RESOLUTION ACCEPTING THE LEBANON   )   **RESOLUTION NO. 2022-19**
HOUSING NEEDS ANALYSIS (HNA)   )

WHEREAS, In 2018 the City of Lebanon received a grant from the Oregon Department of Land Conservation and Development to conduct a Housing Needs Analysis to better understand housing needs for the next 20 years and the affordability of housing in Lebanon. FCS Group, Inc. was selected as the consultant group to lead the project; and

WHEREAS, Meetings were held with FCS Group, Inc. and the Planning Commission as the Project Advisory Committee on April 19, 2019, May 15, 2019, and June 19, 2019 to discuss the desired outcomes, the various factors affecting the demand and affordability of housing in Lebanon, achieved density, needed housing mix, and redevelopment assumptions. These meetings were also advertised as public workshop meetings to gain input from the public on the progress of the Housing Needs Analysis (HNA), each meeting included public participation with between three to 20 residents in attendance. Regular updates were also provided to the City Council through the monthly City Manager reports; and

WHEREAS, the Housing Needs Analysis concluded that the City has sufficient capacity within the current Urban Growth Boundary (UGB) to accommodate planned residential development and related land needs over the next 20 years. The current UGB consists of 735 acres of buildable residential land inventory which residential land need is forecasted to be between 345 and 476 acres; and

WHEREAS, the Housing Needs Analysis identified policy considerations to help promote development of housing and address affordable housing demand, but did not identify any required zoning or development code changes and determined that Lebanon's existing policies generally comply with Statewide Planning Goal 10; and

WHEREAS, on June 19, 2019 the Project Advisory Committee and the Planning Commission recommended the City Council accept the Housing Needs Analysis included in Exhibit A; and

WHEREAS, House Bill 2003 directs the Land Conservation and Development Commission to adopt a schedule for cities over 10,000 people to update their Housing Needs Analysis every eight years. With acceptance of the Housing Needs Analysis in 2022, the City complies with the State adopted schedule, with the next required Housing Needs Analysis to be completed in 2030; and

WHEREAS, the City of Lebanon is currently in the process of developing a Housing Production Strategy in compliance with HB 2003. Upon completion of the Housing Production Strategy, the City will undergo a Comprehensive Plan Amendment to incorporate the Housing Needs Analysis and Housing Production Strategy policies as an update to the

Housing Element of the Comprehensive Plan in compliance with Statewide Planning Goal 10: Housing.

NOW, THEREFORE, be it resolved by the Council of the City of Lebanon as follows:
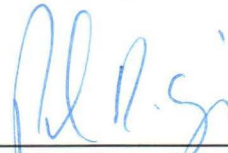
SECTION 1. The Lebanon City Council accepts the Housing Needs Analysis (HNA) and determines the HNA compliant with Statewide Planning Goal 10.

SECTION 2. The Lebanon City Council directs staff to complete the Housing Production Strategy in compliance with HB 2003, then initiate an amendment to the Comprehensive Plan to incorporate the Housing Needs Analysis and the Housing Production Strategy as the City's Housing Element of the Comprehensive Plan.

SECTION 3. This Resolution shall be effective immediately upon its passage

Passed by the Lebanon City Council and executed by the Mayor on this 13th day of July 2022 by a vote of _5_ yeas and _0_ nays.

CITY OF LEBANON, OREGON

_____
Paul R. Aziz, Mayor   ☒
Michelle Steinhebel, Council President   ☐

ATTESTED:

_____
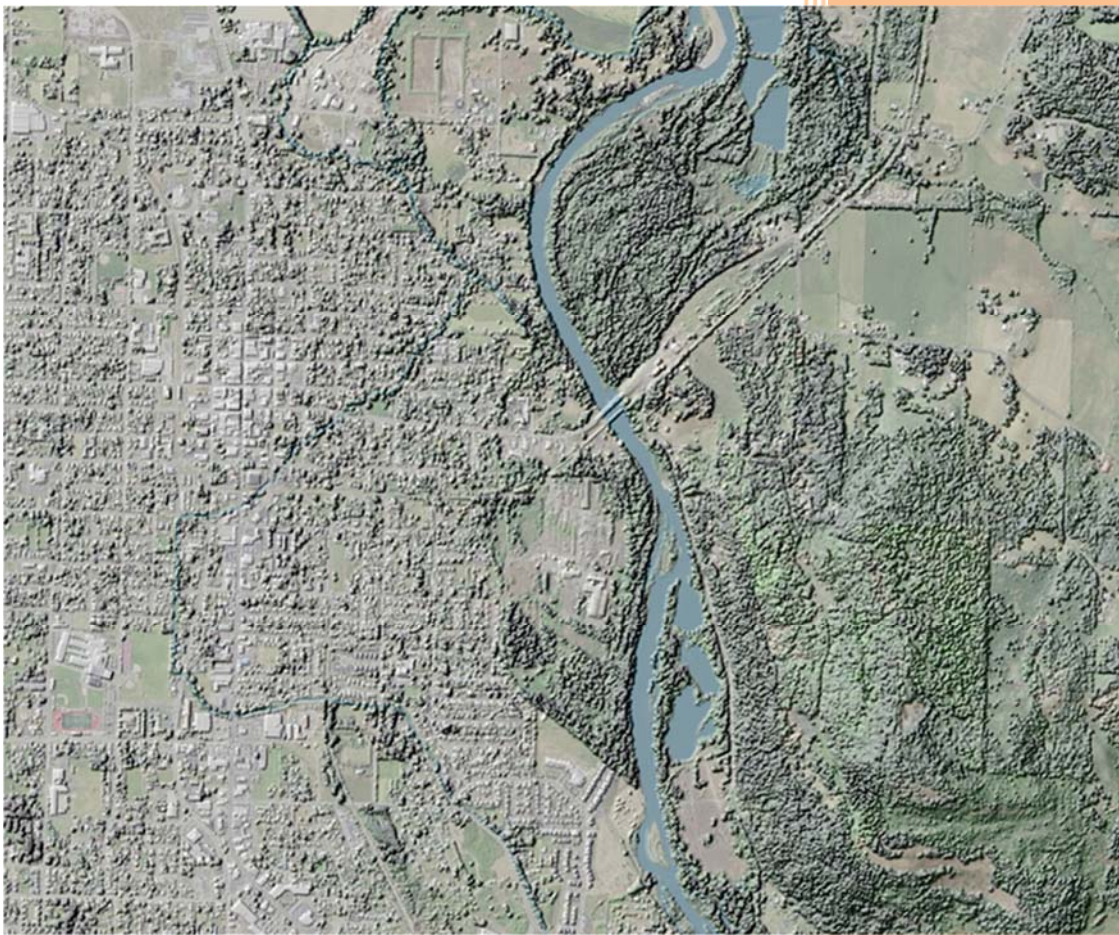Kim Scheafer, MMC, City Recorder

Exhibit A

Accepted Housing Needs Analysis

City of Lebanon

Draft Housing Needs Analysis

June 27, 2019

FCS GROUP
Solutions-Oriented Consulting

ACKNOWLEDGEMENTS

TABLE OF CONTENTS

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Section I. INTRODUCTION

The Lebanon Housing Needs Analysis (HNA) is intended to serve as a basis for the City to explore and document new information regarding the City's buildable land inventory (BLI), population and employment trends, and development policies and objectives aimed at strengthening the local economy and providing adequate land to handle the next 20 years of growth. The HNA evaluates housing demand, land needs policies to meet state and local housing objectives.

Oregon Regulatory Requirements

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

At a minimum, local housing policies must meet the applicable requirements of Goal 10 and the statutes and administrative rules that implement it (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008).[1] Goal 10 requires incorporated cities to complete an inventory of buildable residential lands. Goal 10 also requires cities to encourage the numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

Goal 10 defines needed housing types as "all housing on land zoned for residential use or mixed residential and commercial use that is determined to meet the need shown for housing within an urban growth boundary at price ranges and rent levels that are affordable to households within the county with a variety of incomes, including but not limited to households with low incomes, very low incomes and extremely low incomes." ORS 197.303 defines needed housing types:

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

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[1] ORS 197.296 only applies to cities with populations over 25,000.

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(b) Government assisted housing.[2]

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

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

(e) Housing for farmworkers.

Please refer to the Glossary for a list of terms used in the Housing Needs Analysis.

HNA Methodology

Major HNA technical work products include the following:

- A housing needs forecast for the Lebanon Urban Growth Boundary (UGB)

- A buildable land inventory (BLI) for residential and mixed-use designations in the UGB

- A residential land needs analysis for accommodating a 20-year forecast

- Identification of local policy measures and housing strategies for accommodating needed housing

A recommended approach to conducting a housing needs analysis is described in *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, the Department of Land Conservation and Development's guidebook on local housing needs studies. As described in the workbook, the specific steps in the housing needs analysis are:

1. Project the number of new housing units needed in the next 20 years.

2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type mix.

3. Describe the demographic characteristics of the population and, if possible, the housing trends that relate to demand for different types of housing.

4. Determine the types of housing that are likely to be affordable to the projected households based on household income.

5. Determine the needed housing mix and density ranges for each plan designation and the average needed net density for all structure types.

6. Estimate the number of additional needed units by structure type.

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

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While ORS 197.296 specifically applies to cities with 25,000 or more population, this statute is generally followed to determine housing needs for Lebanon (2017 pop. 16,878). This analysis incorporates 20-year population growth for the Lebanon Urban Growth Boundary (UGB) based on forecasts provided by Portland State University's Population Research Center.

Report Organization

This report provides the technical basis of findings that support proposed housing policy recommendations and subsequent actions that the city will take to update its Comprehensive Plan and Development Code. Each section of this report provides current data, assumptions and results that comprise all findings and conclusions:

I. Introduction.

II. Housing Trends and Needs Forecasts: provides a demographic overview and summary of market trends influencing housing growth in Lebanon.

III. Buildable Land Inventory: identifies vacant, partially vacant and redevelopable residential land within the Lebanon UGB, and accounts for constraints to get to a final determination of capacity to meet 20-year needs.

IV. Land Needs Reconciliation: This section compares expected land demand to vacant land supply to meet housing mix and densities described in the HNA.

V. Findings and Recommendations: highlights key findings and draft policy recommendations.

VI. Glossary: list of key terms used in the housing needs analysis.

Section II.   TRENDS AND FORECASTS

This section of the HNA includes a forecast of housing needed to accommodate expected population growth for the Lebanon UGB. The housing needs forecast represents a 20-year projection from the base year (2019) through year 2039. These technical findings are also intended to be consistent with the State of Oregon requirements for determining housing needs per Oregon land use planning Goals 10 and 14, OAR Chapter 660, Division 8, and applicable provision of ORS 197.295 to 197.314 and 197.475 to 197.490.

Methodology

The methodology for projecting housing needs for the Lebanon UGB takes into account a mix of demographic and socio-economic trends, housing market characteristics and long-range population growth projections. Population is a primary determinate for household formations—which in-turn drives housing need.

Regional (Linn County) and local (City or UGB) population, households, income and market characteristics are described in this Memorandum using available data provided by reliable sources, such as the U.S. Census Bureau (Census and American Community Survey), the U.S. Department of Housing and Urban Development (HUD), Oregon Department of Housing and Community Services, Portland State University (PSU) and the City of Lebanon. Where trends or long-range projections are provided by an identified data source, FCS GROUP has included extrapolations or interpolations of the data to arrive at a base year (2019 estimate) and forecast year (2039 projection).

The housing need forecast translates population growth into households and households into housing need by dwelling type, tenancy (owner vs. renter) and affordability level.

Demographic and Socio-Economics

Population Growth

The City of Lebanon recorded a record high population of 16,878 in 2017 (July 1 estimate by PSU). When you take into account the additional land area outside the City and inside the UGB, the total Lebanon UGB population is estimated at approximately 19,416 people.

The Lebanon UGB accounts for over 16% of all county residents. Since 2000 the City, the UGB and Linn County have been adding population at a faster average annual growth rate (AGR) than the State of Oregon as a whole (see **Exhibit 2.1**).

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Exhibit 2.1: Population Trends (2000-2017)

	2000	2010	2017	AGR 2000-2017
Lebanon	12,950	15,518	16,878	1.6%
Linn County	103,069	116,672	125,047	1.1%
Oregon	3,421,399	3,837,300	4,141,100	1.1%

Source: U.S. Census Bureau and Portland State University Population Research Center.

Abbreviations: AGR - Annual Growth Rate

The long-range population forecast prepared by PSU's Population Research Center (PRC) expects 5,686 additional people to be added to the Lebanon UGB by year 2039. This equates to an annual average growth rate (AGR) of 1.26% and a 24.3% "capture rate" of the future County-wide population growth for the Lebanon UGB (see **Exhibit 2.2**).

Exhibit 2.2: Population Projections (2019-2039)

	Estimate 2019	Forecast 2039	Proj. Change 20 Years	Proj. Change AGR
Lebanon UGB	19,910	25,596	5,686	1.26%
Linn County	127,180	150,616	23,436	0.85%
Oregon	4,224,122	5,151,616	927,494	1.0%

Source: U.S. Census Bureau and Portland State University Population Research Center.

Abbreviations: AGR - Annual Growth Rate

As shown in **Exhibit 2.3**, Lebanon has a slightly younger population in comparison with the State average. The median age of local residents was 38.5 in 2017.

Exhibit 2.3

Median Age, Lebanon, Linn County, Oregon, 2017
Source: U.S. Census Bureau, 2013-2017 American Community Survey, compiled by FCS Group

38.5	39.5	39.2
Lebanon	Linn County	Oregon

Lebanon has a relatively high average household size, which is evidenced by that fact that there are 2.41 people per dwelling unit, which exceeds the State average (2.32), as indicated in **Exhibit 2.4.**

Exhibit 2.4

Average Number of People per Unit, Lebanon, Linn County, Oregon, 2017
Source: U.S. Census Bureau, 2013-2017 American Community Survey, compiled by FCS Group

2.41	2.41	2.32
Lebanon	Linn County	Oregon

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Factors Affecting Housing Needs

Housing needs change over a person's lifetime. Other factors that influence housing include:

- Homeownership rates increase as income rises.

- Single family detached homes are the preferred housing choice as income rises.

- Renters are much more likely to choose multifamily housing options (such as apartments or plexes) than single-family housing.

- Very low income households (those earning less than 50% of the median family income) are most at-risk for becoming homeless if their economic situation worsens.

As people age and their socio-economic conditions change, their housing preferences and choices evolve as illustrated in the "Housing Life Cycle" chart (**Exhibit 2.5**).

