

**UMATILLA CITY COUNCIL MEETING
AGENDA
COUNCIL CHAMBERS 700 6TH STREET, UMATILLA, OR 97882
SEPTEMBER 3, 2019
7:00 PM**

1. **MEETING CALLED TO ORDER**
2. **ROLL CALL**
3. **PLEDGE OF ALLEGIANCE**
4. **APPROVAL OF AGENDA**
5. **CITY MANAGER'S REPORT**
6. **PUBLIC COMMENT** Public Comment is an opportunity for citizens to express opinions, raise issues, and provide information to the City Council. Comments presented during this segment should be on city-related issues and not on items that are scheduled for a Public Hearing on the same evening's agenda. If you wish to speak, please provide the requested information on the Sign-Up Sheet, being sure to note the topic on which you will speak. When called to the podium, begin by stating your name and address. You will have five minutes to speak, unless otherwise instructed.
7. **CONSENT AGENDA**
 - 7.1 Paid Invoices *Motion to approve.*
8. **PUBLIC HEARING**
 - 8.1 Ordinance No. 838 - An Ordinance of the City of Umatilla, Oregon Prohibiting the Sale, Use and Possession of Prohibited Fireworks and Establishing a Civil Penalty for Violations within the City. *Public Hearing & Approval of Ordinance.*

- 8.2 Ordinance No. 837 - An Ordinance Amending City Code Section 1-4-8 to Include a Provision Authorizing the Umatilla Municipal Court to Send Unpaid Fines to a Private Collection Agency and Removing the Court's Authority to Imprison People for Non-Payment of Fines *The City Council received a memo from staff at their July 16, 2019 workshop outlining the City's delinquent accounts and a plan to proceed with collection services through a private collection agency. In order to proceed, the City must provide the appropriate notice of the debt and amend the City Code to authorize the Municipal Court to send unpaid fines to a private collection agency. In reviewing the current code, our attorney noted that sending people to jail for non-payment of fines is arguably a violation of the US Constitution. The City of Pendleton was recently sued for this practice and ended up settling and rewriting their ordinance. We have taken this opportunity to remove that language from our code as well.*

Recommended Action: (A) Motion for first reading of Ordinance No. 837 by title only. (B) Motion to approve Ordinance No. 837

- 8.3 Plan Amendment (PA-1-19) and Ordinance No. 839 to implement Plan Amendment (PA-1-19) *Planning Commission recommended approval of Plan Amendment (PA-1-19) and implementing ordinance number 839*

- 8.4 Zone Change (ZC-2-19) and Ordinance No. 840 *Planning Commission recommended approval of zone change (ZC-2-19) and implementing ordinance number 840*

9. **DISCUSSION ITEMS**

- 9.1 Discussion regarding the creation and adoption of a City of Umatilla Communication Plan.
None

10. **NEW BUSINESS**

- 10.1 Resolution No. 09-2020 - A Resolution Adopting the City of Umatilla Social Media Policy
Motion to approve resolution.

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11. **PUBLIC COMMENT**

12. **MAYOR'S MESSAGE**

13. **COUNCIL INFORMATION & DISCUSSION**

14. **ADJOURN** This institution is an equal opportunity provider. Discrimination is prohibited by Federal law. Special accommodations to attend or participate in a city meeting or other function can be provided by contacting City Hall at (541) 922-3226 or use the TTY Relay Service at 1-800-735-2900 for appropriate assistance.

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Report Criteria:
Detail report type printed

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
8							
8	A Burk's Custom Glass	19185	Auto Glass Truck #22	07/18/19	334.10	43649	08/13/19
	Total 8:				334.10		
13							
13	A-1 Industrial Hose & Supply	144788	Supplies for Water Equipment	08/08/19	39.56	43650	08/13/19
		144861	Supplies for Water Equipment	08/08/19	45.25	43650	08/13/19
		145807	#19 on call truck repair	08/14/19	15.30	43750	08/20/19
	Total 13:				100.11		
40							
40	AgSource Laboratories	91029743	TRCI LAB TEST	07/17/19	76.85	43651	08/13/19
		91029744	TRCI LAB TEST	07/22/19	76.85	43651	08/13/19
		91037515	TRCI LAB TEST	07/29/19	76.85	43651	08/13/19
	Total 40:				230.55		
55							
55	All American Heating and Coolin	11657	POLICE DEPT-MAINT.	07/26/19	291.50	43652	08/13/19
	Total 55:				291.50		
78							
78	American Rock Products Inc	451359	ARP Hermiston Concrete	07/22/19	192.00	43653	08/13/19
	Total 78:				192.00		
102							
102	Aramark Uniform Services, Inc.	864029192	Cleaning Svs	06/20/19	132.03	43654	08/13/19
		864069345	Mats & Towels	07/18/19	132.03	43654	08/13/19
		864089337	Police Mats	08/01/19	194.05	43654	08/13/19
		864089339	Cleaning Svs	08/01/19	132.03	43751	08/20/19
	Total 102:				590.14		
148							
148	Banner Bank Mastercard	2217AUGUS	Misc Supplies	07/24/19	362.76	43655	08/13/19
		2217AUGUS	minor equipment	07/24/19	155.31	43655	08/13/19
		2217AUGUS	Indeed/Transunion	07/24/19	114.45	43655	08/13/19
		2217AUGUS	Uniform Allowance	07/24/19	302.27	43655	08/13/19
		2217AUGUS	OACP membership	07/24/19	150.00	43655	08/13/19
		2217AUGUS	Badge Holder	07/24/19	10.99	43655	08/13/19
		2217AUGUS	Chief Meeting	07/24/19	468.30	43655	08/13/19
		3132AUGUS	OSU Ext.	07/23/19	34.50	43655	08/13/19
		3132AUGUS	Weed Control-Lind Rd Canal	07/23/19	225.72	43655	08/13/19

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date	
		3132AUGUS	Training-Whitaker	07/23/19	350.00	43655	08/13/19	
		3132AUGUS	Storage	07/23/19	31.88	43655	08/13/19	
		3488AUGUS	Recording Deed, Survey Monkey	07/24/19	162.55	43655	08/13/19	
		3488AUGUS	Speakers, Surge protector, benches, easles	07/24/19	658.18	43655	08/13/19	
		3488AUGUS	Family Fun Day Poster	07/24/19	7.99	43655	08/13/19	
		3488AUGUS	Parks and Rec Programing	07/24/19	1,093.11	43655	08/13/19	
		3488AUGUS	vinyls for city decals	07/24/19	64.74	43655	08/13/19	
		3488AUGUS	EO Summit, Luncheon	07/24/19	65.95	43655	08/13/19	
		5919AUGUS	Domain Renewal/Adobe Pro Renewal	08/01/19	251.85	43655	08/13/19	
		5919AUGUS	Printers	08/01/19	169.99	43655	08/13/19	
		5919AUGUS	Library Supplies	08/01/19	145.10	43655	08/13/19	
		5919AUGUS	Library Going Away Party	08/01/19	54.34	43655	08/13/19	
		5919AUGUS	Associate Planner Activity	08/01/19	153.67	43655	08/13/19	
		5919AUGUS	BOA License Renewal	08/01/19	255.00	43655	08/13/19	
		5919AUGUS	Programming materials	08/01/19	150.00	43655	08/13/19	
		5919AUGUS	Office License for Surface	08/01/19	99.00	43655	08/13/19	
		5919AUGUS	Caselle Conference	08/01/19	295.87	43655	08/13/19	
		5919AUGUS	Caselle Conference	08/01/19	295.87	43655	08/13/19	
		5919AUGUS	Caselle Conference	08/01/19	295.87	43655	08/13/19	
		5919AUGUS	Visa Card Payments	08/01/19	199.99	43655	08/13/19	
		7017AUG19	Nanci's Laptop Bag	07/24/19	37.59	43655	08/13/19	
		7017AUG19	Rental Car Fee-Stockdale	07/24/19	30.00	43655	08/13/19	
		7017AUG19	Metro lane-Toll Booth-Stockdale	07/24/19	56.40	43655	08/13/19	
		7017AUG19	Pins-promotional	07/24/19	454.50	43655	08/13/19	
		7017AUG19	Aria-Caselle Training	07/24/19	63.87	43655	08/13/19	
		7017AUG19	Postage Meter Ink	07/24/19	117.00	43655	08/13/19	
		7017AUG19	Scale License Renewal	07/24/19	135.00	43655	08/13/19	
		7017AUG19	Aria-Caselle Training	07/24/19	63.87	43655	08/13/19	
		7017AUG19	Aria-Caselle Training	07/24/19	63.87	43655	08/13/19	
		8522AUGUS	Document Fee/Title for Park	07/23/19	5.75	43655	08/13/19	
		8522AUGUS	Adobe Acrobat	07/23/19	155.88	43655	08/13/19	
		8522AUGUS	subscription	07/23/19	5.00	43655	08/13/19	
		8522AUGUS	Candidate Luncheon	07/23/19	59.71	43655	08/13/19	
		Total 148:				7,873.69		
182								
182	Bert's Auto Salvage	40310	Car Repair Parts-Public Works	07/15/19	221.00	43656	08/13/19	
		Total 182:				221.00		
231								
231	Bonney's AG & Auto Repair	07122019	Asphalt Paver Repair/Equipment	07/12/19	488.00	43658	08/13/19	
		AUG182019	Labor to install hitch	08/18/19	443.00	43752	08/20/19	
		Total 231:				931.00		

