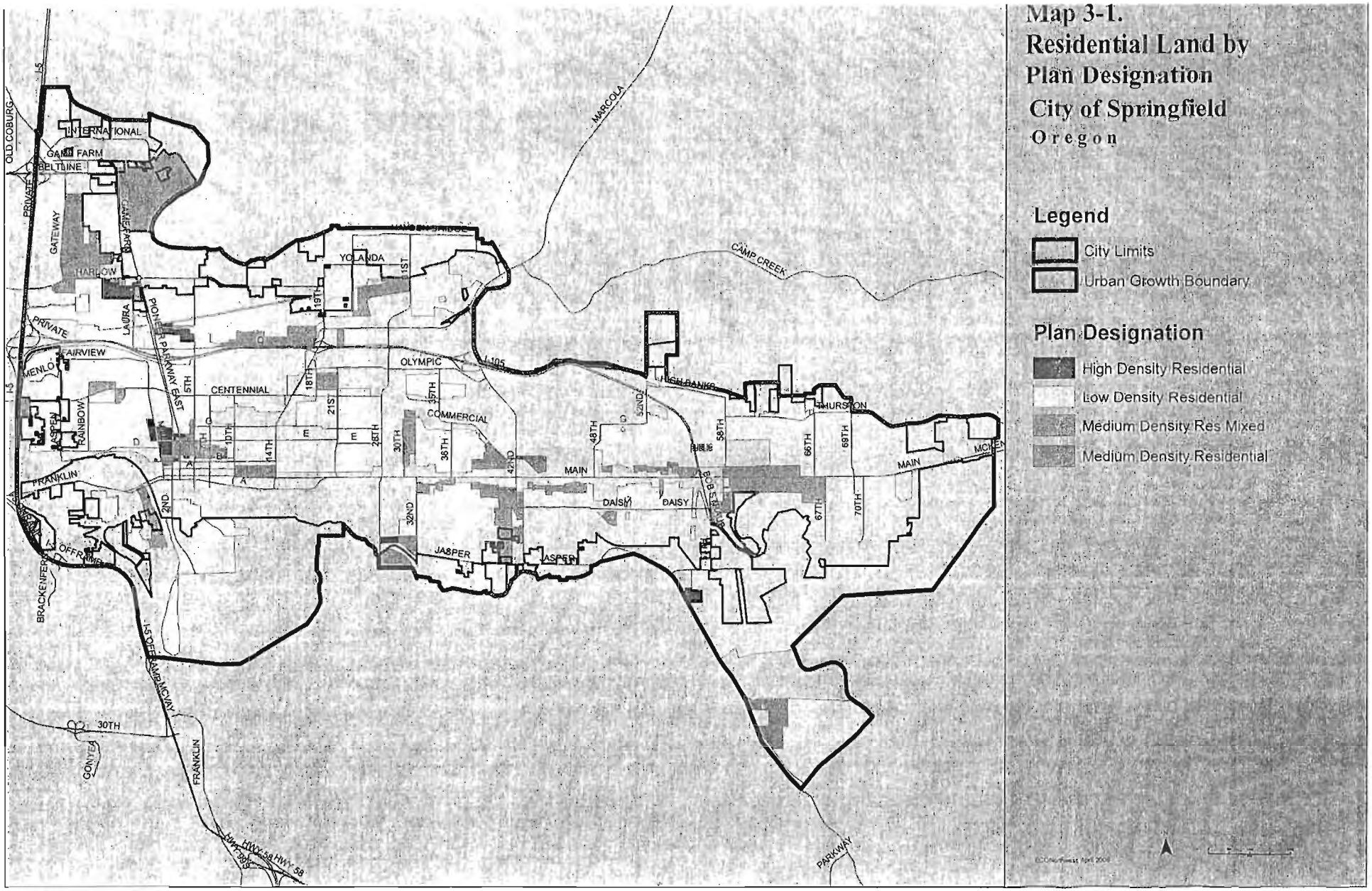
- *Unbuildable, Not Serviceable Land.* This category includes land that is undevelopable. It includes tax lots or areas within tax lots with one or more of the following attributes: (1) slopes greater than 25%; (2) within the floodway; (3) in areas with severe landslide potential (DOGAMI map); (4) within wetlands and riparian corridors and setbacks; (5) with an easement a 230KV transmission line; (6) small irregularly shaped lots; and (7) publicly owned land.

- *Developed land.* Land that is developed at densities consistent with zoning and improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially-vacant, or undevelopable are considered developed.

- *Potentially redevelopable land.* Land on which development has already occurred but on which, due to present or expected market forces, there exists the potential that existing development will be converted to more intensive uses during the planning period. Rather than speculating on which lands will redevelop during the planning period, Springfield uses historical rates of redevelopment as the basis for estimating how much redevelopment will occur during the planning period.

The initial classifications, while not perfect, provided a starting point. The initial classification was used to help City staff to define a list of parcels that meet the assumptions and criteria in the definitions listed below. The next step in the process was verification. City staff and ECONorthwest spent considerable effort to review and verify land classifications. Verification steps included review of classifications on top of 2008 aerial photographs, cross referencing data with LCOG land use data, and in selected instances, field verification.

The land classifications result in identification of lands that are vacant or partially vacant. The inventory includes all lands within the Springfield UGB. Public and semi-public lands are generally considered unavailable for development. Map 3-1 shows *residential* lands by plan designation within the Springfield UGB.