Exhibit 2.5: Housing Life Cycle
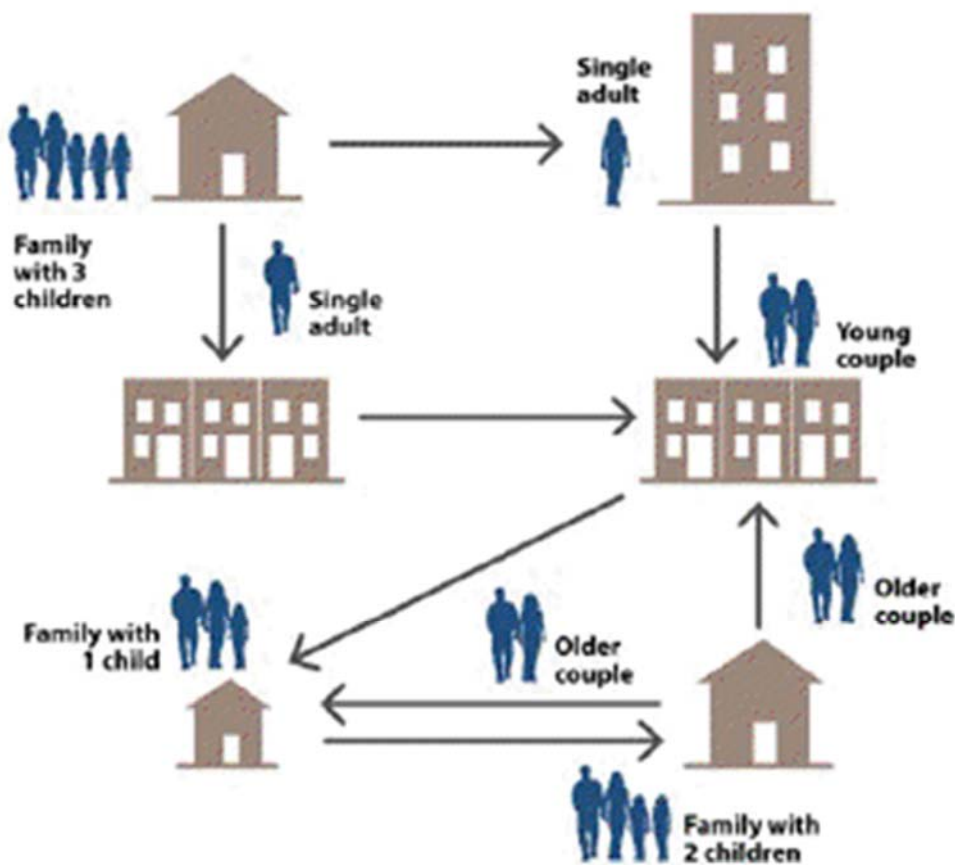
The relationship between demographics, income levels and housing needs can be used to forecast future housing needs. The primary demographic cohorts in Lebanon is shown in **Exhibit 2.6** and described below:

Exhibit 2.6: Population by Age Cohort

Population by Generational Cohort, Lebanon, 2017

- Generation Z
- Millenials
- Generation X
- Baby Boomers
- Silent Generation

25%
28%
17%
22%
8%

Source: U.S. Census Bureau, 2013-2017 (avg) American Community Survey 5-Year Estimates
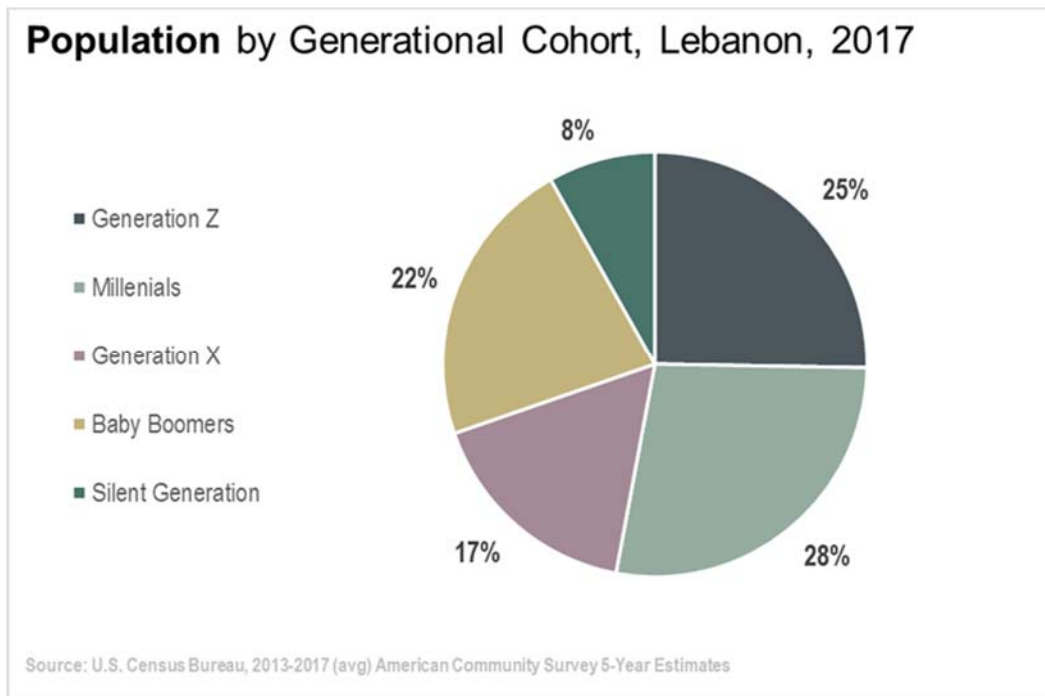
Greatest/Silent Generation (those born before 1925 to 1945)

This includes retirees better than age 74, who were raised during the Great Depression, Word War I or World War II. This cohort currently accounted for 8% of the city's population in 2017 and is projected to be the fastest growing segment over the next 20 years. As they reach their 80s some move into assisted living facilities with convenient health care services and transit access.

Baby Boom Generation (those born 1946 to 1964)

Baby boomers (currently age 55 to 74) accounted for 22% of Lebanon residents in 2017, up from 20% in 2010. The boomer population segment has been growing more rapidly than the other cohorts over the past 10 years and many are now entering their retirement years. Boomers usually prefer to "age in place" until after age 80, then may downsize or move in with family members (sometimes opting to reside in accessory dwellings off the main house).

Generation X (born early 1965 to 1980)

Gen X is the demographic cohort following the baby boomers and preceding the Millennials. This cohort (currently includes people between age 39 to 54) accounted for 17% of Lebanon residents in 2017, and has been trending upwards over the past several years. GenX households often include families with children, and many prefer to live in single family detached dwellings at various price points.

Millennials (born early 1980s to early 2000s)

Millennials (currently in their twenties or thirties) accounted for 28% of Lebanon residents in 2017. This segment is expected to increase more slowly than the overall population over the next few decades. Younger millennials tend to rent as they establish their careers and/or payback student loans. Working millennials often become first-time homebuyers, opting to purchase smaller single-family detached homes or townhomes.

Generation Z (born mid-2000s or later)

GenZ includes residents age 19 or less, which accounted for 25% of Lebanon residents in 2017. This segment mostly includes children living with GenXers or younger Baby Boomers and has been decreasing in numbers in Lebanon over the past several years. This trend is forecasted to continue as people are delaying starting families and tend to have fewer children than past generations.

Income Characteristics

Low income households are much more prevalent in Lebanon than in Oregon (on average) with nearly 41% of the households earning less than $30,000 (**Exhibit 2.7**). This situation is contributing to the relatively high share of severe rent challenges discussed below.

Exhibit 2.7: Households by Income Level, 2017

Income, Lebanon, Linn County, Oregon 2017

Lebanon: 40.9% | 20.5% | 27.9% | 10.7%

■ $0 to $29,999   ■ $30,000 to $49,999   ■ $50,000 to $99,999   ■ $100,000 or more

Source: U.S. Census Bureau, 2013-2017 American Community Survey (Table B19001), compiled by FCS Group

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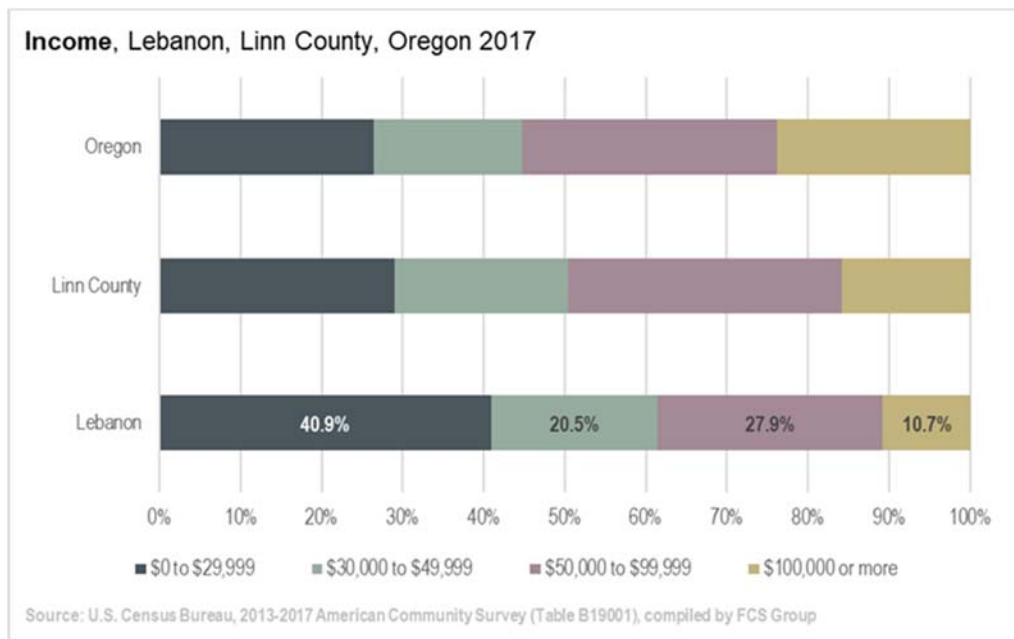
Existing Housing Characteristics

An analysis of historical development trends and local housing market dynamics provides insight regarding how the housing market functions. HNA findings indicate that changes in demographic and socio-economic patterns over the next two decades will result in a shift in housing demand from what is now predominantly single-family detached housing to wider mix of housing types.

Housing Inventory

Like many communities, the existing housing stock in Lebanon is predominantly single-family detached (low density development) which accounts for over two-thirds of the inventory. Townhomes/plexes (medium density development) make up 16% of the inventory. Multifamily apartments and condos (with more than 5 units per structure) make up 11%, and mobile homes/other housing types comprise the remainder (**Exhibit 2.8**).

Exhibit 2.8

Households by Housing Type, Lebanon, 2017

- Single Family Detached
- Townhomes / Plexes
- Multi family (5+ units)
- Mobile home / other

6%
11%
16%
67%

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates
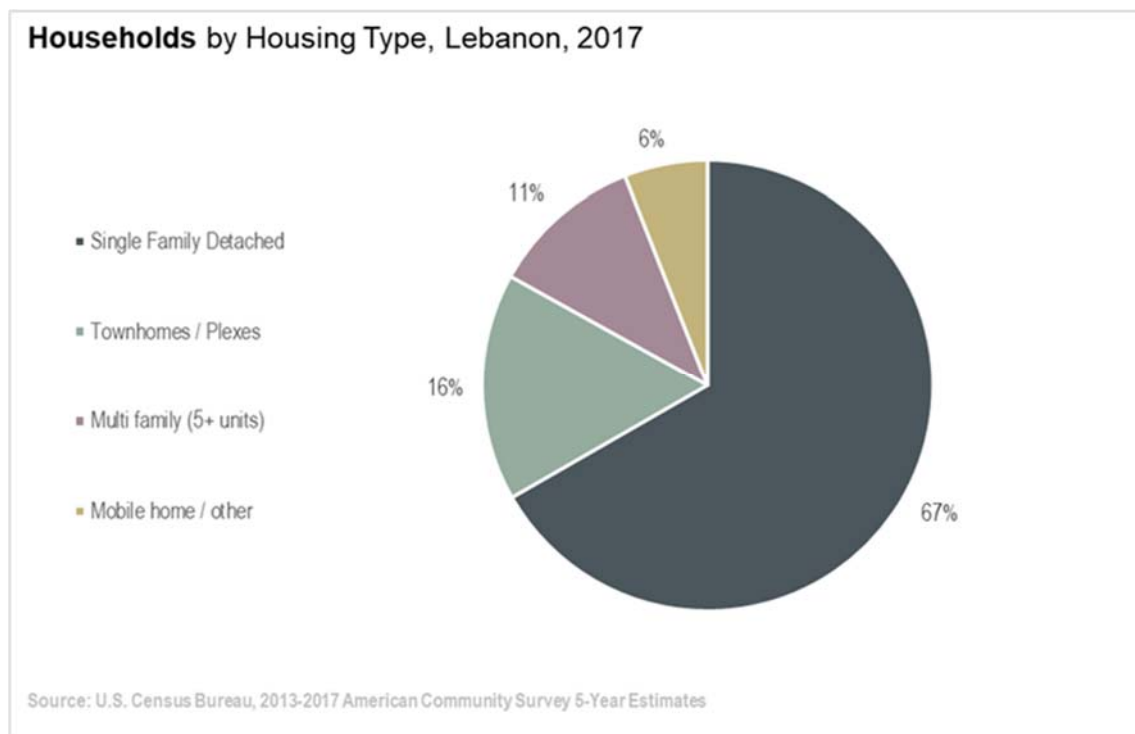
As shown in **Exhibit 2.9**, most homeowners in Lebanon reside in single family detached homes or mobile homes and most renters reside in townhomes/plexes and multifamily units.

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Exhibit 2.9

Tenancy by Type of Housing, Lebanon, 2017

Source: U.S. Census Bureau, 2013-2017 American Community Survey (Table B25032), compiled by FCS Group
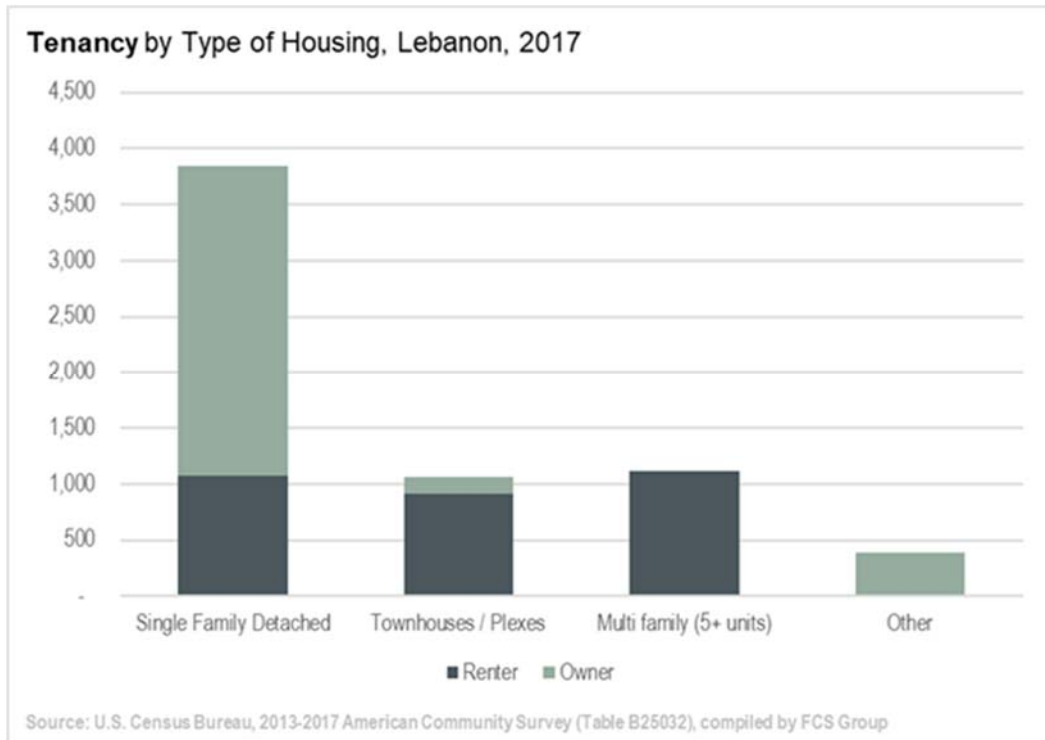
In comparison to other regional housing market areas, Lebanon home values are beginning to increase rapidly, with median prices up by 12.3 percent year-over-year (June 2017 and June 2018). Despite the increase in values, **Exhibit 2.10** shows the median home price in Lebanon was $222,900 (2019, 1st Q), which is still lower than Linn County on average, and well below the median home price throughout Oregon as a whole.

