CITIZENS ADVISORY COMMITTEE
January 15, 2019, 6:00 p.m.
Council Chambers at Central Point City Hall

I. MEETING CALLED TO ORDER

II. ROLL CALL/INTRODUCTIONS

David Painter (Chair), Cameron Noble, Cinda Harmes, Patrick Smith

III. MINUTES

Review and approval of October 23, 2018 minutes.

IV. PUBLIC APPEARANCES

V. BUSINESS

VI. DISCUSSION

A. Population Element. Discuss updates to the Population Element to address changes to the population forecast for 2019-2039 planning period. File No. CPA-18004.

A. Buildable Lands Inventory (BLI). Present and discuss the Working Draft Residential BLI, a component of the Land Use Element. File No. CPA-18003.

B. Housing Element. Discuss the Housing Element (review draft), which has been updated based on changes to the Population Element and BLI. File No. CPA-18005.

C. Urbanization Element. Present the Working Draft Urbanization Element of the Comprehensive Plan. File No. CPA-18002.

VII. MISCELLANEOUS

VIII. ADJOURNMENT

City of Central Point
Citizens Advisory Committee Minutes
October 23, 2018

I. MEETING CALLED TO ORDER AT 6:03 P.M.

II. ROLL CALL

Present were: David Painter (chair), Larry Martin, Pat Smith, Cinda Harmes, Cameron Noble. Sam Inkley was absent.

Also in attendance were: Tom Humphrey, Community Development Director and Karin Skelton, Planning Secretary.

III. MINUTES

Cameron Noble made a motion to approve the minutes of the July 10, 2018. Pat Smith seconded the motion. All members said "aye". Motion approved.

IV. PUBLIC APPEARANCES – NONE

V. BUSINESS

I. DISCUSSION

A. Consideration of a Comprehensive Plan and Zoning (map) Change proposal for the properties in the Community Commercial land use designation and the C-2(M) Zoning District. Applicant: City of Central Point. File No.: ZC-18006. Approval Criteria: CPMC 17.96 Comprehensive Plan Amendments and CPMC 17.10, Zoning Map and Zoning Code Text Amendments.

David Painter explained the purpose of the Citizen's Advisory Committee. He gave an overview of the discussion item for the meeting and explained the procedures for citizen participation. He read the procedural rules for the meeting.

Cinda Harmes acknowledged that she was acquainted with a resident of the C-2(M) district.

Mr. Humphrey said the C-2(M) district consisted of 33 tax lots totaling 12 acres. Six of those tax lots are owned by the School District and comprise 6.7 acres. He said any changes made to the zoning would need to be consistent with the Comprehensive Plan. He reviewed the study area and the surrounding zoning.

Mr. Humphrey explained the C-2(M) district was created in 1993 and was intended to enhance Central Point's attractiveness as a location for private medical practices and other health facilities that might be directly or indirectly related to hospital-type activities. There was a Central Point hospital at that time that gave rise to this zone and the residential property surrounding it was anticipated to be used for medical offices, clinics, etc. but this never really occurred. The old hospital building owned by Asante was recently purchased by Central Point School District #6 with the intention of adding to their elementary school facilities. The City received a letter from the School's legal counsel asking the City to consider re-designating/rezoning the school property .

He outlined some options for rezoning:

A: The existing Community Commercial land use and C-2(M) Commercial Medical District zoning has been designated a C2M Land Use Study Area because there are no longer any active medical facilities that this zoning will facilitate. New property owners have requested that the City initiate a zone change to allow the use of old medical buildings for educational purposes. If the land that once housed medical uses is changed there is also the question whether the abutting properties should also be changed. Normally homes that are located in a commercial zoning district are considered *legally non-conforming* uses. In this case the C-2(M) zoning district permits residential uses so property owners have not generally had difficulty refinancing their homes

B: Rezone of all the C-2M area to R-1, Residential Single-Family District. This would make the single family residences consistent and compatible with the surrounding low density residential zoning. However, given the School District's stated plans for their new property, the R-1 zoning would not permit kindergartens or nursery schools. The R-1 district *does* permit public schools, parks and recreation facilities; churches; parochial and private schools.

C: Rezone all the C-2M area to a combination of R-1, Residential Single-Family District and Civic zoning. The school property could all be rezoned Civic in this scenario. This would make the single family residences consistent and compatible with the surrounding residential zoning and would allow the school district to develop uses that are permitted in the Civic zoning district. Civic use types include public and private kindergarten as well as elementary, middle schools, colleges and trade schools .

Mr. Humphrey said land use changes should not have any significant impact on public facilities currently in place. Additionally there would be no change in traffic conditions. He reviewed the permitted uses in each of the proposed zones.

Mr. Humphrey said the property could have both residential and Civic zoning. Civic would be good for the school district and residential zoning more desirable for property owners. Currently all school property but one in the City is zoned civic.

He said the City will initiate the zone change for the benefit of all property owners. No one would have to pay to change their zone.

The meeting was opened for public comment.

Judy Randall
She felt the R-1-6 zoning would benefit the homeowners the best.

The committee asked what the zone was prior to the C-2(M) change. Mr. Humphrey said it was residential.

Mr. Humphrey clarified that the R-1-6 zone would be the most compatible with the size of the existing tax lots. He explained the School District was exploring the idea of using the existing buildings on their property for centralized kindergartens so as to increase the capacity of the existing elementary schools.

They discussed the implications of making the entire area residential. Mr. Humphrey said that would limit options for the School District. They continued to discuss different kinds of schools and what would be best for the School District as opposed to what would benefit the residents most.

James Weathers
Mr. Weathers asked if changing the residential zoning to R-1-6 would increase taxes. Mr. Humphrey explained taxes were based on assessed value of the home and would not be increased because of the zone change. Mr. Weathers said he was in favor of the Civic zoning on the school property.

Mr. Humphrey said he thought a combination of Civic and R-1-6 would be the most beneficial zoning for all concerned. He added that there had been minimal response to the notices which had been sent to property owners.

Cameron Noble made a motion to recommend to Planning Commission and City Council in favor of Civic zoning for the School District property and a zoning of R-1-6 for residential property. Cinda Harmes seconded the motion. All members said aye. Motion approved.

VII. MISCELLANEOUS

Planning update

The Planning Commission has scheduled a public hearing for the Housing Needs Assessment.

There will be some changes to the CAC. Caitlyn Butler has moved and Larry Martin and Sam Inkley may resign due to possible conflicts of interest regarding property they own that may be affected by the UGB Amendment.

The railroad crossing is expected to be completed by early 2019.

The Brodiart buildings on South Front Street are almost completed

The Makers Space in the Crater Iron building is obtaining building permits

The Pear Valley assisted living is almost done

Smith Crossing apartments have obtained permits for two more buildings

VIII. ADJOURNMENT

Cinda Harmes moved to adjourn. Larry Martin seconded the motion. All parties said aye. Meeting adjourned at 7:10 p.m.

The foregoing minutes of the October 23, 2018 citizens Advisory committee were approved by the Citizens Advisory committee at its meeting of January 15, 2018.

_____
Chairman

POPULATION ELEMENT

STAFF REPORT
January 15, 2019

AGENDA ITEM VII-A

Discuss the working draft changes to the Population Element of the Comprehensive Plan. **Applicant**: City of Central Point. **File No**. CPA-18004.

STAFF SOURCE:

Stephanie Holtey, Principal Planner

BACKGROUND

The City last updated the Population Element in 2016 based on the 2015 Coordinated Population Forecast prepared by Portland State University (PSU) Population Research Center (PRC) ("PRC Forecast). Per ORS 195.033, PSU is responsible for preparing all coordinated population forecasts for counties in the state. The PRC Forecasts are updated every four (4) years and serve the basis for comprehensive plans and land use regulations. An updated PRC forecast was published on June 30, 2018. At this time, the City of Central Point is preparing amendments to the Population Element consistent with the 2018 PRC Forecast. This is a prerequisite to amending the Housing Element and amending the UGB.

The most significant change is to the 2018 PRC Forecast is the increased average annual growth rate and subsequent population increase. Demographic characteristics for the Central Point population remain consistent with the prior forecast acknowledged as part of the 2016 Population Element. A summary of changes to the Population Element are listed below:

- Over the next 20-years (2019-2039) population within the Central Point urban area is expected to increase at an average annual rate of 1.5%, which is up from 1.1% per the 2016 Population Element. The primary cause of the increase is net in-migration, which has increased since the 2016 Population Element was adopted.

- Central Point's urban area is projected to see a 13% increase in population between 2019 and 2039. This will take the population from 19, 327 in 2019 to 26,317 in 2039.

- As projected in 2016, the median age of County residents is expected to continue increasing reflecting the continued aging of the Baby Boom generation. Changes in the age structure between 2016 and 2018 are consistent with that trend.

Changes to the Population Element are limited to minor updates of the text, tables, and figures. No policies changes are proposed.

ISSUES

None.

ATTACHMENTS

Attachment "A" – Review Draft Population Element (Clean Copy) (*Note: The Track Changes Version is available upon request.*)

ACTION

Discussion of the working draft of the Population Element.

RECOMMENDATION

Make a motion to the recommend the Planning Commission approve the Population Element update with any changes or feedback deemed important by the CAC.

ATTACHMENT "A"

Population & Demographics Element

2019-2039

City of Central Point Comprehensive Plan

Review Draft

Adopted Central Point City Council
Ordinance No. 2030

Recertified Central Point City Council
Resolution No. ____

DLCD Acknowledged

Table of Contents

1. INTRODUCTION

The purpose of the Population Element is to track the historic characteristics and growth of the City's population, and based on that information develop a 20-year forecast of the population. Based on the 20-year population forecast the City can plan for land and urban service needs to accommodate the population growth.

The City's Population & Demographics Element (Population Element) was updated in 2016. The 2016 update accounted for two events that significantly affected the results of the City's 2008 Population Element. The first event was the Great Recession; the second was HB 2253 designating the Portland State University Population Research Center (PRC) as the sole and official provider of population forecasts for cities and counties throughout the state[1].Together these two events necessitate an update of the City's Population Element.

The Great Recession

Within a year of completion of the *Jackson County 2007 Population Element* (Feb. 2007)[2], which was the basis for the City's 2008 Population Element, the national economy was hit hard by the *Great Recession* (December 2007 to June 2009). The economic impacts of the *Great Recession* were severe and the recovery period extremely sluggish and tenuous. Because job losses were deep across all sectors of the economy and the recovery in job creation slow, the reliance on net migration as a key component to population growth had a significant impact on the City's 2008 population forecasts.

HB 2253

Prior to 2013 Oregon law required that counties prepare coordinated population forecasts according to "generally accepted" demographic methods. The result was population projections throughout the state that were based on highly diverse methods of forecasting that varied from county to county, both in terms of frequency of completion and outcome. Recognizing that population forecasting is the foundation for long-term planning the Oregon legislature in 2013 approved House Bill 2253 assigning Portland State Population Research Center (PRC) the responsibility for preparing coordinated population forecasts for all counties and cities. The population forecasting requirements of HB 2253 were later adopted as ORS 195.033.

The population forecasts presented in this Population Element are from the *Coordinated Population Forecast 2018 through 2068 for Jackson County dated June 2018* prepared by PRC *("PRC Population Forecast")* in accordance with ORS 195.033 and is attached to this Population Element as Appendix A. Typically, the City's Population Element is based on a 20-year planning period. The PRC Population Forecast uses a fifty (50) year forecasting period[3] with a four (4) year update cycle[4], allowing for consideration of both short and long term population change variables, and the re-evaluation of demographic trends and economic events used in prior forecasts. Consequently, every four years the City's Population Element will be updated using the latest PRC Jackson County forecast.

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[1] The Portland Metro is exempt from this requirement.

[2] Basis for determining the City's 2008 population projections.

[3] ORS 195.003(6)

[4] ORS 195.033(4)

This update represents the first update for the PRC Population Forecast for Jackson County. The next update is tentatively scheduled to occur in 2022.

PRC's population forecasts are not considered land use decisions and as such are not subject to review or appeal other than as provided in ORS195.033. However, the City's Population Element, because it contains policies based on assumptions beyond the PRC Population Forecasts, is considered a land use action and therefore subject to the procedural requirements of Section 17.96, Comprehensive Plan and Urban Growth Boundary Amendments, City of Central Point Municipal Code.

With the completion of each 4-year cycle the Population Element will be reviewed for changes in forecasted population and any needed policy changes. If no policy changes are required then the Population Element will be re-certified by resolution of the City Council, including incorporation of the up-dated PRC Population Forecast as an appendix to the Population Element. If, for any reason, the policies of the Population Element need to be modified, then the Population Element shall be updated by ordinance in accordance with ORS 195.033.

2. SUMMARY

When factors such as the economy, fertility, social trends, etc. are factored into the latest population forecast for the planning period 2019-2039 the result was a 12% reduction in the City's initial 2008 population forecast figures[5] (29,006 vs 25,933). When measured in terms of the population's average annual growth rate (AAGR) the forecasted AAGR for the planning period dropped from 4.3% to 1.4%. Based on the forecasted growth rate it is projected that between 2019 and 2039 the City of Central Point is expected to realize a net increase in population of 8,422 (6,945). Based on a projected average household size of 2.5 persons[6] the population increase will result in the formation of 3,369 (2,778) new households by 2039.

The City's population is aging and is expected to continue to do so over the course of the planning period. Net in-migration will be the primary source of population growth (97%), while natural increases will continue to decline (3%). The City's population will also become racially and ethnically more diverse, a trend which is expected to continue throughout the planning period.

3. POPULATION HISTORY & CHARACTERISTICS

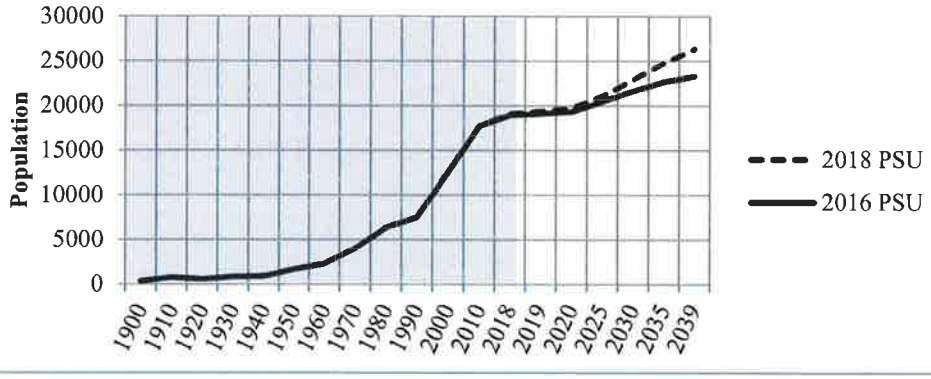
The Town of Central Point was founded on February 26, 1889 and by 1890[7] had a population of 543. With the exception of the decade between 1910 and 1920 the City has steadily grown (Figure 1), and today is the third largest city in Jackson County.

[5] Extended to 2036 from the Jackson County 2007 Population Element.

[6] City of Central Point Regional Plan Element

[7] 1890 U.S. Census

FIGURE 1. HISTORIC & FORECAST POPULATION, CITY OF CENTRAL POINT, 1900-2039

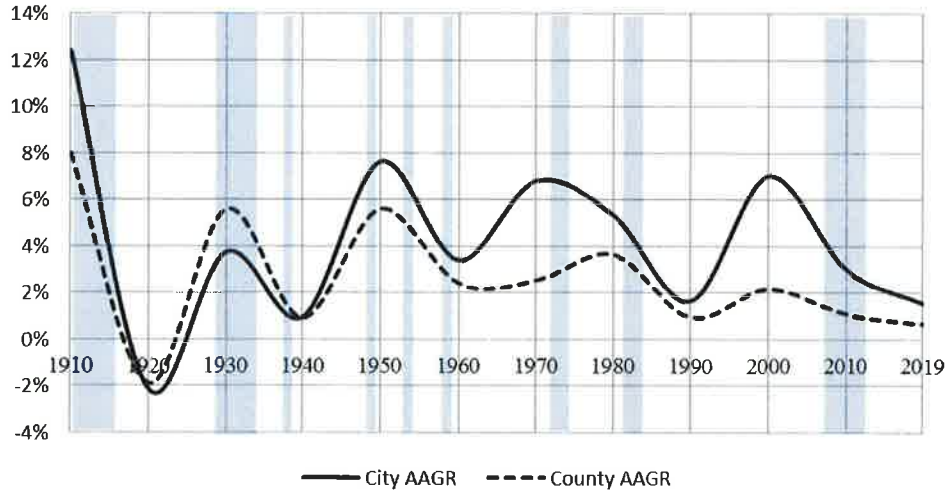


Source: U.S. Census and PRC Coordinated Population Forecast, Jackson County

3.1. Historic Growth Rate

Between 2000 and 2007 the City of Central Point's average annual growth rate (AAGR) was 4.5%, three times Jackson County's AAGR of 1.5% (Figure 2). Since the Great Recession the City and County have experienced a significant slowdown in population growth, particularly from net in-migration. For the period 2010-2015 the City's AAGR dropped below 1%, while the County's AAGR dropped to .6%. As Figure 2 illustrates the decline in AAGR is not an unusual event following recessions, but does bounce back as the economy improves.

FIGURE 2. CITY OF CENTRAL POINT HISTORIC AVERAGE ANNUAL GROWTH RATE 1910-2019



Source: U.S. Census & U.S. Census Bureau American Fact Finder

3.2. Percentage Share of the County Population.

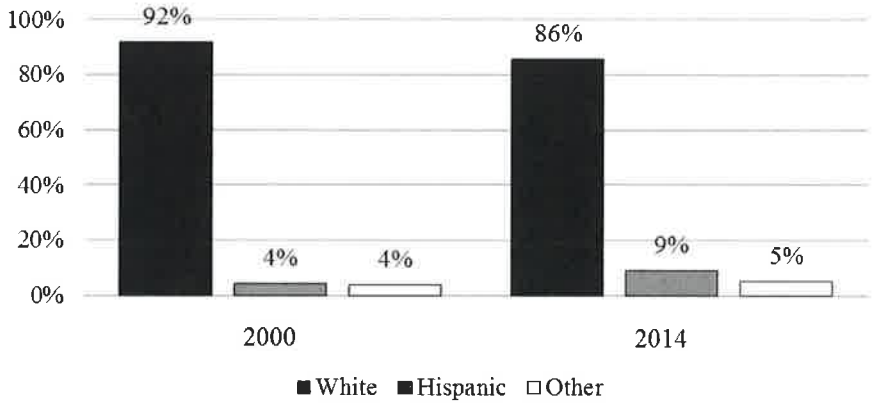
The City's percentage of the county population has consistently increased. In 1900

Central Point's population accounted for 2.4% of the County's population, and remained fairly constant until 1970 when the City's percentage participation jumped from 3.1% to 4.2%. By 2018, the City accounted for 8.7% of the County's population.

3.3. Race and Ethnicity

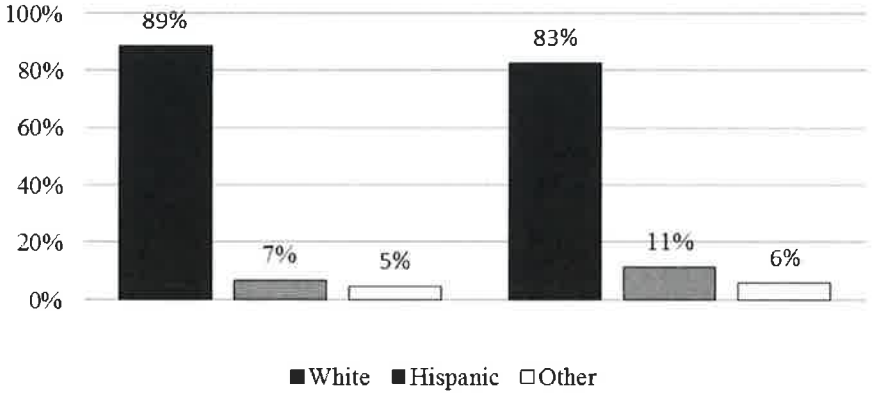
Since the 2000 Census the City's racial diversity has continued to increase, particularly within the Hispanic Community, which more than doubled in size from 4% in 2000 to 9% in 2014 (Figure 4). During this same period the County's Hispanic population increased from 7% to 11% (Figure 5).

FIGURE 4. CITY OF CENTRAL POINT RACIAL POPULATION DISTRIBUTION BY PERCENTAGE, 2000 - 2014



Source: 2000 U.S. Census & U.S. Census Bureau American Fact Finder

FIGURE 5. JACKSON COUNTY RACIAL POPULATION DISTRIBUTION BY PERCENTAGE, 2000 - 2014



Source: 2000 U.S. Census & U.S. Census Bureau American Fact Finder

3.4. Components of Population Growth.

There are two basic sources of population growth: natural increase (births minus deaths)

and net migration (in-migration minus out-migration).

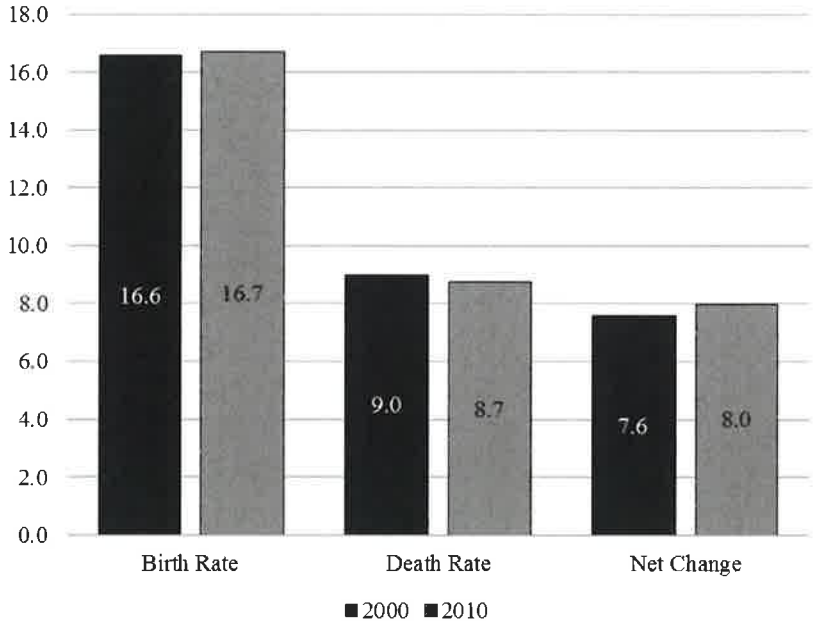
3.5. Natural Increase

Growth occurring as a result of natural increase typically represents a very small percentage of a community's population growth. Since 2000 the City's net natural increase rate (Figure 6) went from 7.6 to 8.0 per thousand population, representing 3% of the City's total population increase during that period. During the same period the County's rate of natural increase dropped from 1.0 to 0.8 (Figure 7).

3.6. Net Migration.

By far the most significant contributor to a community's population growth is net migration. Based on the 2010 U.S. Census, the predominant source of growth for Jackson County was due to net migration, which was responsible for over 80% of the county's population growth[8].

