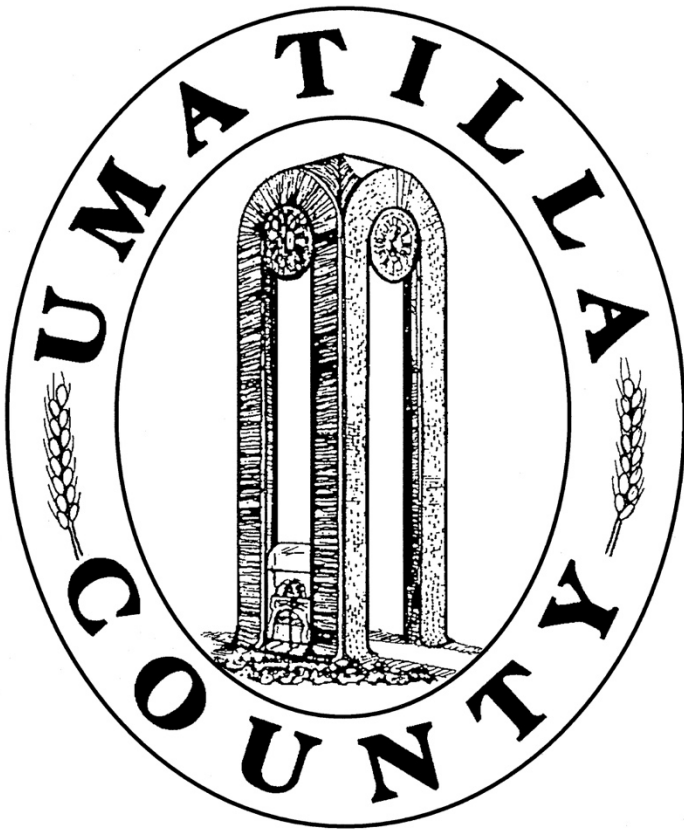


RESIDENTIAL LANDS AND PRELIMINARY
HOUSING ANALYSIS for Umatilla County

April 20, 2017



**Presented April 25, 2017, Second Annual Umatilla County Economic Development Summit,
Pendleton, Oregon, by Tamra Mabbott, Umatilla County Planning Director**

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Executive Summary

At the First Annual Umatilla County Economic Development Summit, Susan Bower presented the report “Umatilla County Skilled Workforce Study.” Within that report, housing was identified as one of the significant reasons potential employees declined a job offer. Housing ranked as the #3 reason for declining a job offer (or removing from the interview process). Pay (salary) and spouse not liking the community were the #1 and #2 reasons.

The need for more housing is a common theme throughout Umatilla County. Housing needs range from market rate to affordable to farm worker housing as well as housing for homeless. Housing needs in various regions of the county are well documented. **Appendix A** includes a number of reports and studies that confirm the need for more housing throughout Umatilla County.

Residential Lands Inventory

After documenting the widespread need for a variety of housing, County Planning staff spent some time brainstorming how Umatilla County might appropriately be involved in this important community issue. As planners, mapping lands zoned for residential development seemed the logical first. If the existing housing stock was not adequate to meet demand, then it was important to understand whether there was sufficient land base available to build new housing. We know there are other factors involved with housing market supply and demand complexities, but wanted to provide land use data as one element for consideration.

Planning Department staff developed an inventory of all residential lands within city limits and in the unincorporated areas of the county. The bulk of this report includes an inventory of residential lands and maps which are included in **Appendix B**.

Countywide there appears to be a large supply of lands zoned for residential development. Based on the GIS data, most cities have a fairly large supply of vacant properties zoned residential. The data does not show, however, whether those vacant parcels are buildable or if infrastructure (sewer, water, roadways) is in close proximity or whether there are other building constraints such as steep slope, market availability, floodplain, etc. That more specific information could be assembled into GIS data tables and maps in the future. Two cities are currently undertaking that next step. City of Pendleton and Umatilla are mapping the sewer and water infrastructure.

Resources Available to Promote Housing.