Map 3-1.
Residential Land by
Plan Designation
City of Springfield
Oregon
Legend
City Limits
Urban Growth Boundary
Plan Designation
High Density Residential
Low Density Residential
Medium Density Res Mixed
Medium Density Residential
I-5
OLD COBURG
INTERNATIONAL
GAME FARM
BELTLINE
PRIVATE
GATEWAY
HARLOW
LAURA
PIONEER PARKWAY EAST
MARCOLA
CAMP CREEK
YOLANDA
1ST
19TH
OLYMPIC
I-105
HIGH BANKS
THURSTON
MAIN
MCKENZIE
FAIRVIEW
MENLO
ASPEN
RAINBOW
CENTENNIAL
5TH
10TH
14TH
18TH
21ST
25TH
30TH
35TH
36TH
42ND
48TH
52ND
58TH
66TH
69TH
67TH
70TH
COMMERCIAL
FRANKLIN
2ND
DAISY
32ND
JASPER
BRACKENFERN
I-5 OFF RAMP
I-5 OFF RAMP WAY
30TH
CONYER
HWY 58
PARKWAY

RESULTS

LAND BASE

The first step in the residential land inventory was to determine the land base. This step was necessary because the inventory only covers a subset of land in the Springfield UGB. The land base is the subset of tax lots that fall within the plan designations included in the residential portion of the inventory.

Table 3-1 shows acres within the Springfield UGB and city limits in 2008. According to the City GIS data, Springfield has about 14,603 acres within its UGB. Of the 14,603 acres, 12,139 acres (about 83%) are in tax lots. Land not in tax lots is primarily in streets and waterways. Springfield has about 9,958 acres within its City Limits; of these 8,060 acres (about 81% of total acres in the City Limit) are in tax lots. Additionally, the City has about 4,645 acres between the City Limits and Urban Growth Boundary (the UGA); of this about 4,079 acres are in tax lots.

Table 3-1. Acres in Springfield UGB and City Limit, 2008

Area	Tax Lots	Total Acres	Acres in Tax Lots	Percent in Tax Lots
City Limits	19,477	9,958	8,060	81%
Urban Growth Area	3,150	4,645	4,079	88%
Total	**22,627**	**14,603**	**12,139**	**83%**

Source: City of Springfield GIS data; analysis by ECONorthwest
Note: Urban Growth Area is the unincorporated area between the City Limits and Urban Growth Boundary

Table 3-1 summarizes all land in the Springfield UGB. The next step is to identify the residential land base (e.g., lands with plan designations that allow housing or "residential lands"). The land base includes traditional residential designations, as well as mixed-use designations. Note that not all of the land in mixed-use designations will be used for employment.

Table 3-2 shows that about 7,482 acres within the Springfield UGB is included in the residential land base. Thus, about 62% of land within the Springfield UGB is included in the residential land base. The database includes all land in tax lots that have any portion that is in a residential plan designation.

Table 3-2. Lands designated for residential uses, Springfield UGB, 2008

Area	Value
Springfield UGB	
Number of Tax Lots	22,627
Acres in Tax Lots	12,139
Springfield CIBL	
Tax Lots in Residential Designations	20,159
Acres in Land Base in Residential Designations	7,482