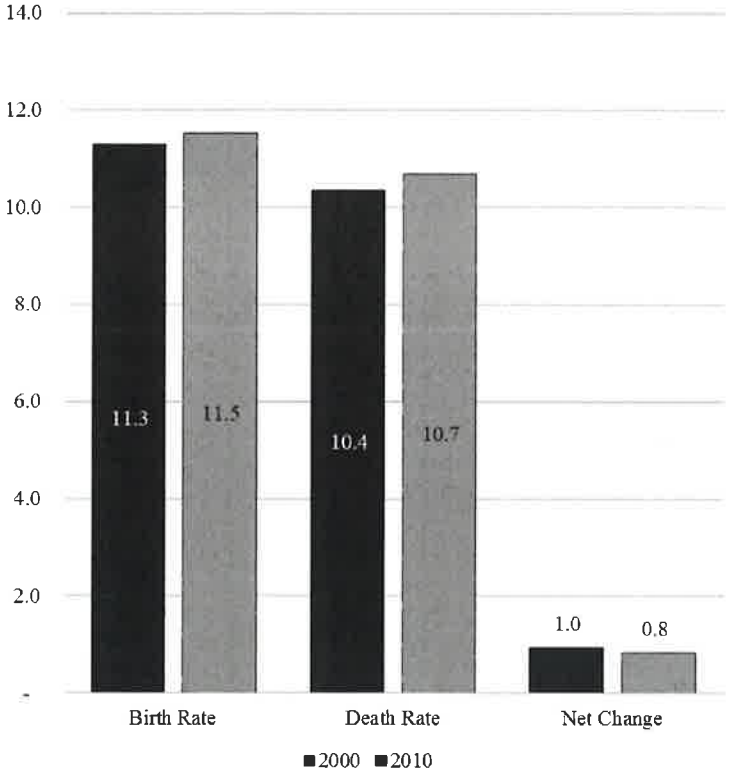
FIGURE 6. CITY OF CENTRAL POINT NATURAL POPULATION RATE*, 2000 and 2010



Source: PRC Coordinated Population Forecast, Jackson County

[8] U.S. Census Bureau, Census 2010

FIGURE 7. JACKSON COUNTY NATURAL POPULATION RATE*, 2000 and 2010

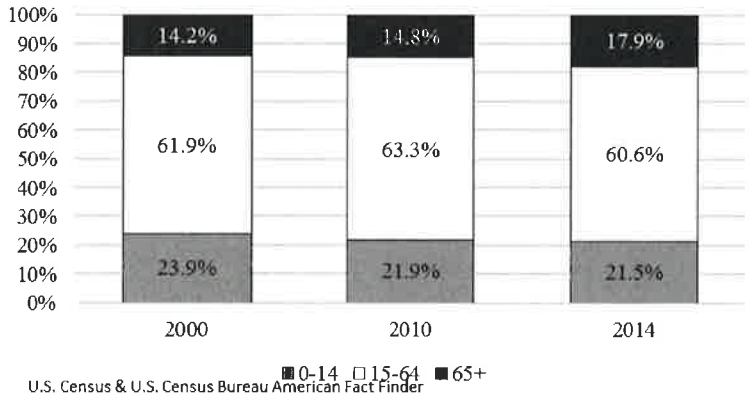


Source: PRC Coordinated Population Forecast, Jackson County

3.7. Age Characteristics.

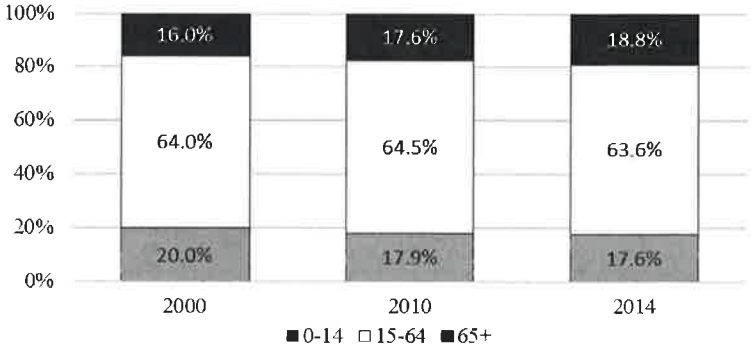
Between 2000 and 2014 the City's median age increased from 34.4 to 37.5 reflecting the continued aging of the Baby Boom generation. For the County the median age changed from 39.2 to 42.7 during the same period. Figures 8 and 9 illustrate the changes in the three major age cohort categories as a percentage of the City's and County's total population.

FIGURE 8. CITY OF CENTRAL POINT AGE STRUCTURE OF POPULATION, 2000 through 2014



U.S. Census & U.S. Census Bureau American Fact Finder

FIGURE 9. COUNTY AGE STRUCTURE OF THE POPULATION, 2000 through 2014



U.S. Census & U.S. Census Bureau American Fact Finder

3.8. Household Types.

A by-product of population growth is household formation. The U.S. Census allocates the population to one of two household types; family and non-family. By definition a household consists of all the people occupying a housing unit[9], which is the basic unit for residential land use planning.

Since the early 1900's (Figure 10) these two household types (family and non-family) have been gradually changing in response to socio-economic conditions. The following is a brief overview of these characteristics as they relate to the City. In addition to the decline in average household size, the distribution of households by type has been gradually shifting from family to non-family households.

3.8.1. Family Households.

Family households are comprised of two or more people who are related by marriage, birth, or adoption. Family households are most commonly represented by married-couples. Family households have, and continue to, dominate household types. Although the formation of family households continues to increase, it is doing so at a decreasing rate. In 1990, family households in the City accounted for 77% of all households. By the 2010 Census, and through 2014[10], family households represented 71% of total households.

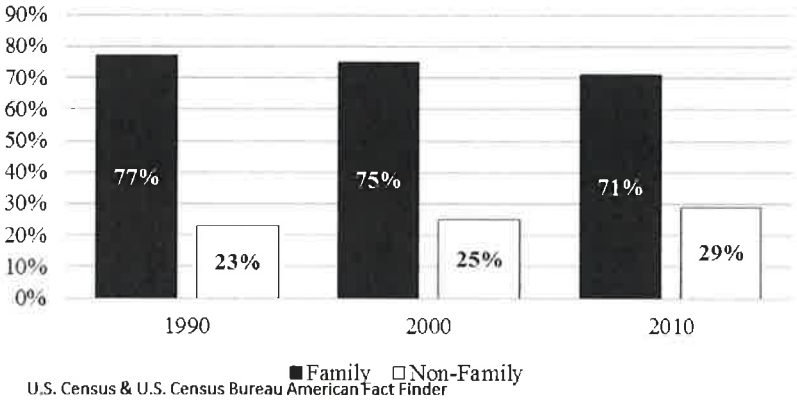
3.8.2. Non-Family Households:

Non-family households are comprised of single persons, or two or more people who are not related. In 1990, non-family households represented 23% of all households within the City. By 2010 non-family households represented 29% of all households. As the City's population grows older, the number of non-family households is expected to increase as the elderly lose spouses and the young postpone marriage, or get divorced.

[9] U.S. Census, Current Population Survey (CPS) - Definitions and Explanations

[10] American Fact Finder, 2014

FIGURE 10. CITY OF CENTRAL POINT FAMILY vs. NON-FAMILY HOUSEHOLDS, 1990 - 2010



U.S. Census & U.S. Census Bureau American Fact Finder

3.8.3. Group Quarters.

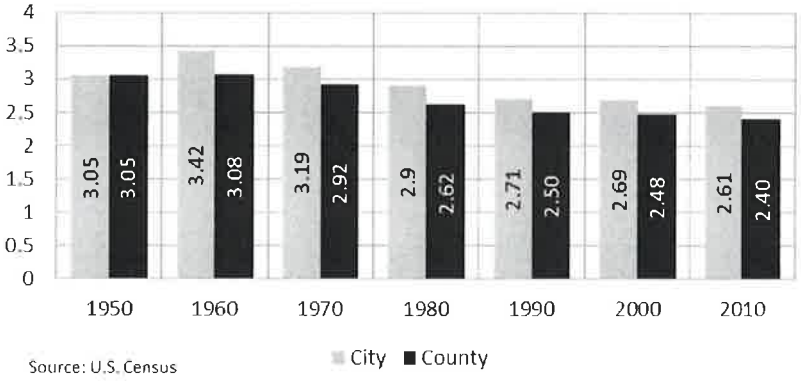
To a much lesser extent there is a third, and smaller segment of the population that is housed in what is referred to as group quarters. Group quarters are defined as non-institutional living arrangements for groups not living in conventional housing units or groups living in housing units containing ten or more unrelated people or nine or more people unrelated to the person in charge. Examples of people in group quarters include a person residing in a rooming house, staff quarters at a hospital, college dormitories, or in a halfway house.

The City's Group Housing population has historically accounted for a very small percentage of the population. Based on the 2000 Census City's Group Housing population accounted for 0.8% (106) of the City's total population and by 2010 had dropped to 0.4% (70) of the total population.

3.9. Average Household Size;

Historically, the City's average household size has been gradually declining from 3.42 average persons per households in 1960 to 2.61 in 2010 (Figure 11). At 2.61 the Cities average household size exceeded the County's average of 2.40, and by 2010 is slightly higher than the U.S. average of 2.58.

FIGURE 11. AVERAGE HOUSEHOLD SIZE, 1950-2010, CITY OF CENTRAL POINT & JACKSON COUNTY

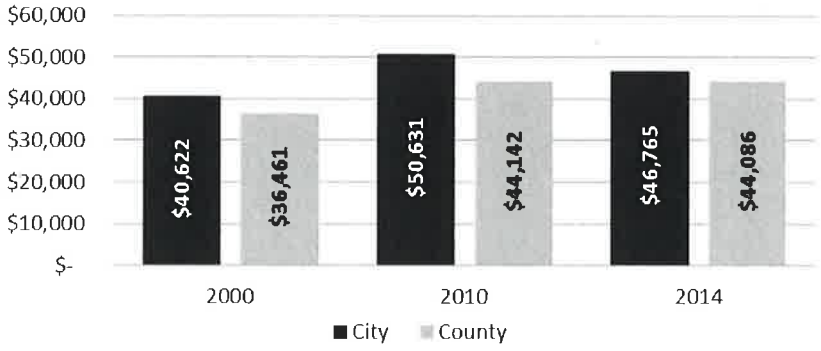


Source: U.S. Census

3.10. Median Household Income.

Figure 13 compares the median household income for the City of Central Point and the County from 2000 to 2014. As illustrated in Figure 12 the City's median household income over the past 15 years peaked in 2010 and by 2014 declined to $46,765.

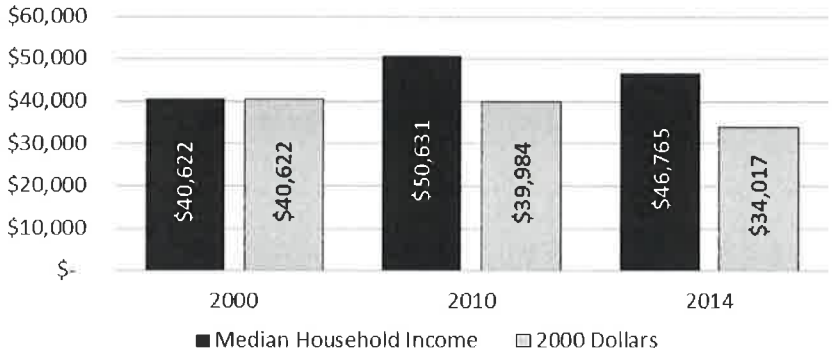
FIGURE 12. AVERAGE HOUSEHOLD INCOME, 2000-2014, CITY OF CENTRAL POINT & JACKSON COUNTY



U.S. Census & U.S. Census Bureau American Fact Finder

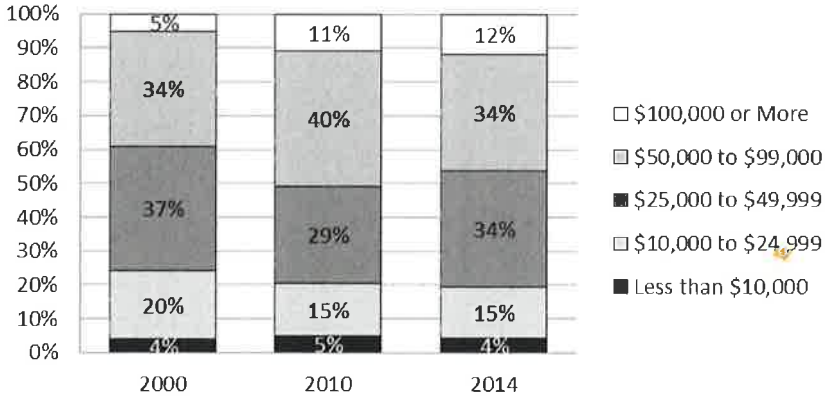
In Figure 13 the median household income for 2010 and 2014 has been adjusted to 2000 dollars. The Great Recession's impact on median household income has not yet recovered from 2000 median income level, which is consistent with national and state changes in median household income. Figure 14 compares the changes in income distributions from 2000, 2010, and 2014.

FIGURE 13. CITY OF CENTRAL POINT MEDIAN HOUSEHOLD INCOME MEASURED TO 2000 DOLLARS



Source: 2000 U.S. Census & U.S. Census Bureau American Fact Finder

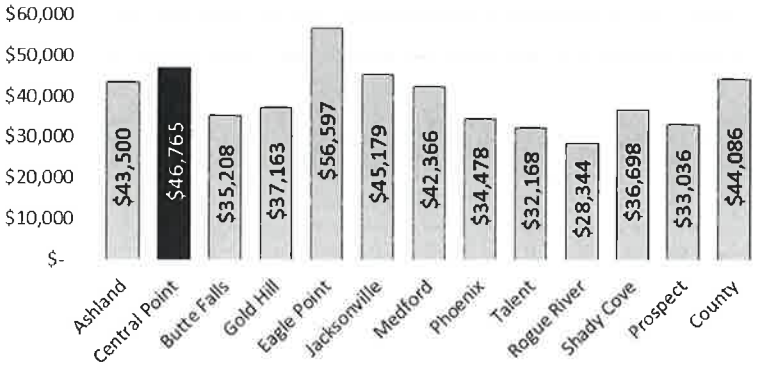
FIGURE 14. HOUSEHOLD INCOME DISTRIBUTION, CITY OF CENTRAL POINT 2010 - 2014



Source: 2000 U.S. Census & U.S Census Bureau American Fact Finder

As of 2014 The City of Central Point had the second highest median income of all cities in Jackson County (Figure 15).

FIGURE 15. 2014 MEDIAN HOUSEHOLD INCOME



Source: U.S Census Bureau American Fact Finder

4. ASSUMPTIONS FOR FUTURE POPULATION CHANGE

The City's future population projections are from the *Coordinated Population Forecast 2018 through 2068 Jackson County (Appendix A)*. These projections are based on the Cohort-Component method of population forecasting, which essentially relies on trends in age, fertility/births, mortality, and net migration.

As the population of Jackson County continues to age the fertility rate will continue to decline. The decline in the fertility rate will be minimal, dropping from 1.9 in 2015 to 1.8 by 2065[11]. Historically changes in fertility rates have not had a significant impact on the City's population growth. Similarly, the death rate, although increasing is expected to have a minimal impact on population growth over the next twenty years. When these two components are combined the net difference does not yield any significant increases in the population. As previously discussed of all the components of population change migration is the greatest contributor to population growth throughout the planning period. Migration is also the most volatile component and is very sensitive to changes in the economy, both positive and negative.

5. POPULATION PROJECTIONS 2019 to 2039

Over the course of the next twenty (20) years the City of Central Point's population is expected to increase at an average annual rate of 1.5%, taking the population from 19,327 in 2019 to 26,317 in 2039 (Table 1). During this same period the City's percentage of the County population is expected to increase from 8.5% to 9.9%. By 2068 Central Point will be the second largest City in Jackson County[12].

[11] *Coordinated Population Forecast 2015 through 2065 Jackson County*

[12] *ibid*

TABLE 1. POPULATION GROWTH PROJECTIONS
CITY OF CENTRAL POINT AND JACKSON COUNTY

Year	Central Point	Jackson County
2019	19,327	228,271
2020	19,714	235,066
2025	21,035	246,611
2030	22,920	257,256
2035	24,815	263,006
2039	26,317	264,951
Change	6,990	36,680

Source: 2018 PRC Coordinated Population Forecast, Jackson County

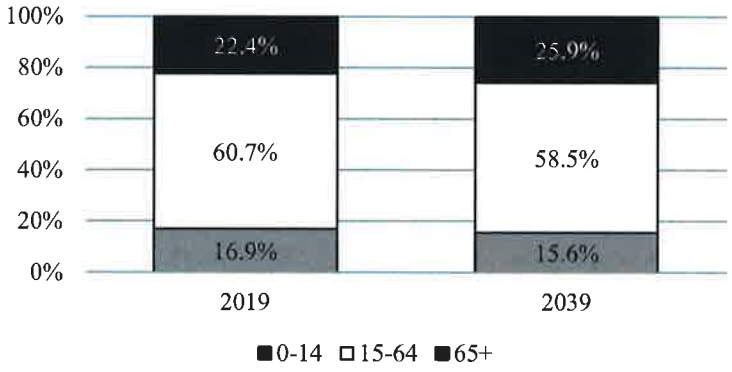
6. PROJECTED POPULATION GROWTH CHARACTERISTICS

The following represents a general overview of the City's and County's population characteristics throughout the 2019-39 planning period. The information is taken from PRC's Coordinated Population Forecast 2018 through 2068, Jackson County.

6.1. Age Characteristics.

Based on the projected County age cohorts (Figure 16) the City's population will continue to get older with the 65+ cohort claiming a larger percentage of the population. Although the City has a younger overall population it will experience a similar increase in the 65+ cohort over the next 20-years. The aging of the population will also have an effect on the demand for housing services, ranging from reductions in household size to changing demand for housing types (i.e. senior housing).

FIGURE 16. COUNTY AGE STRUCTURE OF THE POPULATION, 2019 vs. 2039



6.2. Growth Rate.

The City's population will continue to grow, but at a decreasing average annual growth rate of 1.5% vs. the 2.9% experienced between 2000 and 2010. Similarly, the County's average annual growth rate is expected to decline to 0.9% vs. 1.1%.

6.3. Percentage Share of County.

As illustrated in Table 2 the City's percentage of the County's population will continue to

increase from 8.7% in 2016 to 9.9% by 2039.

6.4. Race & Ethnicity.
The race and ethnicity of both Jackson County and the City of Central Point are expected to continue to diversify. However, over the 20-year planning period the White, non-Hispanic population will remain the dominant race.

6.5. Source of Growth.
The City's primary source of growth will come from net migration (90%+), which is heavily dependent on the economy.

6.6. Household Characteristics.
As illustrated in Figure 11 the average household size has been declining since 1960. For the City of Central Point, the average household size has dropped from 3.42 in 1960, to 2.61 in 2010. It is expected that during the term of the planning period (2016 - 2036) the average household size will continue to decrease, but at a decreasing rate. The City of Central Point Regional Plan Element uses an average household size of 2.5.

6.7. Median Household Income.
Changes in median household income will be a function of the strength of the general economy and the rate of inflation. Time will tell.

7. Population & Demographic Goals & Policies

Goal *- To maintain population and demographic forecasts as the primary data source for developing and implementing plans and programs for management of the City's growth.*

Policy 1 - Population Forecast: *The population data presented in Table 1 is the acknowledged population forecast for the period 2016 through 2036 and is to be used in maintaining and updating the City's Comprehensive Plan. It shall be the responsibility of the City to update the data presented in Table 1 based on the decennial U.S. Census. During the interim census periods adjustments to Table 1 will be based on the latest PRC Forecast (4-year cycle).*

Policy 2 - Average Household Size. *For purposes of calculating household formation, the City will use an average household size of 2.5 for lands within the urban growth boundary. This figure will serve as the basis for determining the number of households expected to be formed throughout the planning period. It shall be the responsibility of the City to periodically monitor and, if necessary, update the average household size through data provided by the U.S. Census Bureau.*

Policy 3 - Household Distribution. *For purposes of calculating household formation, the City will use 70% as the percentage of households that are family households and 30% as Non-Family Households. These figures shall be used in maintaining and updating the City's Comprehensive Plan. It shall be the responsibility of the City to periodically monitor and, if necessary, update the percentage of family households through data provided by the U.S. Census Bureau.*

Policy 4 – Racial and Ethnic Diversity. Racial and Ethnic Diversity. *The City acknowledges the changing racial and ethnic diversity of the community and will continue to develop the strategies and tools necessary to ensure that the benefits of growth meet the needs of all people within the community regardless of race or ethnicity.*

APPENDIX A – *Coordinated Population Forecast, 2018 Through 2068, Jackson County*

BUILDABLE LANDS INVENTORY

STAFF REPORT
January 15, 2019

AGENDA ITEM VIII-B

Discuss the 2019 Residential Buildable Lands Inventory (BLI), a component of the Land Use Element. **Applicant**: City of Central Point. **File No.** CPA-18003.

STAFF SOURCE

Stephanie Holtey, Principal Planner

BACKGROUND

The Residential Buildable Lands Inventory (BLI) tracks the availability of buildable residential lands in the City's urban growth boundary (UGB) sufficient to accommodate the residential needs for a 20-year planning period per OAR 660-005-0005(1). The last Residential BLI was completed in 2016 as part of the Housing Element Update. Since that time, the forecast population for the next 20-years has increased enough to warrant re-evaluation of buildable residential lands, a prerequisite to updating the Housing Element. At the January 15, 2019 Citizen's Advisory Committee meeting, staff will introduce basic elements of the residential BLI and highlight the most significant findings.

As an overview, the City's urban area (i.e. city limits + UGB) consists of 2,972 acres of which 1,488 acres (50%) are designated for residential land use (Table 1).

Table 1. Land Inventory Comparison 2016 vs. 2019

Year	2016		2019	
Land Use	**Acres**	**%**	**Acres**	**%**
Residential	1,529	51.6%	1,488	50%
Commercial	236	7.9%	235	8%
Industrial	275	9.3%	265	9%
Civic	108	3.7%	121	4%
Open Space	175	5.9%	186	6%
Right-of-Way	641	21.6%	677	23%
Total	2,965	100%	2,972	100%

Buildable lands fall into two (2) general categories: 1) vacant land, and 2) redevelopable land. These are lands that either have no improvements (i.e. vacant land) or, due to existing or expected market forces, are already developed and likely to experience intensified residential land use (i.e. infill) or redevelop (i.e. redevelopable through demolition).

Per the Residential BLI, there are 293 gross acres of vacant and redevelopable land of which 67% is infill land. In calculating buildable lands, the City must determine which lands are suitable, available and necessary for development during the 20-year planning period. For this reason, the BLI deducts environmentally constrained lands (i.e. floodways and floodplains) because these lands are either not suitable or not likely to develop during the planning period. Similarly, infill lands pose a significant challenge due to the fact infill parcels are generally smaller in size and comprised of several individual owners who have diverse skill sets, objectives, and risk tolerance levels relative to residential development. Given the City's need to address housing affordability concerns, counting all infill lands as likely to redevelop of the next 20-years is questionable. Between the period 1996-2016, infill activity accounted for 8% of housing units and 6% of residential land usage (See Residential BLI, Appendix D). For the purposes of the BLI, the infill is estimated to increase over the next 20-years to 30% more than doubling the rate of infill activity over the past 20-years ("Infill Adjustment").

After deducting environmentally constrained land and applying the 30% Infill adjustment, the City has 125 net acres of residential buildable land for the period 2019-2039. At the meeting staff will provide an overview the Residential BLI methodology particularly on the infill and redevelopment lands and impacts to residential buildable lands and land need over the next 20-years.

ISSUES

None.

ATTACHMENTS

Attachment "A" – Residential Buildable Lands Inventory (Review Draft)

ACTION

Discuss the Residential BLI.

RECOMMENDATION

Forward a recommendation to the Planning Commission to approve the Residential BLI.

Residential Buildable Lands Inventory (BLI)

2019 – 2039

Review Draft, 12/10/2018

City of Central Point

12/31/2018

1. INTRODUCTION

The use and availability of buildable land is a critical component in tracking a community's rate of growth, and the subsequent need for additional land to support future growth. The primary purpose of the Residential Buildable Land Inventory (BLI) is to maintain a record of the availability of buildable residential lands within the City's urban area (Figure 1). The BLI is prepared in accordance with OAR 660-24-0050(1) requiring that cities maintain a buildable lands inventory within the urban growth boundary sufficient to accommodate the residential needs for a 20-year planning period as determined in OAR 660-024-0040.