Exhibit 2.10

Median Home Price, Lebanon, Linn County, Oregon, 2019
Source: Zillow, 2019

$222,900	$252,300	$346,100
Lebanon	Linn County	Oregon

Housing rents are also comparatively lower in Lebanon than Linn County and Oregon as a whole. (**Exhibit 2.11**).

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Exhibit 2.11

Median Gross Rent, Lebanon, Linn County, Oregon, Other Comparison Cities, 2013-2017

Source: U.S. Census Bureau 2013-2017 American Community Survey 5-Year Estimates (Table B25064)
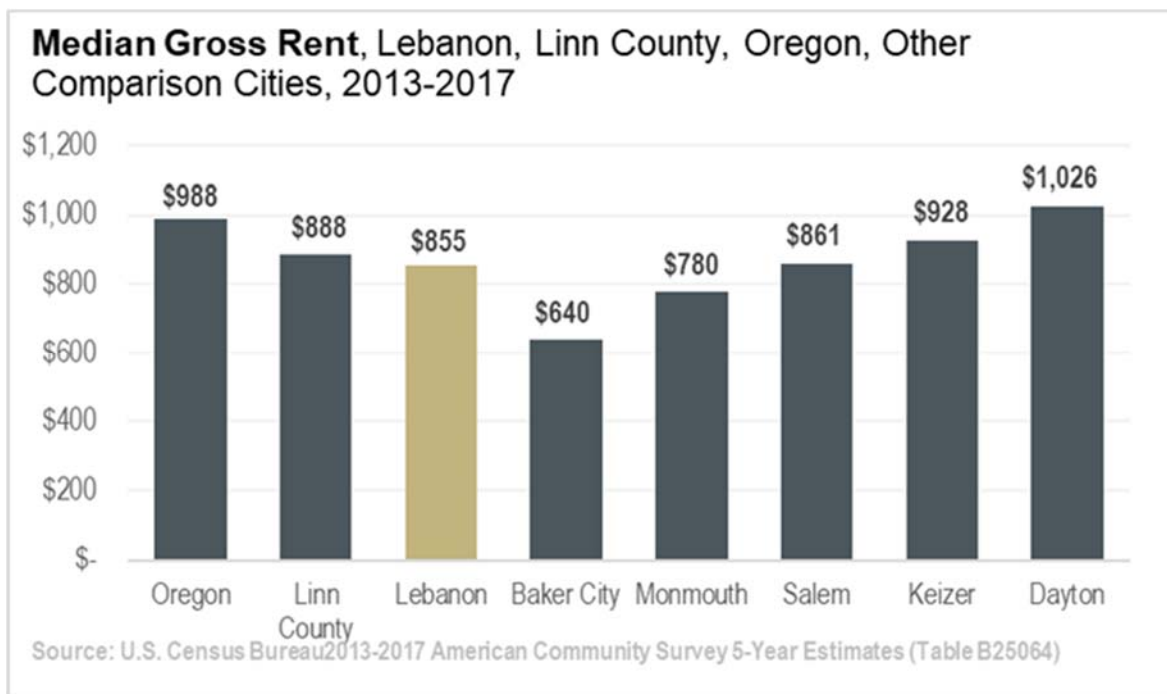
Current Housing Market Gaps

An analysis of housing needs indicates that there are market gaps in the housing supply that currently exist in the local rental housing market. As shown in **Exhibit 2.12**, the market gaps are occurring at upper and lower ends of the rental housing market. For example, with 339 existing rental households in Lebanon earning over $50,000 in annual income, the number of available rental units at attainable price levels ($1,250+ per month for two or more bedroom units) included only 165 units in 2017 (according to data provided by the U.S. Census, American Community Survey, 2013-2017 estimates for City of Lebanon). Hence, there is a market gap of approximately 174 units in this price category. As such, upper-income households are currently occupying lower cost (available) rental units.

There is also a market gap for lower-cost rental housing, particularly for households earning less than $20,000. There are 1,280 rental households in Lebanon with incomes below $20,000 but only 362 rental units priced under $500 per month. This creates a market gap of 918 rental units needed at a monthly rent of $500 or less to be attainable to these low-income households. Many of these low-income households are paying well over 50% of their income on rental housing; which is a factor driving the relatively high share of severely rent burdened households in Lebanon today.

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Exhibit 2.12

Median Household Income Range	Affordable Monthly Rent Costs *	Renter-Occupied Households	Estimated Available Rental Units	Housing (Gap) or Surplus
$75,000 or more:	$1,875	339	165	(174)
$50,000 to $74,999:	$1,250-$1,875	371	285	(86)
$35,000 to $49,999:	$875-$1,250	491	977.50	487
$20,000 to $34,999:	$500-$875	633	1,325	692
Less than $20,000:	Less than $500	1,087	270	(817)
Zero or Negative Income	Requires subsidy	193	92	(101)
Total		3,114	3,114	-

Source: U.S. Census Bureau,, American Community Survey 2013-2017; FCS GROUP.

* Calculated as 30% of income range based on HUD guidelines

A recent 2016-17 statewide study of housing affordability was led by the Oregon Housing and Community Services (OHCS). The study included all cities and counties, including Linn County and the City of Lebanon. The study included an inventory of existing public housing and federal/state subsidized housing in each community and compared the housing supply to the need (based on an equitable distribution of demand) for affordable housing.

As indicated in **Exhibit 2.13,** the results of the OHCS study indicate that there is an existing affordable housing supply gap of 824 units in Linn County (1,768 units of equitable need less 944 units available).

The OHCS study results for the City of Lebanon indicate that the city's "equitable distribution of affordable housing units" was also inadequate, with an affordable housing unit count of 271 dwellings and an estimated equitable demand of 363 units, a gap of 92 units. In the future, as population and housing levels increase within the Lebanon UGB, so too will the demand and need for affordable housing.

Exhibit 2.13

	City of Lebanon	Linn County
Affordable Housing Units in Inventory	271	944
Need (Equity) Distribution Percent	0.6%	2.9%
Equitable Distribution of Units	363	1,768
Actual Units / Equitable Distribution of Units	74.7%	53.4%

Source: Oregon Housing and Community Services Housing Needs Versus Inventory Summary

Housing Cost Burden

According to the U.S. Housing and Urban Development (HUD) standards, households are considered "cost burdened" if they pay over 30% of their income on housing. Households are "severely cost burdened" if they pay over 50% of their income on housing.

◆❖ FCS GROUP

Despite having lower housing costs than most of Oregon and of Linn County, Lebanon still has a relatively high share of households experiencing significant rent burden. Over 1 in 3 Lebanon renter households (36%), paid more than 50% of their income in rent (**Exhibit 2.14**).

Exhibit 2.14

Severe Rent Cost Burden, Lebanon, Linn County, Oregon, Other Comparison Cities, 2013-2017

*Based on the assumption that the housing cost burden threshold is 50% of income

Source: 2013-2017 American Community Survey 5-Year Estimates (Tables B25091 and B25070)
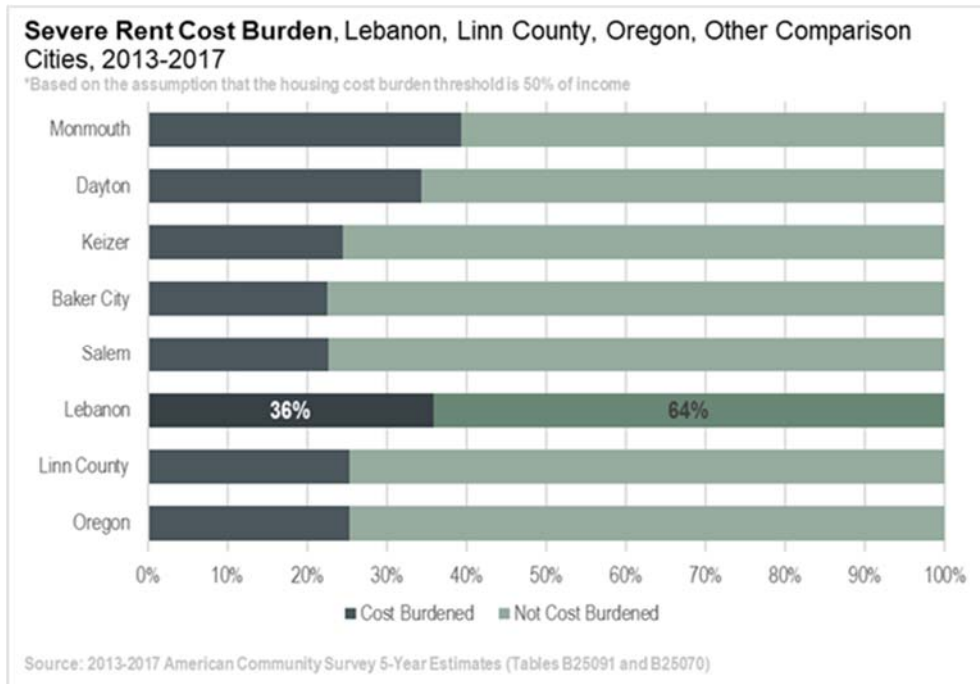
Lebanon homeowners are less severely cost burdened than renters, with only 16% of homeowners experiencing severe cost burden. Taken together, about 27% of all households in Lebanon are severely housing cost burdened (**Exhibit 2.15**).

Exhibit 2.15

Severe Housing Cost Burden by Tenure, Lebanon, 2013-2017

*Based on the assumption that the cost burden threshold is 50% of income

Source: U.S. Census Bureau, 2013-2017 American Community Survey 5-Year Estimates (Tables B25091 and B25070)

❖ FCS GROUP
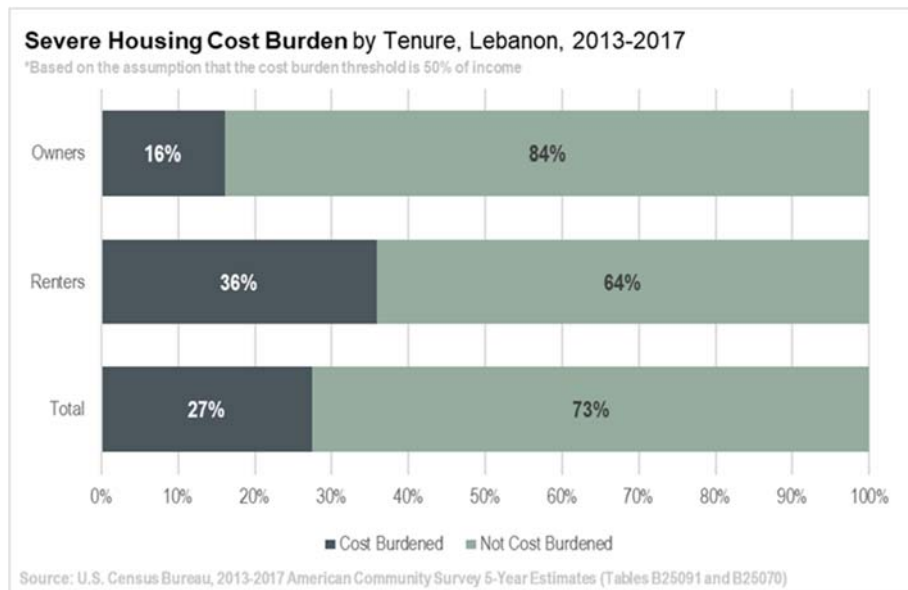
Future Housing Need Forecast

The future (20 year) housing need forecast for Lebanon considers demographic and socio-economic factors. Based on projected population growth and housing market conditions, Lebanon is expected to add 5,686 people and that will require 2,503 net new dwelling units over the next 20 years.

The expected distribution of housing types is depicted in **Exhibit 2.16**. Based on local housing mix preferences, it is anticipated that nearly 58% of the dwelling unit demand will consist of single family detached homes, 16% will be townhomes/plexes, 17% will be multifamily (i.e., 2-3 story apartments), and 6% will be manufactured homes. The future demand represents a greater share of attached/multifamily housing in Lebanon than the current inventory, and would result in more attainable housing for households at all income levels.

Exhibit 2.16

	Projected 20-Year Need (Units)	Percent Dist.
Housing Type Distribution		
Single Family Detached	1,447	57.8%
Townhomes / Plexes	398	15.9%
Multi family (5+ units)	417	16.6%
Mfg. home/other	155	6.2%
Total Housing Units	2,417	
Group quarters (pop)	85	3.4%
Grand Total	2,503	100%

Source: Lebanon HNA Task 2 and Task 4 documents.

The household tenancy for Lebanon is expected to consist of: 1,289 owner-occupied dwellings and 1,214 renter-occupied dwellings. The types of housing that are most suited to meet qualifying income levels for home ownership vary by family income level (**Exhibit 2.16**).

Exhibit 2.16

Approximate Attainable Home Price*	Owner-Occupied	Renter-Occupied	Total	Attainable Housing Products
Upper (120% or more of MFI)	493	184	676	Standard Homes, Townhomes
Middle (80% to 120% of MFI)	429	169	598	Small Homes, Townhomes, Apartments
Low (50% to 80% of MFI)	302	249	551	Small Homes, Townhomes, Mfgd. Homes, Plexes, Apts.
Very Low (30% to 50% of MFI)	64	212	277	ADUs, Govt. Assisted Apts.
Extremely Low (less than 30% of MFI)	0	400	400	Govt. Assisted Apts.
Total	1,289	1,214	2,503	

*Assumes 30% of income is used for rental or mortgage payments.

The owner-occupied housing forecast that's suited to meet qualifying income levels is shown in **Exhibit 2.17**.

Exhibit 2.17

Lebanon Owner-Occupied Housing Needs*

Family Income Level	Upper Range of Qualifying Income	Upper Range of Home Price*	Target Housing Types	Estimated Distribution of Owner-Occupied Units	Projected Owner-Occupied Units Needed
Upper (120% or more of MFI)	Greater than $66,120	Greater than $328,000	Standard Homes	38%	493
Middle (80% to 120% of MFI)	$66,120	$328,000	Small and Standard Homes, Townhomes	33%	429
Low (50% to 80% of MFI)	$44,080	$250,700	Small Homes, Townhomes, Mfgd. Homes, Plexes	23%	302
Very Low (30% to 50% of MFI)	$27,550	$157,550	Govt. Assisted	5%	64
Extremely Low (less than 30% of MFI)	$16,530			0%	0
Total				100%	1,289

Assumes 30% of income is used for mortgage payment, with 6% interest, 30-year term with 20% downpayment for upper middle and high income levels, and 5% downpayment for lower income levels.

The renter-occupied housing forecast that's suited to meet qualifying income levels is shown in **Exhibit 2.18**.

Exhibit 2.18

Lebanon Renter-Occupied Housing Needs*

Family Income Level	Upper Range of Qualifying Income	Upper Range of Monthly Rent*	Attainable Housing Products	Estimated Distribution of Units	Projected Renter-Occupied Units Needed
Upper (120% or more of MFI)	Greater than $66,120	Greater than $1,743	Standard Homes, Townhomes	15%	184
Middle (80% to 120% of MFI)	$66,120	$1,743	Small Homes, Townhomes, Apartments	14%	169
Low (50% to 80% of MFI)	$44,080	$1,162	Small Homes, Townhomes, Mfgd. Homes, Plexes, Apts.	21%	249
Very Low (30% to 50% of MFI)	$27,550	$726	ADUs, Govt. Assisted Apts.	17%	212
Extremely Low (less than 30% of MFI)	$16,530	$436	Govt. Assisted Apts.	33%	400
Total				100%	1,214

Assumes 30% of income is used for rental payments.

Section III. BUILDABLE LAND INVENTORY

RESIDENTIAL BUIDABLE LAND INVENTORY

In accordance with OAR 660-008-0005 (2), an estimate of buildable land inventory (BLI) within the Lebanon Urban Growth Boundary (UGB) has been created to determine that amount of land available to meet housing needs. The BLI analysis uses the most current Geographic Information Systems (GIS) data provided available for the Lebanon UGB (specific GIS data sources are shown in **Exhibit 3.1**).