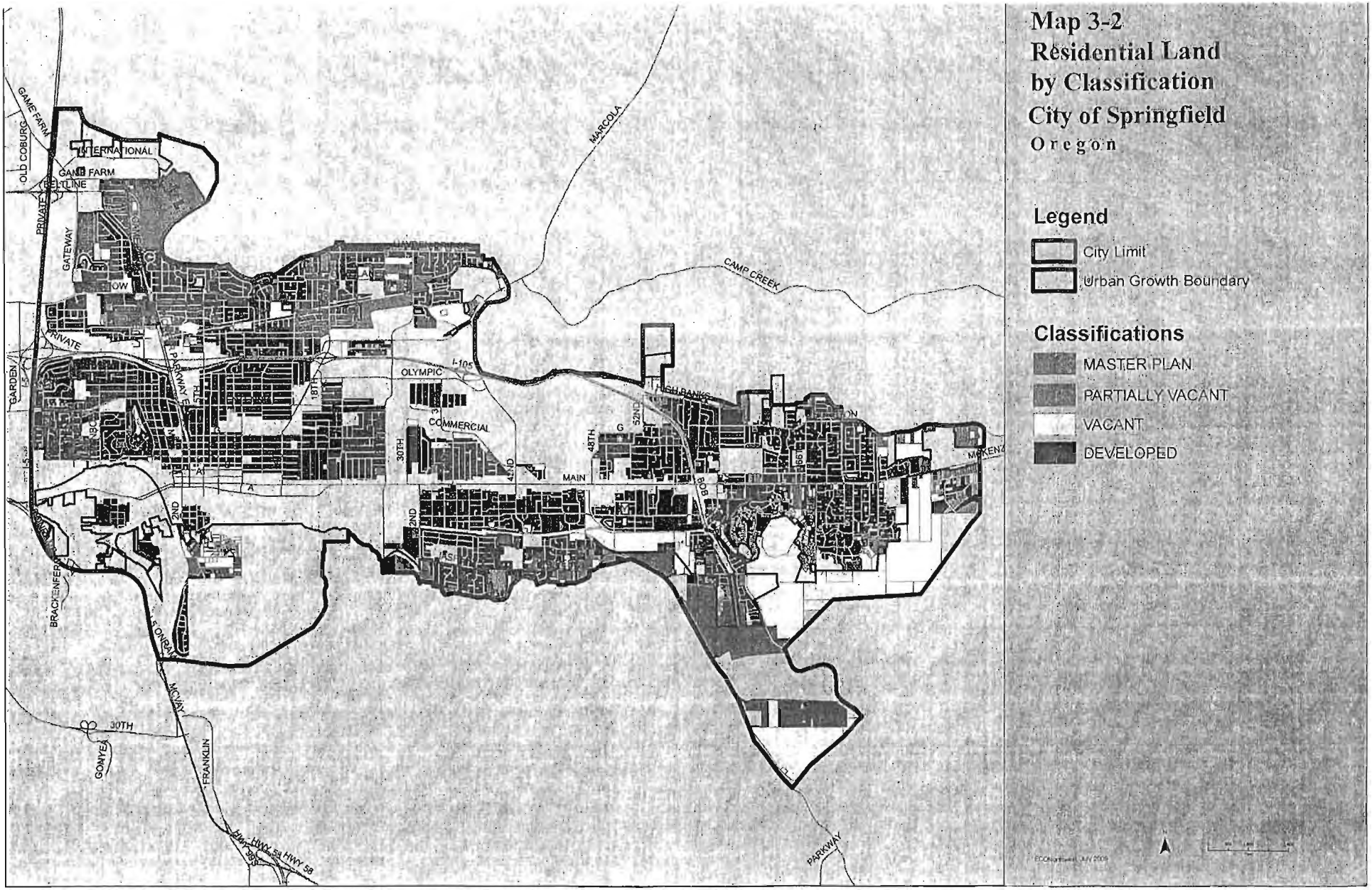
Source: analysis by ECONorthwest

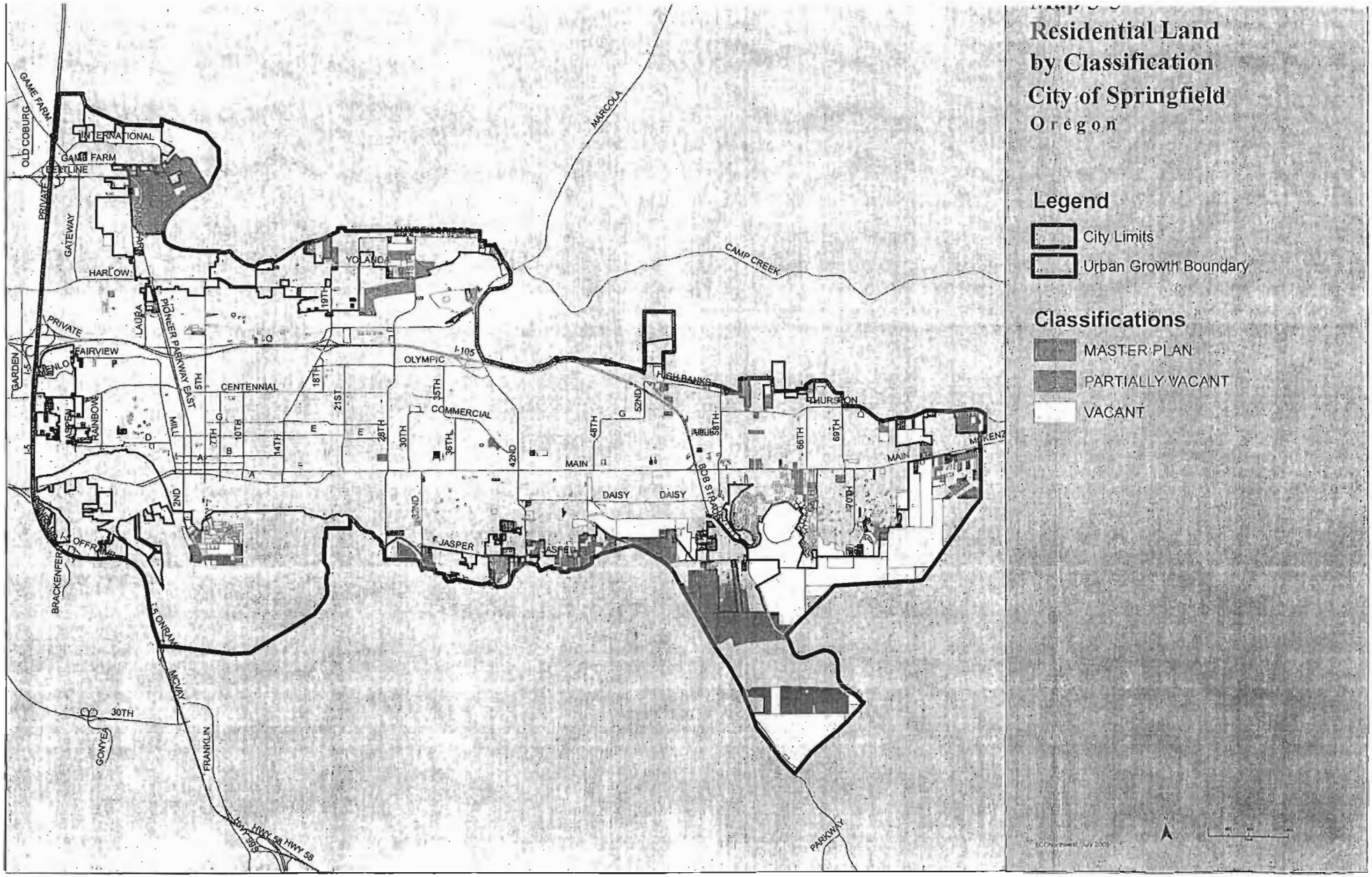
Table 3-3 shows residential acres by classification and constraint status for the Springfield UGB in 2009. Analysis by constraint status (the table columns) shows that about 4,832 acres are classified as built or committed (e.g., unavailable for development), 1,203 acres were classified as constrained, and 1,447 were classified as vacant buildable.