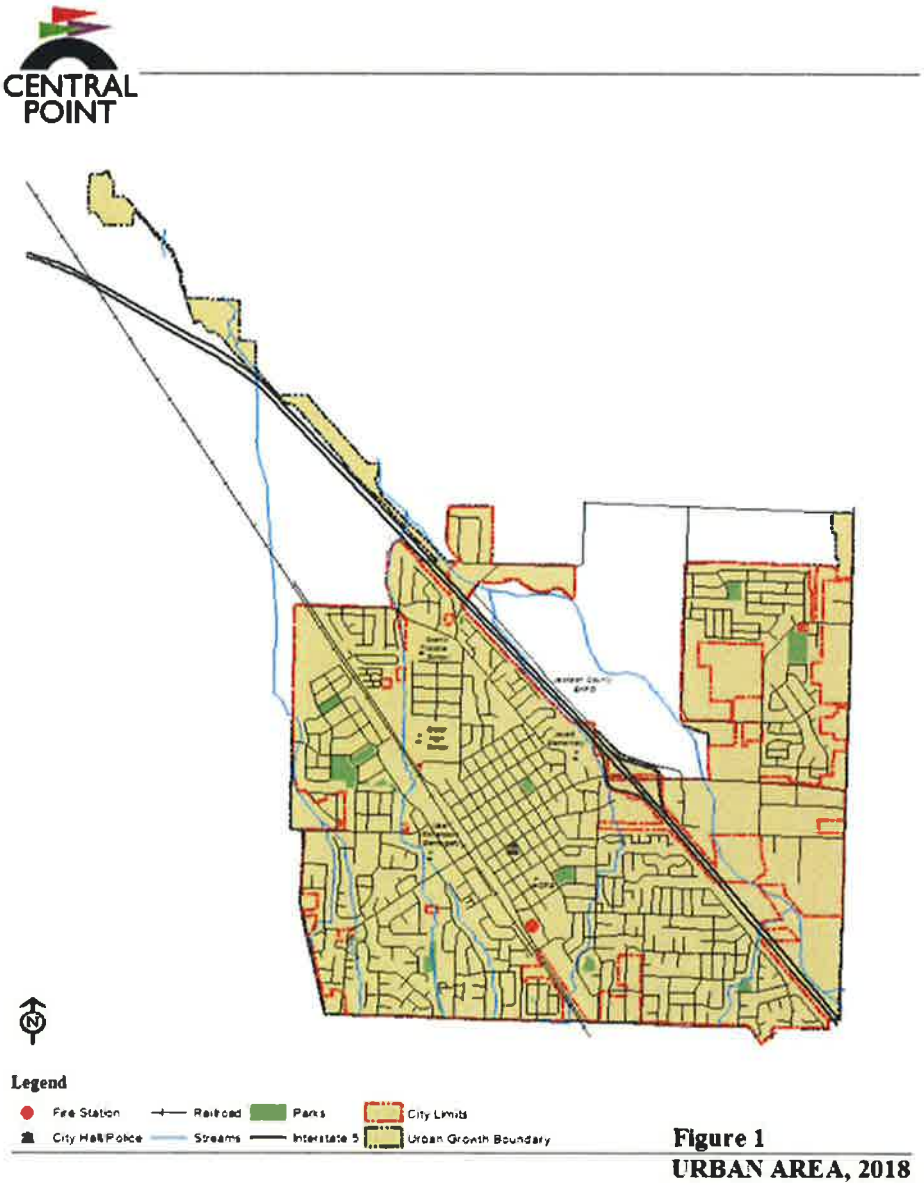


Figure 1
URBAN AREA, 2018

By definition the BLI is strictly a land inventory system. The BLI is not a policy document. The BLI is used by other Comprehensive Plan elements as a resource for the development and monitoring of policy.
The BLI is considered a living document that is continually updated as development activity occurs and is entered into the BLI electronic data base (BLI2019).

2. LAND USE CLASSIFICATIONS AND ZONING

The BLI maintains an accounting of all lands by land use classification and zoning. The City's Comprehensive Plan contains six (6) land use classifications and sixteen (16) sub-classifications (Table 1). Each of the land use classifications are supported by one, or more, of twenty (20) zoning districts (Table 2). The Land Use Classifications and Zoning districts are defined and mapped in the Land Use Element.

3. LAND INVENTORY

As of December 31, 2018, the City of Central Point's urban area contained a total of 2,972 gross acres (Table 1 and 2). Public right-of-way, parks/open space and civic uses accounted for 33% of the City's total gross acreage, while residential (50%), commercial (8%), and industrial (9%) land accounted for the remaining acreage. When public right-of-way is removed, there are 2,271 (77%) net acres within the City's urban area.

Table 1. City of Central Point
Urban Land Inventory by Comprehensive Plan Designation

Comprehensive Plan Designation	Total City Acres	Total UGB Acres	Total Urban Acres	Percentage of Total
VLRes	46	22	68	
LRes	902	88	990	
MRes	194	23	216	
HRes	215	-	215	
TOTAL RESIDENTIAL	**1,356**	**132**	**1,488**	**50%**
NCom	15	8	23	
TPCom	103	8	111	
TCCom	12	3	16	
GenCom	56	-	56	
EmpCom	29	-	29	
TOTAL COMMERCIAL	**215**	**20**	**235**	**8%**
LInd	79	119	197	
HInd	40	28	68	
TOTAL INDUSTRIAL	**118**	**147**	**265**	**9%**
Civic	121	0	121	
TOTAL CIVIC	**121**	**0**	**121**	**4%**
OS	108	78	186	
TOTAL PARKS & OPEN SPACE	**108**	**78**	**186**	**6%**
PUBLIC RIGHT-OF-WAY	**554**	**123**	**677**	**23%**
TOTAL ALL LAND USE CLASSIFICATIONS	**2,472**	**500**	**2,972**	**100%**

Note: Total acreage based on GIS shape file for City and UGB 10/29/18

Table 2. City of Central Point
Urban Land Inventory by Zoning

Zoning	Total City Acres	Total UGB Acres	Total Urban Area Acres	Percentage of Total
R-L	46	22	68	
R-1-6	374	6	380	
R-1-8	393	11	404	
R-1-10	34	22	56	
LMR	111	48	159	
R-2	107	-	107	
R-3	180	-	180	
MMR	78	23	100	
HMR	35	-	35	
TOTAL RESIDENTIAL	**1,356**	**132**	**1,488**	**50%**
C-2(m)	12	-	12	
CN	3	8	10	
C-4	103	8	111	
C-5	12	3	16	
EC	29	-	29	
GC	56	-	56	
TOTAL COMMERCIAL	**215**	**20**	**235**	**8%**
M-1	79	119	197	
M-2	40	28	68	
TOTAL INDUSTRIAL	**118**	**147**	**265**	**9%**
Civic	121	0	121	
TOTAL CIVIC	**121**	**0**	**121**	**4%**
BCG	35	76	110	
OS	73	2	76	
TOTAL PARKS & OPEN SPACE	**108**	**78**	**186**	**6%**
PUBLIC RIGHT-OF-WAY	**554**	**123**	**677**	**23%**
TOTAL ALL ZONING DISTRICTS	**2,472**	**500**	**2,972**	**100%**

Note: Total acreage balances with GIS shape file for UGB 10/29/18

4. DEFINITIONS and METHODOLOGY

To maintain consistency in the maintenance of the BLI the definitions and methodology used in preparing the BLI are presented in Appendix "A" – Definitions and Appendix "B" – Methodology.

5. BUILDABLE RESIDENTIAL LAND INVENTORY

Within the City's urban area, there are approximately 1,490 acres of residential land distributed over four (4) residential land use classifications and seven (7) zoning districts. Approximately 260 acres (17%) of the City's total residential land is considered buildable acres. Table 3 and 4 identify the unadjusted distribution of the residential vacant land by vacant land type (vacant, infill, redevelopment), and total buildable acres. Figure 2 illustrates the geographic distribution of the City's residential buildable land inventory (12/31/2018).

In calculating the Residential Buildable Lands a determination must be made that the buildable lands are suitable, available and necessary (OAR 660-008-0005(2)) for development throughout the 20-year planning period. There are two basic classifications of buildable residential land:

a. Vacant Land –Lands on which there is no development. Infrastructure is available within the 20-year planning period.

b. Redevelopable Land –Lands 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 660-008-0050(7). Redevelopable Land is further categorized as:

   i. Infill Land – These are lands which are partially developed, but have the potential for infill development. Infra-structure is available; and

   ii. Redevelopment (Demolition) Land – These are lands which are currently improved, but the improvements are generally old and the land value exceeds improvement value. Infra-structure is available.

Table 3
City of Central Point
Buildable Vacant Residental Land Inventory by Comprehensive Plan Designation

Comprehensive Plan Designation	Vacant City[1]	Vacant UGB[1]	Total Vacant Acres	Infill City	Infill UGB	Redev. City & UGB	Total Infill & Redev. Acres	Total Gross Vacant Acres	(less) Envir. Acres, Vacant Lands	(less) Envir. Acres, Infill Lands	Total Net Vacant Acres	Less Public Need Acres	Total Buildable Acres
VLRes	-	-	-	10	4	1	14	14	-	1	14		14
LRes	17	7	24	47	48	10	105	129	5	13	111		111
MRes	46	-	46	19	17	1	37	84	6	2	75		75
HRes	12	-	12	49	-	5	53	66	2	4	60		60
Vacant Residential Acres	**76**	**7**	**83**	**125**	**68**	**17**	**210**	**293**	**13**	**20**	**260**		**260**
Percentage of Total Gross Vacant Acres			**28%**	**43%**	**23%**	**6%**	**72%**						

The definition of "Buildable Land" uses the term "likely" in referencing redevelopable residential land. For purposes of context the City refines the likelihood and reasonableness definition for Redevelopable Land as follows:

5.1 Infill Lands Availability Adjusted. As defined in OAR 660-024-0050(2)(a) the infill land classification accounts for an extraordinarily large percentage (67%) of the City's

vacant residential lands inventory (Tables 3 and 4). As a vacant land classification the reasonableness and likelihood of counting all Infill Land as being available for development during the planning period is questionable. Infill Lands are small in size and comprised of many individual property owners with a wide range of real estate development skills and tolerance for risk. To assume that all Infill Land is available places a significant burden on the City's ability to both effectively and efficiently address housing affordability. The City acknowledges that Infill Land is an asset not be overlooked. The question is – to what extent should Infill lands be reasonably expected to participate?

Table 4
City of Central Point
Buildable Residential Land Inventory by Zoning

Zoning	Vacant City[1]	Vacant UGB[1]	Total Vacant Acres	Infill City	Infill UGB	Redev. City & UGB	Total Infill & Redev. Acres	Total Gross Vacant Acres	(less) Envir. Acres, Vacant Lands	(less) Envir. Acres, Infill Lands	Total Net Vacant Acres	Less Public Need Acres	Total Buildable Acres
R-L	-	-	-	10	4	1	14	14	-	1	14		14
R-1-6	2	-	2	28	4	5	37	39	0	6	33		33
R-1-8	2	-	2	10	1	4	15	17	0	1	16		16
R-1-10	0	-	0	4	6	0	11	11	0	0	11		11
LMR	21	7	28	5	37	1	43	70	11	6	53		53
R-2	2	-	2	4	-	1	5	8	-	1	7		7
R-3	4	-	4	37	-	5	42	46	-	2	44		44
MMR	36	-	36	15	17	0	32	68	0	2	66		66
HMR	8	-	8	11	-	0	11	20	2	2	16		16
Total Residential Acres	**76**	**7**	**83**	**125**	**68**	**18**	**211**	**293**	**13**	**20**	**260**		**260**
Percentage of Total Gross Vacant Acres			**28%**	**42%**	**23%**	**6%**	**72%**						

For purposes of the BLI the City estimates that 30% of the Infill Land inventory is likely to be developed during the 20-year planning period. The 30% adjustment is acknowledged in the Housing Element, along with a policy to encourage and monitor infill activity.

The 30% adjustment is based on a survey of infill development within the City between 1996 and 2016 (See Appendix "D"). Tables 5 and 6 adjust for the 30% infill land participation.

5.2 Redevelopment (Demolition) Land. The City uses the U.S. Census Methodology to determine the number of dwellings estimated to be demolished during the 20-year planning period. The methodology, and its application to the City are described in Appendix "C". The redevelopment columns Tables 3 through 6 are based on the methodology in Appendix "C".

Table 5
City of Central Point
Infill Availability Adjusted
Buildable Residental Land Inventory by Comprehensive Plan Designation

Comprehensive Plan Designation	Vacant City[1]	Vacant UGB[1]	Total Vacant Acres	Infill City	Infill UGB	Redev. City & UGB	Total Infill & Redev. Acres	Total Gross Vacant Acres	(less) Envir. Acres, Vacant Lands	(less) Envir. Acres, Infill Lands	Total Net Vacant Acres	Total Buildable Acres
VLRes	-	-	-	3	1	1	5	5	-	1	4	4
LRes	17	7	24	14	14	10	39	63	5	13	45	45
MRes	46	-	46	6	5	1	12	58	6	2	50	50
HRes	12	-	12	15	-	5	19	32	2	4	26	26
Vacant Residential Acres	**76**	**7**	**83**	**37**	**21**	**17**	**75**	**158**	**13**	**20**	**125**	**125**
Percentage of Total Gross Vacant Acres			**52%**	**24%**	**13%**	**11%**	**48%**					

Table 6
City of Central Point
Infill Availability Adjusted
Buildable Residential Land Inventory by Zoning

Zoning	Vacant City[1]	Vacant UGB[1]	Total Vacant Acres	Infill City	Infill UGB	Redev. City & UGB	Total Infill & Redev. Acres	Total Gross Vacant Acres	(less) Envir. Acres, Vacant Lands	(less) Envir. Acres, Infill Lands	Total Net Vacant Acres	Total Buildable Acres
R-L	-	-	-	3	1	1	5	5	-	1	4	4
R-1-6	2	-	2	8	1	5	15	17	0	6	10	10
R-1-8	2	-	2	3	0	4	8	9	0	1	8	8
R-1-10	0	-	0	1	2	0	3	4	0	0	4	4
LMR	21	7	28	2	11	1	13	41	11	6	24	24
R-2	2	-	2	1	-	1	2	5	-	1	4	4
R-3	4	-	4	11	-	5	16	20	-	2	18	18
MMR	36	-	36	4	5	0	10	46	0	2	44	44
HMR	8	-	8	3	-	0	4	12	2	2	8	8
Total Residential Acres	**76**	**7**	**83**	**37**	**21**	**18**	**76**	**158**	**13**	**20**	**125**	**125**
Percentage of Total Gross Vacant Acres			**52%**	**24%**	**13%**	**11%**	**48%**					

6. Residential Land Need

The primary function of the BLI is to assist in the identification of residential buildable land needs during a 20-year planning period. Table 7 identifies the estimated need for buildable residential as of 12/31/2018. Table 7 is based on input from the Population Element, the Housing Element, and the BLI. As noted earlier the BLI is a living document that changes as changes in residential development activity and policy occur.

Table 7
Projected Residential Buildable Land Need
2019 to 2039

2018 Pop.[1]	17,895
2032 Forecast[2]	23,662
2039 Forecast[3]	26,317
Population Increase	8,422
Persons/HH[4]	2.50
Household Increase	3,369
Average Gross Density[5]	7.04
Needed Gross Residential Acres	**479**
Total Buildable Residential Acres[6]	**125**
Additional Needed Gross Residential Acres	**354**

[1] Portland State University Population Research Center, Preliminary Estimate, 2018

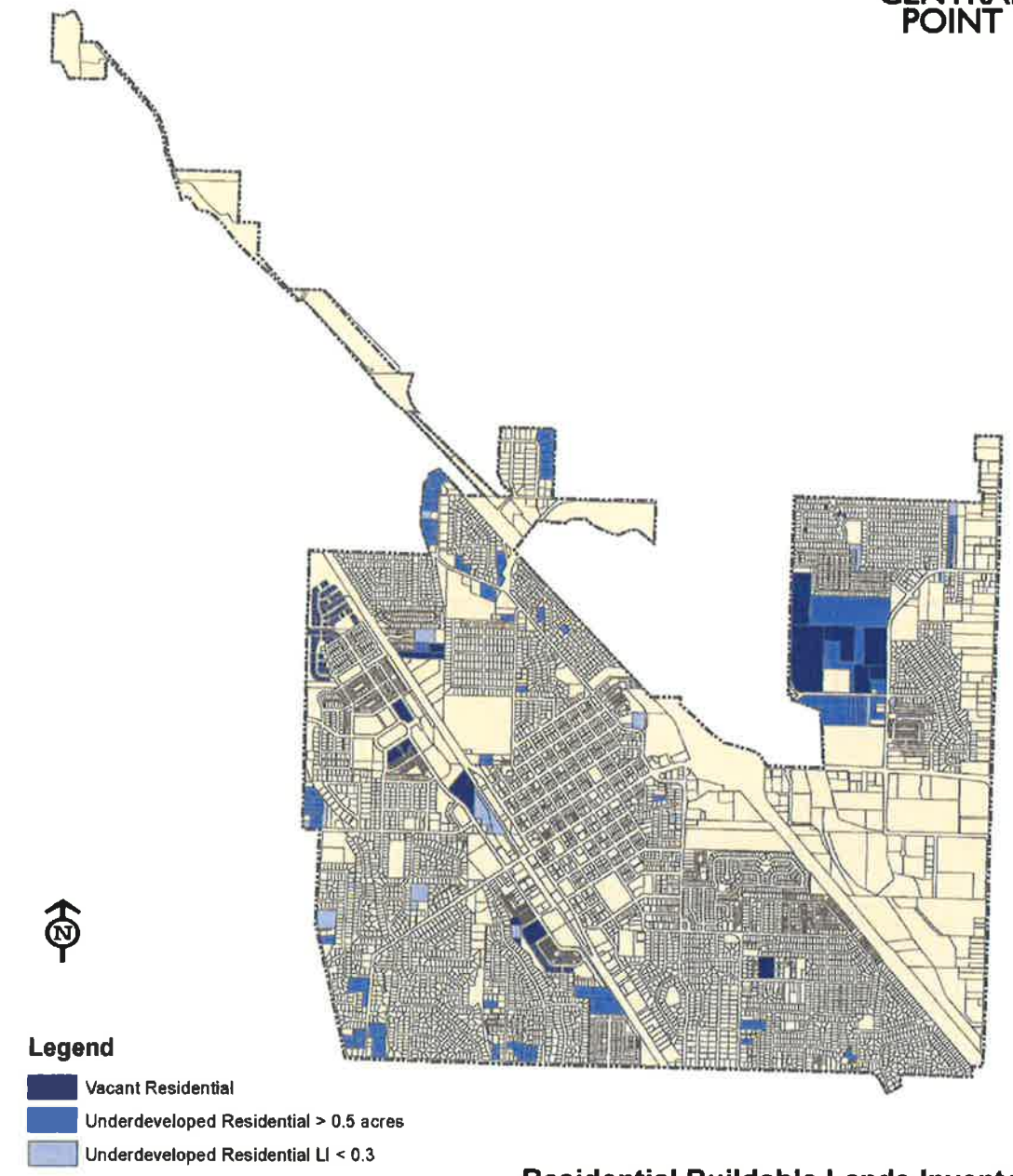
[2] Portland State University Population Research Center, Coordinated Population Forecast for Jackson County, its Urban Growth Boundaries (UGB), and Area Outside UGBs 2018-2068

[3] Based on PSU Interprolation Worksheet

[4] City of Central Point Population Element, 2017 - 2037

[5] City of Central Point Regional Plan Element, 2015 - 2035

[6] City of Central Point Buildable Lands Report, 2019 - 2039, Table 5. Infill Availability Adjusted Buildable Vacant Land by Comprehensive Plan Designation



Residential Buildable Lands Inventory

2019

APPENDIX "A" – Definitions

The 2019 BLI was last updated December 30, 2018. The following definitions are used in preparing and maintain the residential BLI.

Definitions

Buildable Land, Residential: Residentially designated lots or parcels within the City's urban area, including vacant and developed lots or parcels likely to be redeveloped that are suitable, available and necessary for residential uses (OAR 660-008-0005(2)). Land is generally considered "suitable and available" unless it:

1. Is severely constrained by natural hazards as determined under Statewide Planning Goal 7;
2. Is subject to natural resource protection measures determined under Statewide Planning Goals 5, 6, 15, 16, 17 or 18;
3. Has slopes of 25 percent or greater;
4. Is within the 100-year flood plain; or
5. Cannot be provided with public facilities.

Developed Land, Residential: Residentially designated lots or parcels of less than one-half acre that are currently occupied by a residence. (OAR 660-024-0050(2)(b).

Infill Acres, Residential: Developed Residential Land of one-half acre or more, less one-quarter acre (10,890 square feet). OAR 660-024-0050(2)(a).

Land to Improvement Ratio (L:I Ratio): The ratio between the real market value of land and the real market value of improvements as measured by taking the real improvement value of a parcel divided by the real land value based on the Jackson County Assessor records.

Net Buildable Acre, Residential: Consists of 43,560 square feet of residentially designated buildable land, after excluding present and future rights-of-way for streets and roads (OAR 660-024-0010(6)).

Planning Area: The area within an existing, or proposed, urban growth boundary. Cities and counties with urban growth management agreements must address the urban land governed by their respective plans as specified in the urban growth management agreement for the affected area (OAR 660-009-0005(7)).

Redevelopment Acres, Residential: Land 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 660-008-0005(7)).

Note: The BLI uses a methodology developed by the U.S. Census to determine the rate of residential redevelopment based on the age of structures. The specific methodology is presented in Appendix C, ***Methodology for State and County Total Housing Unit Estimates (Vintage 2017)***.

Urban Area: Land within a UGB (OAR 660-24-10)

Vacant Acres, Residential: All residentially designated lots or parcels not currently containing permanent buildings or improvements. For purposes of determination of the presence of permanent buildings/improvements all residential lots or parcels with an improvement value of zero (0), as determined by the Jackson County Assessor, are considered vacant.

APPENDIX "B" - Methodology for Calculation of Residential Buildable Land

The methodology used to inventory and calculate buildable lands is based on the definitions defined in Appendix A. The base data source for identification of buildable lands is the Jackson County Assessor's Records dated April 2018, which has been modified to include such additional information as Comprehensive Plan designations, zoning, development status, etc. The modified database is referred to as the Buildable Lands Inventory (BLI2019.xls).

Step 1. Urban Area, Gross Acres – Using the City's GIS the total geographic limits of the City's urban area are mapped and the gross acres within the limits of the shape file calculated by area within the City Limits and UGB.

Step 2. Net Urban Area by Land Use and Zoning – Using BLI2018 sum by land use and zoning all tax lots within the City's urban area (City Limits and UGB). Tax lots identified for street, road, or access right-of-way (public or private) purposes are not included.

Step 3. Right-of-Way – Deduct the totals (City Limits and UGB) in Step 2 total from Step 1 total, the balance representing acreage used for right-of-way for the City Limits and UGB.

The results of Steps 1 – 3 are presented in Tables 1 and 2 of the 2019 Residential BLI.

Step 4. Buildable Acres, Residential. The methodology for calculating Buildable Residential Land involves the following steps:

Step 4a. Residential Vacant Acres. The BLI identifies all tax lots by their land use designation, development status, and improvement value. When the improvement value of a property is zero the property is defined as Residential Vacant Land. The BLI sums the acreage for all Residential Vacant Land by land use and zoning for the City Limits and the UGB.

Step 4b. Residential Infill Acres. The BLI identifies all residential tax lots for their infill potential. Residential properties in excess of .5 acres and with an improvement value in excess of zero are defined as Residential Developed Land. By deducting 10,890 sq. ft. from each Residential Developed Land record the balance is defined as Residential Infill Land. The BLI then sums the Residential Infill Land for all residentially designated properties, by land use and zoning for the City Limits and the UGB.