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
276							
276	Builders FirstSource	79088271	Curb Kiwanis Park	07/15/19	137.98	43659	08/13/19
		79088318	Building Supplies-Kiwanis Park	07/16/19	8.78	43659	08/13/19
Total 276:					146.76		
318							
318	Campbell, Stu	528225	Books for Library	07/30/19	30.32	43660	08/13/19
Total 318:					30.32		
320							
320	Canon Solutions America, Inc	4029941189	COPIER	07/24/19	40.92	43661	08/13/19
		4029983740	COPIER MAINTENANCE	07/30/19	361.83	43661	08/13/19
Total 320:					402.75		
351							
351	Cascade Natural Gas Corp.	0001AUG19	Natural Gas-1205 W 3rd St.	07/25/19	24.81	43662	08/13/19
		0006AUG19	Natural Gas-700 6th st.	07/26/19	3.74	43662	08/13/19
		0006AUG19	Natural Gas-700 6th St.	07/26/19	3.74	43662	08/13/19
		0006AUG19	Natural Gas-700 6th St.	07/26/19	3.73	43662	08/13/19
		0007AUG19	Natural Gas-82959 Draper Rd.	07/26/19	10.63	43662	08/13/19
		5627AUG19	Natural Gas-822 6th St.	07/25/19	13.58	43662	08/13/19
		9927AUG19	Natural Gas-830 6th St.	07/26/19	10.63	43662	08/13/19
Total 351:					70.86		
362							
362	Center Point Large Print	1709960	Large Print Books for Library	08/01/19	140.22	43664	08/13/19
Total 362:					140.22		
391							
391	CI INFORMATION MANAGMEN	0083264	SHRED SERVICES 64 GAL	05/31/19	40.43	43753	08/20/19
		0085926	Recurring Shred Services	07/31/19	44.08	43753	08/20/19
Total 391:					84.51		
414							
414	Coast to Coast Carports, Inc	04232019	Carport	04/23/19	2,251.75	43647	08/07/19
Total 414:					2,251.75		
427							
427	Columbia Harvest Foods	AUGUST201	Office Supplies	08/06/19	85.51	43666	08/13/19
Total 427:					85.51		

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
435							
435	Commercial Tire	244681	Battery	07/29/19	193.94	43667	08/13/19
		244958	Lawn mower tire repair	08/05/19	26.95	43754	08/20/19
		245053	Tires-Trailer #402	08/06/19	209.38	43667	08/13/19
Total 435:					430.27		
439							
439	Concrete Special Ties, Inc.	46072	Concrete Supplies-Kiwanis Park	07/16/19	127.86	43668	08/13/19
		46237	Concrete Supplies-Playground	07/22/19	76.66	43668	08/13/19
Total 439:					204.52		
480							
480	CRIS Inc.	073119-M	Contract Service Agreement	07/31/19	12,500.00	43669	08/13/19
		073119-M	OFFICE SUPPLIES	07/31/19	57.97	43669	08/13/19
Total 480:					12,557.97		
484							
484	Crown Paper & Janitorial	266019	Marina - Janitorial Supplies	07/29/19	246.80	43670	08/13/19
Total 484:					246.80		
487							
487	Crystal Clear Ice, LLC	23-900201	Ice for Marina Resale	07/22/19	105.00	43671	08/13/19
		23-900262	Ice for Marina Resale	07/29/19	78.75	43671	08/13/19
		23-900353	Ice for Marina Resale	08/08/19	82.25	43671	08/13/19
		23-900407	Ice for Marina Resale	08/16/19	78.75	43755	08/20/19
Total 487:					344.75		
488							
488	Crystal Springs	9262940072	Water for Police Department	07/24/19	47.50	43672	08/13/19
Total 488:					47.50		
536							
536	Dell Marketing L.P.	1033143958	Computers-Seitz, Shilhanek, extra	08/01/19	836.34	43674	08/13/19
		1033143984	Computer -Foutz	08/01/19	278.78	43674	08/13/19
Total 536:					1,115.12		
540							
540	DEMCO, Inc.	6648064	Labels	07/19/19	19.94	43675	08/13/19
		6651527	Bar Code Supplies Library	07/26/19	44.39	43675	08/13/19
Total 540:					64.33		

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
577							
577	DIVCO	SCPAY7768	Commercial HVAC	08/01/19	235.24	43676	08/13/19
		SCPAY7768	Commercial HVAC	08/01/19	235.24	43676	08/13/19
		SCPAY7768	Commercial HVAC	08/01/19	136.43	43676	08/13/19
		SCPAY7768	Commercial HVAC	08/01/19	330.23	43676	08/13/19
Total 577:					937.14		
609							
609	Duke's Auto Plus	12079	Auto Repairs	05/09/19	120.00	43677	08/13/19
		12170	Auto Repairs-13 Dodge Charger	06/14/19	380.00	43677	08/13/19
		12272	Auto Repairs	07/24/19	178.00	43677	08/13/19
Total 609:					678.00		
628							
628	East Oregonian	57809	PUBLIC NOTICE	08/03/19	508.07	43678	08/13/19
Total 628:					508.07		
635							
635	Eastern Oregon Telecom, LLC	8743AUGUS	Marina Internet	08/01/19	277.95	43679	08/13/19
		8743AUGUS	City Hall Telephone	08/01/19	372.08	43679	08/13/19
		8743AUGUS	City Library Telephone	08/01/19	299.97	43679	08/13/19
		8743AUGUS	Police Dept Telephone	08/01/19	273.62	43679	08/13/19
		8743AUGUS	City Shop Telephone	08/01/19	63.57	43679	08/13/19
		8743AUGUS	Waste Water Treatment Telephone	08/01/19	336.04	43679	08/13/19
Total 635:					1,623.23		
659							
659	Elmer's Irrigation & Supply	275728	Irrigation Supplies	08/16/19	24.98	43756	08/20/19
Total 659:					24.98		
674							
674	EOTEC	QTR2ASSES	tourism Promotion Assessment 2nd QTR 2019	08/12/19	13,196.70	43681	08/13/19
Total 674:					13,196.70		
691							
691	Estate of Eugene Challis	59032001-1	Reissue expired refund ck#41324	08/12/19	79.90	43682	08/13/19
Total 691:					79.90		
712							
712	FastTrack	393LINCOLN	UTILITY REFUND-393 Lincoln Ave.	07/24/19	6.54	43683	08/13/19
		AUG19351LI	Final Bill-Utility Refund	08/16/19	21.38	43757	08/20/19