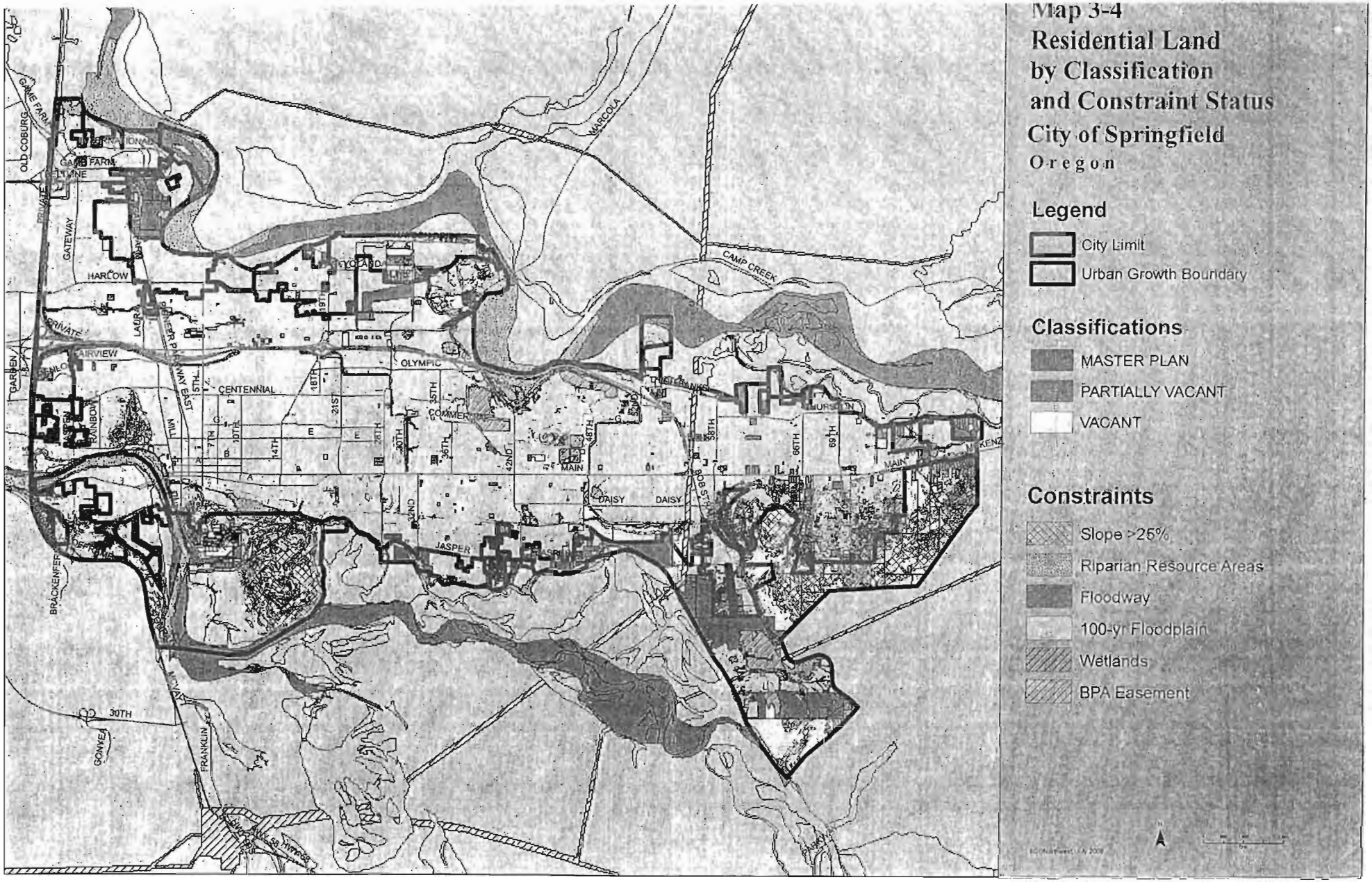
Table 3-3. Residential acres by classification, Springfield UGB, 2009

			Land not avialable for housing		Land available for housing	
Classification	Tax Lots	Total Ac	Developed Ac	Constrained Ac	Buildable Ac	Capacity (DU)
Land with no development capacity						
Developed	18,745	4,408	4,124	284	0	0
Park/School	96	335	314	21	0	0
Public	58	79	35	44	0	0
Right of Way	145	175	145	30	0	0
Subtotal	**19,044**	**4,997**	**4,618**	**379**	**0**	**0**
Land with development capacity						
Master Planned	18	151	138	13	See notes	1,248
Partially Vacant	234	841	77	170	595	3,206
Vacant	863	1,493	0	641	852	4,039
Subtotal	**1,115**	**2,485**	**214**	**824**	**1,447**	**8,493**
Total	**20,159**	**7,482**	**4,832**	**1,202**	**1,447**	**8,493**

Source: City of Springfield data; analysis by ECONorthwest
Note: No buildable acres are shown for master planned areas because the master plan identifies the number of dwelling units. This capacity is reflected in Table 3-7.