Step 4c. Residential Redevelopment Acres. The BLI identifies all residential tax lots by the year the primary residence was built. Using the U.S. Census housing loss methodology presented in Appendix C. The BLI then sums the Residential Redevelopment Land for all residentially designated properties, by land use and zoning for the City Limits and the UGB.

Step 4d. Gross Vacant Residential Acres. Using the sum of the totals generated from Steps 4a through 4c the BLI calculates the Gross Buildable Residential land by land use and zoning for the City Limits and the UGB.

Step 4e. Environmentally Constrained Acres. The BLI includes information on the acreage within each vacant and infill lot or parcel that is considered environmentally constrained. The BLI sums the environmentally constrained land for all residentially designated properties, by land use and zoning, developed, vacant, and infill/redevelopment.

Step 4f. Total Buildable Residential Acres. The BLI takes the results from Step 4d, less the results from Step 4e, to yield Buildable Residential Land by land use and zoning.

Step 5. Infill Lands Adjustment. The Infill Lands inventory is adjusted per the Infill Study in Appendix D. An adjustment of 30% is used to determine the amount of Infill Land that will be available during the 20-year planning period (Tables 5 and 6). The 30% adjustment accounts for "likelihood and availability" of Infill Lands (See Appendix D for Infill Methodology).

Note: Per the Regional Plan Element's measurement of residential development density as gross density it is important to note that for residential purposes the Buildable Residential Land number is used as a net figure, it does not include lands for public right-of-way, parks/open space, schools, or other public uses. For Employment lands public right-of-way is excluded.

APPENDIX "C" – Methodology for Identifying Residential Redevelopment (Demolition) Land

The City does not maintain records for demolitions necessitating the use of another methodology for determining the number and rate of residential demolitions within the City's urban area. The methodology used was found on the U.S Census web site and is referred to as ***Methodology for State and County Total Housing Unit Estimates (Vintage 2017): April 1, 2010 to July 1, 2017***[1] (Methodology). The Methodology was applied to the City of Central Point as follows:

Step 1. Demolition Rate by Region, Type of Housing Unit, and Age. The Methodology provided a loss rate based on the region, type of housing unit, and age of housing unit (Table 1).

Table 1.
Housing Unit Loss Rate by Housing Type and Age, Western Region

Type of Unit and Age	Loss Rate (Units Lost/1,000 Units)
House, Apartment	
10 Years or less (2008-2018)	0
11 to 30 years (1988-2007)	0.37
31 to 59 years (1959-1987)	0.54
60 or more years (1958 and Earlier)	0.64
Mobile Home	1.8

Source: Methodology for State and County Total Housing Unit Estimates (Vintage 2017): April 1, 2010 to July 1, 2017

Step 2. Determine Distribution of Housing by Age and Type. The BLI maintains an inventory of housing by type, year built, and land use designation and zoning. Tables 2A through 2D identifies the housing construction in Central Point by type and year built segregated into age categories as presented in Table 1.

[1] https://www2.census.gov/programs-surveys/popest/technical-documentation/methodology/2010-2017/2017-hu-meth.pdf

Table 2D.
Dwelling Unit Demolitions by Housing Type and Age
City of Central Point, 1958 and Earlier

	Dwelling Units Built and Dwelling Units Demolished, 1958 and Earlier							
Land Use Class	Total Housing Units Built	Total Mobile Homes	Less Prior Period	Total Adjusted Units, 1958 - Earlier	Annual Demolitions, SFR, MFR	20-Year Demolitions, SFR, MFR	20-Year Demolitions, MH	Total Demolitions, 1958 - Earlier
VLRes	23	-	-	23	0.0	0.3	-	0.3
LRes	190	1	-	189	0.1	2.4	0.0	2.5
MRes	204	1	-	203	0.1	2.6	0.0	2.6
HRes	155	3	-	152	0.1	1.9	0.1	2.1
Residential Units	**572**	**5**	**-**	**567**	**0**	**7**	**0**	**7**
							1.80	
				Annual Demolition Rate per 1,000 Units:		0.64		1.8

Table 2B.
Dwelling Unit Demolitions by Housing Type and Age
City of Central Point, 1988 - 2007

	Dwelling Units Built and Dwelling Units Demolished, 1988 - 2007							
Land Use Class	Total Housing Units Built	Total Mobile Homes	Less Prior Period	Total Adjusted Units, 1988 - 2007	Annual Demolitions, SFR, MFR	20-Year Demolitions, SFR, MFR	20-Year Demolitions, MH	Total Demolitions, 1988 - 2007
VLRes	30	-	-	30	0.0	0.2	-	0.2
LRes	2,588	82	203	2,303	0.9	17.0	3.0	20.0
MRes	839	0	216	623	0.2	4.6	-	4.6
HRes	1,444	365	158	921	0.3	6.8	13.1	20.0
Residential Units	**4,901**	**447**	**577**	**3,877**	**1**	**29**	**16**	**45**
				Annual Demolition Rate per 1,000 Units:		0.37		1.8

Table 2B.
Dwelling Unit Demolitions by Housing Type and Age
City of Central Point, 1988 - 2007

	Dwelling Units Built and Dwelling Units Demolished, 1988 - 2007							
Land Use Class	Total Housing Units Built	Total Mobile Homes	Less Prior Period	Total Adjusted Units, 1988 - 2007	Annual Demolitions, SFR, MFR	20-Year Demolitions, SFR, MFR	20-Year Demolitions, MH	Total Demolitions, 1988 - 2007
VLRes	30	-	-	30	0.0	0.2	-	0.2
LRes	2,588	82	203	2,303	0.9	17.0	3.0	20.0
MRes	839	0	216	623	0.2	4.6	-	4.6
HRes	1,444	365	158	921	0.3	6.8	13.1	20.0
Residential Units	**4,901**	**447**	**577**	**3,877**	**1**	**29**	**16**	**45**
				Annual Demolition Rate per 1,000 Units:		0.37		1.8

Step 3. Determine Annual Demolitions. Tables 2A through 2D apply the Methodology loss rates per 1,000 units (Table 1) by land use classification and age. Take the sum of the demolitions and multiply by 20 (projected years).

Step 4. Determine Projected Demolitions and Related Acreage. Multiply the annual loss by the density for each land use classification. Take the sum of the annual demolitions and acreage and multiply by 20 (projected years) to get projected acres made available over the course of the 20-year planning period Table 3.

Table 3
City of Central Point
Estimated Dwelling Unit Demolitions by Land Use Classification
2019-2039

Land Use Class	Total Demolitions	Average Density (Units/Gross Acre)	Demolition Acres
VLRes	1	1	1
LRes	39	4	10
MRes	8	7	1
HRes	42	9	5
Totals	**91**		**17**

Methodology for State and County Total Housing Unit Estimates (Vintage 2017): April 1, 2010 to July 1, 2017

OVERVIEW

The U.S. Census Bureau estimates the number of housing units for each year since the most recent decennial census. With each annual release of housing unit estimates, the entire time series of estimates beginning with April 1, 2010 is revised and updated. The estimates use building permits, estimates of non-permitted construction, mobile home shipments, and estimates of housing loss to estimate change in the housing stock. These component data come from various Census Bureau surveys.

We produce housing unit estimates for all states and counties annually. We release these estimates to the public, and they are used as controls for several Census Bureau surveys, including the American Community Survey (ACS), the American Housing Survey (AHS), and the Housing Vacancy Survey (HVS). In addition to state and county housing unit estimates, we also produce subcounty housing unit estimates. These estimates are central to the production of population estimates for cities and towns across the nation.

METHOD

We produce housing unit estimates using the components of housing change. In this model, we add together the 2010 Census count of housing units, estimated new residential construction, and estimated new mobile homes. From this sum we subtract the estimated housing units lost. The computation of annual July 1 housing unit estimates is expressed by the following formula:

After these data are combined to produce a preliminary set of housing estimates, they are reviewed by members of the Federal-State Cooperative for Population Estimates (FSCPE) and by local jurisdictions. The final housing estimates may reflect updates from their review of the estimates. Each component of the housing unit change model is described below.

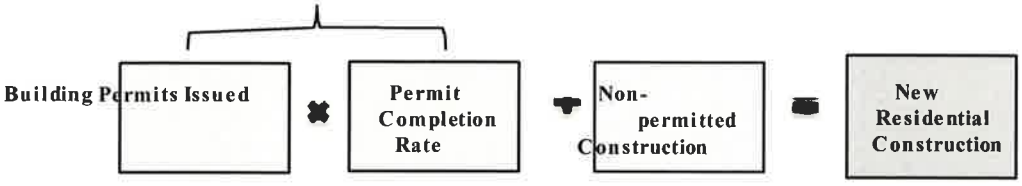
2010 Census Housing Units

Every year, we re-tabulate the 2010 Census counts of housing units in current legal geographic boundaries to form the base for the annual housing unit estimates. The base for the housing estimates reflects annual geographic boundary updates from the Boundary and Annexation Survey (BAS) that are legally effective as of January 1. The base also includes the results of completed Count Question Resolution (CQR) actions and geographic program revisions incorporated into the Master Address File (MAF)/TIGER Database through May of each estimate's year.

New Residential Construction

Residential construction is the largest component of housing change. We estimate new residential construction in two parts: permitted construction and non-permitted construction. The calculation of new residential construction is represented by the following formula:

Permitted Construction



Permitted Construction

According to the Census Bureau, more than 98 percent of all new housing units are erected in places that issue building permits. We calculate estimates of new permitted construction by multiplying the number of residential building permits issued by a permit completion rate. Data on issued permits come from the Building Permits Survey (BPS).[1] This survey includes reported permits from approximately 20,000 jurisdictions. These data are reported to the BPS by calendar year for cities and towns across the country. Implicit in the method of using calendar year permits is an assumption of a six-month lag time between when a building permit is issued and when the housing unit is completed. Thus, permits that are issued in the first six months of a particular calendar year are not processed in the housing unit estimates until the following year. For example, the July 1, 2014 housing unit estimates are based on permits issued between January 1, 2013 and December 31, 2013. Permits issued between January 1, 2014 and December 31, 2014 w ill be processed in the 2015 housing unit estimates.

The permit completion rates used to calculate new permitted construction are based on national estimates of permits that are either abandoned or deemed "out of scope" by the Survey of Construction (SOC).[2,3] We update the completion rate every year, as new survey data become available. The 2014 permit completion rate reflects the percent of building permits issued in calendar year 2013 that resulted in completed housing units.

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[1] The Census Bureau conducts the BPS. For more information about this survey, s
ee http://www.census.gov/construction/bps/.

[2] Abandoned permits are permits that the survey respondent or building permit office has indicated that construction of the housing unit(s) authorized by that permit will not be completed using that permit. Out of scope permits are those that were reported as permits for new, privately-owned housing units by the building permit office, but it was later determined that the units did not meet the definition of new privately-owned housing units (e.g., the units were intended as group quarters, for commercial use, etc.).

[3] The Census Bureau conducts the SOC. For more information about this survey, see http://www.census.gov/econ/overview/co0400.html.

Non-permitted Construction

We calculate estimates of new non-permitted construction using data on new residential housing units constructed in places that do not issue building permits. These data also come from the SOC. The estimates of non-permitted construction are regional-level data that we distribute to all places that do not receive building permits, based on each place's share of the region's total housing units enumerated in the 2010 Census. For example, if a place contained 5 percent of the region's housing units as of the 2010 Census, and does not issue building permits, we distribute 5 percent of the region's non-permitted units in the SOC to that place. There is no lag time applied to the estimates of non-permitted construction. The sampling frame for the SOC does not include any non-permitting areas in the West; therefore, we do not distribute non-permitted housing units to places in that region.

New Mobile Homes

The data we use to create estimates of new mobile homes come from the Manufactured Homes Survey (MHS).[4] We calculate annual mobile home estimates by compiling monthly state shipment data from July of the previous year through June of the current year. For example, the July 1, 2014 mobile home estimates are based on mobile home shipment data from July 1, 2013 through June 30, 2014. We distribute the state-level mobile home estimates to each place within the state based on each place's share of the state's total mobile homes. To do so, we use information from the Census 2000 long form on "type of structure" for housing units.

Housing Unit Loss

We calculate housing unit loss by applying an annual loss rate to the housing stock. The vintage 2017 estimates of housing units lost are based on regional-level data from the 2009 and 2011 American Housing Survey (AHS).[5] A unit is counted as lost if a survey was completed in 2009, but it was listed as a non-response (Type C, 30 – Demolished) in the 2011 survey.

The housing loss rates vary by type and age of structure, which are obtained from the 2010 American Community Survey (ACS) single-year file. Housing units fall under one of three types: houses (including apartments and flats), mobile homes, or other types of housing units. The vintage 2017 housing loss rates are as follows:

[4] The Census Bureau conducts the MHS. For more information about this survey, s
ee https://www.census.gov/programs-surveys/mhs.html.

[5] The Census Bureau conducts the AHS. For more information about this survey, see http://www.census.gov/programs-surveys/ahs/.

V2017 Housing Unit Loss Rates by Region, Type and Age				
Type of Unit	Loss Rate (Units Lost/1,000 Units)			
	Northeast	South	Midwest	West
House, Apartment/Flat				
10 years or less	0.00	0.00	0.00	0.00
11 to 30 years	0.37	0.37	0.37	0.37
31 to 59 years	0.40	1.31	2.57	0.54
60 or more years	0.75	3.68	6.85	0.64
Mobile Homes	8.74	4.08	3.64	1.80
Other Housing Units[6]	0.00	0.00	0.00	0.00

The rates of loss for units less than 10 years old is too small for us to estimate with confidence with the data we have available, therefore, we assume that the rate is zero. We also assume that the "Other Housing Units" are constantly churning and, since we have no growth component for this category, a loss rate of zero seems appropriate.

Numeric estimates of loss are then calculated by applying the above rates to the base file as it is aged to the current vintage year. The base file is given type and age of structure characteristics by applying distributions calculated from the 2010 ACS single-year file. After aging the base from April 1, 2010 to July 1, 2010, the process iterates annually and units increase in age by 1 year at each iteration.

July 1, 2010 Housing Unit Estimates

We use one quarter of the 2010 permitted and non-permitted construction, mobile homes, and housing loss to produce the July 1, 2010 estimates. This represents the change in housing stock during the three month period from April 1, 2010 to July 1, 2010.

REVIEW OF PRELIMINARY ESTIMATES

The preliminary housing unit estimates are distributed for review to members of the FSCPE. Some FSCPE members provide revisions to the estimates, in the form of alternative housing component data, based on information they compile from the jurisdictions within their respective states. Alternative housing component data include local building permits, mobile home placements, demolitions, and housing completions derived from non-permitted construction, certificates of occupancy and housing

[6] "Other Housing Units" include boats, recreational vehicles, and other types of housing arrangements.

ESTIMATES CHALLENGE AND SPECIAL CENSUS REVISIONS

Localities that challenge the Census Bureau's subcounty population estimates have the option of revising the housing component data specific to their area.[7] These revisions are included in the final housing unit estimates. The final estimates may also include other changes due to revisions that occur outside the component estimation framework and are the result of special censuses[8] for full jurisdictions. Special census revisions are reflected in the July 1, 2010 to July 1 of the year following the special census.

[7] For a list of accepted subcounty population challenges, see https://www.census.gov/programs - surveys/popest/about/challenge-program/results.html.

[8] Special Census Program results are available here https://www.census.gov/programs -surveys/specialcensus/data_products/official_counts.html. For a list of accepted special census results incorporated into the Population Estimates, see https://www.census.gov/programs-surveys/popest/about/special-census.html.

APPENDIX "D" – Infill Survey, City of Central Point, 2019-2039

The Infill Land classification in Table 3 and Table 4 represents an extraordinarily large percentage (67%) of the City's buildable residential lands inventory. As a vacant land classification the reasonableness of counting all Infill lands as being available for development during the 20-year planning period is questionable. Infill Lands are small in size and comprised of many individual property owners, each with a varying range of market knowledge and risk tolerance. To assume that all Infill Lands are available places a significant burden on the City's ability to both effectively and efficiently address housing affordability. The City acknowledges that Infill Lands are an asset not be overlooked. The question is the extent of participation as a component of the buildable lands determination?

To gather some insights into the role of Infill lands as a part of the City's residential buildable lands inventory the City surveyed residential infill development activity between 1996 and 2016, a 20-year period. The findings of the survey are presented in Table 1. It was found that during the survey period infill activity accounted for development of approximately 30 acres, with maximum yield of 270 housing units. During the same period the City experienced development of 3,619 dwelling units. Assuming that all infill units surveyed were developed during the survey period this would have accounted for approximately 8% (Participation Rate, Housing) of the total housing built and 6% (Participation Rate, Land) of the buildable residential consumed acres in the City from 1996 to 2016.

For Infill Land purposes it is recommended that the 6% Participation Rate be upwardly adjusted to 30%. The 30% Participation Rate serves as a goal for future infill development. Throughout the 20-year planning period the Participation Rate should be tracked and policies adopted to encourage infill development at the 30% rate, or greater.

The survey results are not absolutes, but instead provide a reference from which to view and evaluate the role of Infill lands in the City's residential BLI. The Housing Element recognizes the findings of the Infill Survey and sets a 30% Participation Rate for Land. The Residential BLI has been adjusted to recognize the 30% participation rate as a reasonable measure of the availability of Infill lands. To be monitored over the next 20-years. The Housing Element further encourages the development of policies that will improve the rate of participation.

Table 1.
City of Central Point Infill Development Activity
1996 through 2016

SUBDIVISION	YEAR PLATTED	# OF PARCELS	DUs	ZONING	LAND USE	GROSS ACRES
Whittle Partition	Feb-96	2	4	R-2	MRes	0.50
Whittle Partition	Mar-96	2	4	R-2	MRes	0.50
Whittle Partition	Mar-96	2	4	R-2	MRes	0.50
Whittle Partition	Mar-96	2	4	R-2	MRes	0.50
Countryside Village Phase II	Mar-96	5	15	R-3	HRes	0.94
Lowe Partition	Jun-96	2	2	R1-6	LRes	0.42
Countryside Village Phase II	Aug-96	3	9	R-3	HRes	0.56
Gutches & Gifford	Aug-96	2	2	R1-6	LRes	0.42
Crown West Partition	Aug-96	6	12	R-2	MRes	1.50
Governor Partition	Aug-96	4	8	R-2	MRes	1.00
Jangaard Partition	Jan-97	2	4	R-2	MRes	0.50
Countryside Village	Feb-97	4	12	R-3	HRes	0.75
Fancher Partition	Jun-97	3	3	R1-6	LRes	0.63
Governor Partition	Jan-98	2	6	R-3	HRes	0.38
Snowy Mountain View Phase 1 Partition	May-98	6	18	R-3	HRes	1.13
Forest Glen Partition	Jun-98	2	2	R-3	HRes	0.13
Snowy Mountain View Partition	Sep-98	22	22	R-3	HRes	1.38
Sandlin Partition	Mar-99	3	9	R-3	HRes	0.56
Brink Partition	Apr-99	4	12	R-3	HRes	0.75
Thumler Partition	Jun-99	3	3	R1-6	LRes	0.63
Key West Proerties Partition	Jun-99	2	2	R1-8	LRes	0.42
Cavin/Smith Partition	Oct-00	2	4	R-2	MRes	0.50
LDS Partition	Oct-00	2	2	R1-10	LRes	0.42
Smith Partition	Jan-01	2	2	R1-6	LRes	0.42
Lafon Partition	Apr-01	2	2	R1-8	LRes	0.42
Giese Partition	Apr-01	2	2	R1-6	LRes	0.42
Orr Partition	Jul-01	2	4	R-2	MRes	0.50
Higinbotham Partition	Feb-02	2	4	R1-8	LRes	0.83
Williamson Partition	May-02	2	2	R1-6	LRes	0.42
Dekorte Partition	May-03	3	3	R1-8	LRes	0.63
Ross Partition	Sep-03	2	4	R-2	MRes	0.50
Rogers Partition	May-04	2	2	R1-8	LRes	0.42
Coffin Partition	May-04	4	8	R-2	MRes	0.50
Lamson Partition	May-04	2	2	LMR	MRes	0.13
A.R.E Properties	May-04	2	2	R1-6	LRes	0.42
Lamson Partition	Oct-04	2	2	TOD-MMR	HRes	0.13
Twin Creek Partition	Mar-05	2	2	LMR	MRes	0.13
Castellano Partition	Jun-05	3	3	R1-6	LRes	0.63
Twin Creeks Partition	Jul-05	2	2	LMR	MRes	0.13
Grissom Partition	Sep-05	2	2	TOD-MMR	HRes	0.13
Magel Homes Partition	Oct-05	2	2	LMR	MRes	0.13
Dahl House Partition	Oct-05	3	3	R1-8	LRes	0.63
Williams Partition	Nov-05	3	3	LMR	MRes	0.19
Skillman Brothers Partition	Jan-06	2	4	R-2	MRes	0.25
Cascade Meadows Phase 1	Mar-06	3	3	TOD-LMR	MRes	0.19
Altus Construction	May-06	4	8	R-2	MRes	0.50
CoWest Partition	Jun-06	2	2	R1-10	LRes	0.42
Whitten Partition	Jun-06	3	3	R1-8	LRes	0.63
Lisk Partition	Jul-06	2	2	R1-10	LRes	0.42
Pattison Addition	Aug-06	2	4	R-2	MRes	0.25
Skillman Brothers Partition	Aug-06	2	4	R-2	MRes	0.25
Bursell Rd	Nov-06	2	4	R-2	MRes	0.25
Block 70 of Plat of CP	Dec-06	2	4	R-2	MRes	0.25
Danbrook Partition	Jan-07	2	6	R-3	HRes	0.38
Rambo Partition	Oct-07	2	2	R-L	VLRes	1.25
Brown Partition	Apr-08	1	1	R1-6	LRes	0.21
Hatten Partition	Dec-13	2	4	R-2	MRes	0.25
Lee Partition	Apr-15	2	2	R1-6	LRes	0.42
Kottke Partition	Apr-16	3	6	R-2	MRes	0.38
Lewellyn Partition	May-16	3	3	R1-8	LRes	0.63
Adams Partition	Jan-06	2	4	R-2	MRes	0.25
TOTALS		**174**	**285**			**29.77**
Units Constructed in the City, 1996-2016			**3,619**			**601.40**
Percentage			**7.9%**			**5%**

HOUSING ELEMENT

STAFF REPORT
January 15, 2019

AGENDA ITEM VIII-C

Discuss the 2019 Housing Element (Review Draft), of the Central Point Comprehensive Plan. **Applicant**: City of Central Point. **File No**. CPA-18003.

STAFF SOURCE

Stephanie Holtey, Principal Planner

BACKGROUND

The Housing Element was last updated in 2017. At that time, the housing analysis looked at the 20-year population forecast (2018-2038) and buildable residential lands and identified a need to add 150 acres of residential land to the urban growth boundary (UGB). Since that time, the Portland State Population Research Center (PRC) updated the Coordinated Population Forecast (PRC Population Forecast) for Jackson County (2018-2068) including the Central Point UGB. Per the PRC Population Forecast, the population and the demand for housing have increased (Table 1).