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
		AUG19365LI	Final Bill-Utility Refund	08/19/19	14.24	43757	08/20/19
Total 712:					42.16		
720							
720	FERGUSON WATERWORKS #	0766764-1	Command Link Smart Point	07/18/19	569.00	43685	08/13/19
		0786262	Macro Lo Range Dis, macro Coup	07/12/19	490.54	43685	08/13/19
		0791004	GASKT BTM PLT, PLT BTM SRII	07/30/19	85.26	43685	08/13/19
		46832	1" Meter Stock	08/05/19	2,499.84	43758	08/20/19
Total 720:					3,644.64		
852							
852	Gordon Truck Centers Inc.	PC15103111	Street Equipment Repairs	08/12/19	25.00	43759	08/20/19
		SR15100553	Street Equipment Repairs	08/12/19	1,472.73	43759	08/20/19
Total 852:					1,497.73		
856							
856	Gotcha Covered	137717	Cleaning Services	08/07/19	443.84	43686	08/13/19
		137717	Cleaning Services	08/07/19	383.98	43686	08/13/19
		137717	Cleaning Services	08/07/19	383.98	43686	08/13/19
		137717	Cleaning Services	08/07/19	248.20	43686	08/13/19
Total 856:					1,460.00		
960							
960	Heller & Sons Dist., Inc.	16880AUG19	Gas for Police	07/31/19	2,048.78	43688	08/13/19
		16881AUG19	Gas for Public Works Vehicles	07/31/19	477.98	43688	08/13/19
		16881AUG19	Gas for Public Works Vehicles	07/31/19	780.23	43688	08/13/19
		16881AUG19	Gas for Public Works Vehicles	07/31/19	309.28	43688	08/13/19
		16881AUG19	Gas for Public Works Vehicles	07/31/19	775.53	43688	08/13/19
		16979AUG19	Marina Fuel	07/31/19	7,087.50	43688	08/13/19
Total 960:					11,479.30		
966							
966	Hermiston Auto Parts, Inc.	588869	UV System Cooling-antifreeze	06/25/19	49.96	43689	08/13/19
		589167	LED BLB WHITE	07/02/19	29.98	43689	08/13/19
		589236	eyebolt anchor mount, washers	07/03/19	4.71	43689	08/13/19
		589303	Grommets, connector, lamp, pwr outlet	07/05/19	41.64	43689	08/13/19
		589376	Fuel filter	07/08/19	36.68	43689	08/13/19
		589434	Spark Plug	07/09/19	2.66	43689	08/13/19
		589435	Sensor	07/09/19	35.99	43689	08/13/19

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
		589590	Air Filter	07/12/19	28.57	43689	08/13/19
		590357	MI20Wash	07/31/19	4.54	43689	08/13/19
		590537	Gorilla repair tape, epoxy syringe	08/05/19	14.38	43689	08/13/19
		590539	extlife gal	08/05/19	134.85	43689	08/13/19
		590548	White Gloss, DellO15W40	08/05/19	55.88	43689	08/13/19
		590556	Air and Oil Filter	08/05/19	23.40	43689	08/13/19
		590602	Golf Gen	08/06/19	23.97	43689	08/13/19
		590680	Supplies	08/08/19	20.87	43689	08/13/19
Total 966:					508.08		
980							
980	Hermiston Quicky Lube	448533	Oil Change	08/12/19	49.95	43690	08/13/19
Total 980:					49.95		
1012							
1012	Home Depot Credit Services	8250AUG19	Quad Win, DOOR & SDNG SLNT-Kiwanis	07/21/19	118.65	43692	08/13/19
		8250AUG19	Lights-B Dock	07/21/19	35.82	43692	08/13/19
		8250AUG19	Maxi Paw Impack Pop-up	07/21/19	321.09	43692	08/13/19
		8250AUG19	Flashlights, batteries, wrench	07/21/19	124.84	43692	08/13/19
Total 1012:					600.40		
1060							
1060	Ingram	4092546	Library Books	07/17/19	16.19	43694	08/13/19
		40957060	Library Books	07/16/19	15.60	43694	08/13/19
		40957061	Library Books	07/16/19	33.59	43694	08/13/19
		41055150	Library Books	07/23/19	16.79	43694	08/13/19
		41155533	Library Books	07/30/19	32.99	43694	08/13/19
Total 1060:					115.16		
1068							
1068	Intermountain ESD	5980002749	Annual Tech Support	07/25/19	29,870.00	43695	08/13/19
		598T063085-	Virtual Host Server	05/17/19	273.00	43695	08/13/19
		598T063825	Domains	07/30/19	335.98	43695	08/13/19
		598T063961	surface Pro-council & mayor	08/07/19	2,902.90	43762	08/20/19
		598T064028	surface Pro-accessories	08/13/19	500.61	43762	08/20/19
		598T064039	Associate Planner Dell Optiplex	08/01/19	890.78	43762	08/20/19
		598T064050	Council & Mayor Surface	08/08/19	817.53	43762	08/20/19
		598T064115	surface Pro-Seitz & Shilhanek	08/09/19	3,673.80	43762	08/20/19
		598T064126	Associate Planner Dell Optiplex	08/01/19	275.98	43762	08/20/19
Total 1068:					39,540.58		

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
1089							
1089	J U B Engineers, Inc.	127411	Miscellaneous engineering	08/13/19	366.22	43763	08/20/19
		127411	Miscellaneous Engineering	08/13/19	366.22	43763	08/20/19
		127411	6th Street Waterline Improvements	08/13/19	1,591.51	43763	08/20/19
		127415	Bonney Lane Industrail Discharge Facility	08/13/19	1,743.70	43763	08/20/19
		127416	Umatilla Phase 1 Const. Mng Services	08/13/19	29,531.12	43763	08/20/19
Total 1089:					<u>33,598.77</u>		
1112							
1112	Jimmy's Johns Portable Toilets L	9577	Marina & RV Park - Monthly Unit	08/01/19	185.00	43764	08/20/19
Total 1112:					<u>185.00</u>		
1142							
1142	Jordan Ramis PC	157988	Legal Services	06/26/19	308.00	43697	08/13/19
		157988	Legal Services	06/26/19	4,235.00	43697	08/13/19
		157988	Legal Services	06/26/19	847.00	43697	08/13/19
		157988	Legal Services	06/26/19	1,589.00	43697	08/13/19
		159341	Legal Services	07/31/19	154.00	43697	08/13/19
		159341	Legal Services	07/31/19	5,005.00	43697	08/13/19
		159341	Legal Services	07/31/19	9,972.50	43697	08/13/19
		159342	Legal Services	07/31/19	4,366.50	43697	08/13/19
Total 1142:					<u>26,477.00</u>		
1177							
1177	Kennedy, Keith	CKREGAUG	lunch for table top exercise	08/14/19	250.75	43765	08/20/19
Total 1177:					<u>250.75</u>		
1189							
1189	KIE Supply Corp	2009042	Rotor	07/17/19	362.64	43699	08/13/19
		2009469	Sprinkler Parts	07/24/19	90.11	43699	08/13/19
		2010119	Sprinkler Parts	08/05/19	56.39	43699	08/13/19
		2010189	Hunter Battery op controller	08/06/19	92.69	43699	08/13/19
		2010265	Sprinkler Parts	08/07/19	346.28	43699	08/13/19
		2010319	Sprinkler Parts	08/08/19	505.19	43699	08/13/19
		2010406	Sprinkler Parts	08/08/19	16.47	43766	08/20/19
		2010483	Park Maintenance	08/12/19	266.60	43766	08/20/19
Total 1189:					<u>1,736.37</u>		
1219							
1219	Kuhn Law Offices	2333	Legal Services	08/06/19	770.00	43767	08/20/19
		2334	Legal Services - Cal Pine Property	08/06/19	262.50	43767	08/20/19

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
Total 1219:					1,032.50		
1221							
1221	Kuo Testing Labs, Inc.	19G0171	Coliform testing	07/15/19	86.00	43702	08/13/19
		19H0040	Coliform testing	08/08/19	51.00	43768	08/20/19
Total 1221:					137.00		
1263							
1263	Les Schwab Tires	1800960506	Tires/Repairs	06/14/19	115.99	43703	08/13/19
		1800969116	Tires/Repairs-new mower tires	07/10/19	130.49	43703	08/13/19
Total 1263:					246.48		
1297							
1297	Lohman, Jason	CKREQAUG	Water Training	07/31/19	247.50	43705	08/13/19
Total 1297:					247.50		
1438							
1438	Mentgen, Louis	AUG2019	Released Slip-Moorage Refund	08/19/19	127.50	43769	08/20/19
Total 1438:					127.50		
1561							
1561	Norco Inc.	27061151	Cylinder Rental	07/31/19	43.12	43706	08/13/19
		27061151	Cylinder Rental	07/31/19	43.12	43706	08/13/19
Total 1561:					86.24		
1580							
1580	NW Farm Supply Inc.	B201504	Gloves	07/29/19	49.98	43707	08/13/19
		B202204	Pest Control	08/12/19	105.98	43770	08/20/19
		C107399	spray Truck #14	07/11/19	67.94	43707	08/13/19
		C107412	spray Truck Supplies #14	07/12/19	632.98	43707	08/13/19
Total 1580:					856.88		
1613							
1613	OMJA	2019OMJAC	Convention Reg Krogh	07/31/19	250.00	43708	08/13/19
Total 1613:					250.00		
1615							
1615	One Call Concepts, Inc.	9070498	Excavation Notices	07/31/19	33.81	43709	08/13/19
Total 1615:					33.81		
1628							
1628	Oregon Assoc Chiefs of Police	201907020	POST Test (Form C)	07/22/19	112.00	43710	08/13/19