Opportunities and resources for housing are abundant. **Appendix C** includes a list of many organizations and resources available to promote and enhance housing development, along with sample reports. Narrowing the focus and devoting staff time and resources is a bigger challenge and also a question for each jurisdiction. What works in one city or for one community may not work in another. Based on a literature review, there is really no single

remedy for enhancing a housing supply in a community. Rather, housing needs and types are unique to each community.

Two cities within Umatilla County, Pendleton and Hermiston, have undertaken studies to better understand the housing market. Confederated Tribes of the Umatilla Indian Reservation (CTUIR) agency staff are working on a new housing development that is geared to meet the housing needs of tribal members. Some cities may want to target affordable housing or market rate housing. Each housing type has unique characteristics and needs. Based on the literature, one point seems clear, that leaving housing entirely up to the market has not met the needs of a growing population and also serves as a constraint to new and expanding business development.

Residential Lands Supply

Residential lands in Unincorporated Umatilla County

As a first step, county staff reviewed lands zoned for residential development. The objective was to ascertain generally whether there was enough land available for new housing. County GIS staff developed a map of all residential lands within each city and within unincorporated Umatilla County. The map below shows lands outside city limits, known as rural residential lands. The areas are grouped by region within the county. In West County, there are over 8,300 acres of land zoned rural residential. Of those lands, many are already developed. However, there are 407 undeveloped parcels (currently vacant or without a dwelling). There are also an estimated 714 new parcels that could be created if larger parcels with dwellings were partitioned. That estimate is based on acreage only and does not account for limitations such as floodplains, easements, road and utility dedication, water capacity, etc.

In the table “Unincorporated Area Residential Lands” the combined total potential for new homesites is 1,121 in West County, 347 in Central County, 99 in Northeast County and 454 in various other parts of the county such as the Tollgate area. Please note these totals are estimates only. There is a standard margin of error with the GIS data and, the noted constraints are not quantified in the estimate.

Although rural residential lands provide a good lifestyle choice and an option for housing, lands outside city limits should not be seen as a high priority for encouraging housing development. Lands outside city limits are vastly more expensive to develop and maintain and have a higher cost to service with police, fire, school and other services, compared to lands within a more densely populated urban area. Too, there is by design, a limited supply of rural residential zoning. And, new, two and four acre zoning is prohibited based on Statewide Planning Goal 14 which requires new parcels to be ten acres or larger. In summary, rural residential lands are available in the county but should not be considered the solution to increasing housing stock.

A very limited type of housing is allowed in the Exclusive Farm Use Zone, allowed under strict rules for persons who are genuinely farming the land. This too is a function of Oregon’s statewide land use planning program which is designed to protect farm land. A few other limited opportunities exist, for example “non-farm dwellings” and for farm worker housing.