Buildable Land Inventory Methodology

The objective of the residential BLI is to determine the amount of developable land available for future residential housing development within the UGB. The steps taken to perform this analysis are as follows:

1. **Calculate gross acres** by plan designation, including classifications for fully vacant and partially-vacant parcels. This step entails "clipping" all of the tax lots that are bisected by the current UGB to eliminate land outside current UGB from consideration for development at this time. City staff input was provided to provide a level of quality assurance to review output is consistent with OAR 660-008-0005(2).

2. **Calculate gross buildable acres** by plan designation by subtracting land that is constrained from future development, such as such as existing public right-of-way, parks and open space, steep slopes, and floodplains.

3. **Calculate net buildable acres** by plan designation, by subtracting future public facilities such as roads, schools and parks from gross buildable acres.

4. **Determine total net buildable acres by plan designation** by considering potential redevelopment locations and mixed-use development opportunity areas.

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Exhibit 3.1: Lebanon BLI Data Sources

Dataset Name	Type	Description	Source
CityLimit	GIS Layer	Lebanon City Limits Boundary	City of Lebanon
UGB	GIS Layer	Urban Growth Boundary for areas outside of Lebanon city limits	City of Lebanon
Zoning	GIS Layer	City of Lebanon Zoning Designations	City of Lebanon
CompPlan	GIS Layer	City of Lebanon and UGB Comprehensive Plan Designations	City of Lebanon
Floodzones	GIS Layer	FEMA 100-yr. Floodplains and Floodways	City of Lebanon
Hydro	GIS Layer	Water bodies within City of Lebanon and UGB	City of Lebanon
Parks	GIS Layer	Parks and Open Space areas with City Limits and UGB	City of Lebanon
slope	Raster-GRID	Raster grid - 3 ft cell size containing slope	City of Lebanon
Wetlands	GIS Layer	Wetlands polygon features	City of Lebanon
Taxlot	GIS Layer	Taxlots for City of Lebanon and UGB.	City of Lebanon
VacantParcels	GIS Layer	Taxlots with Property Class typed as vacant.	City of Lebanon
PublicParcels	GIS Layer	Parcels with recorded Public entity ownership	City of Lebanon
Assessment and Taxation	Tabular	Property Class is Linn Counties version of property typing	Linn County Assessor[1]
NAIP 2016	GIS Service	Web service providing aerial imagery	Oregon-GEO[2]

1 - http://www.co.linn.or.us/assessorshomep/prop_cls.htm
2 - http://imagery.oregonexplorer.info/arcgis/services

The detailed steps used to create the land inventory are described below.

RESIDENTIAL LAND BASE

The residential land base reflects current Lebanon land use zoning designations. The land use zoning map for the Lebanon UGB is provided as **Exhibit 3.2**.

Properties that are within the residential land base include the following land use zoning classifications:

Residential Land Use Classifications

- Low Density Residential
- Mixed Density Residential (allows low, medium and high density)
- High Density Residential

In addition, since commercial and mixed-use zone classifications allow housing development, the following land use zoning classification is included in the residential land base:

Commercial and Mixed-Use Land Use Classifications

- Mixed Use Zone
- Neighborhood Mixed Use Zone
- Neighborhood Commercial Zone
- Central Business Commercial Zone
- Highway Commercial Zone

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For analysis purposes, each of these residential land use classifications have been grouped into residential development categories that represent the expected level of development based on the housing types/densities that are permitted by the city (housing types must be permitted outright or by conditional development approval). This includes: low, medium and high density residential categories; as well as a commercial/mixed use category (which allows a mix of low, medium and high density housing).

Draft BLI findings and results were reviewed by city staff and subjected to public review, then refined accordingly based on the input received.

Exhibit 3.2: City of Lebanon Land Use Zoning Designations

City of Lebanon
Buildable Lands Inventory
Comprehensive Plan

City Limits	Residential Low Density	Mixed Use	Industrial
UGB	Residential Mixed Density	Commercial	Public Use
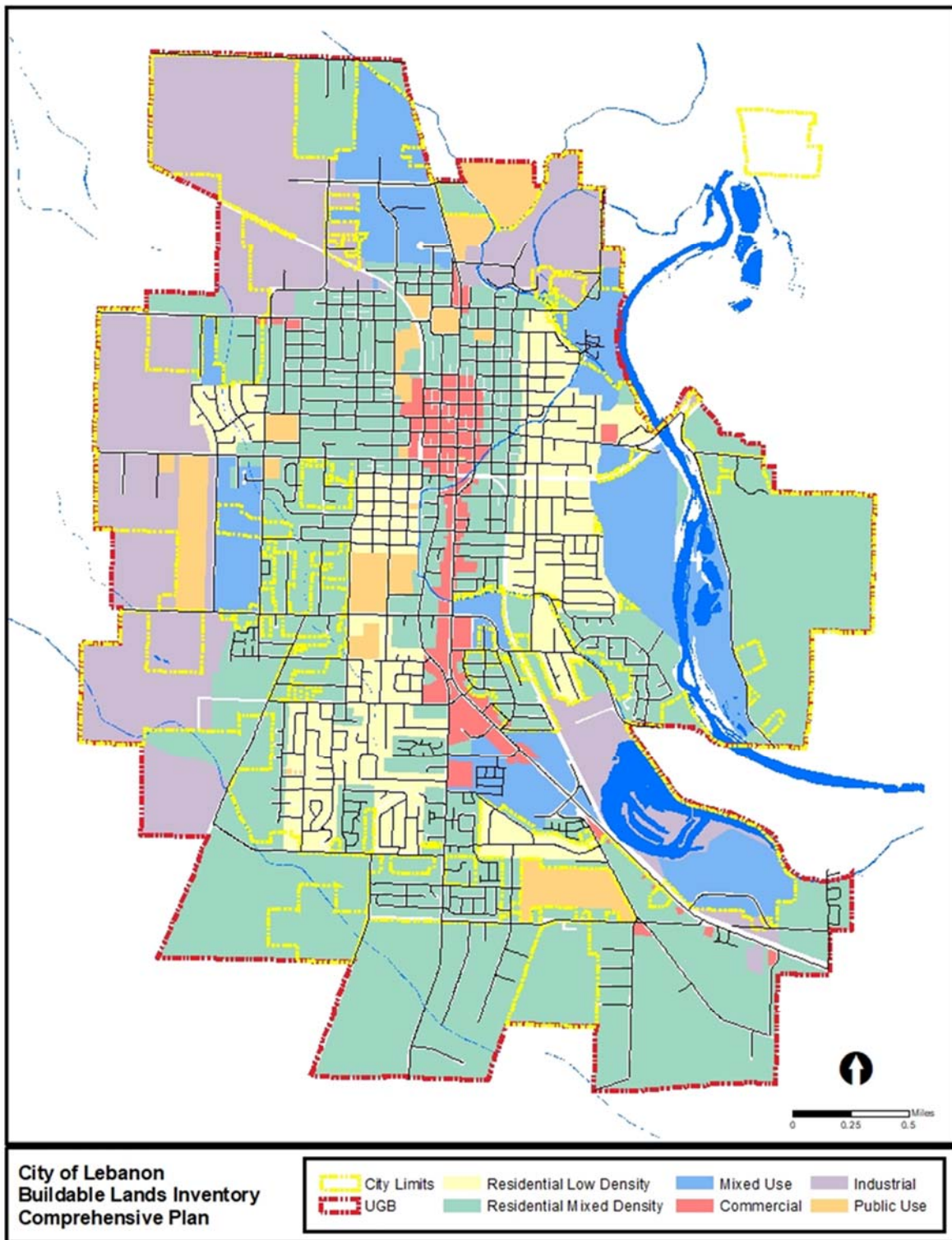
LAND CLASSIFICATIONS

The next step includes classifying each tax lot (parcel) into one of the following categories.

- **Vacant land**: Properties with no structures or have buildings with very little value. For purpose of the BLI, residential lands with improvement value less than $10,000 are considered vacant. These lands were also subjected to review using aerial photography; and if the land is in a committed use such as a parking lot, an assessment has been made to determine if it is to be classified as vacant, part vacant or developed.

- **Partially vacant land:** Properties that are occupied by a use (e.g., a home or building structure with value over $10,000) but have enough land to be subdivided without the need for rezoning. This determination is made using tax assessor records and aerial photography. For lots with existing buildings, it is assumed that ¼ acre (10,890 sq. ft.) is retained by each existing home, and the remainder is included in the part vacant land inventory.

- **Vacant Undersized:** Properties that are vacant or part-vacant with less than 3,000 sq. ft. of land area. This category is excluded from the vacant land inventory since these lots are not likely large enough to accommodate new housing units. However, it is possible that some may be suitable for accessory dwelling units (ADUs).

- **Developed & Non-Residential Land Base:** Properties unlikely to yield additional residential development for one of two reasons: they possess existing building structures at densities that are unlikely to redevelop over the planning period; or they include parcels with land use designations that do not permit housing development.

- **Public and Constrained (unbuildable) land**: Properties which are regarded as unlikely to be developed because they are restricted by existing uses such as: public parks, schools, ballfields, roads and public right-of-way (ROW); common areas held by Home Owners Associations, cemeteries; and power substations. In cases where public-owned land does not fall into one of the above mentioned categories and is planned or zoned to allow housing, those tax lots are included in the vacant or part-vacant residential land inventory.

These tax lot classifications were validated using aerial photos, building permit data, and assessor records. Preliminary results were refined based on City staff and public input received during the Housing Needs Analysis (HNA) planning process.

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DEVELOPMENT CONSTRAINTS

The BLI methodology for identifying and removing development constraints is consistent with state guidance on buildable land inventories per OAR 660-008-0005(2). By definition, the BLI is intended to include land that is "suitable, available, and necessary for residential uses."

"Buildable Land" includes residential designated land within the UGB, including vacant, part vacant and land that is likely to be redeveloped; and suitable, available and necessary for residential uses. Public-owned land is generally not considered to be available for residential use unless the underlying zoning permits housing.

Land is considered to be "suitable and available" unless it:

- Is severely constrained by natural hazards as determined by the Statewide Planning Goal 7;

- Is subject to natural resource protection measures determined under Statewide Planning Goals 5, 6, 15, 16, 17 or 18;

- Has slopes over 25 percent;

- Is within the 100-year flood plain; or

- Cannot be provided or served with public facilities (no land was identified in this category).

Based on state guidelines and data provided by the City of Lebanon, the following constraints have been deducted from the residential lands inventory.

- Land within waterbodies and floodways. Lands identified within waterbodies and floodways per the FEMA FIRM maps.

- Land within floodplains. This includes lands in flood-hazard areas (the 100-year floodplain).

- Land within wetlands. This includes areas identified as significant wetlands in the Lebanon Comprehensive Plan.

- Land within natural resource protection measures. This includes riparian wetland overlay districts that are identified in the Lebanon Comprehensive Plan.

- Land with slopes greater than 25%. However, no land was identified as having steep slopes.

- Parks and Open Space.

Exhibits 3.3-3.6 illustrate these types of "environmental" constraints.

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Exhibit 3.3: Floodplains and Floodways

City of Lebanon
Buildable Lands Inventory
Floodplains

Miles
0   0.25   0.5

City Limits
UGB
Floodplains

Exhibit 3.4: Wetlands

City of Lebanon
Buildable Lands Inventory
Wetlands

Miles
0   0.25   0.5

City Limits
UGB
Wetlands

FCS GROUP
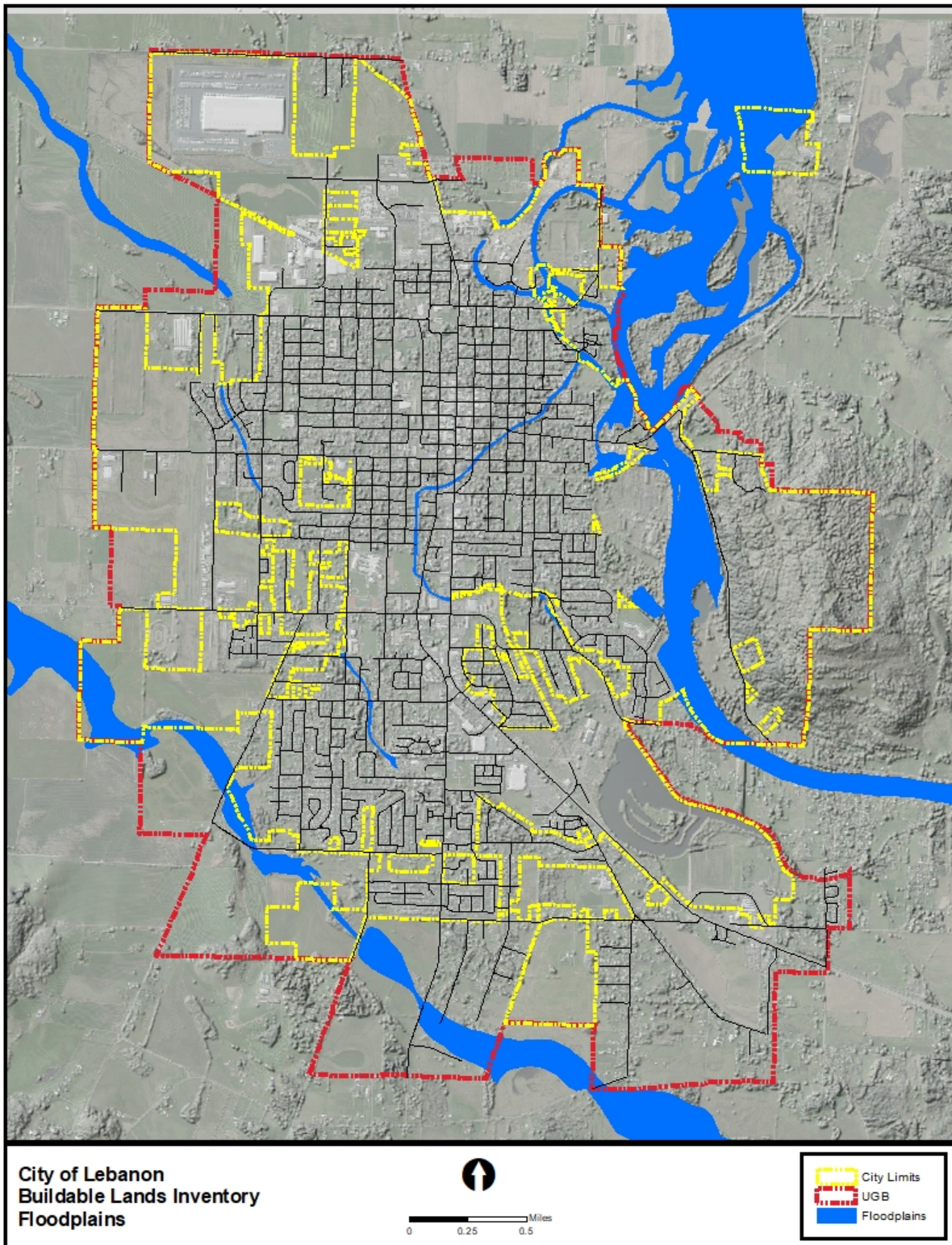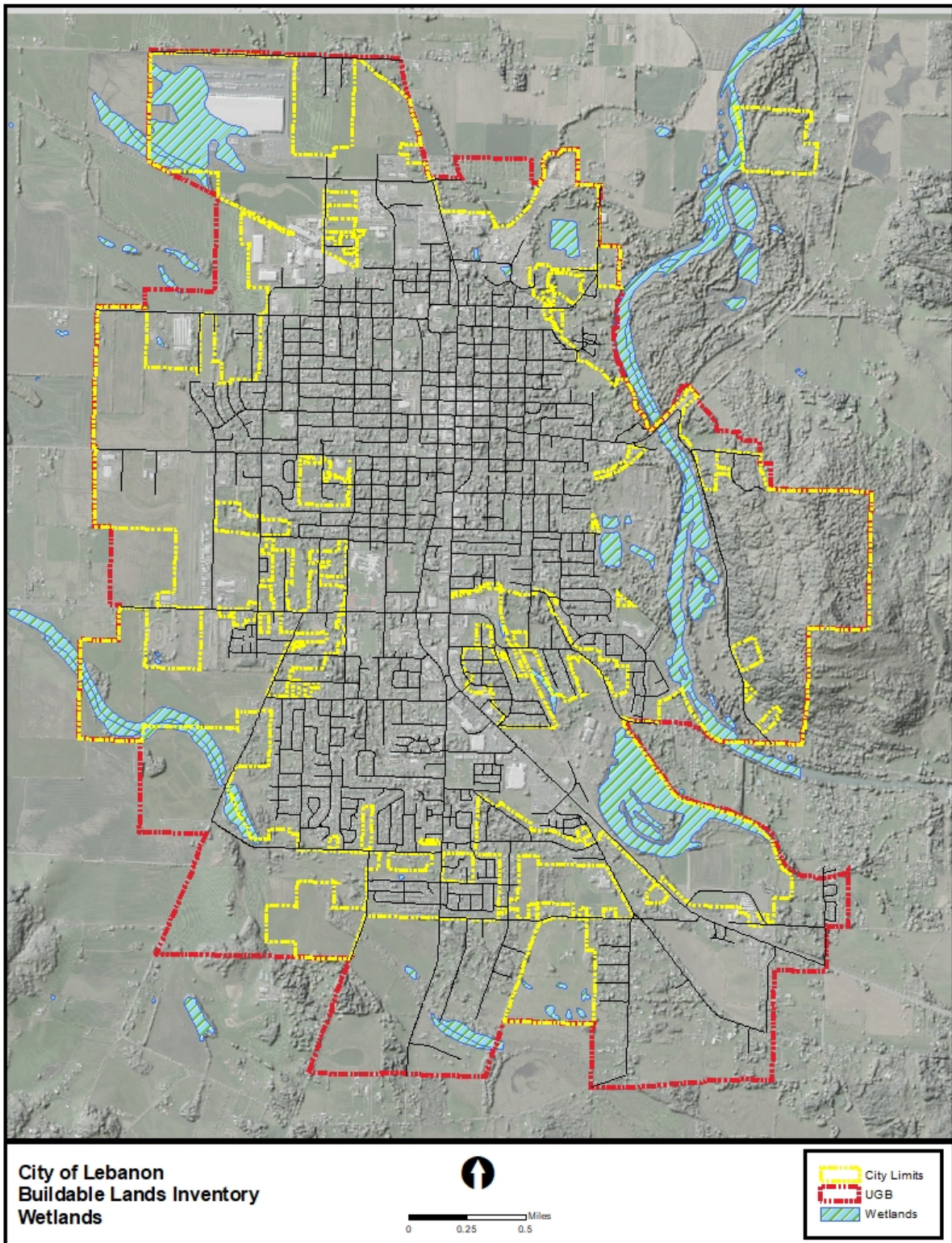
Exhibit 3.5: Slopes Over 25%