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
Total 1628:					112.00		
1629							
1629	Oregon Assoc of Water Util	26923	Membership Renewal- Additional Connections	06/20/19	48.96	43711	08/13/19
Total 1629:					48.96		
1636							
1636	Oregon Dept of Revenue	STATEASSA	State Court Assessments	07/31/19	17,386.29	43712	08/13/19
Total 1636:					17,386.29		
1655							
1655	Oregon Water Resources Dept	CKREQAUG	Review Water Management Conservation Plan	08/13/19	2,090.00	43713	08/13/19
Total 1655:					2,090.00		
1676							
1676	OXARC Inc.	30728004	Safety Equipment	07/29/19	58.43	43714	08/13/19
Total 1676:					58.43		
1684							
1684	Pacific Power	0021AUG19	Electric Svs-205 Powerline,Ind Park lift,disposal plant	07/23/19	8,069.63	43716	08/13/19
		0039AUG19	Electric Svs-McFarland Well	07/23/19	2,658.98	43716	08/13/19
		0047AUGUS	Electric Svs-McNary Mobil Phase #2	07/31/19	273.21	43771	08/20/19
		0054AUG19	Electric Svs-City Pk Rest Rooms	07/23/19	295.56	43716	08/13/19
		0096AUG19	Electric Svs-Umatilla Landing Park	07/23/19	17.87	43716	08/13/19
		0179AUGUS	Electric Svs-285 Radar Rd. Boosters	07/31/19	366.42	43771	08/20/19
		0377AUG19	Electric Svs-Bath House marina	07/23/19	222.58	43716	08/13/19
		0385AUG19	Electric Svs-Fish Cleaning Station	07/23/19	51.17	43716	08/13/19
		0393AUG19	Electric Svs-West End Comfort Statn	07/23/19	24.22	43716	08/13/19
		0401AUG19	Electric Svs-15 Hp Pump Marina	07/23/19	325.29	43716	08/13/19
		0419AUG19	Electric Svs-Quincy Ave N 2nd	07/23/19	156.47	43716	08/13/19
		0427AUG19	Electric Svs-Marina Park	07/23/19	1,274.34	43716	08/13/19
		0435AUG19	Electric Svs-1710 Quincy St.	07/23/19	306.27	43716	08/13/19
		0476AUG19	Electric Svs-ABT 30322 HWY 730	07/23/19	25.88	43716	08/13/19

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
Total 1684:					14,067.89		
1686							
1686	Pacific Power	CONTRACT1	Extend service for street lighting-1300 6th st.	06/10/19	2,618.00	43715	08/13/19
		SERVICEID9	Extend service for street lighting-820 6th st.	05/23/19	1,817.00	43715	08/13/19
Total 1686:					4,435.00		
1697							
1697	Parkins Door Company	94386	Shop Door Repair	07/28/19	725.00	43717	08/13/19
Total 1697:					725.00		
1715							
1715	Pea Ridge Embroidery	035522	Emb hats	07/25/19	69.75	43718	08/13/19
Total 1715:					69.75		
1755							
1755	Pioneer Const & Pendleton Rea	27744	Street Maintenance	07/18/19	280.78	43721	08/13/19
		446780	Street Maintenance	07/12/19	286.31	43721	08/13/19
		447382	Street Maintenance	07/16/19	320.14	43721	08/13/19
		452570	Street Maintenance	07/19/19	277.10	43721	08/13/19
Total 1755:					1,164.33		
1763							
1763	Platt	V839876	Supplies	08/15/19	23.40	43772	08/20/19
		V858300	Hard Hat	08/15/19	68.72	43772	08/20/19
		Y163823	Park Maintenance	08/01/19	200.09	43722	08/13/19
Total 1763:					292.21		
1791							
1791	PRO RENTAL & SALES, INC.	22-1086074	Kiwanis Irrigation Project	08/07/19	417.60	43773	08/20/19
Total 1791:					417.60		
1818							
1818	Quill Corporation	8667066	Office Supplies	07/11/19	80.41	43723	08/13/19
		8667066	Office Supplies	07/11/19	15.98	43723	08/13/19
		8667066	Office Supplies	07/11/19	32.21	43723	08/13/19
		8667066	Office Supplies	07/11/19	48.19	43723	08/13/19
		8667066	Office Supplies	07/11/19	48.19	43723	08/13/19
		8667066	Office Supplies	07/11/19	32.21	43723	08/13/19
		8667066	Office Supplies	07/11/19	4.72	43723	08/13/19
		8696881	Office Supplies	07/12/19	13.19	43723	08/13/19
		8696881	Office Supplies	07/12/19	2.62	43723	08/13/19
		8696881	Office Supplies	07/12/19	5.29	43723	08/13/19
		8696881	Office Supplies	07/12/19	7.91	43723	08/13/19

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
		8696881	Office Supplies	07/12/19	7.91	43723	08/13/19
		8696881	Office Supplies	07/12/19	5.29	43723	08/13/19
		8696881	Office Supplies	07/12/19	.77	43723	08/13/19
		8699960	Office Supplies	07/12/19	3.98	43723	08/13/19
		8699960	Office Supplies	07/12/19	.79	43723	08/13/19
		8699960	Office Supplies	07/12/19	1.60	43723	08/13/19
		8699960	Office Supplies	07/12/19	2.39	43723	08/13/19
		8699960	Office Supplies	07/12/19	2.39	43723	08/13/19
		8699960	Office Supplies	07/12/19	1.60	43723	08/13/19
		8699960	Office Supplies	07/12/19	.23	43723	08/13/19
		8733182	Office Supplies	07/15/19	15.35	43723	08/13/19
		8733182	Office Supplies	07/15/19	3.05	43723	08/13/19
		8733182	Office Supplies	07/15/19	6.15	43723	08/13/19
		8733182	Office Supplies	07/15/19	9.20	43723	08/13/19
		8733182	Office Supplies	07/15/19	9.20	43723	08/13/19
		8733182	Office Supplies	07/15/19	6.15	43723	08/13/19
		8733182	Office Supplies	07/15/19	.89	43723	08/13/19
		8898063	Office Supplies	07/22/19	142.66	43723	08/13/19
		8898063	Office Supplies	07/22/19	28.35	43723	08/13/19
		8898063	Office Supplies	07/22/19	57.16	43723	08/13/19
		8898063	Office Supplies	07/22/19	85.50	43723	08/13/19
		8898063	Office Supplies	07/22/19	85.50	43723	08/13/19
		8898063	Office Supplies	07/22/19	57.16	43723	08/13/19
		8898063	Office Supplies	07/22/19	8.37	43723	08/13/19
		8903704	Office Supplies	07/22/19	7.36	43723	08/13/19
		8903704	Office Supplies	07/22/19	1.46	43723	08/13/19
		8903704	Office Supplies	07/22/19	2.95	43723	08/13/19
		8903704	Office Supplies	07/22/19	4.41	43723	08/13/19
		8903704	Office Supplies	07/22/19	4.41	43723	08/13/19
		8903704	Office Supplies	07/22/19	2.95	43723	08/13/19
		8903704	Office Supplies	07/22/19	.45	43723	08/13/19
		8932281	Office Supplies	07/23/19	4.60	43723	08/13/19
		8932281	Office Supplies	07/23/19	.91	43723	08/13/19
		8932281	Office Supplies	07/23/19	1.84	43723	08/13/19
		8932281	Office Supplies	07/23/19	2.76	43723	08/13/19
		8932281	Office Supplies	07/23/19	2.76	43723	08/13/19
		8932281	Office Supplies	07/23/19	1.84	43723	08/13/19
		8932281	Office Supplies	07/23/19	.28	43723	08/13/19
		9195438	Office Supplies	08/02/19	42.91	43775	08/20/19
		9195438	Office Supplies	08/02/19	8.53	43775	08/20/19
		9195438	Office Supplies	08/02/19	17.19	43775	08/20/19
		9195438	Office Supplies	08/02/19	25.72	43775	08/20/19
		9195438	Office Supplies	08/02/19	25.72	43775	08/20/19
		9195438	Office Supplies	08/02/19	17.19	43775	08/20/19
		9195438	Office Supplies	08/02/19	2.50	43775	08/20/19
		9229558	Office Supplies	08/05/19	63.53	43775	08/20/19
		9229558	Office Supplies	08/05/19	12.62	43775	08/20/19
		9229558	Office Supplies	08/05/19	25.45	43775	08/20/19
		9229558	Office Supplies	08/05/19	38.08	43775	08/20/19
		9229558	Office Supplies	08/05/19	38.08	43775	08/20/19
		9229558	Office Supplies	08/05/19	25.45	43775	08/20/19
		9229558	Office Supplies	08/05/19	3.73	43775	08/20/19