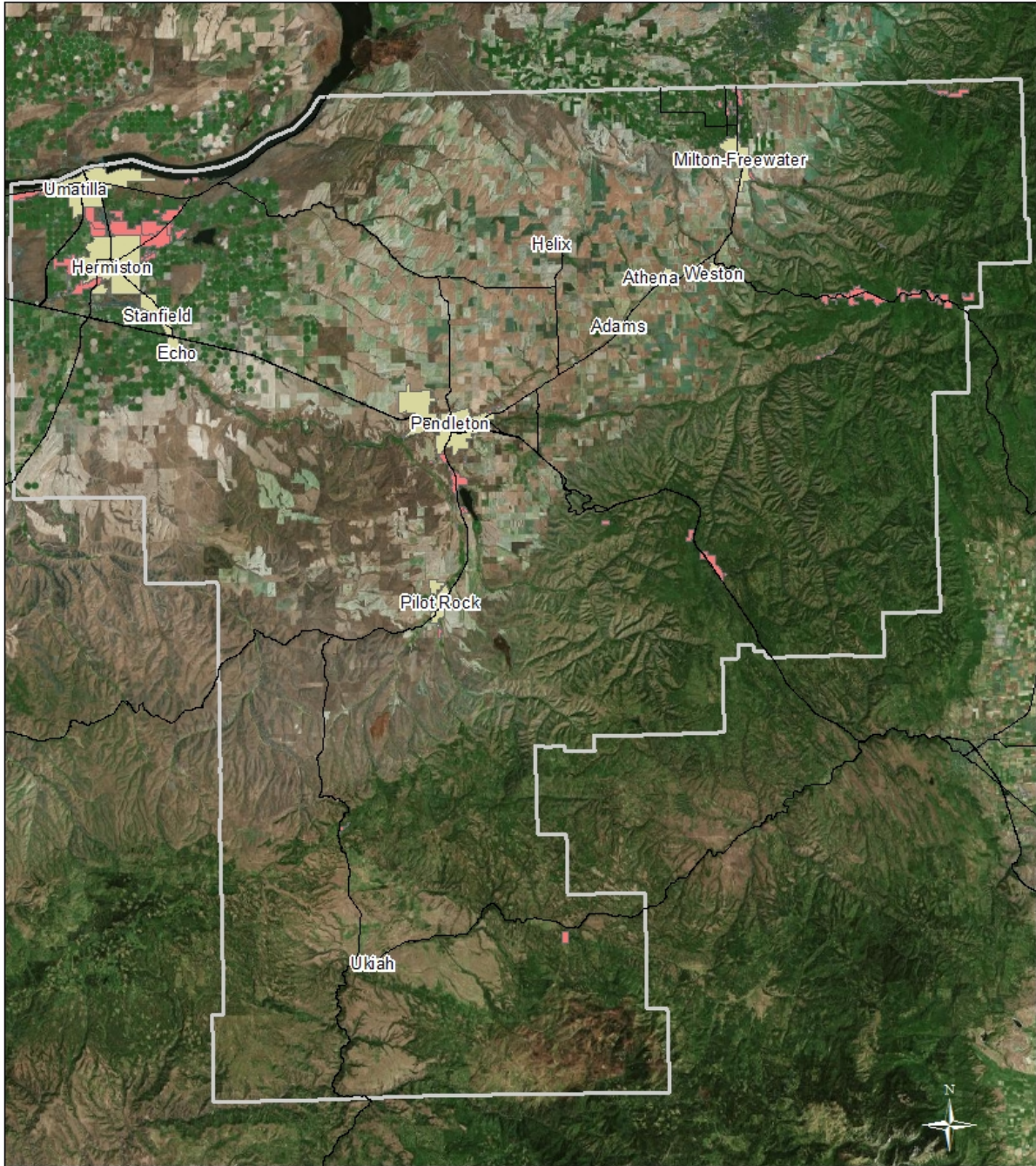
Umatilla County Unincorporated Area Residential Lands

Regions within the County	Zone	Total Parcels	Total Acres	Enough to Partition	Number of Potential Parcels	Undeveloped Parcels
West County (Hermiston/Umatilla)	RR-2	1278	3669	159	475	260
	RR-4	871	4530	97	238	141
	RR-10	8	108	1	1	6
Total		2157	8307	257	714	407
Central County (Pendleton)	RR-2	445	917	43	104	128
	RR-4	49	221	2	107	5
	RR-10	5	52	0	0	3
Total		499	1190	45	211	136
NE County (Milton-Freewater)	RR-2	206	473	35	75	16
	RR-4	137	231	1	1	7
Total		343	704	36	76	23
Other	RR-2	27	176	16	53	4
	FR	683	4085	231	323	Analysis not completed
	MR	372	654	33	74	Analysis not completed
Total		1082	4915	280	450	4
County (Total)	RR-2	1956	5235	253	707	408
	RR-4	1057	4982	100	346	153
	RR-10	13	160	1	1	9
	FR	683	4085	231	323	Analysis not completed
	MR	372	654	76	74	Analysis not completed
Total		4081	15116	661	1451	570

Acreage is based on zoning area not parcel data. Zoning area includes roadways and other areas not developable. Developable acreage would be lower.

Number of potential parcels is based on acreage of parent parcel. Limiting factors such as access, setbacks and other limitations would reduce the number of potential parcels.

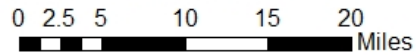
Brandon Seitz April 2017



Umatilla County Residential Zoned Lands

Legend

- Roads
- Umatilla County
- City UGB
- Residential Zoned Land



MAP DISCLAIMER: No warranty is made by Umatilla County as to the accuracy, reliability or completeness of this data. Map data should be used for reference purposes only. Not survey grade or for legal use. Created by Brandon Seitz, Umatilla County Planning Dept.