Table 1
Projected Residential Buildable Land Need
2019 to 2039

2018 Pop.[1]	18,735
2032 Forecast[2]	23,662
2039 Forecast[3]	26,317
Population Increase	**7,582**
Persons/HH[4]	2.50
Household Increase	**3,033**
Average Gross Density[5]	7.04
Needed Gross Residential Acres	**431**
Total Buildable Residential Acres[6]	**125**
Additional Needed Gross Residential Acres	**306**

[1] Portland State University Population Research Center, Certified Estimate, 2018 Adjusted for UGB population

[2] Portland State University Population Research Center, Coordinated Population Forecast for Jackson County, its Urban Growth Boundaries (UGB), and Area Outside UGBs 2018-2068

[3] Based on PSU Interprolation Worksheet

[4] City of Central Point Population Element, 2017 - 2037

[5] City of Central Point Regional Plan Element, 2015 - 2035

[6] City of Central Point Buildable Lands Report, 2019 - 2039, Table 5. Infill Availability Adjusted Buildable Vacant Land by Comprehensive Plan Designation

As shown in Table 1, the most significant changes to the Housing Element include the:

- Increased population forecast for the next 20-years, including the corresponding number of needed households.
- Average gross density for 2019-3039 is prorated at 7.04 units per acre based on the Regional Plan Commitment of 6.9units/acre until 2035 and 7.9 units/acre from 2035-2060.
- Residential acreage distribution is modified to meet the minimum residential density standard decreasing low density (LRes), and increasing medium (MRes) and high (HRes) density land allocations.

The text and tables have been updated and enhanced to address housing characteristics and residential land need. However, no changes to policies are proposed as part of the Housing Element update. At the Citizen's Advisory Committee meeting, staff will present an overview of the Housing Element changes since 2017 including a summary of the findings and implications for future amendments to the UGB.

ISSUES

None.

ATTACHMENTS

Attachment "A" – Housing Element (Review Draft)

ACTION

Discuss the Housing Element.

RECOMMENDATION

Forward a recommendation to the Planning Commission to approve the Housing Element update.

Housing Element

2019-2039
City of Central Point Comprehensive Plan

Review Draft
12-31-2018

Ordinance No.

DLCD Acknowledged:

Contents

1. Summary

Over the next twenty-years (2019-39) the City of Central Point's population is projected to add an additional 7,582 people, the equivalent of 3,033 new households. Most of the households will be the result of in-migration as the region continues to grow. The physical and demographic characteristics of these new households are not expected to significantly change. Single-family detached owner-occupied housing will continue to be the preferred housing type, followed by multiple-family rental housing.

The most significant housing challenge will be affordability. Regardless of housing type the cost of housing is taking a larger percentage of household income.

1.1 Residential Land Need

To accommodate the housing demand the City will need an estimated 431 gross acres of residential land (Table 1). The City's current inventory of Buildable Residential Land totals 125 gross acres, requiring 306 gross acres of additional Buildable Residential Land.

Table 1
Projected Residential Buildable Land Need
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[4] City of Central Point Population Element, 2017 - 2037

[5] City of Central Point Regional Plan Element, 2015 - 2035

[6] City of Central Point Buildable Lands Report, 2019 - 2039, Table 5. Infill Availability Adjusted Buildable Vacant Land by Comprehensive Plan Designation

Aside from the Great Recession, which had a significant negative impact on jobs and housing, the most significant influence on the City's housing program was the adoption of a development

standard requiring a minimum average density of 6.9 dwelling units per gross acre[1] for new residential construction. The relevance of this new density standard becomes evident when compared to the City's current average (1889 through 2018) gross density of 4.41 dwelling units (Table 2). For purposes of comparison Table 2 also shows the City's 1980 maximum allowable density. Unlike the new density standards, which are measured in terms of required minimums, the 1980 densities were stated in terms of maximum allowed densities.

Table 2
City of Central Point
1980, Actual, and 2019-2039 Gross Density Comparision

Land Use Classification	1980 Maximum Allowed Gross Density[1]	Historic Average Gross Densities	2019-2039 Minimum Required Gross Density
VLRes	1.00	1.31	1.00
LRes	6.00	3.85	4.00
MRes	12.00	6.02	7.00
HRes	25.00	7.11	20.00
Average Gross Density	**10.95**	**4.41**	**7.04**

[1] Based on build-out of residentially designated lands

Source: City of Central Point Residential BLI, 2019

Table 3
City of Central Point
Gross Density Comparision Historic, 1980-2018, 2006-2018, and 2010-2018

Land Use Classification	Historic Average Gross Densities	Actual Developed Gross Density, 1980 - 2018	Actual Developed Gross Density, 2006 - 2018	Actual Developed Gross Density, 2010 - 2018
VLRes	1.31	1.51	1.65	-
LRes	3.85	4.14	5.22	5.06
MRes	6.02	7.85	9.71	9.21
HRes	7.11	9.56	19.97	22.04
Average Gross Density	**4.41**	**5.42**	**8.42**	**7.99**

Source: City of Central Point Residential BLI, 2019

The use of minimum average densities does not preclude higher density development. As an example, during the latter two time periods (2006 through 2018 and 2010 through 2018) the higher average densities in Table 3 exceed the average 6.9 minimum density standard. It should be noted that these periods of higher average density were primarily due to the concentration of

[1] City of Central Point Regional Plan

Developable Residential acres in the higher density districts (MRes and HRes), and the subsequent development of higher density housing. These higher densities do not represent the City's long-term housing goal of 6.9 dwelling units per gross acre, but instead illustrates the City's need to re-stock the low density (LRes) Buildable Residential acres and rebalance the total Buildable Residential lands inventory to meet the minimum density objective.

Table 4.
City of Central Point
Comparison Historic Developed Residential Acreage (Gross) Distribution vs. 2006-2018, 2010-2018 and Proposed New 2019-2039 Residential Acreage (Gross) Distribution

Land Use Classification	Historic Percentage Developed Residential Acres, pre-2018	New Percentage Buildable Residential Acreage Distribution, 2019-2039
VLRes	4%	4%
LRes	70%	60%
MRes	11%	20%
HRes	15%	16%
Totals	**100%**	**100%**

Source: City of Central Point Residential BLI, 2019

Table 5
City of Central Point
Required Buildable Residential Lands
2019-2039

Land Use Classification	Percentage Distribution of Needed Developable Residential Acres, 2019-2039	Needed Developable Residential Acres, 2019-2039	2018 Existing Buildable Residential Acres	Surplus or (Shortage)
VLRes	4%	17	4	(13)
LRes	60%	258	45	(214)
MRes	20%	86	50	(36)
HRes	16%	69	26	(43)
Totals	**100%**	**431**	**125**	**(306)**

Source: City of Central Point Residential BLI, 2019

To achieve the minimum density standard it will be necessary to modify the acreage distribution within the City's residential land use classifications (Table 4). The redistribution is most significant in the low density (LRes) classification where there was a 10% reduction from the LRes historic participation. To offset this reduction the medium density (MRes) was increased

9% and a 1% increase in the high density (HRes) land use classifications.
As previously noted (Table 1) the City will need an estimated 431 acres of gross residential land. After taking into consideration the City's current inventory of residential land (125 gross acres), there is a need for an additional 306 gross acres of residential land distributed as shown in Table 5.

1.2 Housing Affordability

Housing affordability will continue to be a challenge for many households, improving and declining as a function of the national economy. The City is very aware of the challenges in addressing housing affordability. The Housing Element includes policies requiring the development of a Housing Implementation Plan (the "HIP"). The specific purpose of the HIP will be to monitor housing needs and affordability in the context of regional efforts by local governments and the private sector, and to put into action those strategies that have the a positive mitigating impact on addressing housing need and affordability in the City of Central Point.

The City does have control over a very critical resource in the affordability equation – the availability of vacant land necessary to meet market demand for housing. Therefore, the primary objective of this Housing Element is the continued assurance that sufficient land is available for housing and that zoning standards are flexible and take in to account all housing types and needs. There are other tools available such as urban renewal and system development charge credits (SDCs), but consideration of these and other options requires additional analysis beyond what this Housing Element offers, analysis more appropriate for the HIP and regional strategies.

1.3 Housing Types

Historically the preferred housing type has been single-family detached (SFD) housing. As a result of changing demographics and affordability the SFD unit has been taking less market share, and is expected to continue that trend until the issue of affordability is resolved. In 1980 the SFD unit accounted for 80% of the City's total housing stock. For the period 1980 through 2018 SFD representation dropped to 70% of all housing units built during that period. The difference was made up in the single-family attached and manufactured homes.

Going forward it is expected that the SFD unit will continue to be the preferred housing type, but with a declining market share. This is reflected in the Developable Residential Land distribution shown in Table 4 and Table 5.

2. Introduction

The City's Housing Element was last updated in 2017 and was based on the 2015 population forecast prepared by Portland State University's Population Research Center (PSU). The most recent PSU forecast (2018) for the City increases the City's population by 7,582 vs. the 4,420 in the 2015 PSU forecast. The magnitude of the 2018 increase is sufficient to warrant a re-evaluation and 2019 update of the Housing Element, particularly as it applies to the need for Buildable Residential Lands.

Prior to the 2017 Housing Element there was the 1983 Housing Element. Ironically, the 1983 Housing Element was completed just after the 1980's Real Estate Crash. Its purpose statement

reflects local government's frustration in its inability to offer timely, meaningful and sustainable solutions to needed housing as ". . . usually ineffective." This reaction is understandable given the circumstances in 1983. At the housing peak in 1978 over 4 million homes across the U.S. were sold. Then, over the course of the next four years housing sales dropped over 50%. With interest rates in excess of 15% housing affordability was a major issue. It wasn't until 1996, almost two decades later, that the national housing market recovered to its 1978 level. Since the Recession we once again confront the issue of housing need and affordability.

Housing demand and supply, as with most commodities, varies with changing demographics and economic cycles. Demographic changes can affect the long-term (generational) demand for housing and is predictable and easily factored into the supply side of the housing equation. Economic cycles, unlike demographic changes, are more whimsical, less predictable, and can be very disruptive to the shorter-term demand and supply for housing. The Great Recession had, and still poses, a significant impact on housing, both on the demand and the supply side of the equation. Prior to the Great Recession demand for housing was high and with sub-prime lending practices housing was affordable. By the end of 2007 the housing bubble had burst – the Great Recession had arrived. Unemployment skyrocketed (16%), mortgage foreclosures reached historic levels, and housing prices tumbled. Overnight housing production of all types virtually ceased. Without jobs homeownership was out of reach for many households.

The Great Recession did not reduce the real demand for housing; people still needed a place to live. Consequently, the demand for rental units increased, but due to the failure of the financial system, real estate lending for all housing types dried up, the short-term housing supply plateaued. With the increase in the demand for rental housing rents began to escalate. Today, unemployment and interest rates are near all-time lows, wages are increasing (although slowly), and lending practices are easing, all of which are improving the supply and affordability of housing, but affordability still remains a challenge. As the economy continues to improve the question remains – will housing affordability continue to improve, or will additional measures be needed before sustainable solutions to the affordability issue are realized?

3. Oregon's Statewide Planning Goal 10, Housing

The need for housing/shelter is one of man's basic survival needs. Oregon's Statewide Planning Goals, Goal 10, Housing, recognizes this need and offers a venue to address not only housing needs in general, but also the broader spectrum of housing – its affordability. The stated purpose of Goal 10 is to ". . . encourage adequate numbers of needed housing at price ranges and rent levels commensurate with the financial capabilities of the City's households".

The City of Central Point's Housing Element addresses the objectives set forth in the State's Goal 10, Housing. The Housing Element will not only encourage adequate numbers of needed housing, but the continuous monitoring of housing activity as it relates to both need and affordability, and the development of strategies and actions addressing housing affordability. It is for this reason that the Housing Element introduces the creation of a Housing Implementation Plan, a dynamic working document that monitors housing activity within the City and coordinates with other communities in the development and implementation of affordable housing at both the local and regional level.

4. Purpose

Over the course of the next 20-year planning period (2019-39) the City's population is projected to increase by 7,582 residents[2]. With an average household size of 2.5 persons[3] there will be a need for 3,033 dwelling units. The types, density, and land required to meet the projected housing demand will be addressed in this Housing Element. On the demand side the Housing Element will monitor the demand for housing and make necessary adjustments in the land supply, while on the supply side the Housing Element will encourage and support the development of a wide array of housing types. The purpose of the Housing Element is:

> *To assure that the City's land use policies, support a variety of housing types at densities and locations that provide and encourage opportunities for the provision of adequate numbers of needed housing units at price ranges and rent levels commensurate with the financial capabilities of the City's households. It is also the purpose of this element to open and maintain communication between private industry and local public officials in seeking an improved housing environment within the Greater Bear Creek Valley Region.*

There are six basic indicators of housing need that serve as the basis for this Housing Element:

1. Household Characteristics;
2. Housing Characteristics;
3. Housing Density, Land Use and Zoning;
4. Buildable Residential Lands;
5. Housing Affordability; and
6. Future Housing Demand and Residential Land Needs

The conclusions, goals and policies of this Housing Element are derived from the current status of each indicator. As part of the Housing Implementation Plan it is expected that each indicator will be monitored and tracked periodically for changes that affect the City's housing needs.

5. Household Characteristics

One of the factors in determining housing demand is an understanding of the characteristics of our households. As defined by the U.S. Census a household includes all the people who occupy a housing unit (such as a house or apartment) as their usual place of residence. There are two major categories of households, "family" and "nonfamily." For purposes of this Housing Element the term "household" includes both "family" and "non-family" households.

The following describes those household characteristics pertinent to understanding the City's housing needs.

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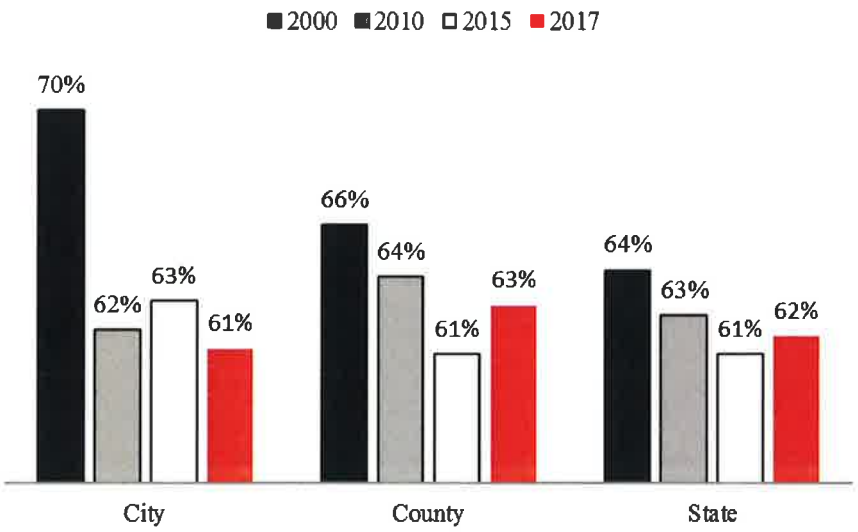
[2] PSU

[3] City of Central Point Population & Demographics Element

5.1 Household Tenure

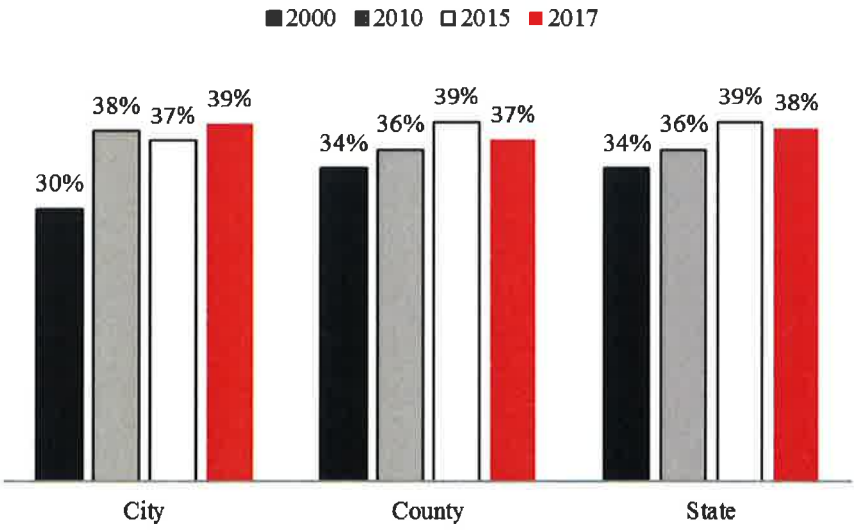
By definition tenure refers to the distinction between owner-occupied and renter-occupied housing units. For the City of Central Point owner occupied housing has been historically the dominant, but declining, form of tenure. In 2017 owner occupied housing represented 61% of all households (Figure 1), down slightly from 2015. Renter occupied units have typically been less than half (Figure 2) of owner occupied units (39%).

Figure 1. Housing Tenure, Owner Occupied



Source: U.S. Census American FactFinder, Selected Housing Characteristics

Figure 2. Housing Tenure, Renter Occupied



Source: U.S. Census American FactFinder, Selected Housing Characteristics

As a result of the Great Recession, and its impact on jobs and income, the owner occupied percentages have been declining as foreclosures forced many to abandon their homes and seek rental housing. Since the Great Recession, as jobs and wages gradually improve, there should have been some movement back to ownership as the preferred tenure. At the county and state level, although slightly lower, there have been some gains in ownership, but at the City level ownership continued to decline. The reason for the decline may be as simple as the increase in construction of rental units since 2015, which may now have reached market capacity, or the result of the growing disparity between increasing housing costs and lagging household income.

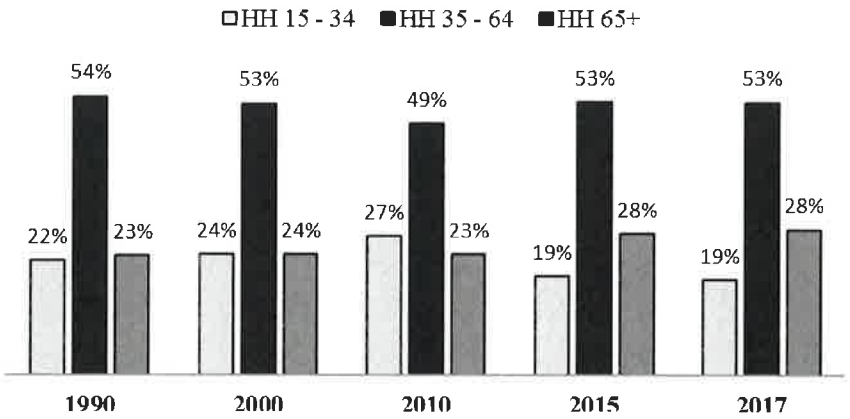
5.2 Age of Householder

A householder is a person, or one of the people, in whose name the home is owned or rented. If there is no such person present then any household member 15 years old and over can serve as the householder[4]. As illustrated in Figure 3 the dominant householder age has been within the 35 to 64 category. As a result of the Great Recession, and the subsequent loss in jobs and income, householders in this age category experienced a reduction, 49% in 2010. Since the Great Recession, as job conditions improved this age category as returned to its pre-recession level.

The age category 65 plus was not affected by the Great Recession. Householders in this category are typically retired, and therefor insulated against the income induced impacts (jobs) of a recession. The increase of householders in this age category is the product of the aging Baby Boomer generation.

Unlike the other two age categories the 15 to 34 category experienced an increase as a result of the Great Recession. Since the recovery the housing participation of this category has dropped below 20%, possibly as a result of relocation for employment purposes.

Figure 3. City of Central Point
Household Age Characteristics



Source: U.S. Census American FactFinder, Occupancy Characteristics

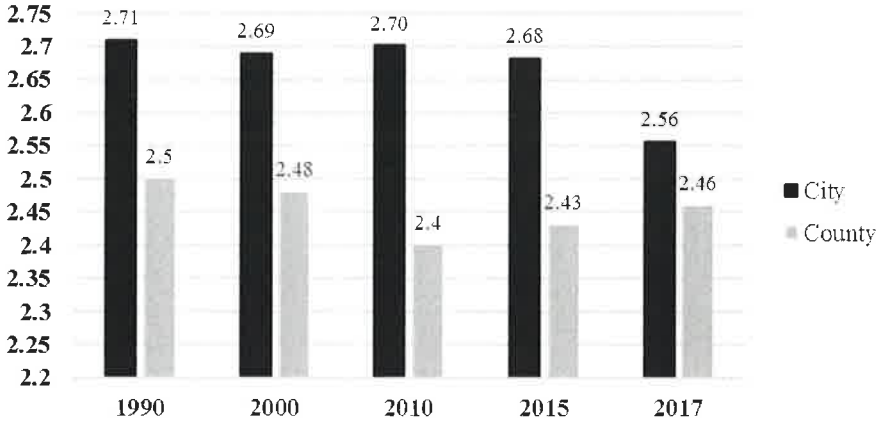
[4] U.S. Census Glossary

5.3 Household Size

The average household size is computed based on occupied housing and total population. Until the Recession the average City household size had been continually declining, and projected to level-out at 2.5 persons per household. Since the Recession the average household size has actually increased. The increase in household size also occurred at the state and county. The primary cause for the increase in average household size is again due to the Recession as many younger adults moved in with their parents or cohabitated for affordability reasons. It is anticipated that as the economy improves and ages that the average household size will continue its downward trend.

Figure 4 identifies the average household size. The Population Element identified an average household size of 2.5 for planning purposes over the next twenty years.

Figure 4. Average Household Size
City of Central Point, 1990 - 2017



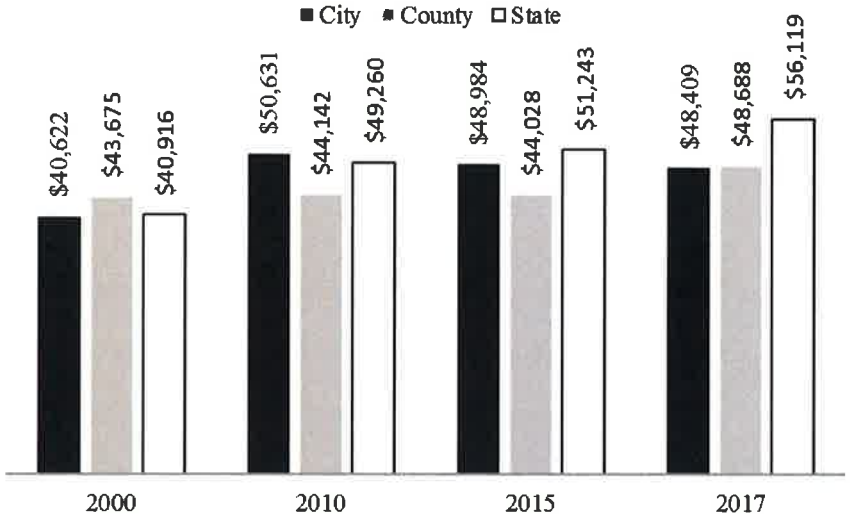
Source: U.S. Census American FactFinder, Selected Housing Characteristics

5.4 Household Income

Between 2000 and 2010 the median household income has steadily increased, peaking in 2010 at $50,631 for the City. Since the Great Recession household incomes have declined. As of 2017 the median household income for the City was $48,409 (Figure 5), down slightly from 2015. At the county and state level median incomes have increased. As with household ownership this decline may be a function of rental housing construction since 2015.Pending continued improvement in the economy the median household income should improve, which in turn should improve housing affordability.

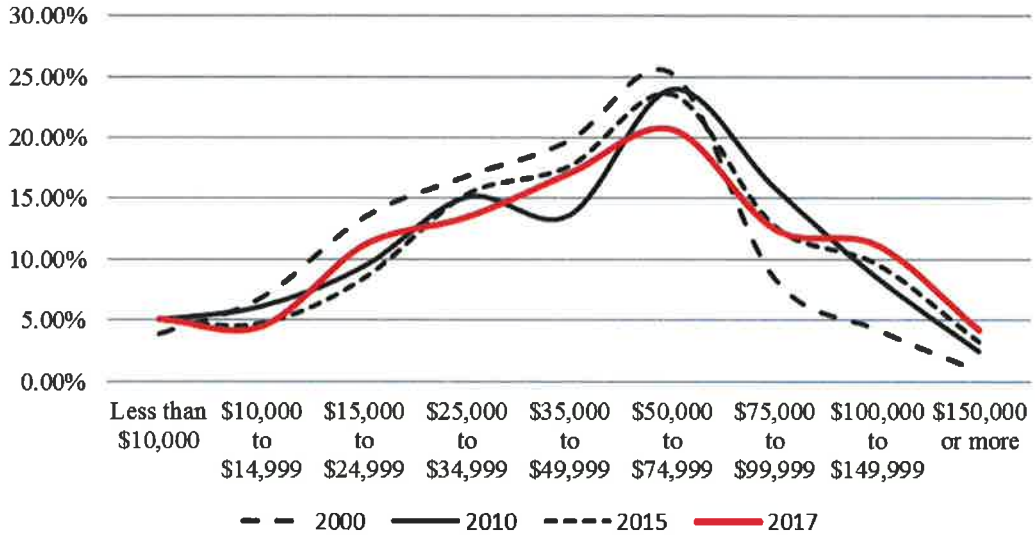
During the Great Recession the most financially impacted household income group was the $35,000 to $49,999 category. This group has almost recovered to pre-Recession levels (Figure 6). The $50,000 to $74,999 income group is the largest group representing approximately 25% of all households.