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
Total 1818:					1,218.24		
1846							
1846	RDO Equipment Co.	P76253	John Deere Mower Parts	08/05/19	19.74	43776	08/20/19
Total 1846:					19.74		
1849							
1849	Recorded Books, LLC	764544908	Books on Tape for Library	07/26/19	148.48	43725	08/13/19
Total 1849:					148.48		
1931							
1931	SAIF Corporation	6216390	W/C Premium/Assment	08/01/19	10.28	43726	08/13/19
		6216390	W/C Premium/Assment	08/01/19	18.34	43726	08/13/19
		6216390	W/C Premium/Assment	08/01/19	.93	43726	08/13/19
		6216390	W/C Premium/Assment	08/01/19	106.16	43726	08/13/19
		6216390	W/C Premium/Assment	08/01/19	260.71	43726	08/13/19
		6216390	W/C Premium/Assment	08/01/19	83.43	43726	08/13/19
		6216390	W/C Premium/Assment	08/01/19	95.22	43726	08/13/19
		6216390	W/C Premium/Assment	08/01/19	105.44	43726	08/13/19
		6216390	W/C Premium/Assment	08/01/19	1.73	43726	08/13/19
		6216390	W/C Premium/Assment	08/01/19	25.32	43726	08/13/19
		6216390	W/C Premium/Assment	08/01/19	10.50	43726	08/13/19
		6216390	W/C Premium/Assment	08/01/19	1.15	43726	08/13/19
Total 1931:					719.21		
1958							
1958	Scheel, Leon W.	CKREQAUG	Water Training	07/31/19	247.50	43727	08/13/19
Total 1958:					247.50		
1977							
1977	Seder Architecture + Urban Des,	AUG#1	Umatilla Sixth Street Rendering	08/19/19	1,234.18	43778	08/20/19
		AUG#2	Umatilla Business Center	08/19/19	2,692.14	43778	08/20/19
		AUG#2	Umatilla Business Center	08/19/19	2,692.14	43778	08/20/19
		AUG#4	Umatilla City Hall Remodel: Realization Phase	08/19/19	935.27	43778	08/20/19
Total 1977:					7,553.73		
2000							
2000	Shelco Electric Inc.	65382	Submersible Pump Maint.	07/11/19	720.00	43730	08/13/19
Total 2000:					720.00		
2021							
2021	Simplot Grower Solutions	757114127	Agri Star Gly Star Plus	07/26/19	312.00	43731	08/13/19
		757114437	Weed Control	08/07/19	156.00	43779	08/20/19

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
Total 2021:					468.00		
2025							
2025	SIMTEK	1464	Flow Meter Issues	07/24/19	733.60	43732	08/13/19
Total 2025:					733.60		
2038							
2038	SMARSH, INC.	INV0053336	SOCIAL BUNDLE	07/31/19	258.00	43734	08/13/19
Total 2038:					258.00		
2059							
2059	Smitty's Ace Hardware	607233	Supplies	07/01/19	61.97	43735	08/13/19
		607237	Segmented masonry	07/01/19	94.99	43735	08/13/19
		607722	Cleaner	07/08/19	68.00	43735	08/13/19
		607774	Supplie for tree trimming	07/08/19	53.32	43735	08/13/19
		607818	Hornet and wasp spray	07/09/19	22.36	43735	08/13/19
		607861	House Numbers	07/09/19	4.17	43735	08/13/19
		608819	Supplies	07/22/19	23.57	43735	08/13/19
		608821	Sprinklers for irrigation	07/22/19	143.92	43735	08/13/19
		608920	Air Filter, carburetor, labor	07/23/19	67.34	43735	08/13/19
		609032	Supplies	07/24/19	579.90	43735	08/13/19
		609503	Cleaner/Wasp Spray	07/31/19	37.43	43735	08/13/19
Total 2059:					1,156.97		
2138							
2138	SYNCHRONY BANK/AMAZON	3142AUG19	Library Books	07/15/19	301.65	43736	08/13/19
Total 2138:					301.65		
2141							
2141	Table Rock Analytical Lab	T000311	Coliform drinking water tests	07/22/19	240.00	43737	08/13/19
Total 2141:					240.00		
2148							
2148	Talos Engineering, Inc.	1350	Cellular Texting System	08/02/19	60.00	43738	08/13/19
Total 2148:					60.00		
2171							
2171	Territorial Supplies, Inc.	14237	Chaplain Badge	08/07/19	142.55	43780	08/20/19
Total 2171:					142.55		
2227							
2227	Traffic Safety Supply Co.	INV017012	School Crossing	08/05/19	217.82	43781	08/20/19
		INV017345	Street Name Signs	08/13/19	118.20	43781	08/20/19

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
Total 2227:					336.02		
2264							
2264	Umatilla Chamber of Commerce	QTR2TAXPA	Motel Tax payments 2nd QTR 2019	08/12/19	7,248.68	43739	08/13/19
		QTR2TAXPA	2ND QTR 2019 Chamber Support	08/12/19	5,250.00	43739	08/13/19
Total 2264:					12,498.68		
2270							
2270	Umatilla County Circuit Court	19VI89750	Payment sent to wrong court-19VI89750 Welborn	08/13/19	265.00	43740	08/13/19
		19VI89750	Payment sent to wrong court-19VI89750 Welborn	08/13/19	265.00-		
Total 2270:					.00		
2273							
2273	Umatilla County Finance Dept	ASSESSAU	County Ass	07/31/19	2,487.30	43741	08/13/19
Total 2273:					2,487.30		
2281							
2281	Umatilla Elect. Coop. Assoc.	0004AUGUS	Electric	07/20/19	36.69	43742	08/13/19
		1127800AUG	BEACH ACCESS LIGHTS	08/13/19	80.50	43782	08/20/19
		1127800AUG	60 HP Sewer Pump	08/13/19	64.13	43782	08/20/19
		7800AUGUS	Electric	07/20/19	25.06	43742	08/13/19
		7800AUGUS	Electric	07/20/19	42.16	43742	08/13/19
Total 2281:					248.54		
2293							
2293	Unifirst Corporation	1430246795	Bldg Maint/Supplies CH/Library	08/02/19	50.83	43743	08/13/19
		1430246795	Bldg Maint/Supplies CH/Library	08/02/19	78.74	43743	08/13/19
		1430246795	Bldg Maint/Supplies CH/Library	08/02/19	78.74	43743	08/13/19
Total 2293:					208.31		
2299							
2299	UNITED RENTALS INC	171486777	Roller for asphalt repair	07/17/19	761.28	43783	08/20/19
		171486777-0	Equipment Rental	07/19/19	761.28	43744	08/13/19
Total 2299:					1,522.56		
2307							
2307	UPS	84WV8299	Shipping	07/20/19	18.91	43745	08/13/19
Total 2307:					18.91		

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
2314							
2314	USA Bluebook Inc.	927058	Sewer maintenance	06/18/19	351.04	43746	08/13/19
		978174	Public Works Equip	08/12/19	86.82	43784	08/20/19
Total 2314:					437.86		
2337							
2337	Verizon Wireless	9835269419	Police Department Cell Phones	08/02/19	1,083.74	43785	08/20/19
		9835269419	PW Cell Phones/On-call phone	08/02/19	133.32	43785	08/20/19
		9835269419	PW Cell Phones/On-call phone	08/02/19	133.32	43785	08/20/19
		9835269420	Police Air Cards	08/02/19	221.62	43785	08/20/19
Total 2337:					1,572.00		
2374							
2374	Watch Guard Video	ADVREP165	Transmitter, Hi-Fi Microphone	07/31/19	205.00	43748	08/13/19
Total 2374:					205.00		
2421							
2421	Wildcat Electric, LLC	4638	Dock Lights	07/16/19	125.00	43749	08/13/19
Total 2421:					125.00		
2452							
2452	Withnell Motor Company	1058490	2019 Dodge Durango	08/01/19	31,049.48	Multiple	08/02/19
Total 2452:					31,049.48		
2541							
2541	FCS Group	3034-219070	Rate Study	07/19/19	1,184.24	43684	08/13/19
		3034-219070	Rate Study	07/19/19	382.01	43684	08/13/19
Total 2541:					1,566.25		
2550							
2550	Kinepoway SR, Keith	190531REFU	Overpayment	07/01/19	200.00	43701	08/13/19
Total 2550:					200.00		
2557							
2557	Hermiston Ranch & Home	1480024412	PPE for Tassie & Mendoza Guzman	07/15/19	234.87	43760	08/20/19
		1480025277	Tools for Shop	07/19/19	689.95	43691	08/13/19
		1480026697	Clothing Allowance-Mendoza Guzman	07/24/19	220.94	43691	08/13/19
		1480028125	Tassie-Clothing Allowance	07/29/19	199.94	43691	08/13/19
		1480028404	Tassie-Clothing Allowance	07/31/19	74.97	43691	08/13/19
		1480028408	Mendoza-Clothing Allowance	07/31/19	134.97	43691	08/13/19