**City of Lebanon
Buildable Lands Inventory
Slopes Over 25%**

Miles
0   0.25   0.5

City Limits
UGB
Slope Greater Than 25%

Exhibit 3.6: Parks & Open Space

City of Lebanon
Buildable Lands Inventory
Parks and Open Spaces

Miles
0   0.25   0.5

City Limits
UGB
Parks

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RESIDENTIAL BUILDABLE LAND INVENTORY RESULTS

Land Base

As noted above, the residential land base for the BLI includes all tax lots in the UGB with residential, commercial and mixed-use land use designations. A summary of the land base by generalized plan designation is provided in **Exhibit 3.7**. The findings indicate that there are 13,084 tax lots in the land base with 4,106 gross acres.

Exhibit 3.7 Gross Acreage in Residential Land Base, Lebanon UGB

Generalized Plan Designation	Number of Taxlots	Percent	Total Gross Acres	Percent
Low-Density Residential	2,304	18%	962	23%
Mixed-Density Residential	3,410	26%	2,377	58%
High-Density Residential	560	4%	134	3%
Commercial/Mixed Use	6,810	52%	633	15%
Total	13,084	100%	4,106	100%

Source: City of Lebanon GIS data, FCS GROUP analysis.

Development Status

Before the deduction of environmental constraints, the residential land base has been classified by development status to estim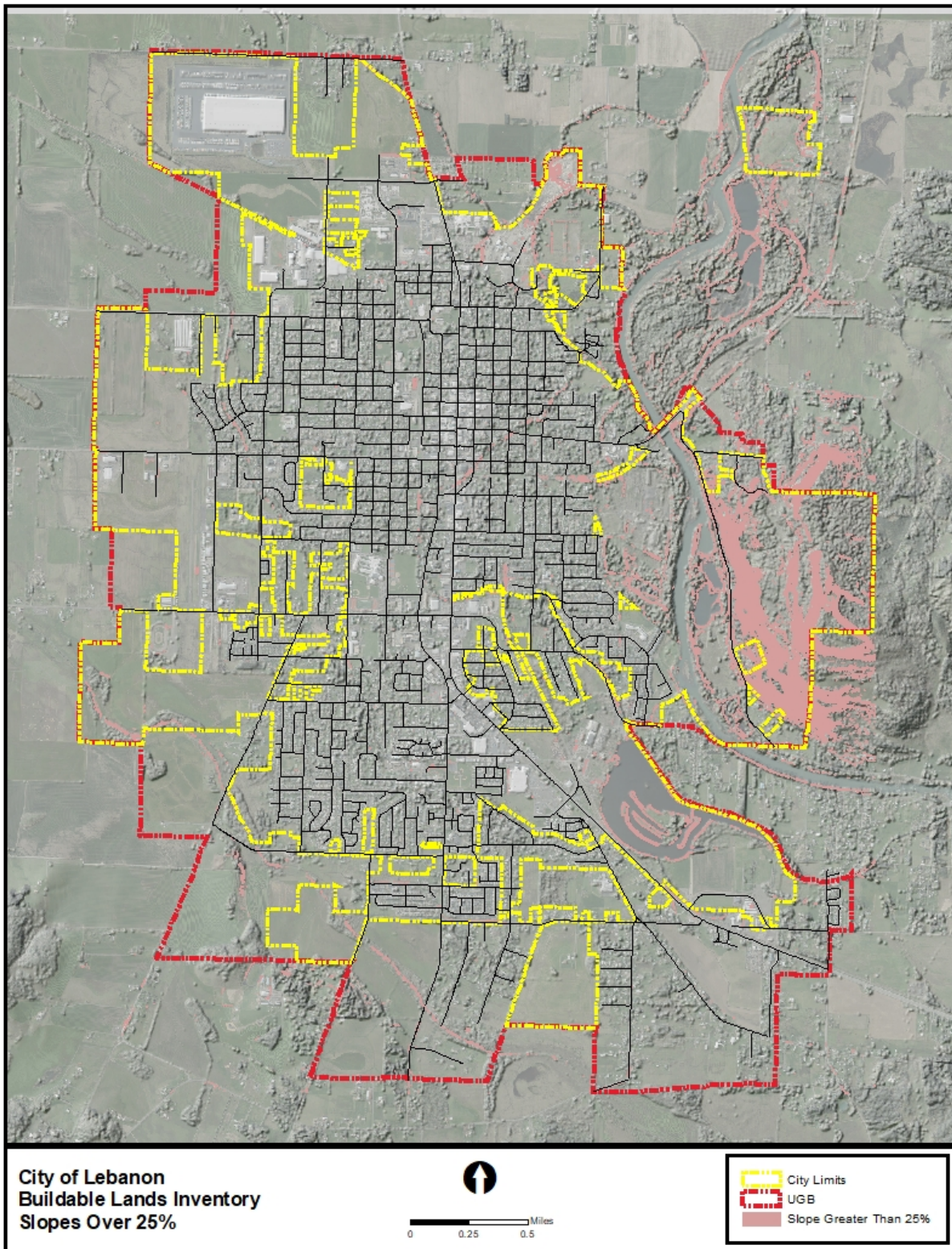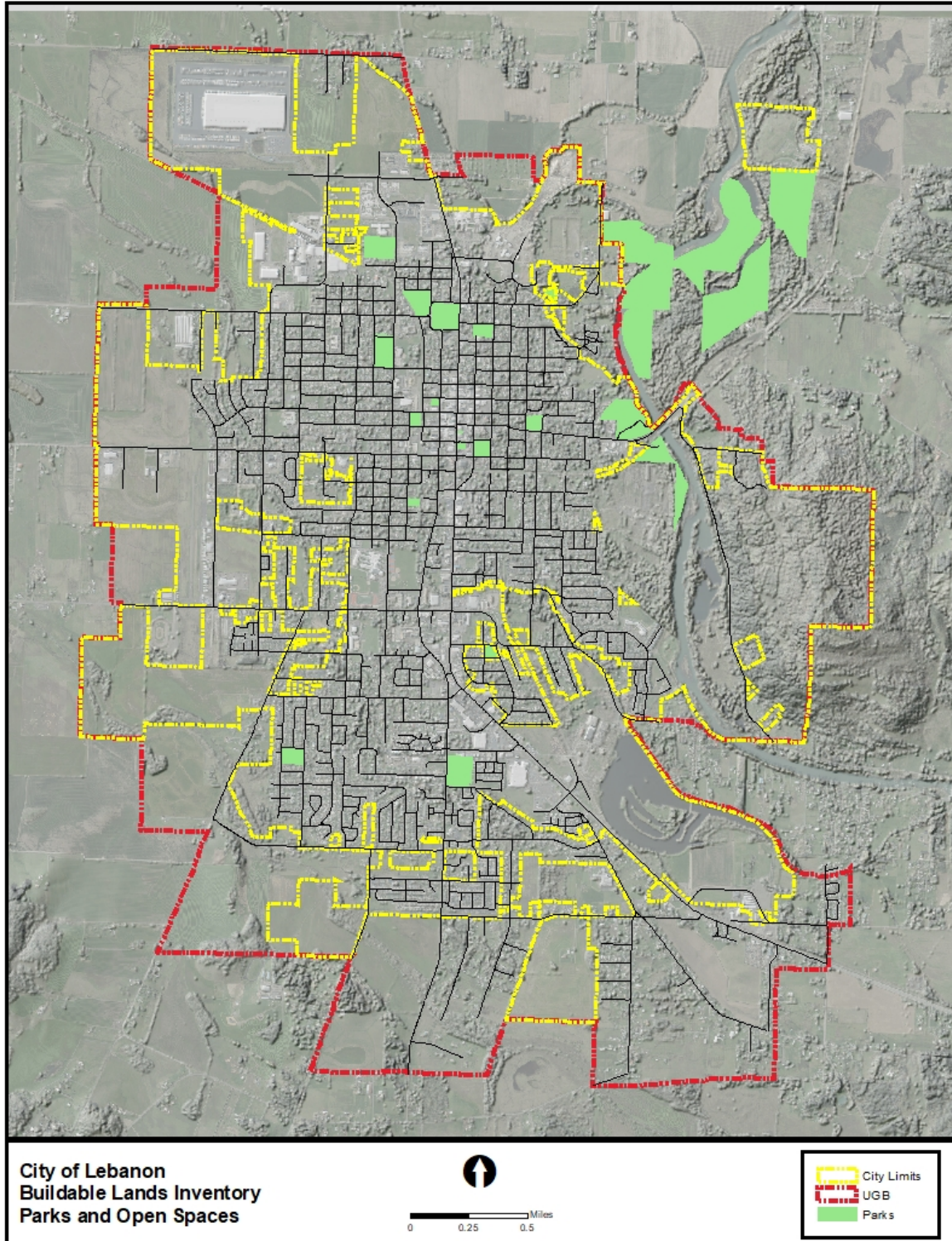ate land that is "committed" and not likely to be developed for additional residential uses. These definitions include residential land that is developed, tax lots that exempt residential development, public-ownership, and public right-of-way[3], as described previously (results are summarized in **Exhibit 3.8**).

Exhibit 3.8: Residential land base before environmental constraints are applied, Lebanon UGB

Generalized Plan Designation	Acres on Vacant Taxlots	Acres on Part-Vacant Taxlots	Total Vacant & Part-Vacant Acres	Developed, non-residential and other constrained acres			
				Developed or Non-Res Land Base	Public/ Unbuildable	Undersized (less than 3,000 SF)	Total Committed Acres
Low-Density Residential	286	0	286	669	6	0.47	676
Mixed-Density Residential	866	15	881	1,473	22	1.94	1,496
High-Density Residential	4	2	6	122	5	0.56	128
Commercial/Mixed Use	310	78	388	238	7	0.21	245
Total	1,466	96	1,561	2,502	39	3.18	2,545

Source: City of Lebanon GIS data, FCS GROUP analysis.

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[3] Includes right-of-way that is defined as a tax lot in the GIS database, which exempts residential development. This includes most major existing right-of-way which is excluded from the buildable land base.

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Buildable Land after Constraints and Public Facilities

The BLI methodology calculates the residential land base after accounting for the environmental constraints described previously. The findings indicate that out of a total of 4,106 gross acres, 1,561 acres are committed (derived from **Exhibits 3.7 & 3.8**) and 291 acres are environmentally constrained (derived from **Exhibit 3.9**).

After allowing for future public facilities and future right-of-way, there are 1,032 net buildable acres within the residential vacant and part vacant land inventory. The BLI includes 164 acres with low-density plan designations, 553 acres with mixed-density designations, 6 acres of high-density designations and 309 acres in commercial and mixed-use designations (see **Exhibit 9**).

As noted above, approximately 93% of the buildable land inventory is classified as vacant and 7% is classified as partially vacant land.

Exhibit 3.9: Residential land base after all constraints, Lebanon UGB, 2019

Generalized Plan Designation	Total Acres	Committed Acres	Env. Constrained Acres	Buildable Acres	Less Future Public Facilities*	Net Buildable Acres
Low-Density Residential	962	676	68	218	55	164
Mixed-Density Residential	2,377	1,496	144	737	184	553
High-Density Residential	134	128	-	6	-	6
Commercial/Mixed Use	633	245	79	309	-	309
Total	**4,106**	**2,545**	**291**	**1,271**	**239**	**1,032**

Source: City of Lebanon GIS data, FCS GROUP analysis.

* assumes 25% of buildable low and medium density land area is utilized for future public facilities.

Commercial and Mixed-Use Land Assumptions

It should be noted that all vacant and part-vacant commercial and mixed-use land (309 acres in total) is included in the table above. This land was included because housing development is a permitted use (i.e. it is allowed) on land with commercial and mixed-use zoning. However, since most commercial and mixed-use zoned land area will be developed for non-residential use (e.g., retail, services, office, etc.), it is assumed by the City of Lebanon that only 3% of the commercial and mixed-use land area will be developed as housing over the next 20 years. That assumption will be reflected in the "Residential BLI Results" section of this report below.

Redevelopment Areas

In accordance with OAR 660-024-0050, FCS GROUP also considered "redevelopable" lands, defined as follows by OAR 660-008-0005(7):

> "Redevelopable Land" means 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."

Given the unpredictable nature of real estate development, especially as it relates to residential redevelopment projects resulting in demolition and replacement of existing structures and development of net new housing units, the following broad-based methodology was used to estimate redevelopment potential in Lebanon:

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- To comply with the redevelopment definition above, the Lebanon buildable land inventory includes an analysis of developed residential/commercial & mixed-use properties that have existing structures and are located within the Lebanon UGB.