Figure 5. City of Central Point
Median Household Income



Source: U.S. Census American FactFinder, Selected Economic Characteristics

6. City of Central Point
Household Income Distribution



Source: U.S. Census American FactFinder, Selected Economic Characteristics

5.5 Special Needs Housing

Certain minority groups within the general population have unique challenges and needs that deserve consideration as part of this Housing Element. Often these groups are ignored because they represent a small portion of the total population. However, it is the responsibility of local government to ensure that all citizens have an opportunity for safe and decent housing. The City's most significant contribution to addressing special housing is assurances that the City's zoning and building regulations are not impediments and that the City works collaboratively with other organizations to assure that special needs housing is not left behind.

5.5.1 Elderly Residents

The Baby Boom Generation is the fastest growing segment of the population at both the national, state, and local level. By 2040 it is projected that nationally one in eight persons will be at least 75. In 2014 that figure was one in sixteen[5]. Among individuals aged 80 and over more than 75% live in their own homes, making "aging in place" the preference of most of the elderly population. However, as this older demographic continues to grow, they will find themselves in housing that is not suited or ". . . prepared to meet their increasing need for affordability, accessibility, social connectivity, and well-being." As people age, their physical needs change. Climbing stairs and turning doorknobs can become more difficult impacting the ability to "age in place" becomes more difficult.

The majority of elderly residents are retired and living on pensions or other forms of fixed income. As the costs of maintaining a household increase over time the elderly are typically spending an increasing percentage of their income on housing. As people age, they need housing that is structurally and mechanically safe and that is designed to accommodate people with disabilities. Given the widely varying circumstances of older adults, meeting their housing and housing-related needs requires a range of responses.

5.5.2 Handicapped Residents

Residents who are physically handicapped suffer many of the same problems as the elderly, such as fixed incomes and difficulty in maintaining property. Strategies for elderly housing are applicable to handicapped households.

5.6 Poverty (Extremely Low Income) Residents

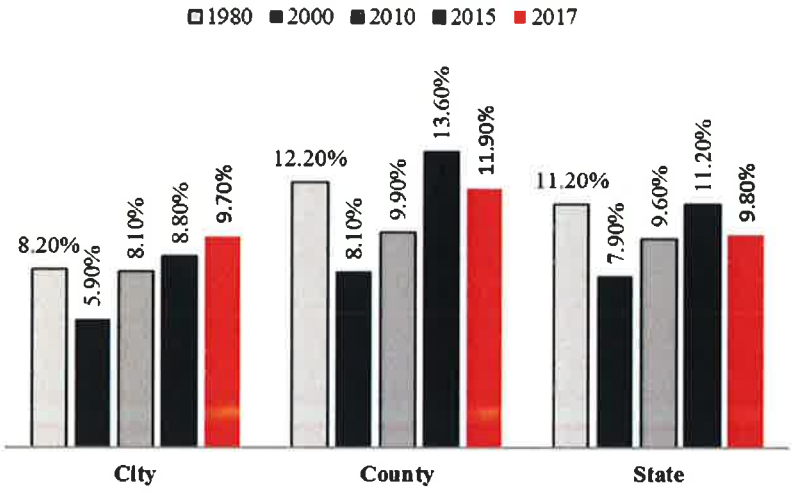
The federal government defines the 2017 poverty level between $12,600 and $41,320 depending on the household size[6]. In 2017 approximately 10% of all families within the City were classified at or below the poverty level, up from 2015. At the County and State level there was a decline in the percentage of families at or below the poverty level. The increase in poverty level households correlates with the decline in median household income. The construction of more single-family detached owner occupied homes will change this trend.

[5] The State of the Nation's Housing; Joint Studies for Housing Studies of Harvard University, 2017
[6] HUD User, FY 2015 Income Limits Documentation System

5.7 Summary, Household Characteristics

Since 2015 the City's percentage of owner occupied units has dropped below the county and state level. The median household income in 2017 is lower than the county and the state. Although the average household size increased this is expected to be a reaction to the Recession, and will return to lower levels in the future as housing affordability improves. As noted earlier the reduction in ownership and income may be a short-term event resulting from rental housing construction since 2015.

Figure 7. Percentage of Families at or Below the Poverty Level



Source: U.S. Census American FactFinder, Selected Economic Characteristics

6. Housing Characteristics

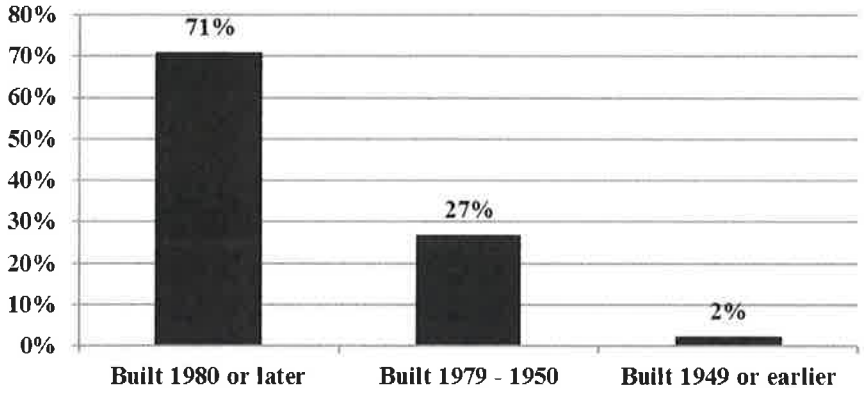
The City's housing stock is approaching 7,000 dwelling units of various type, ages, and value. In 1980 the City's housing inventory totaled 2,291[7] dwelling units. By the end of 2018 the housing unit inventory within the City was 6,864 dwelling units. The following describes the characteristics of the City's housing stock by age, type, tenure, and value.

6.1 Housing Age

Based on the age of the City's housing stock Central Point is considered a young community. Most of the housing was constructed after 1980 (71%). The older housing stock (pre-1949) is concentrated in the original central area of the City. Because of its age most of the City's housing stock is in very good physical condition.

[7] City of Central Point Housing Element

Figure 6.1.
City of Central Point
Age of Housing Stock



Source: City of Central Point, 2019 Residential BLI

6.2 Housing Type

The City's housing stock is comprised of seven (7) housing types as follows:

1. **Single-Family Detached**; a dwelling on a legally defined property designed to be occupied by only one family.

2. **Single-Family Attached**; a dwelling on a legally defined property designed to be occupied by only one family, but has a common wall with other single-family attached dwelling(s);

3. **Duplex/Triplex/Apartments**; a group of dwellings on a legally defined property having 2, 3, and 4 or more dwelling units with separate entrances. This includes two-story houses having a complete apartment on each floor and also side-by-side apartments on a single legally described lot that shares a common wall. Apartments that have accessory services such as food service, dining rooms, and housekeeping are included within this definition;

4. **Manufactured Homes**; a dwelling on a legally defined property that is constructed for movement on the public highways that has sleeping, cooking and plumbing facilities intended for residential purposes and that is constructed on a foundation in accordance with local laws and federal manufactured construction and safety standards and regulations.

5. **Manufactured Homes in Mobile Home Parks**; a group of dwellings located on a legally defined property (Mobile Home Park) that are constructed for movement on the public highways that has sleeping, cooking and plumbing facilities intended for residential purposes and that is constructed on a foundation in

accordance with local laws and federal manufactured construction and safety standards and regulations and

6. **Government Assisted**, housing that provides the occupants with government sponsored economic assistance to alleviate housing costs and expenses for needy people with low to moderate income households. Forms of government assisted housing include direct housing subsidies, non-profit housing, public housing, rent supplements and some forms of co-operative and private sector housing.

The City's housing policies and zoning regulations allow for all of the above housing types.

Historically (1889-1979), the City's housing preference has been for single-family detached housing supplemented by apartments (Table 6). SFR attached units account for less than .5% of the total housing inventory, but this is expected to change as attached housing becomes more acceptable and is an affordable housing option. Between 1980 and 2018 the distribution of housing type by land use category is illustrated in Table 7. At 70% of the total housing stock the single-family detached home was still the preferred housing type, followed by apartments (11%) and Duplex/Triplex (5%). As a housing type Assisted Living housing accounts for approximately 1% of the total housing inventory.

Table 8 measures residential construction between 2006 through 2018 illustrating the shifting of preferences in new residential construction. As a percentage of new construction single-family detached, at 56%, was down from historical highs. Single-family attached increased significantly (12%) from its historic level. For the duplex housing types it was 5%, and for apartments it was at 25%. The purpose in comparing various construction periods is to illustrate that during any given time span the housing inventory will respond with variations in the housing type mix depending on economic circumstances.

The decline in single-family detached dwelling types was the due to the loss of jobs and the subsequent reduction in income occurring as a result of the Recession. When measured between 2010 (post-recession) to 2018 (Table 9) the preference for single-family detached homes improved, whether or not it will continue improving to its post-Recession levels remains to be seen. The point is that during any given time span the housing inventory will respond with variations in the housing type mix.

It is worth noting (Table 6) that a significant number of single-family detached units are located within the higher density land use classifications (24%). The reason for this is primarily historic and regulatory. Many of the older single-family detached neighborhoods have been designated as medium density (MRes) to encourage infill development. On the regulatory side prior to 2006 new single-family detached dwelling units were permitted in both the MRes and the HRes classifications as an acceptable housing type. This practice was suspended in 2006 with amendments to the zoning code requiring minimum densities in all residential zones, and the exclusion of single-family detached dwellings in the medium and high density residential districts.

Table 6.
City of Central Point
Housing Inventory by Type and Land Use Classification, 1889 through 1979

	Number and Type of Dwelling Units										
Land Use Classification	SFR Detached	SFR Attached	Duplex	Triplex	Apartment	Mobile Home	Mobile Home Park	Mixed Use Residential	Assisted Living	Total Developed Units	Gross Density
VLRes	45	-	-	-	-	-	-	-	-	45	1.20
LRes	1,256	1	6	3	4	4	-	-	-	1,274	3.32
MRes	215	8	18	15	39	1	-	-	-	296	4.29
HRes	167	-	20	15	232	5	53	1	-	493	7.12
Total Units	**1,683**	**9**	**44**	**33**	**275**	**10**	**53**	**1**	**-**	**2,108**	**3.77**
Percentage of Total	**80%**	**0%**	**2%**	**2%**	**13%**	**0%**	**3%**	**0%**	**0%**	**100%**	

Source: City of Central Point 2019 Residential BLI

Table 7.
City of Central Point
Housing Inventory by Type and Land Use Classification, 1980 through 2018

	Number and Type of Dwelling Units										
Land Use Classification	SFR Detached	SFR Attached	Duplex	Triplex	Apartment	Mobile Home	Mobile Home Park	Mixed Use Residential	Assisted Living	Total Developed Units	Gross Density
VLRes	30	-	-	-	-	-	-	-	-	30	1.51
LRes	2,573	49	8	-	-	5	76	-	-	2,711	4.14
MRes	603	27	70	-	130	-	-	-	15	845	7.85
HRes	358	53	171	12	439	114	287	11	60	1,505	9.56
Total Units	**3,564**	**129**	**249**	**12**	**569**	**119**	**363**	**11**	**75**	**5,091**	**5.42**
Percentage of Total	**70%**	**3%**	**5%**	**0%**	**11%**	**2%**	**7%**	**0%**	**1%**	**100%**	

Source: City of Central Point 2019 Residential BLI

Table 8.
City of Central Point
Housing Inventory by Type and Land Use Classification, 2006 through 2018

	Number and Type of Dwelling Units										
Land Use Classification	SFR Detached	SFR Attached	Duplex	Triplex	Apartment	Mobile Home	Mobile Home Park	Mixed Use Residential	Assisted Living	Total Developed Units	Gross Density
VLRes	1	-	-	-	-	-	-	-	-	1	1.65
LRes	298	49	8	-	-	-	-	-	-	355	5.22
MRes	139	17	12	-	83	-	-	-	15	266	9.71
HRes	17	28	18	-	258	-	1	-	-	322	19.97
Total Units	**455**	**94**	**38**	**-**	**341**	**-**	**1**	**-**	**15**	**944**	**8.42**
Percentage of Total	**48%**	**10%**	**4%**	**0%**	**36%**	**0%**	**0%**	**0%**	**2%**	**100%**	

Source: City of Central Point 2019 Residential BLI

Table 9.
City of Central Point
Housing Inventory by Type and Land Use Classification, 2010 through 2018

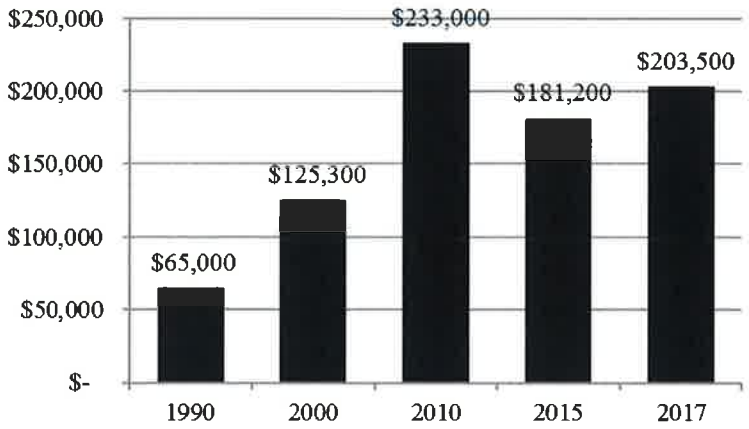
	Number and Type of Dwelling Units											
Land Use Classification	SFR Detached	SFR Attached	Duplex	Triplex	Apartment	Mobile Home	Mobile Home Park	Mixed Use Residential	Assisted Living	Total Developed Units	Net Density	Gross Density
VLRes	-	-	-	-	-	-	-	-	-	-	-	-
LRes	144	21	4	-	-	-	-	-	-	169	6.32	5.06
MRes	94	17	12	-	71	-	-	-	15	209	11.51	9.21
HRes	-	28	-	-	82	-	-	-	-	110	27.55	22.04
Total Units	**238**	**66**	**16**	**-**	**153**	**-**	**-**	**-**	**15**	**488**	**9.98**	**7.99**
Percentage of Total	**49%**	**14%**	**3%**	**0%**	**31%**	**0%**	**0%**	**0%**	**3%**	**100%**		

Source: City of Central Point 2019 Residential BLI

6.3 Housing Value

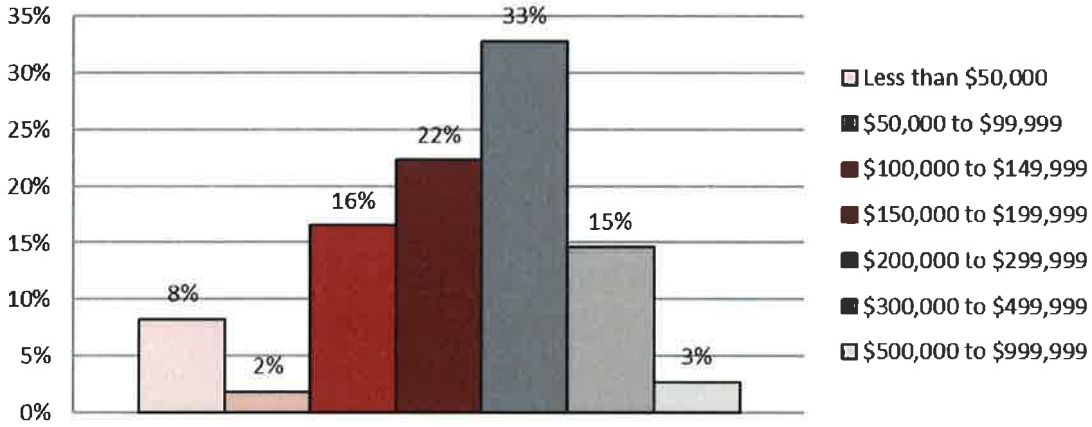
Prior to the Great Recession the median owner occupied housing value increased substantially reaching a peak value of $233,000 (Figure 9). These early value increases were indicative of the demand and affordability of housing. Jobs were plentiful and easy financing was accessible. With the on-set of the Great Recession the real estate bubble burst causing a 22% reduction ($181,200) in the 2010 median house value. Since 2010 owner occupied housing values have been increasing, but not to pre-Recession levels. By 2017 the median housing value, at $203,500, had not reached its 2010 peak.

Figure 9. City of Central Point, Median Owner Occupied Value



Source: U.S. Census American FactFinder, Selected Housing Characteristics

Figure 10.
City of Central Point, Percentage Housing Value Distribution, 2015



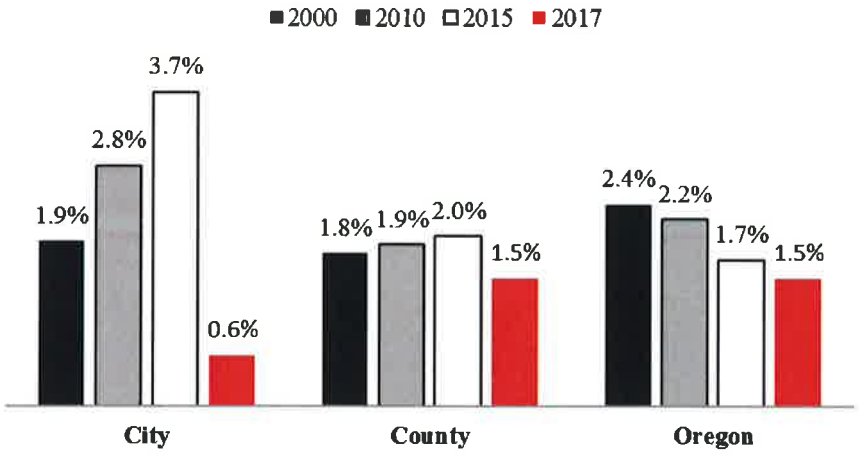
Source: U.S. Census American FactFinder, Selected Housing Characteristics

In 2017 the housing value distribution (Figure 10) places 48% of the City's owner occupied inventory in the $199,999 or less category, down from 55% in the 2017 Housing Element. A vacancy rate less than 5% is equivalent to market equilibrium supply equals demand.

6.4 Housing Vacancy

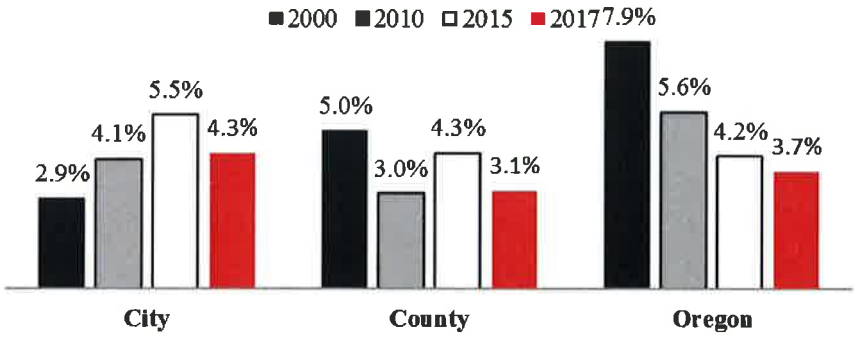
Another characteristic of the housing supply is the vacancy rate. Vacancy rate is the percentage of housing units (rental and ownership) are unoccupied or are available for rent at any given time. The vacancy rate also serves as a measure of housing demand vs. supply. As illustrated in Figures 11 and 12 the vacancy rates for owner and renter housing have been increasing in both the City, while for the county and the state the vacancy rate has been declining.

Figure 11. Owner Vacancy Rate Comparison 2000-2017



Source: U.S. Census, American Community Survey, Selected Housing Characteristics

Figure 12. Renter Vacancy Rate Comparison, 2000-2017



Source: U.S. Census, American Community Survey, Selected Housing Characteristics

6.5 Summary, Housing Characteristics

The City's housing inventory is typical of the region reflecting the western region's preference for single-family detached housing. The housing stock is young and heavily concentrated in the single-family detached category. The cost of housing is slightly on the high side for the region, but typical for the state. The demand for housing, measured by the vacancy rate in 2017, is strong.

7. Housing Density, Land Use and Zoning

In 2012 the Greater Bear Creek Valley Regional Plan was approved by Jackson County. Shortly thereafter the City of Central Point adopted its component of the Regional Plan as an element to the City's Comprehensive Plan. In the City's Regional Plan Element it was agreed that all new residential development within the UGB would be constructed at an average minimum density of 6.9 dwelling units per gross acre, and after 2036 the minimum density would increase to 7.9 dwelling units per gross acre. The targeted density for this Housing Element is 7.04 dwelling units per gross acre.

7.1 Housing Density

Measured in 10-year increments beginning in 1980 the City's average gross residential density has been steadily increasing (Table 10). The causes and rates of increase have not been specifically studied, but in general can be attributed to a variety of factors from changes in the economy to improving efficiencies in housing development practices. In 2006 the City amended its zoning ordinance setting mandatory minimum density standards for all residential zoning districts. Until then the higher density zoning districts were allowed to build at much lower single-family detached densities.

Table 10.
City of Central Point
Cummulative Average Gross Density by Land Use Classification
1980 through 2039

Land Use Classification	Gross Density, 1980	Gross Density, 1990	Gross Density, 2000	Gross Density, 2010	Gross Density, 2018
VLRes	1.20	1.25	1.30	1.31	1.31
LRes	3.32	3.33	3.56	3.80	3.83
MRes	4.28	4.33	4.67	6.05	6.33
HRes	7.12	7.07	7.40	8.52	8.58
Average Gross Density	**3.77**	**3.80**	**4.19**	**4.67**	**4.73**

* Based on build-out

Source: City of Central Point 2019 Residential BLI

Tables 11 through 14 identify the residential development activity between 1980 through 2018 and 2006 trough 2018 by land use designation and zoning. The information in Tables 11 through 14, by removing pre-1980 development, provides a different perspective from the density

information in Table 10. The most significant difference is in the dramatic density increase post-2006. This increase is attributed to the 2006 codified minimum density requirement and the declining inventory of low density (LRes) designated lands.