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
		1480028960	Clothing Allowance-Leon	08/02/19	27.49	43760	08/20/19
		1480028960	Clothing Allowance-Leon	08/02/19	27.49	43760	08/20/19
		1480028960	Clothing Allowance-Leon	08/02/19	27.49	43760	08/20/19
		1480028960	Clothing Allowance-Leon	08/02/19	27.48	43760	08/20/19
	Total 2557:				1,665.59		
2560							
2560	Pugh, Dick	CKREQJULY	meteorite Program	07/23/19	75.00	Multiple	08/02/19
	Total 2560:				75.00		
2563							
2563	Gutierrez, Ivan	CKREQJULY	Wine for Art & Wine night	07/15/19	83.10	Multiple	Multiple
	Total 2563:				83.10		
2564							
2564	Rose Hart Pest Control	24392	Indoor/Outdoor spider control	08/06/19	75.00	43777	08/20/19
	Total 2564:				75.00		
2573							
2573	Little, Leticia	1.036313	Refund Business License	07/31/19	20.00	43704	08/13/19
	Total 2573:				20.00		
2574							
2574	Pichtall, Rolland	1.036348	Overpaid Business License Fee	07/30/19	60.00	43720	08/13/19
	Total 2574:				60.00		
2575							
2575	Severson, Janet	1036402	Reimburse Late Fee	08/01/19	20.00	43729	08/13/19
	Total 2575:				20.00		
2576							
2576	Columbia Auto Body & Paint	ID50896627	#22 2008 White Ford	07/08/19	2,147.60	43665	08/13/19
	Total 2576:				2,147.60		
2577							
2577	Inflatable Fun, LLC	07312019	Library Programming	07/31/19	260.00	43693	08/13/19
	Total 2577:				260.00		
2578							
2578	Rawe, Carsen Dain	183241	Overpayment Docket# 183241	07/31/19	60.00	43724	08/13/19

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
Total 2578:					60.00		
2579							
2579	Kimball, Sally	191229	Overpayment Raymond Wiley Doc.#191229	07/31/19	235.00	43700	08/13/19
Total 2579:					235.00		
2580							
2580	Sitsa Logistics Inc.	191632	Overpayment Marc Gholston Doc. 191632	07/31/19	235.00	43733	08/13/19
Total 2580:					235.00		
2581							
2581	Harris, Ronald	191622	Overpayment Doc#191622	07/31/19	38.00	43687	08/13/19
Total 2581:					38.00		
2582							
2582	Edmunds, Alisa Jo	191788	Bail Refund, Doc. 191788	07/31/19	430.00	43680	08/13/19
Total 2582:					430.00		
2583							
2583	Delaney, Benjamin D.	191499	Bail Refund doc. 191499	07/31/19	150.00	43673	08/13/19
Total 2583:					150.00		
2584							
2584	Betts, Michael	191689	Overpayment Myles Phillips Doc. 191689	07/31/19	235.00	43657	08/13/19
Total 2584:					235.00		
2585							
2585	Cazeau, Patrick	191493	Overpayment Doc. 191493	07/31/19	45.00	43663	08/13/19
Total 2585:					45.00		
2586							
2586	Perez II, Adan	191780	Refund Doc. 191780	07/31/19	25.00	43719	08/13/19
Total 2586:					25.00		
2587							
2587	Scott Vance Trucking	191745	Overpayment Doc. 191745	07/31/19	15.00	43728	08/13/19
Total 2587:					15.00		
2588							
2588	Visual Lab, Inc.	19552	Subscription fee-Body				

Vendor Number	Name	Invoice Number	Description	Invoice Date	Invoice Amount	Check Number	Check Issue Date
			Cameras	08/05/19	5,250.00	43747	08/13/19
	Total 2588:				5,250.00		
2589							
2589	Huffman, Chris	011565	City Logos for Overpass	08/06/19	5,000.00	43648	08/08/19
	Total 2589:				5,000.00		
2590							
2590	Keller Associates	1	Water Management and Conservation Plan	05/10/19	4,970.00	43698	08/13/19
		2	Water Management and Conservation Plan	08/07/19	11,679.00	43698	08/13/19
	Total 2590:				16,649.00		
2592							
2592	Johnson Economics	2966	Community Development Study	07/31/19	6,282.68	43696	08/13/19
	Total 2592:				6,282.68		
2593							
2593	Hill, Walter	CKREQAUG	moorage Refund/Slip Released	08/14/19	185.00	43761	08/20/19
	Total 2593:				185.00		
2594							
2594	Public Safety Chaplaincy	CKREQAUG	Continuing Ed for Chaplains	08/15/19	300.00	43774	08/20/19
	Total 2594:				300.00		
	Grand Totals:				317,111.86		

Report Criteria:
Detail report type printed

CITY OF UMATILLA, OREGON
AGENDA BILL

<p>Agenda Title: Ordinance No. 838 - An Ordinance of the City of Umatilla, Oregon Prohibiting the Sale, Use and Possession of Prohibited Fireworks and Establishing a Civil Penalty for Violations within the City.</p>	<p>Meeting Date: 2019-09-03</p>
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Department: Police	Director: Darla Huxel	Contact Person: Darla Huxel	Phone Number:
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<p>Cost of Proposal: na</p> <p>Amount Budgeted: na</p>	<p>Fund(s) Name and Number(s):</p>
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Reviewed by Finance Department:	Previously Presented: na
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Attachments to Agenda Packet Item:
[ORD 838.docx](#)

<p>Summary Statement: Public Hearing & Approval of Ordinance.</p>
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<p>Consistent with Council Goals: Goal 1: Promote a Vibrant and Growing Community by Investing in and Support of Quality of Life Improvements.</p>

ORDINANCE NO. 838

AN ORDINANCE OF THE CITY OF UMATILLA, OREGON PROHIBITING THE SALE, USE AND POSSESSION OF PROHIBITED FIREWORKS AND ESTABLISHING A CIVIL PENALTY FOR VIOLATIONS WITHIN THE CITY.

WHEREAS, the residents of Umatilla value a safe and livable community; and

WHEREAS, ORS 480.111 through 480.165 regulate the sale and use of fireworks within the State of Oregon; and

WHEREAS, the use of prohibited fireworks has a negative impact on residents, pets in our homes, and on wildlife in our yards, parks and natural areas; and

WHEREAS, prohibited fireworks pose a public safety threat due to fire hazard to both homes and other structures as well as parks and natural areas especially in dry summer months; and

WHEREAS, the City Council believes it appropriate and necessary to enact municipal regulation of the sale, use and/or discharge of illegal fireworks in the City to thereby allow city staff the ability to enforce firework regulations in municipal court and to afford the municipal court the ability to impose civil penalties; and

WHEREAS, said additional municipal regulation is allowed under ORS 480.160.

NOW, THEREFORE, the City of Umatilla ordains as follows:

1. Umatilla Municipal Code Chapter 4 shall be amended to add the following as an additional section:

4-5-1. Illegal Fireworks Prohibited

It is unlawful for any person to sell, offer for sale, expose for sale, possess, use, explode or allow to be exploded any fireworks except as permitted under the provisions of ORS 480.111 through ORS 480.165

4-5-2 Definitions

As used in subsection (4-5-1) above, the term “fireworks” shall mean as defined in ORS 480.111.

4-5-3 Penalty

1. Violation of subsection (4-5-1) above, shall be a class B civil violation punishable as provided in Code Section 1-4-1.
2. Each day a violation continues shall be considered a separate offence.

3. The City may confiscate, destroy, remove or have removed, at the owner's expense, all stocks of fireworks in violation of this chapter when necessary to preserve public safety.
4. A person in violation of this section may be required to pay restitution pursuant to Code Section 1-4-2.

ADOPTED by the City Council this 3rd day of September, 2019.

Council members voting yes: _____

Council members voting no: _____

Absent Council members: _____

Abstaining Council members: _____

And **SIGNED** by the Mayor this 3rd day of September, 2019.