- In order to sharpen the focus on land most likely to "be converted to more intensive residential use during the planning period," the redevelopment land inventory includes: tax lots with over 10,890 square feet (1/4 acre) of buildable land area; and tax lots with "land values" that are greater than "improvement values" based on current county assessor records. As a proxy for "present or expected market forces" which will drive redevelopment, these remaining properties were considered the universe of "redevelopable" lands.

- Like the analysis of vacant and part-vacant lands described in preceding sections, "redevelopable" lands were organized by low, medium, high density residential and commercial/mixed-use categories based on their underlying comprehensive plan and zoning classifications; and environmental constraints were removed to determine net buildable land area.

- Finally, this analysis assumes a rate of redevelopment which results in net new housing of the properties identified above. A rate of 3% was used to approximate the likelihood of redevelopment in Lebanon throughout the 20-year planning period. This factor was applied to the total universe of potential redevelopment land to determine the net redevelopable land to be included in the Lebanon residential buildable land inventory (**Exhibit 3.10**).

Exhibit 3.10: Redevelopable Land Inventory, Lebanon UGB, 2019

Land Classification	Taxlots	Map Acres	Environmental Constraints	Net Lot Acres	Redevelopable Acres*
Low Density	20	45.9	1.5	44.3	1.3
Mixed Density	56	53.5	0.0	53.5	1.6
High Density	17	8.0	0.1	8.0	0.2
Commercial and Mixed Use	52	41.5	0.4	41.1	1.2
Grand Total	**145**	**148.9**	**1.9**	**147.0**	**4.4**

Source: City of Lebanon GIS data, FCS GROUP analysis.

*Assumes a 3% redevelopment rate.

Summary of Residential Buildable Land Inventory

The combination of vacant, part-vacant and redevelopable land area for the residential and commercial/mixed use classifications results in the total Lebanon residential buildable land inventory. The sum of all buildable land categories equates to 735 acres of residential land inventory within the Lebanon UGB.

As shown in **Exhibit 3.11** this is comprised of 165.1 acres of low-density land (163.8 acres of vacant land and 1.3 acres of redevelopable land); 554.7 acres of mixed-density land (553.1 acres of vacant and part-vacant land as well as 1.6 acres of redevelopable land); and 5.9 acres of high-density land (5.6 acres of vacant and 0.2 acres of redevelopable land). The commercial and mixed-use land area expected for housing includes 9.3 acres (309.2 acres of vacant land plus 1.2 acres of redevelopment land multiplied by the 3% housing conversion factor).

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For land needs analysis purposes, the mixed-density category, by virtue of its relative flexibility to allow low, medium and high-density development, has been allocated to low, medium and high density development based on current residential patterns observed in Lebanon (66.1% low density, 16.6% medium density and 17.3% high density) as noted in **Exhibit 3.11**.

Exhibit 3.11: Summary of Residential Buildable Land Inventory, Lebanon UGB, 2019

Land Classification	Vacant & Part Vacant	Redevelopable Land	Housing Development Factor*	Total Buildable Residential Land
Low Density	163.8	1.3	100%	165.1
Mixed Density**	553.1	1.6	100%	554.7
Low	*365.5*	*1.1*	*100%*	*366.6*
Medium	*91.8*	*0.3*	*100%*	*92.0*
High	*95.8*	*0.3*	*100%*	*96.1*
High Density	5.6	0.2	100%	5.9
Commercial and Mixed Use	309.2	1.2	3%	9.3
Grand Total	**1,031.7**	**4.4**	**-**	**735.0**

Source: derived from prior tables using City of Lebanon GIS data.

*Assumes a 3% housing redevelopment rate per City Staff.

** Assumes mixed density is allocated based upon the current housing mix in Lebanon as folllows:

Existing 2017 Housing Mix, Lebanon

Density	Count	Share
Low	4,242	66.1%
Medium	1,065	16.6%
High	1,112	17.3%
Grand Total	**6,419**	**100%**

Summary of Buildable Residential Land Inventory, Lebanon UGB, 2019

Land Classification	Vacant & Part Vacant	Redevelopable Land	Housing Development Factor*	Total Buildable Residential Land
Low Density	529.3	2.4	100%	531.7
Medium Density	91.8	0.3	100%	92.0
High Density	101.5	0.5	100%	102.0
Commercial and Mixed Use	309.2	1.2	3%	9.3
Grand Total	**1,031.7**	**4.4**	**-**	**735.0**

Source: derived from prior tables using City of Lebanon GIS data.

*Assumes a 3% housing redevelopment rate per City Staff.

Exhibits 3.12 and 3.13 illustrate the buildable vacant and partially vacant buildable land areas for the residential and commercial/mixed-use land base within the Lebanon UGB.

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Exhibit 3.12: Residential Buildable Land Inventory, Lebanon UGB, 2019

City of Lebanon
Buildable Lands Inventory
Land Classification
Net Buildable -
Residential Use Base Zones

City Limits	Floodplains	Parks	Vacant
UGB	Wetlands	Slope Greater Than 25%	Partially Vacant

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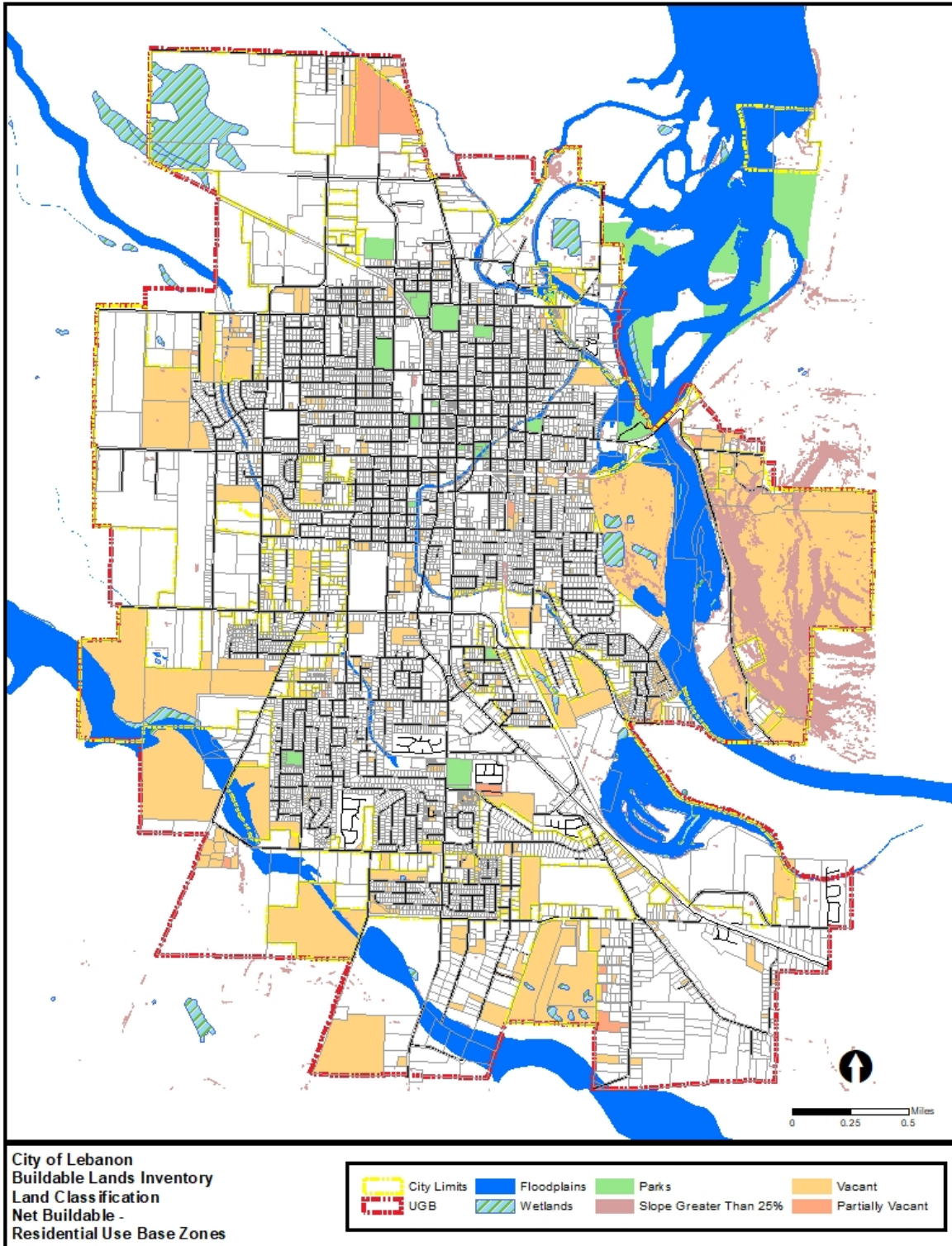
Exhibit 3.13: Commercial and Mixed-Use Buildable Land Inventory, Lebanon UGB, 2019

City of Lebanon
Buildable Lands Inventory
Land Classification
Net Buildable -
Commercial and Mixed Use Base Zones

City Limits	Floodplains	Parks	Vacant
UGB	Wetlands	Slope Greater Than 25%	Partially Vacant

FCS GROUP
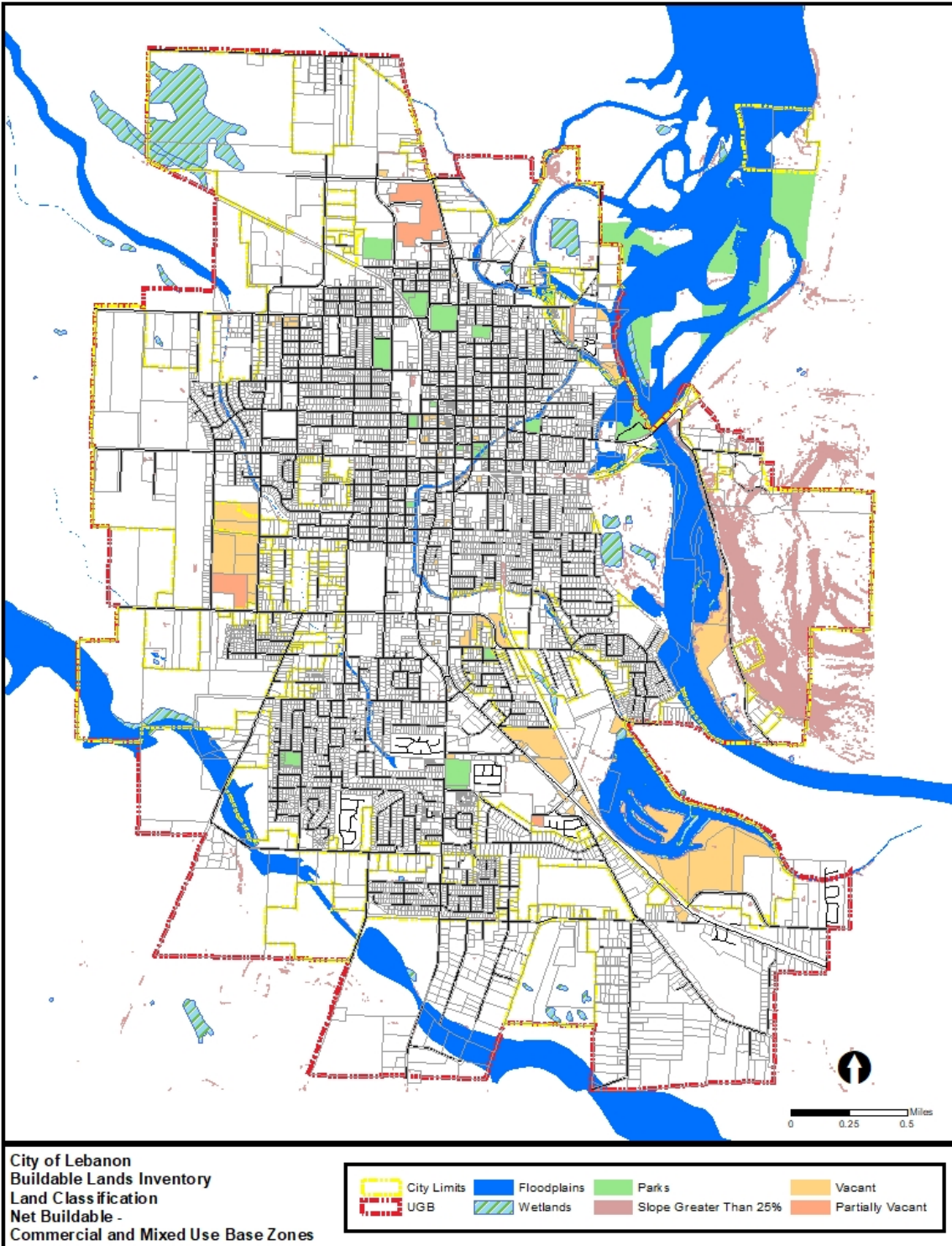
Consideration of Buildable Land within Moderate Slopes

Input gathered from the Lebanon Planning Commission indicated that Lebanon's varied topography provides unique features and challenges to new development. It was recommended that the BLI also consider the potential effects of "moderate slopes" of 15-25% to establish a more accurate understanding of the development potential within the residential land base. In particular, the eastern area of the City and Urban Growth Boundary.

Exhibits 3.14 and 3.15 indicate that there are approximately 91.0 acres of buildable residential lands located on 15-25% slopes. These lands reflect all general land use classifications, including 60.1 acres in low density, and 15.1 acres in medium density, 15.8 acres in high density. This land is still considered to be buildable per Oregon state planning requirements and can be served with adequate public facilities (albeit at a higher than average cost).

Exhibit 3.14: Slope Constraint Analysis, Lebanon UGB, 2019

Land Classification	Vacant Acres	Baseline Environmental Constraints	Vacant Land Sloped 15-25%	% of Vacant Land
Low Density	529	68	60.1	11.4%
Medium Density	92	144	15.1	16.4%
High Density	101	-	15.8	15.5%
Commercial & Mixed Use	11	79	0.0	0.0%
Total	733	291	91.0	12.4%

Source: City of Lebanon GIS Data, derived by FCS GROUP

While the total residential buildable land inventory includes 733 acres of net buildable land area, it is likely that due to moderate constraints, a portion of the buildable land area is partially constrained by moderate slopes and will be more challenging to develop.