Lands in City Limits

County staff assembled maps and data on all lands within the 12 incorporated city limits. The table below includes a summary of total parcels and total potential parcels in each city. Staff did not analyze city parcels to estimate the number of underdeveloped parcels (larger parcels that may be subdivided). However, many of the undeveloped parcels shown in the table below are large and could be subdivided and developed with multiple houses and/or with multi-family housing. A map of residential zones and vacant parcels within each city is included in **Appendix B**.

City Residential Lands

<i>Cities</i>	<i>Residential Parcels</i>	<i>Undeveloped Parcels</i>
Adams	185	32
Athena	492	20
Echo	383	62
Helix	85	13
Hermiston	5510	915
Milton-Freewater	2026	109
Pendleton	5509	522
Pilot Rock	687	61
Stanfield	759	94
Ukiah	178	43
Umatilla	1875	265
Weston	367	66
Totals	18056	2202

Housing Lands on the Confederated Tribes of the Umatilla Indian Reservation (CTUIR)

County did not analyze housing lands on the reservation for two reasons. First, county does not have GIS data on reservation lands. Second, the tribal government and tribal planning office has a robust housing program. New housing is being developed and housing needs for tribal members is being addressed in a comprehensive program.

Resources Available to Promote Housing

An analysis of lands available for new housing development is only an initial step in understanding and resolving the housing dilemma in Umatilla County. There are many programs and agencies and non-profit organizations that are dedicated to promoting new housing development and housing renovation. A list of some organizations is listed in **Appendix C**.

Next Steps

The GIS data review was a first step in understanding housing lands supply. The next step is to decide which avenue to pursue to ameliorate the housing crunch in Umatilla County. The GIS data and maps were shared with each city planner (or city administrator). Given unique conditions and priorities, each city could individually pursue a variety of programs most suitable for their jurisdiction.

Cities could also partner as regions. For example, cities in West County may want to co-host a conference designed to recruit housing developers. Cities of Pendleton and Pilot Rock could do the same. Given unique features of the regions, a regional approach would provide more targeted marketing and development opportunities.

Additionally, Umatilla County is interested in hosting a work group to better understand housing opportunities and to facilitate resource sharing. Communities, cities and CTUIR interested in participating in a **Housing Work Group** should contact the Planning Department. Oregon Housing and Community Services has agreed to assist with the work group. In addition to the resources in **Appendix B**, below is a list of next steps the work group or individual cities may want to pursue.

1. Update Goal 10 Housing Chapter in the Comprehensive Plan.
2. Host a work session with Oregon Housing and Community Services staff to inform planning commissions about the role of planning in housing development.
3. Develop a list of “shovel ready residential lands” similar to industrial lands.
4. Identify transportation barriers and costs. For example, identify higher density parcels that would trigger off-site improvements such as a traffic signal or new roadway. Then identify infrastructure financing opportunities and/or incentives.
5. Analyze conditions of existing housing stock. This may be another GIS and data analysis county staff could perform, together with Assessment and Taxation data and staff.
6. Conduct an audit of zoning codes to identify barriers to development.

APPENDIX A

RESIDENTIAL LANDS AND PRELIMINARY HOUSING ANALYSIS FOR UMATILLA COUNTY

Literature Review

Association of Oregon Counties Housing Report, August 2016

Association of Oregon Counties Housing Subcommittee Principles 2017

American Planning Association, Oregon Chapter, "New Survey Shows Oregonians Concerns about housing; Support for UGB," Becky Steckler, February 9, 2017.

Barak and Associates, "2016 MLS Statistics, Residential Sales, West Umatilla & North Morrow Counties" February 15, 2017.

Barak and Associates, "2016 State of the Market, Housing Expectations for 2017," presentation by Douglas M Barak, to Columbia Basin Board of Realtors.

Blue Mountain Community College and Umatilla County, "Umatilla County Skilled Workforce Study," Susan Bower, Eastern Oregon Business Source, May, 2016

City of Pendleton "Analysis of the Housing Market in Pendleton, Oregon, 2016 Update." Sabino Community Development Resources, August 9, 2016.