Map 3-2
Residential Land
by Classification
City of Springfield
Oregon
Legend
City Limit
Urban Growth Boundary
Classifications
MASTER PLAN
PARTIALLY VACANT
VACANT
DEVELOPED
GAME FARM
OLD COBURG
INTERNATIONAL
GAME FARM
BELTLINE
PRIVATE
GATEWAY
MARCOLA
CAMP CREEK
PRIVATE
GARDEN
I-105
OLYMPIC
COMMERCIAL
MAIN
BOB
BRACKENFERN
MCVAY
FRANKLIN
30TH
GONYEA
HWY 58
PARKWAY


Residential Land
by Classification
City of Springfield
Oregon
Legend
City Limits
Urban Growth Boundary
Classifications
MASTER PLAN
PARTIALLY VACANT
VACANT
GAME FARM
OLD COBURG
INTERNATIONAL
GAME FARM
BESTLINE
PRIVATE
GATEWAY
HARLOW
MARCOLA
CAMP CREEK
YOLANDA
PRIVATE
LAURA
PIONEER PARKWAY EAST
FAIRVIEW
GARDEN
I-5
OLYMPIC
I-105
CENTENNIAL
COMMERCIAL
HIGH BANKS
THURSTON
MAIN
DAISY
JASPER
BOB STRAUB
BRACKENFERN
OFFRAMP
I-5 ONRAMP
MCKAY
30TH
GONYEA
FRANKLIN
HWY 58
HWY 99S
PARKWAY


Map 3-4
Residential Land
by Classification
and Constraint Status
City of Springfield
Oregon
Legend
City Limit
Urban Growth Boundary
Classifications
MASTER PLAN
PARTIALLY VACANT
VACANT
Constraints
Slope >25%
Riparian Resource Areas
Floodway
100-yr Floodplain
Wetlands
BPA Easement
OLD COBURG
GAME FARM
GATEWAY
HARLOW
PIONEER PARKWAY EAST
CENTENNIAL
OLYMPIC
MAIN
DAISY
JASPER
MARCOLA
CAMP CREEK
BRACKENFERN
FRANKLIN
30TH

REDEVELOPMENT POTENTIAL

Redevelopment potential addresses land that is classified as developed that may redevelop during the planning period. While many methods exist to identify redevelopment potential, a common indicator is improvement to land value ratio. Different studies use different improvement to land value ratio thresholds.

This study does not use improvement-to-land value ratios as a redevelopment threshold. The City of Springfield understands that low-value housing is an integral part of the City's affordable housing stock and that encouraging redevelopment of such housing will likely result in an overall loss of affordable housing in Springfield.

Springfield uses a demand-based method to identify redevelopment potential. Redevelopment capacity is estimated based on historical redevelopment rates as described below.

Lane Council of Governments (LCOG) maintains a database that tracks all addresses and the attributes of the address, including: the record creation date, the type of residential use (e.g. single-family, duplex), the spatial location of the address, and other information. LCOG has stated that this information can be used in combination with building permit reports, Lane County tax assessor's data, and other boundary information for to estimate rates of residential redevelopment. The address database has a high degree of accuracy and is used for a variety of purposes, including emergency responses to 911 calls.

Analysis of historical redevelopment of residential lands provides context for determining how much redevelopment will occur over the 20-year planning period. Specifically, the analysis addressed redevelopment by analyzing new dwellings on developed lots. This includes lots that had addresses coded before 1999 and received additional addresses after 1999. In other words, it focuses on lands that were identified as "developed" in the buildable lands inventory, but had additional residential development in the 1999-2008 period.

The analysis found 102 new dwellings were added on developed lots between 1999 and 2008. This is about 4% of 2,860 dwellings added in Springfield during this period. Of the 102 new dwellings added, 32 were on land designated for Commercial Mixed Use, and 70 were on land designated Medium Density Residential.

Based on the analysis above, the City assumes that residential redevelopment rates will increase slightly over the planning period to 5% of needed new dwellings. The analysis presented in Chapter 5 (Table 5-30) shows that the City will need 5,920 new dwellings over the planning period. Applying the 5% redevelopment assumption to the 5,920 needed units yields 296 dwellings that will be allocated to land that is already developed. In other words, these 296 units will not need new vacant land.

RESIDENTIAL CAPACITY

The final step in a residential buildable lands inventory is to estimate the capacity of buildable land in dwelling units. The capacity of residential land is measured in dwelling units and is dependent on densities allowed in specific zones as well as redevelopment potential. In short, land capacity is a function of buildable land and density.

The buildable lands inventory indicates that Springfield has about 1,447 acres of vacant and partially-vacant residential land and an additional 21 acres in the Glenwood mixed-use refinement plan area (these acres were included in the commercial and industrial lands inventory and are included here only for the purpose of estimating residential capacity).[7] This yields a total of 1,468 buildable acres.