Mary Dedrick, Mayor

ATTEST:

Nanci Sandoval, City Recorder

CITY OF UMATILLA, OREGON
AGENDA BILL

<p><u>Agenda Title:</u> Ordinance No. 837 - An Ordinance Amending City Code Section 1-4-8 to Include a Provision Authorizing the Umatilla Municipal Court to Send Unpaid Fines to a Private Collection Agency and Removing the Court's Authority to Imprison People for Non-Payment of Fines</p>	<p><u>Meeting Date:</u> 2019-09-03</p>
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<p><u>Department:</u> Finance & Administrative Services</p>	<p><u>Director:</u> Melissa Ince</p>	<p><u>Contact Person:</u> Melissa Ince</p>	<p><u>Phone Number:</u> 541-922-3226 x 104</p>
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<p><u>Cost of Proposal:</u> N/A</p> <p><u>Amount Budgeted:</u> N/A</p>	<p><u>Fund(s) Name and Number(s):</u></p>
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<p><u>Reviewed by Finance Department:</u></p>	<p><u>Previously Presented:</u> 07/16/2019</p>
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Attachments to Agenda Packet Item:

[ORD 837.docx](#)

<p><u>Summary Statement:</u> The City Council received a memo from staff at their July 16, 2019 workshop outlining the City's delinquent accounts and a plan to proceed with collection services through a private collection agency. In order to proceed, the City must provide the appropriate notice of the debt and amend the City Code to authorize the Municipal Court to send unpaid fines to a private collection agency. In reviewing the current code, our attorney noted that sending people to jail for non-payment of fines is arguably a violation of the US Constitution. The City of Pendleton was recently sued for this practice and ended up settling and rewriting their ordinance. We have taken this opportunity to remove that language from our code as well. Recommended Action: (A) Motion for first reading of Ordinance No. 837 by title only. (B) Motion to approve Ordinance No. 837</p>

<p><u>Consistent with Council Goals:</u> Goal 5 : Perform at the Highest Levels of Operational Excellence</p>

ORDINANCE NO. 837

AN ORDINANCE AMENDING CITY CODE SECTION 1-4-8 TO INCLUDE A PROVISION AUTHORIZING THE UMATILLA MUNICIPAL COURT TO SEND UNPAID FINES TO A PRIVATE COLLECTION AGENCY AND REMOVING THE COURT'S AUTHORITY TO IMPRISON PEOPLE FOR NON-PAYMENT OF FINES

WHEREAS, the City Council received a memo from City Staff at their July 16, 2019 workshop outlining the City's delinquent accounts and a plan to proceed with collection services through a private collection agency; and

WHEREAS, the City has the authority to use a private collection agency if the City provides the appropriate notice of the debt and amends the City Code to authorize the Municipal Court to send unpaid fines to a private collection agency.

NOW THEREFORE, BE IS RESOLVED BY THE CITY COUNCIL OF UMATILLA:

1. THE CITY OF UMATILLA DOES ORDAIN AS FOLLOWS:

Underlined language to be added. ~~Strikethrough~~ language to be removed.

Section 1. Title One, Chapter 4, Section 8 – Effect of Nonpayment of Fines, Restitution or Costs is hereby amended to read as follow:

1-4-8: EFFECT OF NONPAYMENT OF FINES, RESTITUTION OR COSTS:

- A. Default Of Payment: When a defendant sentenced to pay a fine or to make restitution, defaults in the payment thereof or of any installment, the court, on motion of the city attorney or upon its own motion, may require him to show cause why his default should not be treated as contempt of court, and may issue a show cause citation or a warrant of arrest for his appearance.
- B. Contempt: Unless the defendant shows that his default was not attributable to an intentional refusal to obey the order of the court or to a failure on his part to make a good faith effort to make the payment, the court may find that his default constitutes contempt and may order him committed until the fine or the restitution, or a specified part thereof, is paid.
- C. Corporation Or Unincorporated Association: When a fine or an order of restitution is imposed on a corporation or unincorporated association, it is the duty of the person authorized to make disbursement from the assets of the corporation or association to pay the fine or make the restitution from those assets, and his failure to do so may be held to be contempt unless he makes the showing required in subsection B of this section.
- ~~D. Term Of Imprisonment: The term of imprisonment for contempt for nonpayment of fines or failure to make restitution shall be set forth in the commitment order, and shall not exceed one day for each twenty five dollars (\$25.00) of the fine or restitution, thirty (30) days if the fine or order of restitution was imposed upon conviction of a violation or misdemeanor, or one year in any other case, whichever is the shorter period. A person committed for nonpayment of a fine or failure to make restitution shall be given credit toward payment for each day of imprisonment at the rate specified in the commitment order.~~
- D. E. Additional Time For Payment: If it appears to the satisfaction of the court that the default in the payment of a fine or restitution is not contempt, the court may enter an order allowing the defendant additional time for payment, reducing the amount thereof or of each installment or revoking the fine or order of restitution or the unpaid portion thereof in whole or in part.

E. F. Collection Of Fine: A default in the payment of a fine or costs or failure to make restitution or any installment thereof may be collected by any means authorized by law for the enforcement of a judgment. The levy of execution for the collection of a fine or restitution shall not discharge a defendant committed to imprisonment for contempt until the amount of the fine or restitution has actually been collected. (1993 Code)

F. G. Lien For Unpaid Fines, Restitution, And Costs: When the municipal judge orders or adjudges a person to pay a fine, restitution, or costs, the amount thereof may be recorded in the lien docket of the city and, if recorded, shall constitute a lien on that person's real property located inside the city for ten (10) years in civil actions, twenty (20) years in criminal actions including traffic violations, and fifty (50) years in criminal actions that include an award of restitution, from the date of the order or judgment or until the lien is paid, whichever is shorter. (Ord. 678, 10-6-1998)

G. Collections of Unpaid Fines, Restitution, and Costs: When the municipal judge orders or adjudges a person to pay a fine, restitution, or costs, the amount thereof may be sent to a private collection agency and the court may add to the judgment a fee for the cost of collection as allowed by Oregon law. Prior to the matter being assigned to collections, the municipal court must provide the defendant with notice that the debt may be assigned to a private collection agency for collection and the amount of the fee.

Section 2. The effective date of this ordinance shall be thirty days after enactment.

ADOPTED by the City Council this 3rd day of September, 2019.

Council members voting yes: _____

Council members voting no: _____

Absent Council members: _____

Abstaining Council members: _____

And **SIGNED** by the Mayor this 3rd day of September, 2019.

Mary Dedrick, Mayor

ATTEST:

Nanci Sandoval, City Recorder

CITY OF UMATILLA, OREGON
AGENDA BILL

Agenda Title: Plan Amendment (PA-1-19) and Ordinance No. 839 to implement Plan Amendment (PA-1-19)	Meeting Date: 2019-09-03
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Department: Community Development	Director: Tamra Mabbott	Contact Person: Brandon Seitz	Phone Number: 541-922-3226 ext 103
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Cost of Proposal: legal fees to prepare	Fund(s) Name and Number(s):
Amount Budgeted: NA	

Reviewed by Finance Department:	Previously Presented: June 18, 2019 Work Session
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Attachments to Agenda Packet Item:
[PA-1-19 CC Report & Recommendation \(w exhibits\).pdf](#)
[Ord No. 839.pdf](#)

Summary Statement: Planning Commission recommended approval of Plan Amendment (PA-1-19) and implementing ordinance number 839

Consistent with Council Goals: Goal 1: Promote a Vibrant and Growing Community by Investing in and Support of Quality of Life Improvements.

**UMATILLA CITY COUNCIL
REPORT AND RECOMMENDATION
FOR
PLAN AMENDMENT PA-1-19**

DATE OF HEARING: September 3, 2019

REPORT PREPARED BY: Brandon Seitz, City Planner

I. GENERAL INFORMATION AND FACTS

Applicant: City of Umatilla, 700 6th Street, Umatilla, OR 97882.

Land Use Review: Zone Change application to amend Chapters 10 and 14 of the City of Umatilla Comprehensive Plan. The City participated in the 2019 West Umatilla County Housing Study project with the Cities of Echo and Stanfield. The Housing Study includes two reports, a Housing and Residential Land Needs Assessment and a Residential Buildable Lands Inventory (BLI). The proposed text amendment will incorporate the relevant sections of the Umatilla Housing Strategies report into Chapter 10 of the Comprehensive Plan. The amendment will also remove the residential portions of the 1997 BLI currently located in Chapter 14 of the Comprehensive Plan.