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Exhibit 3.15: Slope Constraint Map, Eastern Lebanon UGB, 2019

City of Lebanon - East Area Detail
Buildable Lands Inventory
Slopes Over 15% and 25%

Miles
0   0.1   0.2

City Limits   Slope Over 25%
UGB   Slope Over 15%
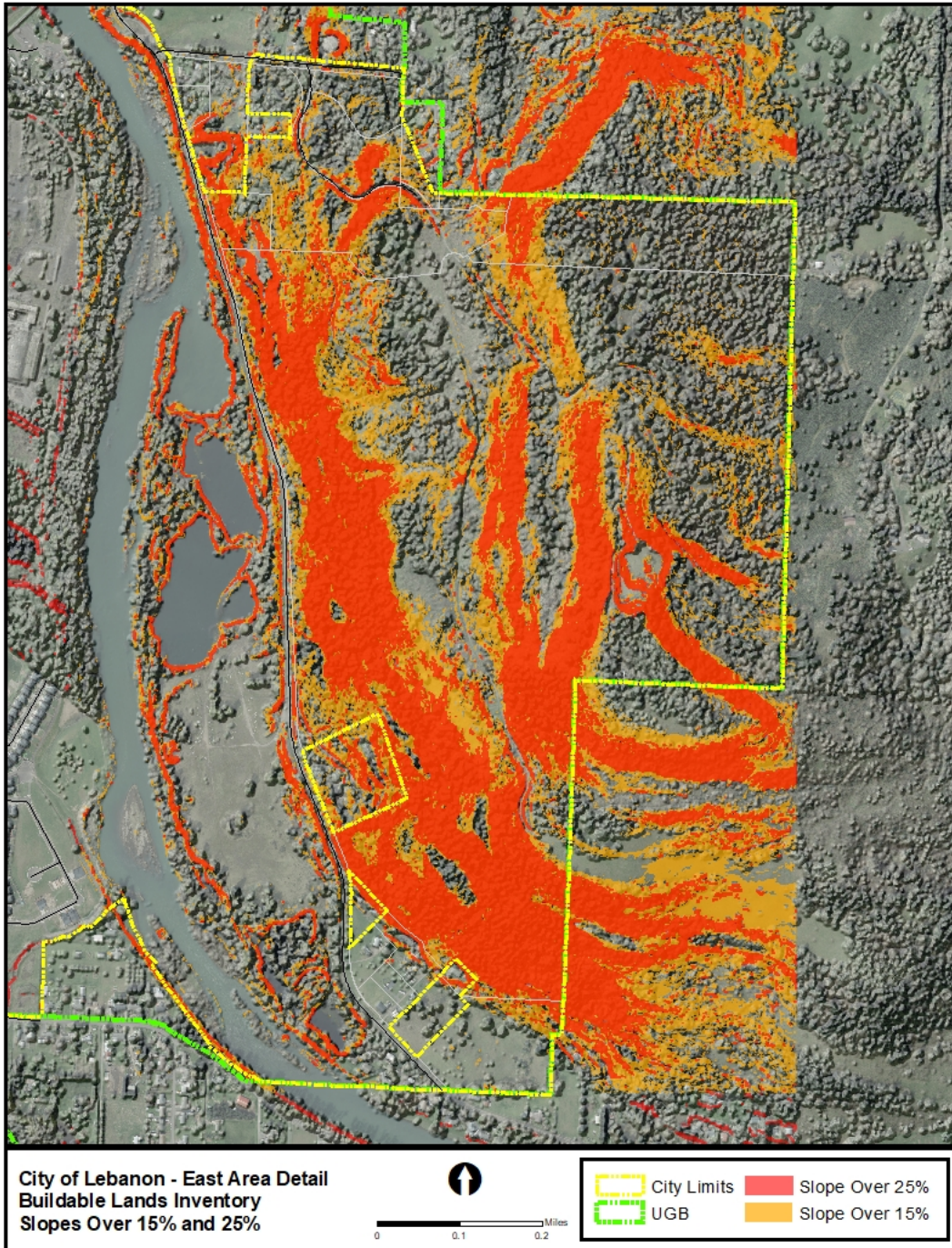
Section IV. Residential Land Sufficiency

This section provides an estimate of residential development capacity (measured in new dwelling units) and an estimate of Lebanon's ability to accommodate needed new housing units over the next 20 years, based on the findings of the housing needs analysis.

A comparison of 20-year residential land needs (demand) is made relative to the residential buildable land inventory. This provides a means of reconciling housing land demand with buildable land supply within the Lebanon UGB.

Residential Land Needs Forecast Methods

The methodology for forecasting residential land needs is based on the housing needs forecast derived from Section 1. Further, this methodology is informed by guidance provided by OAR-024-0040(4) as follows:

> *(4) The determination of 20-year residential land needs for an urban area must be consistent with the appropriate 20-year coordinated population forecast for the urban area determined under rules in OAR chapter 660, division 32, and with the requirements for determining housing needs in Goals 10 and 14, OAR chapter 660, division 7 or 8, and applicable provisions of ORS 197.295 to 197.314 and 197.475 to 197.490.*

This analysis utilized four methods that are consistent with Oregon land use planning rules. The first three methods (Methods 1-3) were developed using "safe harbor" provisions provided by the State; these may be used to ascertain land needs based on jurisdiction size (population level) and housing characteristics. Method 4 is a customized analysis of residential land needs based on the housing needs forecast from Section 1, along with information derived from recent residential permitting activity in Lebanon.

Method 5 includes the housing forecast mix and related land needs based on components of Methods 1-4.

"Safe harbor" means an optional course of action that a local government may use to satisfy a requirement of Goal 14 (urbanization); and if the city needs to expand their urban growth boundary, a safe harbor analysis lends protections from appeals on certain elements. A safe harbor is not the only way or necessarily the preferred way to comply with the requirements of a housing needs analysis. It was employed for the city of Lebanon as an alternative way of looking at residential land need scenarios for the 20-year forecast.

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METHODOLOGY

The methodology for projecting housing needs within the Lebanon UGB considers 3 methods that are consistent with safe harbor provisions; and 2 methods that reflect the demographic and socio-economic trends, housing market characteristics and long-range population growth projections described in Task 2 (Housing Needs Forecast).

Findings from Task 3 (Buildable Land Analysis) are also utilized as a means of reconciling housing land demand with buildable land supply within the Lebanon UGB.

The steps taken to determine land needs using the safe harbor provisions include the following guidelines contained in OAR 660-024-0040(1)-(8).

Coordinated Population Growth Forecast

The land needs determination for a potential UGB expansion must be based upon the coordinated population growth forecast for the urban area as determined under rules in OAR-660-032. For this analysis, the 20-year planning period is 2019-2039.

The population within the Lebanon UGB is projected to increase from 19,910 to 25,596, resulting in 5,686 net new residents by 2039, according to PSU population growth forecasts.

Average Household Size

Relevant findings regarding specific requirements include:

> *(a) A local government may estimate persons per household for the 20-year planning period using the persons per household for the urban area indicated in the most current data for the urban area published by the U.S. Census Bureau.*
>
> **The most current estimate of persons per household in the City of Lebanon is 2.42,** according the U.S. Census Bureau, American Community Survey, 2013-2017 data.

Local Development Code Provisions

Relevant findings regarding specific requirements include:

> *(b) If a local government does not regulate government-assisted housing differently than other housing types, it is not required to estimate the need for government-assisted housing as a separate housing type.*
>
> **Lebanon does not regulate government assisted housing differently than other housing types. Lebanon does allow some flexibility for certain development requirements, such as reduction in parking for certain housing developments.**
>
> *(c) If a local government allows manufactured homes on individual lots as a permitted use in all residential zones that allow 10 or fewer dwelling units per net buildable acre, it is not necessary to provide an estimate of the need for manufactured dwellings on individual lots.*

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Lebanon allows manufactured homes on individual lots as a permitted use in all residential zones.

(d) If a local government allows manufactured dwelling parks required by ORS 197.475 to 197.490 in all areas planned and zoned for a residential density of six to 12 units per acre, a separate estimate of the need for manufactured dwelling parks is not required.

Lebanon only allows manufactured home parks as a conditional use in areas zoned Mixed Use (MU) and mixed Density (RM).

Housing Vacancy Rate Assumptions

(e) A local government outside of the Metro boundary may estimate its housing vacancy rate for the 20-year planning period using the vacancy rate in the most current data published by the U.S. Census Bureau for that urban area that includes the local government.

The most current estimate of overall housing vacancy in the City of Lebanon is 4.4%, according to U.S. Census, American Community Survey, 2013-2017 estimates.

Housing Land Needs Forecast Methods

There are three (3) types of safe harbor methods that are being considered for the determination of housing need for Lebanon which are consistent with OAR 660-024-0040(8), including

1. Safe Harbor Combined Housing Mix and Density Method
2. Safe Harbor Incremental Mix Method A
3. Safe Harbor Incremental Mix Method B

In addition, there are two additional methods that are consistent with the housing needs analysis developed during Task 2, and local development density assumptions that vary by land use and zoning type:

4. Localized Housing Density Method (Baseline scenario)
5. Hybrid Housing Density Method

Housing Density Assumptions

Methods 3-5 utilize local development planning assumptions to determine future average development density in terms of dwelling units per net acre. As indicated in the following graphic, the Lebanon development code allows a range in development densities depending upon residential and commercial and mixed-use land use zones. City of Lebanon planning staff has estimated average densities for each zone type based on current development permitting activity and their professional judgement.

Lebanon Development Density Assumptions

Relative Housing Density	Housing Types	Local Zoning Classifications	Allowed Minimum Density (DU per sq. ft.)	Allowed Maximum (% lot coverage)	Expected Avg. Density (DU per acre)
Low Density	Single family detached	Z-RL	6,000 (Single family detached) – 10,000 (duplex)	40% - 60%	4
Medium Density	Small lot single family, townhomes, plexes, cottages	Z-RM	2,500 (townhouse) - 9,000 (multi-family)	60% - 80%	7
High Density	Apartments, condos	Z-RH	2,500 (townhouse) - 9,000 (multi-family)	60% to 80%	14
Commercial and Mixed Use	Apartments or condos with commercial	Z-MU, Z-NMU, Z-NCM	N/A	Z-NCM 60%, Z-NMU and Z-NCM as determined by planning department	14

Source: Lebanon Development Code, and city planning staff assumptions.

SAFE HARBOR METHODS

Method 1. Combined Housing Mix and Density Method

This method is described in OAR 660-024-0040(8)(f) and "Table 1" from the rule, Lebanon is grouped into the category of cities with a future population of 10,001 to 25,000. As indicated in **Exhibit 4.1**, this method assumes 2,556 net new dwelling units, with a required mix as follows: 55% low-density, 25% medium-density, and 20% high-density.

This method requires an overall (citywide) minimum density within residential base zones of: 5 dwellings per net acre; 7 dwellings/acre for UGB analysis; and the city must allow at least 9 units per acre overall (citywide) on its buildable residential land base. **This method results in a potential UGB residential land need of 365 net buildable acres.**

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Exhibit 4.1

Method 1				
Safe Harbor Combined Housing Mix and Density Method 1, Determination of Residential Land Need, Lebanon				
	Factor	Finding	Units	Source Notes
1 20-Yr Population Growth Forecast:		19,910	population	Table A
2 Is Growth Forecast 10,001 to 25,000?	Yes			
3 20-Yr Population Change		5,686		Table A
4 Population in Group Quarters	1.5%	85	population	Table B
5 Population in Households		5,602	population	calculation
6 Average Household Size	2.42			Table B
7 Number of Households		2,315	households	calculation
8 Vacancy Factor	10.4%	242	population	Table C
9 Dwelling Units Added		2,556	dwellings	
10 Dwelling Mix Safe Harbor	Percent	Dwellings		
Low Density Residential*	55%	1,406	dwellings	see OAR 660-024-0040(f)
Medium Density Residential	25%	639	dwellings	see OAR 660-024-0040(f)
High Density Residential	20%	511	dwellings	see OAR 660-024-0040(f)
Total	**100%**	**2,556**	dwellings	calculation
11 Dwelling Unit Density Requirements	DU/Net Acre***	UGB Land Need Net Acres		
Required overall minimum	5			see OAR 660-024-0040(f)
Assume for UGB analysis	**7**	**365**	net acres	see OAR 660-024-0040(f)
Zone to Allow	9			see OAR 660-024-0040(f)
* Includes mobile homes.				
** Analysis consistent with OAR 60-024-0040(f).				
*** This applies to all residential zones within City.				

Method 2. Incremental Mix Method A

This method is described in OAR 660-024-0040(8)(h). Lebanon is grouped into the category of cities with a future population of 10,001 to 25,000. This method takes into account the existing overall housing density level of 5.3 dwellings per net acre, then factors that up by 25 percent, to 6.6 dwellings/acre for future housing development.

Applying safe harbor housing mix requirements as in Method 1, this method results in the same number of net new housing units as described in Method 1, but at a lower overall housing density (5.5 dwellings per acre). The city would still need to zone to allow at least 9 units per acre overall (citywide) on its buildable residential land base. **This method results in a potential overall UGB residential land need of 388 net buildable acres (see Exhibit 4.2).**

Exhibit 4.2

Method 2					
Safe Harbor Incremental Mix Method 2, Determination of Residential Land Need, Lebanon UGB					
					Source Notes
1 Existing Percentage of Density of Developed Land	Existing Dwellings	Existing Mix	Developed Acres***	Current DUs Per Acre	
Low Density Residential*	4,242	66%			Table C
Medium Density Residential	1,065	17%			Table C
High Density Residential	1,112	17%			Table C
Total	6,419	100%	1,219	5.3	Table D
2 Increase Overall Density as follows:	Increase Mix by:			New Overall Density	
Average Increase	25%			6.6	see OAR 660-024-0040(h)
3 Planned Percentage of Housing Mix	Percent	Dwellings			
Low Density Residential*	55%	1,406	dwellings		see OAR 660-024-0040(f)
Medium Density Residential	25%	639	dwellings		see OAR 660-024-0040(f)
High Density Residential	20%	511	dwellings		see OAR 660-024-0040(f)
Total	100%	2,556	dwellings		calculation
					calculation
4 Zone to allow new housing mix	New Dwellings	Zone to Allow ***	UGB Assumption for Analysis	Max UGB Land Need (Net Acres)	
Low Density Residential*	1,406	4.0			
Medium Density Residential	639	7.0			
High Density Residential	511	16.0			
Total/Average	2,556	9.0	6.6	388	see OAR 660-024-0040(h)

* Includes mobile homes. -

** Analysis consistent with OAR 60-024-0040(h).

*** This applies to all residential zones within City.

Method 3. Incremental Mix Method B

This method is described in OAR 660-024-0040(8)(i) and "Table 3" from the rule. Lebanon is grouped into the category of cities with a future population of 10,001 to 25,000.

This method takes into account the existing housing mix by residential type (low, medium and high density), and then factors up the mix of medium density housing by 10 percentage points, and high density housing up by 5 percentage points to arrive at a future planned housing mix. This results in a planned housing mix for Lebanon as follows: 51% low density, 27% medium density, and 22% high density. This would result in a lower number of low density dwellings and a higher number of medium- and high-density dwellings than would be planned under the two prior methods.

Applying safe harbor housing density requirements, this method requires 7 units per acre overall, and the city would still need to zone to allow at least 9 units per acre overall (citywide) on its buildable residential land base. **This method results in an overall UGB residential land need of 464 net buildable acres (see Exhibit 4.3).**

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Exhibit 4.3

Method 3					
Safe Harbor Incremental Mix Method 3, Determination of Residential Land Need, Lebanon UGB					
					Source Notes
1 Existing Percentage of Density of Developed Land	Existing Dwellings	Existing Mix	Developed Acres***	Current DUs Per Acre	
Low Density Residential*	4,242	66%			Table C
Medium Density Residential	1,065	17%			Table C
High Density Residential	1,112	17%			Table C
Total	6,419	100%	1,219	5.3	Table D
2 Increase Percentage of Density as follows:	Increase Mix by:	New Mix			
Low Density Residential*		51%			see OAR 660-024-0040(i)
Medium Density Residential	10%	27%			see OAR 660-024-0040(i)
High Density Residential	5%	22%			see OAR 660-024-0040(i)
Total		100%			calculation
3 Zone to allow new housing mix	Net New Dwellings Expected	Zone to Allow***	UGB Assumption for Analysis	Max UGB Land Need (Net Acres)	
Low Density Residential*	1,306	4.0	4.0	326	see OAR 660-024-0040(i)
Medium Density Residential	680	7.0	7.0	97	see OAR 660-024-0040(i)
High Density Residential	571	16.0	14.0	41	see OAR 660-024-0040(i)
Total/Average	2,556	9.0	7.0	464	see OAR 660-024-0040(i)
* includes mobile homes.					
** Analysis consistent with OAR 60-024-0040(i).					
*** This applies to all residential zones within City.					

LOCAL DENSITY AND HOUSING MIX METHODS

In addition to the safe harbor methods for determining residential land needs, two additional methods have been included that forecast the UGB land need based on the local housing market trends and local experience regarding development density.