Table 3-7 provides an estimate of how much housing could be accommodated by those lands based on the needed densities identified in Table 5-30 after making deductions for development constraints. It includes capacity for areas with approved master plans that were not included in the acreage estimates. This includes Marcola Meadows (518 dwellings in the MDR designation) and RiverBend (730 dwellings in the MDR designation). These figures are derived from the city-approved master plans for both of these developments.

Table 3-7 shows that Springfield has capacity for 9,018 dwelling units within the existing UGB. Note that this figure includes capacity for 8,722 dwellings on vacant land an additional 296 units through redevelopment.

Table 3-7. Estimated residential development capacity, Springfield UGB, 2009

Plan Designation	Buildable Acres	Residential Capacity (DU)	Percent of Capacity
Low Density Residential	1,301	5,379	60%
Medium Density Residential	128	2,718	30%
High Density Residential	18	355	4%
Mixed-Use (Glenwood)	21	270	3%
Redevelopment	na	296	3%
Total	**1,468**	**9,018**	**100%**

Source: City of Springfield residential BLI; analysis by ECONorthwest
Note: Estimated residential development capacity includes sites with approved master plans (RiverBend – 730 DU and Marcola Meadows – 518 DU. All of this capacity is in the Medium Density Residential plan designation).

[7] Capacity in the Glenwood mixed-use area was calculated as follows: 21 buildable acres (45% of the 47-acre site; the policy requires 30% to 60% of the site be used for housing) multiplied by 15 dwelling units per gross acre equals 317 dwelling units, minus 47 dwelling units that would be displaced from the River Bank Mobile Home Park equals 270 dwelling units.

Chapter 4 Historical Development Trends

Analysis of historical development trends in Springfield provides insights into how the local housing market functions. The housing type mix and density are also key variables in forecasting future land need. Moreover, such an analysis is required by ORS 197.296. The specific steps are described in Task 2 of the DLCD HB 2709 Workbook:

1. Determine the time period for which the data must be gathered
2. Identify types of housing to address (all needed housing types)
3. Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types

ORS 197.296 requires the analysis of housing mix and density to include the past five years or since the most recent periodic review, whichever time period is greater.[8]

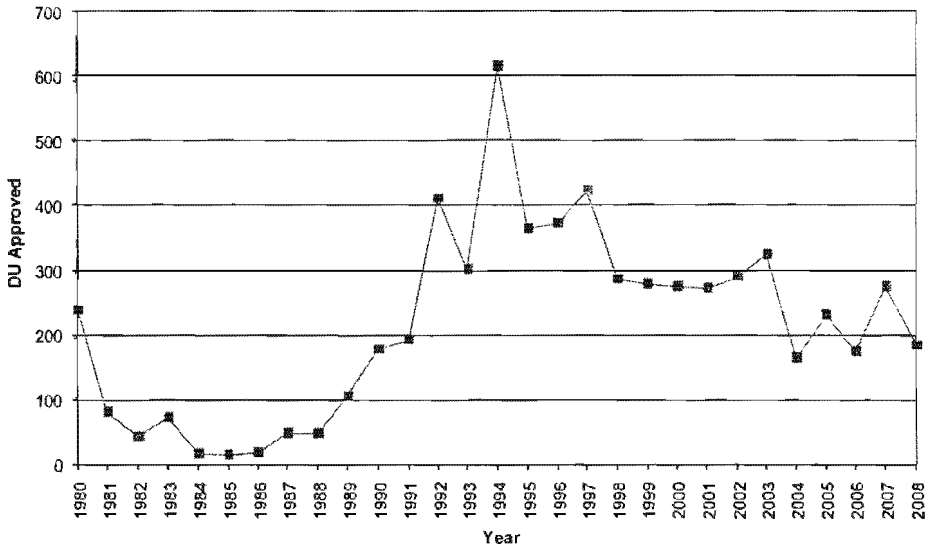
The City of Springfield used the 1999- July 2008 period for this analysis. The rationale for using this period is that permit data prior to 1999 could not be associated with tax lots to develop density estimates. Moreover, the most recent housing needs analysis and inventory for the Eugene-Springfield Metropolitan Area was conducted in 1999. With respect to housing mix, the 1990 and 2000 Census provide more accurate counts.

RESIDENTIAL DEVELOPMENT TRENDS

Figure 4-1 shows dwelling units approved in the Springfield city limits between 1980 and July 2008. Springfield approved 5,836 dwellings during this 26-year period. The number of dwellings approved annually ranges from a low of 14 in 1985 to a high of 616 in 1994. Springfield averaged about 217 dwelling unit approvals per year during this period. The rate of development, however, shows considerable variation from year to year. That variation can be largely tied to economic conditions in the region.

[8] Specifically, ORS 197.296(5) (b) states: "A local government shall make the determination described in paragraph (a) of this subsection using a shorter time period than the time period described in paragraph (a) of this subsection if the local government finds that the shorter time period will provide more accurate and reliable data related to housing capacity and need. The shorter time period may not be less than three years."