Table 11.
City of Central Point
Housing Inventory by Type and Land Use Classification, 1980 through 2018

	Number and Type of Dwelling Units										
Land Use Classification	**SFR Detached**	**SFR Attached**	**Duplex**	**Triplex**	**Apartment**	**Mobile Home**	**Mobile Home Park**	**Mixed Use Residential**	**Assisted Living**	**Total Developed Units**	**Gross Density**
VLRes	30	-	-	-	-	-	-	-	-	30	1.51
LRes	2,573	49	8	-	-	5	76	-	-	2,711	4.14
MRes	603	27	70	-	130	-	-	-	15	845	7.85
HRes	358	53	171	12	439	114	287	11	60	1,505	9.56
Total Units	**3,564**	**129**	**249**	**12**	**569**	**119**	**363**	**11**	**75**	**5,091**	**5.42**

Source: City of Central Point 2019 Residential BLI

Table 12.
City of Central Point
Housing Inventory by Type and Land Use Classification, 2006 through 2018

	Number and Type of Dwelling Units										
Land Use Classification	**SFR Detached**	**SFR Attached**	**Duplex**	**Triplex**	**Apartment**	**Mobile Home**	**Mobile Home Park**	**Mixed Use Residential**	**Assisted Living**	**Total Developed Units**	**Gross Density**
VLRes	1	-	-	-	-	-	-	-	-	1	1.65
LRes	298	49	8	-	-	-	-	-	-	355	5.22
MRes	139	17	12	-	83	-	-	-	15	266	9.71
HRes	17	28	18	-	258	-	1	-	-	322	19.97
Total Units	**455**	**94**	**38**	**-**	**341**	**-**	**1**	**-**	**15**	**944**	**8.42**

Source: City of Central Point 2019 Residential BLI

Table 13
City of Central Point
1980 through 2018 Gross Density by Zoning District

	Developed Gross Acres									
Zoning	SFR Detached	SFR Attached	Duplex	Triplex	Apartment	Mobile Home	Mobile Home Park	Mixed Use Residential	Assisted Living	Total Gross Acres Developed
R-L	1.51	-	-	-	-	-	-	-	-	**1.51**
R-1-6	4.13	-	-	-	-	1.77	4.68	-	-	**10.58**
R-1-8	3.70	-	-	-	-	2.78	-	-	-	**6.48**
R-1-10	3.27	-	-	-	-	-	-	-	-	**3.27**
LMR	5.28	11.02	8.39	-	-	-	-	-	-	**24.68**
R-2	6.11	16.19	8.84	-	-	-	-	-	-	**31.13**
R-3	7.81	22.34	10.75	13.41	15.18	6.54	5.66	-	97.69	**179.38**
MMR	9.83	8.35	25.77	-	14.42	-	-	-	12.84	**71.20**
HMR	19.67	17.31	-	-	23.15	-	-	17.04	-	**77.16**
Average Gross Density	**4.55**	**14.02**	**10.17**	**13.41**	**17.17**	**6.00**	**5.42**	**17.04**	**42.08**	**5.42**

Source: City of Central Point 2019 Residential BLI

Table 14
City of Central Point
2006 through 2018 Gross Density by Zoning District

	Developed Gross Acres									
Zoning	SFR Detached	SFR Attached	Duplex	Triplex	Apartment	Mobile Home	Mobile Home Park	Mixed Use Residential	Assisted Living	Total Gross Acres Developed
R-L	1.65	-	-	-	-	-	-	-	-	**1.65**
R-1-6	4.77	-	-	-	-	-	-	-	-	**4.77**
R-1-8	4.16	-	-	-	-	-	-	-	-	**4.16**
R-1-10	3.62	-	-	-	-	-	-	-	-	**3.62**
LMR	5.43	11.02	8.39	-	-	-	-	-	-	**24.83**
R-2	7.23	15.78	8.63	-	-	-	-	-	-	**31.64**
R-3	8.40	16.09	14.26	-	18.00	-	6.18	-	-	**62.93**
MMR	8.84	8.35	-	-	12.63	-	-	-	12.84	**42.66**
HMR	17.99	17.31	-	-	23.46	-	-	-	-	**58.76**
Average Gross Density	**5.60**	**11.96**	**11.26**	**-**	**18.64**	**-**	**6.18**	**-**	**12.84**	**8.42**

Source: City of Central Point 2019 Residential BLI

7.2 Land Use and Housing Type

The City has four (4) residential land use classifications and seven residential zoning districts. These classifications accommodate differing densities and housing types. Each land use classification has assigned zoning districts. Within each residential land use classification/zoning district the following housing types are allowed:

Table 15. Housing Type by Land Use Classification

Land Use Class	SFR Detached	SFR Attached	Duplex	Triplex	Apt	Manuf. Home	Mobile Home Park
VLRes							
R-L	Yes	No	No	No	No	Yes	No
LRes							
R-1	Yes	No	No	No	No	Yes	No
MRes							
R-2	Yes	Yes	Yes	No	No	Yes	Yes
LMR	Yes	Yes	Yes	Yes	Yes	Yes	Yes
HRes							
R-3	No	Yes	Yes	Yes	Yes	Yes	Yes
MMR	No	Yes	Yes	Yes	Yes	No	No
HMR	No	Yes	Yes	Yes	Yes	No	No

7.3 Summary, Housing Density

Since 1980 the City's average gross density has been steadily improving. The ability of the City to achieve a minimum density of 6.9 for the period 2019 through 2039 appears to be very attainable.

8. Buildable Residential Lands

The 2019 Residential BLI identified a total residential land inventory within the City's urban area of approximately 1,488 acres that are zoned and planned for residential use (Table 16). The City's residential lands are distributed over four residential land use categories and nine zoning districts. The largest of the residential classifications is the LRes (Low Density) at 67% of all residential lands followed by the MRes (Medium Density) at 15%.

The four (4) residential land use classifications and their related zoning districts are:

1. Very Low Density Residential (VLRes);
    a. Very Low
2. Low Density Residential (LRes);
    a. R-1-6
    b. R-1-8
    c. R-1-10
3. Medium Density Residential (MRes);
    a. LMR
    b. R-2; and
4. High Density Residential (HRes).
    a. R-3

b. MMR; and
c. HMR

Table 16 identifies the City's residential land allocations by land use classification. Table 17 provides the same information by zoning district.

Table 16. City of Central Point
Residential Land Inventory by Comprehensive Plan Designation

Comprehensive Plan Designation	Total City Acres	Total UGB Acres	Total Urban Acres	Percentage of Total
VLRes	45.87	21.86	67.73	**5%**
LRes	901.86	87.77	989.63	**67%**
MRes	193.58	22.56	216.14	**15%**
Hres	214.51	-	214.51	**14%**
TOTAL RESIDENTIAL	**1,355.83**	**132.19**	**1,488.01**	**100%**

Source: City of Central Point 2019 Residential BLI

Table 17. City of Central Point
Residential Land Inventory by Zoning District

Zoning	Total City Acres	Total UGB Acres	Total Urban Area Acres	Percentage of Total
R-L	45.87	21.86	67.73	**4.6%**
R-1-6	373.91	5.92	379.83	**25.5%**
R-1-8	392.95	11.25	404.19	**27.2%**
R-1-10	33.66	22.12	55.78	**3.7%**
LMR	110.62	48.49	159.11	**10.7%**
R-2	106.60	-	106.60	**7.2%**
R-3	179.75	-	179.75	**12.1%**
MMR	77.70	22.56	100.26	**6.7%**
HMR	34.77	-	34.77	**2.3%**
TOTAL RESIDENTIAL	**1,355.83**	**132.19**	**1,488.01**	**100%**

Source: City of Central Point 2019 Residential BLI

As of the end of 2018 there were approximately 125 acres of Buildable Residential Land[8] within the City's urban area. The vacant acreage in each land use classification is illustrated in Table 18. The vacant acreage available in the single-family VLRes and LRes land use classifications is 3% and 36% respectively of the total vacant land use inventory. The bulk of the City's net buildable residential acreage is in the MRes (40%) and HRes (21%) classifications, representing over 60% of the City's buildable vacant residential acres (76 acres).

[8] See City of Central Point 2019 Residential BLI for definition.

Table 18.
City of Central Point
Infill Availability Adjusted
Buildable Residental Land Inventory by Comprehensive Plan Designation

Comprehensive Plan Designation	Vacant City[1]	Vacant UGB[1]	Total Vacant Acres	Infill City	Infill UGB	Redev. City & UGB	Total Infill & Redev. Acres	Total Gross Vacant Acres	(less) Envir. Acres, Vacant Lands	(less) Envir. Acres, Infill Lands	Total Net Vacant Acres	Total Buildable Acres
VLRes	-	-	-	3	1	1	5	5	-	1	4	4
LRes	17	7	24	14	14	10	39	63	5	13	45	45
MRes	46	-	46	6	5	1	12	58	6	2	50	50
HRes	12	-	12	15	-	5	19	32	2	4	26	26
Vacant Residential Acres	**76**	**7**	**83**	**37**	**21**	**17**	**75**	**158**	**13**	**20**	**125**	**125**
Percentage of Total Gross Vacant Acres			**52%**	**24%**	**13%**	**11%**	**48%**					

Source: City of Central Point 2019 Residential BLI

8.1 Summary, Buildable Residential Lands

The City's Buildable Residential Land inventory is currently under represented by the LRes classification and over represented in the higher density residential land use classifications (MRes and HRes).

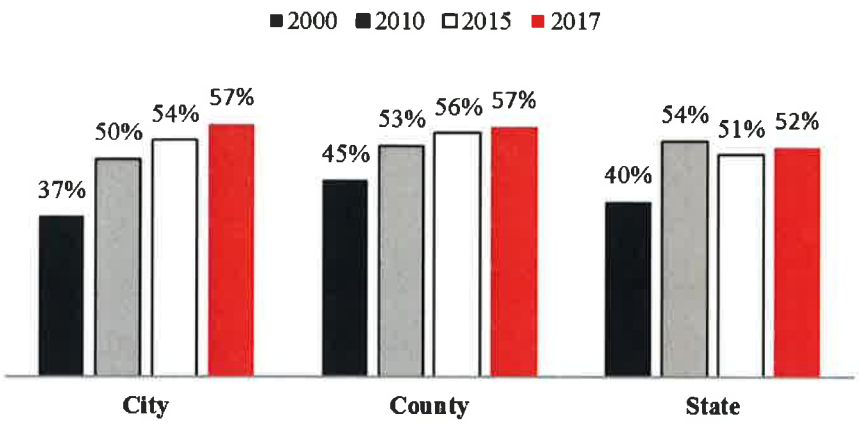
9. Housing Affordability

Housing affordability, whether renter or owner occupied, is typically measured as a percentage of household income. A standard benchmark for housing affordability is when housing costs are less than or equal to 30% of total household income. When housing costs exceed 30% of household income affordability becomes an issue.

9.1 Renter Households

As illustrated in Figure 13 the Great Recession had a significant impact on rental housing affordability as the percentage of renter households paying more than 30% increased from 37% to 50% by 2010, and by 2017 had continued to rise to 57% of all renter households. At the county and state level the experience was much the same except that in 2015 there was a slight decline, but by 2017 there was a slight increase in the number of renter households paying more than 30%.

Figure 13. Renter Households Paying 30% or More of Income on Housing

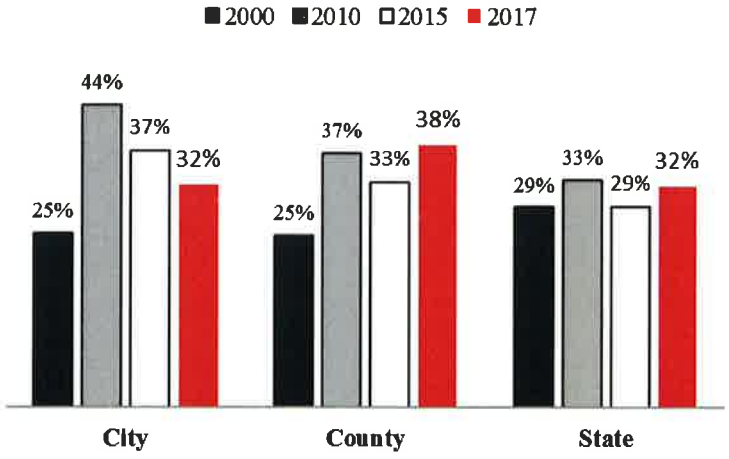


Source: U.S. Census American FactFinder, Selected Economic Characteristics

9.2 Owner Households

To a lesser extent the rate of affordability in owner households followed the same pattern as renter households. By 2017 owner households paying more than 30% of income on housing increased from a pre-Recession 25% to 57% (Figure 14). Since the Great Recession the price of housing has continued to rise, exceeding the increase in wages. As of December 2018 average hourly wages were up 2.9% year-over-year, while the median home value in the U.S. was up 7.7%. It is expected that in 2019 local home values will continue to rise, but at a slower 3.79%[9].

Figure 14. Owner Households Paying 30% or More of Income on Housing



Source: U.S. Census American FactFinder, Selected Economic Characteristics

[9] Zillow, www.zillow.com/central-point-**or/home-values**

9.3 Summary, Affordability

The question of housing affordability, especially since the Recession, is without question an issue that needs addressing and continual monitoring. The basic demand and supply mechanics of housing affordability are easily understandable, but the solutions; either on the demand or supply side, are extremely complex, especially at the local level. During preparation of this Housing Element many housing affordability programs and strategies were reviewed, but without any final determination on a preferred strategy to mitigate the affordability issue. At this time the only solutions that this Housing Element offers regarding affordability are:

1. Provide an inventory of vacant residential lands sufficient to accommodate the need for all housing types.

2. Monitor and manage residential development standards and processes to eliminate unnecessary costs.

3. Prepare and maintain a Housing Implementation Program (HIP) that annually tracks the demand and supply of vacant residential lands and housing construction by type of housing.

4. Collaborate at the regional level in the identification, prioritization, development, and implementation of strategies specifically addressing housing affordability.

10. Future Housing Demand and Residential Land Need

Based on the 2018 Population Projections prepared by PSU it is estimated that by 2039 the City's population will have increased by 7,582 residents. With an average household size of 2.5 persons per household[10] an additional 3,033 new dwelling units will be needed to accommodate the projected population growth. At a minimum density of 6.9 dwelling units per gross acre[11] the City will need approximately 431[12] acres of residentially planned lands to accommodate the 3,033 new dwelling units. Given the existing Buildable Residential Lands (125 acres) the City needs an additional 306 acres of Buildable Residential Land (Table 19).

As previously discussed the City has historically and consistently made gains in residential density (Table10). Since 1980, a time period representative of a balanced Buildable Residential Land inventory, the residential density pattern and land use distribution yielded an average gross density of almost 5.42 units per acre (Table 11). If new residential construction follows a similar land use and density pattern the City would not meet its 6.9 minimum density requirement. To achieve the minimum density standard it is necessary to either re-allocate the distribution of housing by land use classification; increase the minimum density requirements for each land use classification; or a combination of both.

[10] City of Central Point Population & Demographics Element, 2016-36
[11] City of Central Point Regional Plan Element
[12] Rounded figure

Table 19
Projected Residential Buildable Land Need
2019 to 2039

2018 Pop.[1]	18,735
2032 Forecast[2]	23,662
2039 Forecast[3]	26,317
Population Increase	**7,582**
Persons/HH[4]	2.50
Household Increase	**3,033**
Average Gross Density[5]	7.04
Needed Gross Residential Acres	**431**
Total Buildable Residential Acres[6]	**125**
Additional Needed Gross Residential Acres	**306**

[1] Portland State University Population Research Center, Certified Estimate, 2018 Adjusted for UGB population

[2] Portland State University Population Research Center, Coordinated Population Forecast for Jackson County, its Urban Growth Boundaries (UGB), and Area Outside UGBs 2018-2068

[3] Based on PSU Interprolation Worksheet

[4] City of Central Point Population Element, 2017 - 2037

[5] City of Central Point Regional Plan Element, 2015 - 2035

[6] City of Central Point Buildable Lands Report, 2019 - 2039, Table 5. Infill Availability Adjusted Buildable Vacant Land by Comprehensive Plan Designation

For purposes of meeting the 6.9 density standards the City used an iterative process based on a mix of land use distribution and density. Table 20 shows the preferred distribution of Buildable Residential Lands. To achieve the 6.9 minimum density it was necessary to decrease the LRes and increase the higher density MRes. For comparison purposes the historic distribution is also shown.

Table 20.
City of Central Point
Comparison Historic Developed Residential Acreage (Gross) Distribution vs. 2006-2018, 2010-2018 and Proposed New 2019-2039 Residential Acreage (Gross) Distribution

Land Use Classification	Historic Percentage Developed Residential Acres, pre-2018	New Percentage Buildable Residential Acreage Distribution, 2019-2039
VLRes	4%	4%
LRes	70%	60%
MRes	11%	20%
HRes	15%	16%
Totals	**100%**	**100%**

Source: City of Central Point Residential BLI, 2019

By adjusting both the mix and density of the various residential land use classifications the needed 3,033 dwelling units can be accommodated on 479 acres yielding an average density of 7.04 dwelling units per gross acre (Table 22).

Table 21.
City of Central Point
Cummulative Average Gross Density by Land Use Classification
1980 through 2039

Land Use Classification	1983 Maximum Allowable Gross Density*	Actual Gross Density, 1980-2018	Minimum Required Gross Density, 2019-2039
VLRes	**1.00**	1.51	1.00
LRes	**6.00**	4.14	4.00
MRes	**12.00**	7.85	7.00
HRes	**25.00**	9.56	20.00
Average Gross Density	**10.79**	**5.42**	**7.04**

* Based on build-out

Source: City of Central Point 2019 Residential BLI

Table 22
City of Central Point
Required Buildable Residential Lands
2019-2039

Land Use Classification	Percentage Distribution of Needed Developable Residential Acres, 2019-2039	Needed Developable Residential Acres, 2019-2039	New Density	New Dwelling Units, 2019-2039	2018 Existing Buildable Residential Acres	Surplus or (Shortage)
VLRes	4%	17	1.00	17	4	(13)
LRes	60%	258	4.00	1,034	45	(214)
MRes	20%	86	7.00	603	50	(36)
HRes	16%	69	20.00	1,379	26	(43)
Totals	**100%**	**431**	**7.04**	**3,033**	**125**	**(306)**

Source: City of Central Point Residential BLI, 2019

The proposed densities and land use allocations are explained as follows:

- VLRes – The VLRes classification supports the R-L (Rural) Low Density) zoning district. The allocation of very low density lands has remained constant at 4%. The allocation retention was based on the finding that as the City expands into the UGB/URA

there will be environmental and agricultural conflicts which may necessitate larger lots as a buffering mitigation strategy.

- LRes – The LRes classification represents the R-1-6, R-1-8, and R-1-10 zoning districts. The allocation of low density residential lands has been reduced from a previous 70% to 60%. Historically the LRes has been the preferred land use category, with an emphasis on single-family detached housing. The single-family detached preference is likely to continue into the future. The LRes classification experienced the most quantitative changes in both density and land use allocation.

- MRes – The MRes classification represents the LMR and R-2 zoning districts. The allocation of medium density residential lands increased from 11% to 20%.

- HRes – The HRes classification represents the MMR, HMR, and R-3 zoning districts. The allocation of the high density residential lands was increased from 15% to 16%. The minimum density increased slightly with the conversion from net density to gross density.

The City currently has an inventory of 125 buildable acres of residential land (Section 8, Buildable Residential Lands). Table 23 identifies the current vacant acreage need, and where there is a shortage, the additional needed acreage by land use classification. Of the 479 acres needed to satisfy the future demand a total of 306 new gross acres are needed to supplement the existing inventory.

10.1 Future Housing Tenure

It is expected that the long-term mix of owner (70%) and renter (30%) occupied housing will be the preferred tenure mix in the long run. If the future tenure mix does not trend toward the 70/30 mix then issues in affordability should be evaluated and appropriate measures in housing type and affordability addressed.

10.2 Future Housing Types

For the foreseeable future the preferred housing type will be the single-family detached dwelling. The only impediment to this choice will be affordability, which will rise and fall with changes in the economy. It is expected that attached single-family will continue to improve as a housing choice. The City's current land use regulations provide for a wide variety of housing types, and should continue to do so throughout the planning period. Over the course of time the City needs to monitor, through it HIP, any changes in housing type demand against deficiencies in land supply, and where appropriate make adjustments.

11. Housing Goals and Policies

Goal 1. To provide an adequate supply of housing to meet the diverse needs of the City's current and projected households.

Policy 1.1. Continue to support new residential development at the new minimum residential densities.

Policy 1.2. Develop a Housing Implementation Plan that is regularly updated based current market conditions

.

Policy 1.3. Provide an efficient and consistent development review process.

Policy 1.4. Work with regional partners to develop and implement measure that reduce upfront housing development costs.

Policy 1.5. Support UGB expansions and annexations that can be efficiently provided with urban services and that will in a timely manner meet the City's housing needs.

Policy 1.6. When properly mitigated to preserve the integrity of existing neighborhoods support higher density residential development within the Downtown and older surrounding residential areas, capitalizing on availability of existing infrastructure and supporting revitalization efforts.

Goal 2. To encourage the development and preservation of fair and affordable housing.

Policy 2.1. Through a Housing Implementation Plan explore and promote federal, state, and regional programs and incentives that support new affordable housing.

Policy 2.2. Support and participate in the Greater Bear Creek Valley Regional Plan's program addressing regional housing strategies, particularly as they apply to affordable housing.

Policy 2.3. Support regional efforts addressing homelessness, medical and social services for special need households.

Goal 3. To maintain a timely supply of vacant residential acres sufficient to accommodate development of new housing to serve the City's projected population.

Policy 3.1. Provide a sufficient inventory of residential planned and zoned vacant land to meet projected demand in terms of density, tenure, unit size, accessibility, and cost.

Policy 3.2. Throughout the 2019-2039 planning period the City's new vacant residential land use mix shall support an average density of not less than 6.9 dwelling units per gross.

Policy 3.3. Update the Housing Element's vacant acreage needs every four-years consistent with the PSU Population Research Centers update of population.

Policy 3.4. To avoid speculation the City shall, when expanding the UGB establish procedures that give priority to lands that will be developed in a timely manner and with a residential mix and density consistent with the Housing Element.

Policy 3.5. Monitor residential in-fill development activity and develop and enact programs that encourage the expanded use of in-fill as a component to the City's residential land use inventory.

Goal 4. To ensure that a variety of housing will be provided in the City in terms of location, type, price and tenure, according to the projected needs of the population.

Policy 4.1. Residential land use designations on the General Land Use Plan and the Zoning Map shall be compliant with the residential land use needs and housing types identified in the Housing Element.

Policy 4.2. Based on the findings of the Housing Implementation Plan incentivize housing types that are needed but not being provided in adequate numbers by the private sector market forces.

Policy 4.3. In larger residential developments (in excess of 5 acres) encourage a mix of densities and housing types to accommodate a variety of households based on age and income levels.

Policy 4.4. Support programs that encourage the ability of older residents to age in place by making existing housing more age friendly and accessible.

Goal 5. To ensure that municipal development procedures and standards are not unreasonable impediments to the provision of affordable housing.

Policy 5.1. As part of a Housing Implementation Plan periodically evaluate development procedures and standards for compliance with the goals of this Housing Element and modify as appropriate.

Goal 6. To develop and maintain a Housing Implementation Plan that includes programs that monitor and address the housing affordability needs of the City's low- and moderate-income households.

Policy 6.1. Support collaborative partnerships with non-profit organizations, affordable housing builders, and for-profit developers to gain greater access to various sources of affordable housing funds.

Policy 6.2. Support and participate in the Greater Bear Creek Valley Regional Plan's program addressing regional housing strategies.

Policy 6.3. Address the special housing needs of seniors through the provision of affordable housing and housing related services.

Goal 7. To assure that residential development standards encourage and support attractive and healthy neighborhoods.

Policy 7.1. Encourage quality design throughout the City that acknowledges neighborhood character, provides balanced connectivity (multi-modal), and integrates recreational and open space opportunities.

Policy 7.2. Provide flexible development standards for projects that exceed minimum standards for natural resource protection, open space, public gathering places, and energy efficiency.

Policy 7.3. Where appropriate encourage mixed uses at the neighborhood level that enhance the character and function of the neighborhood and reduce impacts on the City's transportation system.

Policy 7.4. Support minimum parking standards for multiple family development served by public transit.

Policy 7.5. Maintain and enforce Chapter 17.71 Agricultural Mitigation ensuring that all new residential development along the periphery of the Urban Growth Boundary includes an adequate buffer between the urban uses and abutting agricultural uses on lands zoned Exclusive Farm Use (EFU).