Method 4. Local Market Demand and Density Forecast (Baseline Scenario)

This method evaluates the land needs based on the projected housing needs described in Task 2, which reflect the future baseline housing demand for dwellings and families living in group quarters (shared living arrangements). This method is consistent with Oregon Administrative Rules for projecting land needs considers the expected average development density levels using estimates provided by city planning staff based on local experience. **This method results in 5.3 units per acre for new housing, and an overall UGB residential land need of 441 net buildable acres** (see **Exhibit 4.4**).

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Exhibit 4.4

Method 4					
Local Mix and Density Method, Determination of Residential Land Need, Lebanon UGB					
					Source Notes
1 Future Housing Need	Net New Dwellings Expected	Planned Mix			
Low Density Residential	1,336	58%			Table E
Medium Density Residential**	452	19%			Table E
High Density Residential, baseline	383	17%			Table E
Manufactured Housing	148	6%			Table E
Total	2,319	100%			
2 Expected Housing Density	DUs per acre***	UGB Land Need (Net Acres)			
Low Density Residential	4.0	334			calculation
Medium Density Residential**	7.0	65			calculation
High Density Residential, baseline	14.0	27			calculation
Manufactured Housing	10.0	15			
Total/Average	5.3	441			calculation
** Includes townhomes, plexes and group quarters.					
*** Density estimates derived from Appendix D.					
Source: compiled by FCS GROUP.					

Method 5. Hybrid Market Demand and Density Forecast

This method for projecting Lebanon's housing mix and related land needs considers the variations in housing mix documented in Methods 1-4. After consideration of the changing demographic and socio-economic patterns facing Lebanon, the Hybrid Method includes the greatest mix of middle and higher-density housing types to generate the most attainable future housing inventory. This method is also considered to be the one that is most likely to address the current market gaps in housing types that have been documented in Section 2.

This method results in 5.7 units per acre for new housing, and an overall UGB residential land need of 437 net buildable acres (see Exhibit 4.5).

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Exhibit 4.5

Method 5
Local Mix and Density Method, Determination of Residential Land Need, Lebanon UGB

		Net New Dwellings Expected	Planned Mix	Source Notes
1	Future Housing Need			
	Low Density Residential	1,165	47%	calcuation
	Medium Density Residential**	643	26%	Same as method 3
	High Density Residential	540	22%	Same as method 3
	Manufactured Housing	155	6%	Same as method 4
	Total	2,503	100%	
2	Expected Housing Density	DUs per acre***	UGB Land Need (Net Acres)	
	Low Density Residential	4.0	291	calculation
	Medium Density Residential**	7.0	92	calculation
	High Density Residential	14.0	39	calculation
	Manufactured Housing	10.0	16	calculation
	Total/Average	5.7	437	calculation

** Includes townhomes, plexes and group quarters.

*** Density assumptions derived from Appenidx D.

Source: compiled by FCS GROUP.

RECONCILIATION OF RESIDENTIAL LAND NEED/SUPPLY

The reconciliation of UGB residential land need and land supply is summarized in **Exhibit 4.6.** The results indicate that the current buildable residential land supply within the Lebanon UGB (735 net acres within residential and commercial zones) is sufficient for addressing the overall 20-year land needs for housing under Methods 1-5.

It is recommended that the City of Lebanon pursue Method 5 as part of the Housing Needs Analysis and consider new policy measures aimed at encouraging apartment development on selected areas zoned medium density, commercial or mixed use. Potential policy measures will be identified and discussed during Task 5 of the Housing Needs Analysis.

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Exhibit 4.6

Reconcilation of Residential Land Need, Lebanon UGB					recommended
	Method 1	Method 2	Method 3	Method 4	Method 5
Dwellings/Units					**Hybrid**
Low Density*	1,329	1,329	1,235	1,602	1,320
Medium Density**	604	604	643	484	643
High Density	483	483	540	417	540
Total	2,417	2,417	2,417	2,503	2,503
Land Need (net acres)					
Low Density*	no detail required		309	362	291
Medium Density**	no detail required		92	69	92
High Density	no detail required		39	30	39
Total	345	367	439	476	437
Buildable Land Inventory (net acres)					
Low Density	532	532	532	532	532
Medium Density	92	92	92	92	92
High Density	102	102	102	102	102
Commercial/Mixed Use	9	9	9	9	9
Total	735	735	735	735	735
UGB Land Surplus/Deficit (net acres)					
Low Density	-	-	223	170	240
Medium Density**	-	-	0	23	0
High Density	-	-	63	72	63
Commercial/Mixed Use	-	-	9	9	9
Total	390	368	296	259	298
Adequacy of UGB to meet housing need	adequate	adequate	adequate	adequate	adequate

* Includes detached units and mobile homes. ** Includes townhomes, plexes and group quarters.

Source: FCS based on previous tables.

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Section V. POLICY CONSIDERATIONS

Key Findings and Policy Recommendations

Based on the 20-year population growth forecasts for the Lebanon UGB (net increase of 5,686 people) and housing and demographic characteristics, the recommended housing needs forecast requires 2,503 net new dwelling units. The Lebanon HNA supports a variety of housing is needed over the next 20 years, including 1,289 owner-occupied dwellings and 1,214 renter-occupied dwellings.

Key findings and related policy recommendations from the housing needs analysis include:

Lebanon's existing policies generally comply with Goal 10. The local development code allows a wide mix of housing types and density ranges.

There is sufficient capacity within the current UGB to accommodate planned residential development and related land needs over the next 20 years. The current UGB contains 735 acres of buildable residential land inventory, which residential land needs is forecasted to be between 345 and 476 acres. While this finding holds true, the City will need to find ways to serve much of this land with infrastructure, mitigate wetlands and overcome slope constraints in the eastern part of Lebanon by considering the following policies:

  ✓ Pursue West Side Interceptor and other catalytic infrastructure investments.

  ✓ Explore wetland mitigation options such as lobbying state agencies to expand wetland mitigation banks and incentivize on site mitigation.

  ✓ Work with interested property owners to consider land exchanges by removing constrained vacant land inside the UGB in exchange for buildable land that is currently outside the UGB, particularly if it results in near-term development opportunities for housing for businesses that generate family wage jobs.

Address housing demand for affordable housing. Lebanon has a current deficit for affordable rental housing and its citywide rental vacancy rate of 4% is very low compared with other communities in Oregon. Also, 36% of renter households are severely rent burdened. To help encourage or incentivize construction of affordable housing priced at 80% or below of the median family income levels, the City should consider the following:

  ✓ Identify public-owned properties that could be used for affordable housing.

  ✓ Provide policies that allow SDC deferrals for affordable housing developments until a certificate of occupancy is granted.

  ✓ Develop a tax abatement program for affordable housing, such as the multiple-unit limited tax exemption program, to promote development of affordable housing.

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- ✓ Consider establishing a local affordable housing construction excise tax to be used to incentivize development of income restricted housing.

APPENDIX A: EXISTING HOUSING GOALS AND POLICIES

The following has been excerpted from Chapter 6, section 9 of the city of Lebanon's Comprehensive plan

HOUSING GOALS, OBJECTIVES, POLICIES AND RECOMMENDATIONS

Goals

1. Providing housing policies and practices that increase housing opportunities for all citizens.

2. Encouraging the availability of adequate numbers of needed housing units at price ranges and rent levels that are commensurate with the financial capabilities of community households, and to allow flexibility of housing location, type and density.

3. Encouraging the establishment of neighborhood groups in order to give citizens within a neighborhood more identity with that particular neighborhood, and as a way of enhancing citizen participation in the land use process, as per Statewide Planning Goal One.

4. Providing for connectivity in new developments and to promote efforts to extend trails, pedestrian ways, and bikeways through existing residential areas.

5. Cooperating with builders, developers, and others involved in the provision of housing in creating a positive image of the City as a desirable place to live, work, and do business.

6. Preserving the historical and architectural integrity of established residential neighborhoods by requiring complementary design of in-fill development.

Housing Policies

Residential Compatibility

1. Allow manufactured housing, subject to state building code requirements and City placement requirements, in all residential zones, while maintaining historical and architectural conformity with the established historic neighborhoods.

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2. Require, where allowed by state rules governing manufactured dwellings, special siting standards on such housing located on individual lots in areas already developed with conventional housing to assure their compatibility with existing neighborhoods housing design, style, and materials.

3. Allow the location of neighborhood commercial shopping areas within Residential Mixed Density zones and require development standards for such development that reflect the residential area.

4. Allow home occupations as a permissible use within residential areas, provided that the use does not compromise the primary residential use and character of the neighborhood.

Neighborhood Appearance

5. Require that above-ground public and private utility substations be screened and designed to blend with the character of the residential area in which they are located.

6. Require, where practical, that all new developments include street trees along the front of the property line or in a beauty strip. All such trees shall be consistent with the City's Street Tree Plan. City of Lebanon 2004 Comprehensive Plan – Adopted by City Council, 12-8-04 Chapter 6: Housing, Page 23 P-7: Require that walls and fences along arterial or collector streets be subject to special design standards. The fence or wall, and the area between the fence or wall and the curb or pavement, shall be landscaped and maintained by abutting property owner(s) or homeowners association.

Housing Density and Affordability

8. Allow density bonuses (e.g., an increase in the number of permitted dwelling units vis-à-vis the minimum site area requirements) in development of a subdivision, planned unit development, or multifamily housing project for such uses and natural conditions as:

- Areas dedicated for public park use or public open space.
- Areas developed for active recreational uses such as golf courses, tennis courts, swimming pools, and similar uses.
- Land in excess of 30 percent slope that is not developed.
- Natural wetlands and riparian areas that remain in a natural condition.

9. Allow density bonuses (e.g., an increase in the number of permitted dwelling units vis-à-vis the minimum site area requirements) for the provision of affordable housing within a development.

10. Cooperate with public and non-profit organizations that provide affordable housing within the urban area.

11. Periodically review Zoning Ordinance and other land use regulations to assure that barriers do not inhibit the building of the variety of types and densities of housing that is affordable for all segments of Lebanon's residents.

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GLOSSARY OF TERMS

Accessory Dwelling Unit (ADU): A small living space located on the same lot as a single-family house.

Buildable Lands Inventory (BLI): An assessment of the capacity of land within the city's Urban Growth Boundary to accommodate forecasted housing and employment needs.

Buildable Residential Land: Includes land that is designated for residential development that is vacant and part-vacant and not constrained by existing buildings or environmental issues.

Constrained land: Land that is unavailable for future net new residential development based on one or more factors, such as environmental protections, public lands, floodplains, or steep slopes.

Cost Burdened: Defined by US Department of Housing and Urban Development (HUD) as households who spend over 30% of their income on housing.

Cottages: Small, single-level, detached units, often on their own lots and sometimes clustered around pockets of shared open space. A cottage is typically under 1,000 square feet in footprint.

Density: Defined by the number of housing units on one acre of land.

Development density: Expected number of dwelling units (per acre) based on current zoning designations.

Family: A group two or more people (one of whom is the householder) related by birth, marriage, or adoption and residing together.

High Density: Lots with the average density of 12+ dwelling units per acre. Best suited for multifamily housing such as apartments and condos.

Housing Needs Analysis (HNA): The Housing Needs Analysis consists of four distinct reports that analyze the state of housing supply, housing affordability issues and the City's ability to meet projected housing demand going into 2040.

Housing Unit (or Dwelling Unit): A house, an apartment or other group of rooms, or a single room is regarded as a housing unit when it is occupied or intended for occupancy as separate living quarters; that is, when the occupants do not live and eat with any other person in the structure and there is direct access from the outside or common hall.

Household: Consists of all people that occupy a housing unit.

HUD: Acronym for US Department of Housing and Urban Development, the federal agency dedicated to strengthening and supporting the housing market.

Low Density: Lots with the average density of 3-4 dwelling units per acre. Best suited for family housing such as single family detached homes.

Manufactured Housing: is a type of prefabricated home that is largely assembled of site and then transported to sites of use. The definition of the term in the United States is regulated by federal law (Code of Federal Regulations, 24 CFR 3280): "Manufactured homes are built as dwelling units of at least 320 square feet in size, usually with a permanent chassis to assure the initial and continued transportability of the home. The requirement to have a wheeled chassis permanently attached differentiates "manufactured housing" from other types of prefabricated homes, such as modular homes.

Manufactured Home Park (or manufactured home park): a local zoning designation that is specifically intended to address demand for this housing type. OAR chapter 813, division 007 is adopted to implement section 9, chapter 816, Oregon Laws 2009, and sections 2, 3 and 4, chapter 619, Oregon Laws 2005, as amended by sections 10 to 12, chapter 816, Oregon Laws 2009, and sections 19, and 21, chapter 503, Oregon Laws 2011 for the purpose of regulating manufactured dwelling parks.

Median Family Income (MFI): The median sum of the income of all family members 15 years and older living in the household. Families are groups of two or more people (one of whom is the householder) related by birth, marriage, or adoption and residing together; all such people (including related subfamily members) are considered as members of one family.

Medium Density: Lots with the average density of 6-12 dwelling units per acre. Best suited for small lot housing such as single family attached, townhomes, plexes and cottages.

Mixed Use: Characterized as two or more residential, commercial, cultural, institutional, and/or industrial uses into one combined building or building(s) on the same parcel of land.

Multi-Family Housing: Stacked flats in a single buildings or groups of buildings on a single lot. Parking is shared, and entrance to units is typically accessed through a shared lobby.

Oregon Administrative Rules (OAR): Administrative Rules are created by most agencies and some boards and commissions to implement and interpret their statutory authority (ORS 183.310(9)). Agencies may adopt, amend, repeal or renumber rules, permanently or temporarily. Every OAR uses the same numbering sequence of a three-digit chapter number followed by a three-digit division number and a four-digit rule number. For example, Oregon Administrative Rules, chapter 166, division 500, rule 0020 is cited as OAR 166-500-0020. (oregon.gov)

Part-vacant land: Unconstrained land that has some existing development, but can be subdivided to allow for additional residential development.

Plexes and Apartments: Multiple units inside one structure on a single lot. Usually each unit has its own entry.

Seasonal dwellings: These units are intended by the owner to be occupied during only certain seasons of the year. They are not anyone's usual residence. A seasonal unit may be used in more than one season; for example, for both summer and winter sports. Published counts of seasonal units also include housing units held for occupancy by migratory farm workers. While not currently intended for year-round use, most seasonal units could be used year-round.

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Severely Cost Burdened: Defined US Department of Housing and Urban Development (HUD) as households who spend over 50% of their income on housing.

Single Family Attached: Dwelling units that are duplexes without a subdividing property line between the two to four housing units. "Attached" duplexes require a single building permit for both dwelling units. The "attached" units would be addressed with one numerical street address for the overall structure with separate alpha-numeric unit numbers for each dwelling.

Single Family Detached: Free standing residential building, unattached, containing separate bathing, kitchen, sanitary, and sleeping facilities designed to be occupied by not more than one family, not including manufactured and mobile homes.

Townhome (also known as duplexes, rowhouse, etc.): Attached housing units, each on a separate lot, and each with its own entry from a public or shared street or common area.

Urban Growth Boundary (UGB): Under Oregon law, each of the state's cities and metropolitan areas has created an urban growth boundary around its perimeter – a land use planning line to control urban expansion onto farm and forest lands.

Vacant housing unit: A housing unit is vacant if no one is living in it at the time of enumeration, unless its occupants are only temporarily absent. Units temporarily occupied at the time of enumeration entirely by people who have a usual residence elsewhere are also classified as vacant.

Vacant land: Vacant and part-vacant land identified within the local buildable land inventory that is not developed and unconstrained for future planned residential development.