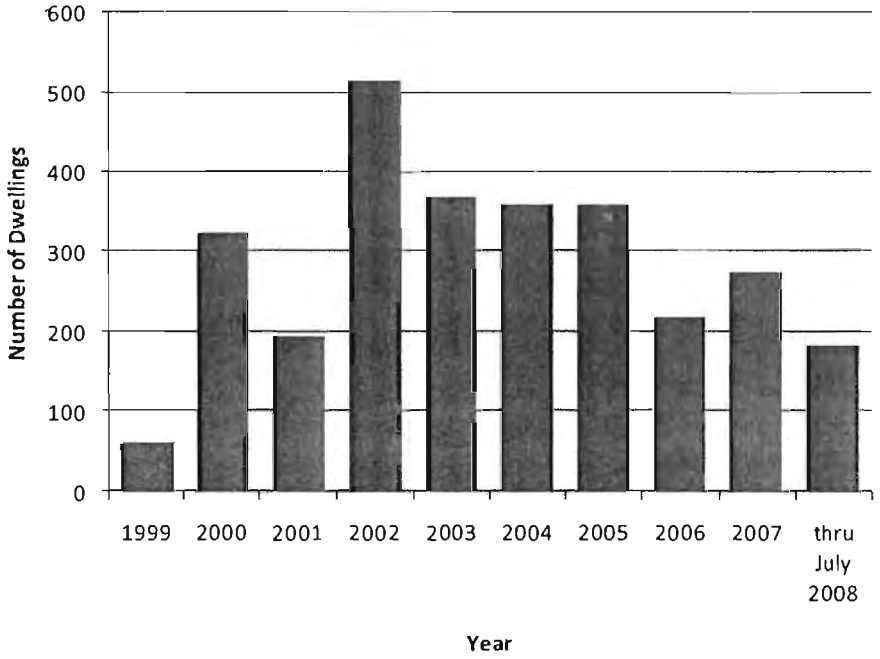
Figure 4-1. Dwelling units approved through building permits issued for new residential construction, Springfield, 1980 – July 2008



Source: City of Springfield Planning Department, 2008
Note: 2008 includes January through July.

Between July 1999 and July 2008, Springfield issued a total of 1,971 building permits for new residential construction that allowed 2,860 dwelling units. Figure 4-1 shows that the number of dwelling units approved varies from year to year and peaked at 515 in 2002. The number of dwellings approved was slower in 1999 and 2001. Between 2003 and 2005, the number of dwellings approved remained relatively steady at around 360 annually. By 2006, residential permits reflected the downturn in the national housing market, but still remained relatively strong averaging around 200 permits per year.

Figure 4-1. Dwelling units approved through building permits issued for new residential construction, Springfield, July 1999 – July 2008



Source: City of Springfield Planning Department, 2006

Table 4-1 shows dwelling units approved through building permits issued for new residential construction by type within Springfield. The data indicate that about 54% of residential dwellings approved were for single-family detached dwellings, manufactured homes accounted for about 10% of all permits issued, and multifamily housing of all types accounted for 36% of permits issued.

Table 4-1. Dwelling units approved through building permits issued for new residential construction by type, Springfield, July 1999 – July 2008

Year	Single Family	Manufact-ured Home	Duplex	Tri-Plex	Four-Plex	Apart-ment	Total Units
1999	30	9	22	0	0	0	61
2000	209	38	30	3	4	40	324
2001	121	46	16	6	0	6	195
2002	252	45	14	0	4	200	515
2003	230	31	18	6	84	0	369
2004	155	26	38	6	12	122	359
2005	144	31	38	6	140	0	359
2006	116	27	17	3	56	0	219
2007	180		30	0	4	61	275
thru July 2008	92	27	10	0	0	55	184
Total Units	**1529**	**280**	**233**	**30**	**304**	**484**	**2860**
% of Units	**53.5%**	**9.8%**	**8.1%**	**1.0%**	**10.6%**	**16.9%**	**100.0%**

Source: City of Springfield Planning Department, 2006

TRENDS IN HOUSING MIX AND TENURE

The housing mix by type (i.e., percentage of single family, multi-family, and mobile/manufactured home units) is an important variable in any housing needs assessment. Distribution of housing types is influenced by a variety of factors, including the cost of new home construction, area economic and employment trends, demographic characteristics, and amount of land zoned to allow different housing types and densities.

Table 4-2 shows changes in Springfield's housing mix from 1990-2000. Between 1990 and 2000, Springfield increased its housing stock by 19%, adding 3,451 dwelling units. The mix of housing did not change substantially. In 1990 and 2000, 54% of dwelling units were single-family detached units. Over the ten-year period, Springfield added more than 2,000 single- family detached dwellings.

Thirty-one percent of the new dwellings added between 1990 to 2000 were multifamily or manufactured. However, the share of these more affordable housing types did not increase in Springfield over the ten-year period. In 1990, these housing types accounted for 37% of the housing stock and in 2000 they accounted for 37% of the housing stock.

With respect to tenure, Springfield experienced a 4% increase in the ownership rate between 1990 and 2000. About 49% of housing in the Springfield city limits was owner-occupied in 1990 and 54% was owner-occupied in 2000. Homeownership rates in Springfield are lower than County and State averages. In 1990, about 61% of homes were owner-occupied in Lane County, a figure that increased to 63% by 2000. State homeownership rates were 63% in 1990 and 64% in 2000.