City of Hermiston, "Housing in Hermiston Job Growth Causing Immediate Demand," Mark Morgan, April 2016.

Oregon Employment Department, "Homes Sales and Prices Rise Above housing Bubble in Morrow and Umatilla County – Inventory Limited," Dallas Friedley, September, 27, 2016

Oregon Housing and Community Services, "County Profile Five-Year State Housing Plan – Umatilla Population and Demographics, 2010-2014."

Oregon Housing Alliance, "A Place to Call Home: Umatilla County. We have a serious shortage of affordable housing. 2016 Comparison of Occupations, Wages and Housing costs by County." Alison McIntosh and Jenny Lee, 2016.

Office of Economic Adjustment, "Housing Supply, Demand, Affordability, and Fit, Umatilla, Oregon – September 2013," University of Illinois at Chicago.

Oregon Office of Economic Analysis, Analysis and outlook, "Rural Housing Affordability," Josh Lehner, February 9, 2017

Smart Asset, "Study, Umatilla Ranks Among Most Affordable Places to Live in Oregon," 2017. <https://smartasset.com/mortgage/how-much-house-can-i-afford?year=2017#Oregon>

APPENDIX B

RESIDENTIAL LANDS AND PRELIMINARY HOUSING ANALYSIS FOR UMATILLA COUNTY

Residential Lands Inventory and Maps

NOTE: Maps are available online under “Links” on the Umatilla County Planning Department website: <http://www.umatillacounty.net/planning/>

APPENDIX C

RESIDENTIAL LANDS AND PRELIMINARY HOUSING ANALYSIS FOR UMATILLA COUNTY

Resources Available to Promote Housing

- Affordable Housing Toolkit, Ways in which local governments can support the development and preservation of affordable homes in their communities. Oregonon.org
- Affordable Housing Hatfield Update:
https://www.oregon.gov/LCD/docs/meetings/lcdc/052016/Item_8_Hatfield_Housing_Report.pdf
- Rural Affordable Housing Legislative Concept, December 27, 2016 Association of Oregon Counties
- Enterprise Community Partners Health in Housing: Exploring the Intersection Between Housing and Health Care
<http://www.enterprisecommunity.com/resources/ResourceDetails?ID=0100981>
- CityLab Mapping the Real Cost of Public Housing—Transportation Included
<http://www.citylab.com/commute/2016/02/mapping-the-real-cost-of-public-housing-transportation-included/470904>
- Health Impact Assessment and Housing: Opportunities for the Public Sector. Health Impact Project, March 2016 <http://www.pewtrusts.org/en/research-and-analysis/issue-briefs/2016/03/guidance-for-the-public-health-sector>
- Meyer Memorial Trust Cost Efficiencies White Paper http://mmt.org/wp-content/uploads/2015/12/Cost-Efficiencies-white-paper-FINAL-10_1_15.pdf
- Why Losing a Home Means Losing Everything (Evicted)
<https://www.washingtonpost.com/news/wonk/wp/2016/02/29/how-the-housing-market-exploits-the-poor-and-keeps-them-in-poverty>
- Welcome Home A Survey of Revenue Tools Used to Fund Affordable Housing
<http://welcomehomecoalition.org/wp-content/uploads/2014/11/Welcome-Home-Survey-of-Revenue-Tools-11.6.14.pdf>
- Housing profiles by county: <http://www.oregon.gov/ohcs/Pages/research-multifamily-housing-profiles-by-county.aspx>

Housing Agencies and Other Contacts

Association of Oregon Counties, Mary Stern, Policy Manager, Transportation and Community & Economic Development, (503) 585-8351, mstern@oregoncounties.org

Oregon Housing and Community Services, Kim Travis, Housing Integrator (503) 428-3843
kim.traavis@oregon.gov

Department of Land Conservation & Development, Gordon Howard, Urban Planning Specialist
(503) 934-0034, Gordon.howard@state.or.us

League of Oregon Cities

HOME LIFT Program, NeighborWorks America, <http://www.neighborworks.org/Homes-Finances/Homeownership/LIFT-Programs>

Blue Mountain Community College Small Business Development Center

Eastern Oregon University Small Business Development Center

USDA Rural Development <https://www.rd.usda.gov/programs-services>