URBANIZATION ELEMENT

Tom Humphrey, AICP,
Community Development Director/
Assistant City Administrator

STAFF REPORT

January 15, 2019 (CPA-18002)

AGENDA ITEM

Consideration of the Urbanization Element, City of Central Point Comprehensive Plan (File No. CPA-18002) **(Applicant: City of Central Point)**

STAFF SOURCE:

Tom Humphrey AICP, Community Development Director

BACKGROUND:

The City's Urbanization Element was last acknowledged in 1983 and is in need of updating to account for over 30 years of incremental changes that have occurred. The Urbanization Element is modeled after Statewide Planning Goal 14, Urbanization; which establishes as a statewide goal the need for all communities to:

> *"Provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities."*

The purpose of the City's Urbanization Element is modeled after the Statewide Planning Goal 14 purpose, but with an emphasis on attaining the City's preferred future as described in the Comprehensive Plan. The purpose of the City's Urbanization Element is to:

> *"Provide for the orderly and efficient transition from rural to urban land use in accordance with the goals and policies of the City of Central Point Comprehensive Plan as necessary to accommodate projected urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, as necessary to provide for the City's preferred future."*

Central Point's preferred future is currently guided by two documents; the *Fair City Vision 2020* and *The Greater Bear Creek Valley Regional Plan.* The City has also adopted revisions to its Population Element, Housing Element and Land Use Element which will provide additional direction for projected urban residential and employment growth.

Aside from a demonstration that there is a need to accommodate the City's long-range population growth and related land needs there is a requirement that the boundaries within which the City's urban lands are located be given some forethought. The location of the City's urban growth boundary (UGB) and changes to the UGB are determined by evaluating alternative boundary locations consistent with ORS 197.020, and with consideration of the following locational criteria:

1. Properties that abut either the City Limits, or the current UGB.

2. Properties that are in excess of 10 acres.

3. Properties that abut or are within 500 ft. of basic urban services; i.e. water, sewer, storm water, transportation.

4. Properties that are proximate to, or include, mixed use/pedestrian friendly areas.

5. Compatibility with nearby agricultural uses outside the proposed UGB.

6. Proximity to transportation infrastructure.

7. Lands that have been master planned.

8. Readiness for development

Attached is a working draft of the Urbanization Element for the Citizen Advisory Committee's consideration and input. These criteria will be discussed in further detail during the meeting. The last two criteria are being introduced with this revision to the Urbanization Element and may minimize the land speculation that often occurs during UGB Amendments.

ISSUES:

The primary issues in considering the Urbanization Element are ensuring there is agreement between state and local purposes and that the City's choice of locational criteria is reasonable and justifiable.

ATTACHMENTS:

Attachment "A" – Working Draft of Urbanization Element

ACTION:

Consideration of the Draft Urbanization Element.

RECOMMENDATION:

Make a motion to the recommend the Planning Commission approve the draft Urbanization Element update with any changes or feedback deemed important by the CAC.

ATTACHMENT " A "

City of Central Point

URBANIZATION ELEMENT 2018-2038

Draft

tomh
12/4/2018

TABLE OF CONTENTS

INTRODUCTION

Urbanization is defined as the movement of people from rural to urban environments, and from urban environments to other urban environments. This movement can be motivated by any number of reasons; such as jobs, housing, health care, retirement, and education. The product of urbanization is realized in the incremental increase in the demand for urban services such as housing, and supporting physical and social infrastructure, and the land necessary to support the urbanization process. Urbanization has its most negative impact when the demand for support infrastructure exceeds supply, resulting in a reduction in livability as evidenced by overcrowded schools, poor health care, traffic congestion, urban blight, inadequate utility services, environmental pollution, housing affordability, etc. Urbanization is not responsible for the building of functional, or dysfunctional cities, beautiful, or blighted cities, it is merely the process that fuels the building of cities. The quality of the built city is a function of a community's ability to define and diligently pursue a preferred future.

Over the course of the next twenty years Central Point's population will continue to increase, fueling the urbanization process and resulting in millions of dollars in public and private investment for housing, businesses, and infrastructure. The outcome of that investment will be defined by the City's preferred future, and the urbanization strategies, policies and implementing ordinances adopted to attain that preferred future.

PURPOSE OF THE URBANIZATION ELEMENT

The significance of urbanization on the economic, environmental, and general welfare of communities throughout the state is acknowledged in Statewide Planning Goal 14, Urbanization; which establishes as a statewide goal the need for all communities to:

> *"Provide for an orderly and efficient transition from rural to urban land use, to accommodate urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, and to provide for livable communities."*

The purpose of the City's Urbanization Element is modeled after the Statewide Planning Goal 14 purpose, but with an emphasis on attaining the City's preferred future as described in the Comprehensive Plan. The purpose of the City's Urbanization Element is to:

> *"Provide for the orderly and efficient transition from rural to urban land use in accordance with the goals and policies of the City of Central Point Comprehensive Plan as necessary to accommodate projected urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, as necessary to provide for the City's preferred future."*

A Preferred Future

There are two documents; the *Fair City Vision 2020* and *The Greater Bear Creek Valley Regional Plan* that together define the City's preferred future, and as such serve as the cornerstone of the Urbanization Element. Because of the significance of their role in defining the City's urbanization these two documents are briefly discussed in the Urbanization Element.

Central Point Forward, Fair City Vision 2020 (Vision 2020) – Vision 2020 addresses the City's unique identity and livability objectives, and the mission, vision, and values

on which the City's urbanization program is based. By keeping the focus on livability, the City will not only be able to maintain its policy focus but also be able to attract the type of innovative, responsible and community-minded residents and businesses that will contribute to the pursuit of a successful future for the City of Central Point.

Maintaining an acceptable level of livability consistently rises to the top as one of the primary challenges confronting all communities as they grow. For Central Point livability is a point of pride and the primary reason people are attracted to the City as a place to live, work, and play. In 1998 the City adopted its first strategic plan to guide its general growth and decision making process. This plan served the community well and was updated in 2007 as *Central Point Forward, Fair City Vision 2020* (*Vision Plan*). The significance of the *Vision Plan* is that it defines basic livability objectives to be applied by elected officials in their deliberation on issues related to the City's urbanization.

Participants in the *Vision Plan* attribute Central Point's livability to a matrix of factors. The citizens of Central Point realize that their preferred level of livability does not come about by chance, but rather is intentionally created through collaborative community efforts, innovative planning, public policy, and effective and efficient implementation strategies.

The *Vision Plan's* livability objectives are presented in three core elements; Mission, Vision, and Values. These core elements are carried forward and incorporated in the Urbanization Element's goals and policies.

Our Mission. *"It is the mission of the City of Central Point to build and maintain a highly livable community by working in harmony and being a catalyst for partnership with all members of the community, public and private."*

Our Vision. *To create a community:*

- *With a "small town" commitment and feel that promotes community pride, safety, and friendliness.*

- *That provides consistent quality in guiding growth, beautifying and strengthening the downtown area, and providing adequately for City services, while being flexible and updating citizens.*

- *Where we work jointly with our community schools, libraries, and public/private institutions to increase opportunities for the development of our youth and our citizens.*

- *Where city, county, state, and federal agencies work together as partners with a "can do" attitude.*

- *That protects our unique identity – People know when they are in the "Heart of the Rogue Valley" – Central Point.*

Our Values. *In achieving the City's mission and vision it is important to set forth a system of values on which to base our behavior in addressing the urbanization challenges. These values are:*

***Growth**: We value planned growth that will retain our small town atmosphere.*

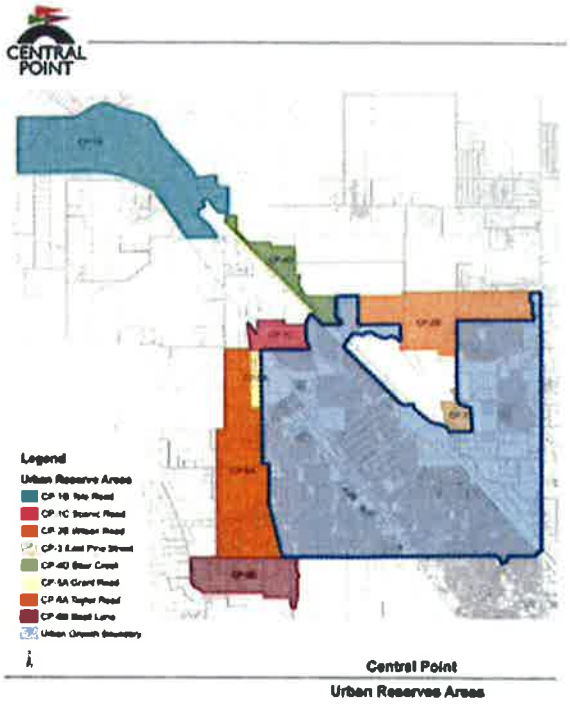
***Public Safety**: We value a professional service oriented public safety policy that promotes a sense of safety and security in our city.*

***Transportation**: We value a system of transportation and infrastructure that is modern, efficient, and sensitive to the environment.*

***Community**: We value a clean and attractive city with parks, open space and recreational opportunities.*

***Service**: We provide the highest level of service possible in the most efficient and responsible manner.*

The Greater Bear Creek Valley Regional Plan (*Regional Plan*) – establishes the basic planning timeframe and urbanization needs, goals, and policies for the region and its participating cities, including the City of Central Point. The *Regional Plan* is the product of a regional land-use planning project involving Ashland, Central Point, Eagle Point, Medford, Phoenix, Talent, and Jackson County (Participants). The purpose of the *Regional Plan* was to define a preferred future of the Participants to accommodate projected population and job growth to the year 2060, an approximate 50 year planning period. The most significant products of the *Regional Plan* are the establishment of minimum residential density requirements and, through the establishment of urban reserve areas (URAs), the efficient use of land by each of the Participants. The purpose of the



URA is to reserve land for future urban-level development. The method of establishing an urban reserve is defined in state law (see ORS 195.137–145).

The State legislature's findings in the bill creating the urban reserve statute are succinct in stating their value:

> "The Legislative Assembly finds that…long-range planning for population and employment growth by local governments can offer greater certainty for…commerce, other industries, other private landowners and providers of public services, by determining the more [likely] and less likely locations of future expansion of urban growth boundaries and urban development."[1]

The Regional Plan provides Central Point with an additional 1,720 gross acres in the 8 urban reserve areas. The goal of the plan is to protect the valley's farmland while allowing urbanization to progress in areas planned to accommodate growth. This plan also provides participants with a roadmap for the future to ensure that as urbanization occurs, the necessary infrastructure is able to be put in place to support projected growth.

LIVABILITY PRINCIPLES

Although the primary objective of the state's Urbanization Goal is the efficient use of land, it is important that we do not lose sight of maintaining a livable community. The ultimate goal of the Comprehensive Plan is to provide a roadmap for the City of Central Point to maintain and enhance the livability of the City as it continues to grow. The SPOT chart (below) identifies the Strengths, Problems, Opportunities and Threats facing Central Point as it moves forward. The livability principles identified in this section can be incorporated into each comprehensive plan element to encourage the development of a livable community. A description of each element and how they relate to the Urbanization Element and livability is described below.

The six livability principles and the City's aligned Vision are:

[1] ORS 197.139

1. Promote transportation choices
   Continue to support the development of safe, reliable and economical transportation choices that improve the City's multi-modal transportation mix to decrease household transportation costs, improve air quality, reduce greenhouse gas emissions, and promote public health.

2. Promote equitable, affordable housing
   Expand housing choices for people of all ages, incomes, races and ethnicities to increase housing mobility and lower the cost of housing and transportation.

3. Enhance economic competitiveness
   Improve economic competitiveness through reliable and timely access to employment centers, educational opportunities, services, and other basic needs by workers, as well as expanded business access to markets.

4. Support existing neighborhoods
   Continue targeting funds toward existing neighborhoods – through strategies like transit-oriented, mixed-use development, and redevelopment, to increase community revitalization and the efficiency of public works investments.

5. Coordinate and leverage investment policies
   Align the City's capital improvement programs to collaborate, leverage funding, and increase the accountability and effectiveness of all levels of government to plan for the City's future growth.

6. Value our neighborhoods
   Enhance the unique "small town" characteristics of the City by investing in healthy, safe, and walkable neighborhoods.

PLANNING TIME FRAME, 2018 – 2038

The urbanization needs of the City are based on two timeframes; a twenty (20) year time frame addressing the City's urban land needs, and an extended timeframe (an additional 30 years) addressing the planning period identified in the *Greater Bear Creek Valley Regional Plan,* which is based on a doubling of the region's population by approximately 2060. For purposes of this Urbanization Element the planning period 2018 to 2038 will be used, with the *Regional Plan's* timeframe serving as a longer term review.

URBANIZATION FACTORS

The Urbanization Element's primary responsibility is to establish criteria (goals and policies) that manage the physical direction of the City's planned growth. To do this it must rely on the other elements of the Comprehensive Plan. The following is a brief description of other elements of the Comprehensive Plan and their key contributions to the Urbanization Element.

Population Element

The basic input to the urbanization process is population growth. In accordance with ORS 195.033 Portland State University's Population Research Center (PRC) is responsible for preparing population projections for all counties and cities in the state, and updating their projections on a four year cycle. In June 2015 PRC completed the City's first population forecast, the *Coordinated Population Forecast 2015 through 2065 ("2015 Population Forecast").* By

2038 the City's population is expected to reach 23,085[2]. Based on PRC forecast the City will need sufficient lands to serve the needs of an additional 5,736 people. The City's latest PRC's Certified Population Estimate for 2017 is 17,709[3].

The Population Element maintains the City's population and demographic forecasts, and is the resource document for the Urbanization Element in all references to the City's population and demographic characteristics.

Key Contribution: Population forecasts.

Housing Element

Housing is a key component of any city's urbanization and is directly related to Livability Principle No. 2 above. The Housing Element supports the Urbanization Element by analyzing trends that affect the City's housing needs during the planning period. The City's Housing Element provides an assessment of current and future housing needs to ensure that there are a variety of housing options for Central Point including varying densities and affordability. The Housing Element aims to ensure that future, residential design standards, infrastructure and development help to preserve the small town feel of Central Point, protect agricultural land and provide housing to all citizens at all income levels.

The Housing Element maintains the City's housing goals and policies, and is the resource document for the Urbanization Element in all references to the City's housing needs.

Key Contribution: Residential acreage needs.

Economic Element

The City's livability is dependent on a dynamic, diversified, and growing economic base that complements and reinforces the small town character goal (Livability Principle No. 3) . Central Point will be regionally competitive with policies that attract and retain businesses and employment for its citizens, provide essential services and maintain a strong tax base. Economic competitiveness and prosperity will be the means of supporting a quality of life that is distinctive among Valley communities. The economic element will support and facilitate the City's Urbanization Element through the development and implementation of policies and implementation measures that promote opportunities for a variety of economic activities within the City's urban area, improving the health, welfare, and prosperity of its citizens. The Economic Element provides a written framework for meeting the City's economic goal to diversify its economic base.

The Economic Element maintains the City's goals and policies related to the City's economic growth. It is also the resource document for the Urbanization Element in all references to the City's economy.

Key Contribution: Employment acreage needs.

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[2] City of Central Point Population Element, 2016

[3] Portland State University First Supplement to July 1, 2017 Certificate of Population Enumeration, 12/31/2017

Parks and Recreation Element

The long-term parks and recreation needs of the City are described in the Parks and Recreation Element. The Parks and Recreation Element not only determines the acreage needs of the City, but also identifies the general location of the City's future community and neighborhood parks.

Key Contribution: Parks and recreation acreage need and general location.

Land Use Element

The use of land and its percentage distribution are common indicators of how a community grows and responsibly expands its infrastructure. The Land Use Element addresses the City's past, present and future use of land and also introduces the concept of 'Activity Centers'.

The Land Use Element maintains the City's land use goals and policies, and is the resource document for the Urbanization Element in all references to the City's land use.

Key Contribution: Geographic distribution of urban land.

Public Facilities Element

The Public Facilities Element of the Comprehensive Plan is directly related to Livability Principle No. 5 and will address and assure the provision of city services. These services include sewer, storm drainage, and water. As the city grows, these services will have to be able to meet the needs of citizens in newly developed areas as well as continue to provide for current residents. This element provides an assessment of the current public facilities to meet citizens' needs. Also, any future extension of services will be guided by this element to ensure that future growth is supported by an adequate and efficient network of public facilities in order to meet the needs of all its citizens.

Key Contribution: Existing and planned availability of public facilities.

Transportation Element (Transportation System Plan)

The Transportation Element of the Comprehensive Plan is directly related to Livability Principle No. 1 and No. 5 by providing quality roads and other modal options to city residents and businesses. As growth occurs, the City will have to ensure that all residents have access to transportation and that the roads and other modes of transportation are able to accommodate the community's needs. Future improvements to the transportation system will be guided by this element to ensure that future growth is supported by an adequate and efficient network of roads in order to meet the needs of all its residents.

Key Contribution: Existing and planned availability of the City's transportation system.

Environmental Element

The purpose of the Environmental Element is to identify the goals and policies addressing both the City's environmental assets and potential disasters, and to integrate those policies with the Urbanization and Land Use Elements. There is no one specific livability goal for environmental protection; instead, environmental protection is woven throughout all of the livability goals. This element will support the Urbanization element by providing goals and policies that encourage sustainability and protection of natural resources that occurs simultaneously with growth in Central Point.

URBAN GROWTH BOUNDARY LOCATION CRITERIA

Aside from a demonstration that there is a need to accommodate the City's long-range population growth and related land needs there is a requirement that the boundaries within which the City's urban lands are located be placed with forethought. The location of the City's urban growth boundary (UGB) and changes to the UGB shall be determined by evaluating alternative boundary locations consistent with ORS 197.020, and with consideration of the following locational criteria:

1. Properties that abut either the City Limits, or the current UGB.
2. Properties that are in excess of 10 acres.
3. Properties that abut or are within 500 ft. of basic urban services; i.e. water, sewer, stormwater, transportation.
4. Properties that are proximate to, or include, mixed use/pedestrian friendly areas.
5. Compatibility with nearby agricultural uses outside the proposed UGB.
6. Proximity to transportation infrastructure.
7. Lands that have been master planned.
8. Readiness for development

URBAN GROWTH BOUNDARY AMENDMENT PROCEDURES

Periodically it will be necessary to amend the City's urban growth boundary due to changes in circumstances. The procedures for the review and amendment of the Urban Growth Boundary are as follows:

Major Amendment

Major revisions to the Urban Growth Boundary or Urban Growth Boundary Management Agreement will be considered amendments to both the city and county comprehensive plan, and as such are subject to a legislative review process. A major revision shall include any UGB amendment that would necessitate revisions to the intent of the city or County comprehensive plan goals, policies, or text, that has widespread and significant impact on the immediate area, such as quantitative changes for substantial changes in population, or significant increases in resource impacts, qualitative changes in land use itself, such as conversion of residential and industrial use, or spatial changes that affect large areas, or many different ownerships. Any change in the policies of the Urbanization Element is considered a major revision.

Major revisions will be considered by the city and county at five-year intervals the date of adoption of the EGP and urbanization policies. If the city and County governing bodies find that prevailing circumstances have a significant effect on the public health, safety, or general welfare of the community, a major revision can be considered in less than five years. A request for a major revision can be initiated by an individual or group, citizen's advisory committee, affected agencies, and governing bodies. Parties should file adequate written documentation with the city and County governing bodies. Final legislative acts on major revisions requests shall be based on the following factors:

a. Demonstrated need for the change to accommodate unpredicted population trends, to satisfy urban housing needs, or to assure adequate employment opportunities;

b. The orderly and economic provision of key urban public facilities and services;

c. The maximum efficiency of land uses within the current urbanizable area;

d. Environmental, energy, economic, and social consequences;

e. The compatibility of the proposed change with other elements of the city and County comprehensive plans; and

f. The state-wide planning goals.

Major revision proposals shall be subject to a mutual city and County review and agreement process involving affected agencies, citizen advisory committee, and the general public. If the city and county cannot agree on a major revision, or until an acceptable revision is mutually agreed upon and adopted, both jurisdictions will continue to use existing UGB, areas of regional planning concern boundaries, and urbanization policies.

Minor Urban Growth Boundary Adjustments

Minor adjustments to the UGB may be considered subject to similar procedures used by the city and county in hearing zoning requests. A minor revision is defined as one focusing on specific individual properties, and not having significant impact beyond the immediate area of the change. An application for a minor UGB amendment can be made only by property owners, their authorized agents, or by a city or County governing body. Written application for a minor adjustment may be filed with the Jackson County Department of Development Services on forms prescribed by the County. The standards for processing an application are as follows:

a. Final action on the minor use of UGB adjustment shall be based in the same six factors required for major revision requests as listed in the preceding section, major revisions.

b. Application shall be reviewed by the affected city and County citizens planning advisory committees annually.

c. Strategic, location of roads, golf courses, or other visible public or semi-public open spaces;

d. Compliance with the City's Agricultural Mitigation standards;

e. All UGB amendments shall include adjacent streets and other transportation rights-of-way;

URBAN GROWTH BOUNDARY MANAGEMENT AGREEMENT

Development within the UGB, but outside the City Limits shall be subject to the policies of the most recent Urban Growth Boundary Management Agreement (UGBMA), jointly adopted by both the City and the County.

URBANIZATION GOALS & POLICIES

Goal

"Provide for the orderly and efficient transition from rural to urban land use in accordance with the goals and policies of the City of Central Point Comprehensive Plan as necessary to accommodate projected urban population and urban employment inside urban growth boundaries, to ensure efficient use of land, as necessary to provide for the City's preferred future.

Policies

1. All urban level development shall conform to city standards, shall be consistent with the City's comprehensive plan, and shall meet all requirements of the City Zoning Ordinance and Map.

2. Urban facilities and services must be adequate in condition and capacity to accommodate the additional level of growth, as allowed by the comprehensive plan, prior to and or concurrent with land-use changes.

3. To maintain an inventory of buildable lands within the UGB in all land use classifications sufficient to accommodate the City's most recent 20-year population projection[4].

    a. Vacant lands within the UGB that have farm or open space tax benefits are not classified as vacant until such time as the farm or open space tax benefits are removed[5].

    b. At the time of the population projection updates the City shall evaluate the need to expand the UGB.

    c. The calculation for In-Fill lands available for development shall be discounted based on their likelihood of developing during the planning period. A determination of the in-fill acreage likely to develop shall be maintained in the Buildable Lands Inventory, including the methodology of determining the term "likely".

4. Promote compact, orderly and efficient urban development by guiding future growth to vacant sites and redevelopment areas within the established areas of the city, and to urbanizable lands where future annexation and development may occur.

5. Promote efficient and economical patterns of mixed land uses and development densities that locate a variety of different life activities ,such as employment, housing, shopping and recreation in convenient proximity; and that are, or can be made, accessible by multiple modes of transportation —including walking, bicycling, and transit in addition to motor vehicles —within and between neighborhoods and districts.

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[4] ORS 197 requires that Portland State University, Population Research Center provide updated population projections on a 4-year cycle.
[5] ORS 197.756

6. Provide an adequate level of urban services, including but not limited to public water, wastewater, storm water management systems, environmental services and an urban multi-modal transportation system as urban development occurs within the City's UGB.

7. Maintain and reinforce the City's small town image by emphasizing and strengthening the physical connections between people and nature in the City's land development patterns and infrastructure design.

8. Create opportunities for innovative urban development and economic diversification. Prior to expanding an urban growth boundary, local governments shall demonstrate that needs cannot reasonably be accommodated on land already inside the urban growth boundary.

9. The City of Central Point General Land Use Plan (GLUP) Map and zoning designations for unincorporated urbanizable land, and all other city development and building safety standards, shall apply only after annexation to the city; or through a contract of annexation between the city, Jackson County, and other involved parties; or after proclamation of an annexation having a delayed effective date pursuant to ORS 222.180(2).