Table 4-2. Dwelling units by type and tenure, Springfield city limits, 1990 and 2000

	1990 Census		2000 Census		New DU 90-00		
Housing Units	Number	Percent	Number	Percent	Number	Percent	% Increase
Single-family detached	9,687	53.5%	11,721	54.3%	2,034	58.9%	21%
Single-family attached	1,755	9.7%	1,794	8.3%	39	1.1%	2%
Multifamily	4,777	26.3%	6,118	28.4%	1,341	38.9%	28%
Mobile/Manufactured	1,902	10.5%	1,939	9.0%	37	1.1%	2%
Total housing units	**18,121**	**100.0%**	**21,572**	**100.0%**	**3,451**	**100.0%**	**19%**
Occupied Housing Units	**17,447**	**100.0%**	**20,514**	**100.0%**	**3,067**	**100.0%**	**18%**
Owner-occupied	8,599	49.3%	10,987	53.6%	2,388	77.9%	28%
Renter-occupied	8,848	50.7%	9,527	46.4%	679	22.1%	8%

Source: U.S. Census of Population and Housing; SF-3 1990 and 2000.

Table 4-3 shows type of dwelling by tenure (owner/renter-occupied) in 2000. The results show that single-family and manufactured housing types have a much higher ownership rate than other housing types—about 95% of owner-occupied units were in these housing types. Multifamily housing types, including duplexes were predominately renter occupied. It is also notable that 88% of the single-family attached dwellings were renter occupied. By contrast, 20% of single-family detached and 13% of mobile homes were renter occupied in 2000.

Table 4-3. Housing units by type and tenure, Springfield city limits, 2000

	Owner-Occupied			Renter-Occupied			Total	
Housing Type	Number	% by Tenure	% by Type	Number	% by Tenure	% by Type	Number	% by Type
Single-family detached	8,989	80%	82%	2,219	20%	23%	11,208	55%
Single-family attached	204	12%	2%	1,494	88%	16%	1,698	8%
Multifamily-duplex	118	10%	1%	1,113	90%	12%	1,231	6%
Multifamily-3+ units	89	2%	1%	4,447	98%	47%	4,536	22%
Mobile home	1,581	87%	14%	244	13%	2%	1,825	9%
Total	**10,981**	**54%**	**100%**	**9,517**	**46%**	**100%**	**20,498**	**100%**

Source: US Census 2000, Summary File 3; Percentages calculated by ECONorthwest.
Note: Total number of units is slightly different than reported in Table 4-2 due to different data sources (this table uses Summary File 3 sample data; Table 9.30.2 uses Summary File 1, 100% count data.

Table 4-4 shows changes in Springfield's housing mix from 2000-July 2008 based on 2000 Census and residential building permit data provided by the City of Springfield. Between 2000 and July 2008, Springfield increased its housing stock about 13%, adding 2,799 dwelling units. The mix of housing changed slightly, with multifamily dwellings accounting for about 0.9% greater share in July 2008 than 2000.

Table 4-4. Estimated dwelling units by type, Springfield city limits, 2000 and July 2008

	2000 Census		2006 Est.		New DU 00-06		
Housing Units	Number	Percent	Number	Percent	Number	Percent	% Increase
Single-family detached	11,721	54.3%	13,220	54.2%	1,499	53.6%	13%
Single-family attached	1,794	8.3%	1,794	7.4%	na	na	0%
Multifamily	6,118	28.4%	7,147	29.3%	1,029	36.8%	17%
Mobile/Manufactured	1,939	9.0%	2,210	9.1%	271	9.7%	14%
Total housing units	**21,572**	**100.0%**	**24,371**	**100.0%**	**2,799**	**100.0%**	**13%**

Source: U.S. Census of Population and Housing; SF-3 1990 and 2000; City of Springfield Building Permit Data, 2006.

Note: the City building permit data does not distinguish between single-family attached and detached dwellings. Thus, the 2008 estimate probably overestimates single-family detached dwellings and underestimates single-family attached dwellings.

DENSITY

Table 4-5 summarizes approved *net* residential densities by housing type from July 1999 through July 2008. During this period, 2,860 dwelling units were approved by residential building permits. The dwellings are associated with individual tax lots to calculate the net residential density (expressed in dwelling units per acre).[9] This development consumed 436.3 net vacant acres. New housing in Springfield developed at an average net density of 6.6 dwelling units per net buildable acre between 1999 and July 2008.

The data indicate that single-family detached housing types averaged a density of 5.4 dwelling units per net acre, while manufactured homes achieved a lower density of 4.6 dwelling units per net acre. Multifamily housing types show more variation—from 25 units per net acre for triplexes, to 8.5 dwelling units per net acre for fourplexes, and 24.4 dwellings per net acre for apartment buildings with five or more units.

[9] OAR 660-024-0040(9) defines a net buildable acre as follows: For purposes of this rule, a "Net Buildable Acre" consists of 43,560 square feet of residentially designated buildable land, after excluding present and future rights-of-way, restricted hazard areas, public open spaces and restricted resource protection areas.

Table 4-5. Actual residential density by housing type, in net acres, Springfield, July 1999 – July 2008

Housing Type	Dwelling Units	Percent of DU	Net Acres	DU/Net Acre
Single-Family Detached	1,529	53%	280.7	5.4
Manufactured Home	280	10%	61.2	4.6
Duplex	233	8%	37.5	6.2
Triplex	30	1%	1.2	25.0
Fourplex	304	11%	35.9	8.5
Apartments 5+ Units	484	17%	19.8	24.4
Total	**2,860**	**100%**	**436.3**	**6.6**

Source: City of Springfield building permit data