II. NATURE OF REQUEST AND GENERAL FACTS

The City of Umatilla participated in the 2019 West Umatilla County Housing Study project with the Cities of Echo and Stanfield. The Housing Study includes two reports, a Housing and Residential Land Needs Assessment and a Residential Buildable Lands Inventory (BLI). The proposed text amendment will incorporate the relevant sections of the Umatilla Housing Strategies report into Chapter 10 of the Comprehensive Plan. The amendment will also remove the residential portions of the 1997 BLI currently located in Chapter 14 of the Comprehensive Plan.

A majority of the findings and analysis relied on for the proposed amendments are included in the attached reports and are incorporated into the record. The relevant criteria for an amendment to the Comprehensive Plan is provided below.

III. ANALYSIS

The criteria applicable to this request are shown in underlined text and the responses are shown in standard text. All of the following criteria must be satisfied in order for this request to be approved.

CUZO 10-13-3: AMENDMENTS TO THE ZONING TEXT OR MAP:

- A. Type IV Procedure: Amendments to the zoning title text or official map are considered a type IV procedure. A map change may be legislative or quasi-judicial, depending on the number of properties and area involved. A text change is always a legislative decision.

- B. Initiation Of Application: An application may be initiated by a property owner or authorized agent, the planning commission, or the city council.
- C. Narrative, Identification Required: An application shall include a narrative that demonstrates compliance with the approval criteria and a site and vicinity map identifying the property and adjacent properties. A traffic impact analysis (TIA), pursuant to section 10-11-10 of this title, shall also be submitted with all plan and zoning amendment applications.
- D. Approval Criteria: An amendment to this title or official map shall comply with the following criteria:

- 1. The proposed designation is consistent with and supports the purposes of the portions of the city's comprehensive plan not proposed for amendment, or circumstances have changed to justify a change in the comprehensive plan.

Conclusion: As addressed above the findings relied upon by the city are primarily located in the attached reports. This report is intended to serve as a summary rather than a specific analysis. The proposed text amendments will amend Chapter 10 (housing) and Chapter 14 (urbanization). The previous BLI completed by the City in 1997 was incorporated into Chapter 14 as part of the analysis included industrial land needs. As a result, Chapter 10 provides a rudimentary overview of the City housing demand based on data from 1976 and the housing policies have not been updated since the comprehensive plan was acknowledged. The proposed amendment will incorporate a summary of data and finding of the BLI and housing and residential land needs assessment report. The residential portion of the 1997 BLI will also be removed from Chapter 14.

- 2. The proposed change will not affect the land supply for the existing zoning designation as related to projected need for the particular land use.
- 3. The proposed designation will not negatively impact existing or planned public facilities and services. In particular, pursuant to the Oregon transportation planning rule, proposed text and map amendments shall determine whether the proposed change will significantly affect a collector or arterial transportation facility and must comply with the requirements of Oregon administrative rule (OAR) 660-012-0060 as applicable. In the I-82/U.S. 730 interchange area management plan (IAMP) management area, proposed access shall be consistent with the access management plan in section 7 of the IAMP.

Conclusion: The proposed plan amendment will not change the existing zoning designations for any property within the City's Urban Growth Boundary (UGB). Therefore, the proposed text amendment will not affect the land supply of the existing zoning designations or negatively impact existing or planned public facilities and services. In addition, the report focused on the residential lands available within the UGB and if additional land was needed the project need for the next 20-year planning period. The report concluded the City had a surplus of 1,060 acres of residentially zoned lands.

- 4. The site is suitable for the proposed use, considering the topography, adjacent streets, access, size of the site, availability of public facilities, and any other pertinent physical features.
- 5. Other sites in the city or the vicinity are unsuitable for the proposed use. In other words, ownership and desire to develop a particular use in themselves provide insufficient rationale for changing a zoning designation that does not support the interests of the city as a whole.

Conclusion: The intent of these standards are to show that a proposed amendment is

necessary to accommodate a proposed use and to show that other sites within the City are not readily available to develop the propose use. The proposed plan amendment would apply to all residential properties located throughout the City not a specific site. In addition, as addressed above no properties will be rezoned as a result of this text amendment.

IV. SUMMARY AND RECOMMENDATION

The applicant, City of Umatilla, is proposing to amend the City of Umatilla Comprehensive Plan. The Housing Study includes two reports, a Housing and Residential Land Needs Assessment and a Residential Buildable Lands Inventory (BLI). The proposed plan amendment will incorporate the relevant sections of the Umatilla Housing Strategies report into Chapter 10 of the Comprehensive Plan. The amendment will also remove the residential portions of the 1997 BLI currently located in Chapter 14 of the Comprehensive Plan. The request appears to meet all of the applicable criteria and standards for this type of request. Therefore, based on the information in Sections I and II of this report, and the above criteria, findings of fact and conclusions addressed in Section III, the staff recommends approval of Plan Amendment (PA-1-19).

VI. EXHIBITS

- Exhibit A – Draft Text Change
- Exhibit B – Residential Buildable Lands Inventory
- Exhibit C – Housing and Residential Land Needs Assessment
- Exhibit D – Housing Strategies Report

CHAPTER 10
GOAL 10: HOUSING

SECTION 10.0 HOUSING GOAL

To increase the supply of housing commensurate with population growth, and the peoples' needs.

SECTION 10.1 ~~HOUSING BACKGROUND AND DISCUSSION~~ HOUSING CONDITIONS AND TRENDS

10.1.100 ~~HOUSING DEMAND~~ INTRODUCTION

~~Since about 1974, the demand for housing has been acute with population in the area increasing at about 34% annually. At the present time, demand for local housing is such that people are temporarily living in rental housing awaiting the completion of their new homes. Based on an enumeration from December 1976, the vacancy rate for area housing is almost 6%.[†]~~

~~The nature of anticipated growth is such that the future demand for housing will continue to rise sharply to a peak and then decline before resuming a sustained rate of growth. The following overall estimate of housing demand is shown in Table 10.1-1 and based on the population forecast in Figure 10.1-1. As can be seen in the forecast, the peak demand for housing occurs in 1980 which corresponds to the peak in area construction employment. Due to the nature of this employment, it will strongly influence the type of housing needed.~~

~~During construction of projects such as PGE, Alumax, I-82, McNary Second Powerhouse, etc., the demand for interim housing will exceed that for single family homes. As construction is completed on these projects and permanent employees arrive, the demand for single family homes will increase and the demand for apartments and mobile homes will generally decline.~~

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of Umatilla is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages, and specific needs. The City does this primarily by regulating residential land uses within the City, as well as working with and supporting non-profit and market rate developers and other housing agencies in developing needed housing.

The City sought and received grant funding from the State of Oregon in 2019 to undertake a Housing Needs Analysis project and to proactively plan for future housing needs in Umatilla.

~~[†]Center for Population Research & Census, December, 1976.~~

The City has undertaken and will continue to implement and update a variety of activities to meet current and future housing needs:

- Conduct and periodically update an analysis of current and future housing conditions and needs. The City most recently conducted this analysis in 2019 through the Housing Needs Analysis planning project. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Housing and Residential Land Need Assessment Report.
- Conduct and periodically update an inventory of buildable residential land (BLI) to ensure that the City has an adequate supply of land zoned for residential use to meet projected future needs. The City most recently conducted this analysis in 2019. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Buildable Lands Inventory Report.
- Adopt and amend, as needed, a set of housing-related Comprehensive Plan policies to address future housing needs.
- Regularly update and apply regulations in the City’s Zoning and Subdivision Ordinances to meet housing needs identified in the Comprehensive Plan and supporting documents.
- Implement additional strategies to address housing needs in partnership with State and County agencies and other housing organizations. Potential strategies are described in more detail in the 2019 City of Umatilla Housing Strategies Report.

The remainder of this Section summarizes these topics in more detail.

10.1.11200 ~~Housing Demand Summary~~ DEMOGRAPHIC CONDITIONS AND TRENDS

~~Assuming that the various new industries programmed for the Umatilla area materialize, the demand for additional housing will continue. In the near term, the demand for mobile homes or mobile home space will be the greatest. Additionally, it is possible that as the cost of the single-family home continues to increase that more families will demand a multi-family unit, if the purchase price is lower than for single family homes.~~

~~The housing demand forecast that follows is derived from the population forecast. Additionally, the forecast is based on different demand factors for construction and permanent residents. The forecast utilizes the following distribution:~~

Table 10.1-1 Projected Housing Distribution

Employment Category	Single Family	Multi Family	Mobile Homes
Permanent*	48%	29%	23%
Construction**	7%	28%	65%

~~*Based on current distribution.~~

~~**Based on Community Impacts of Alumax, p. 36.~~

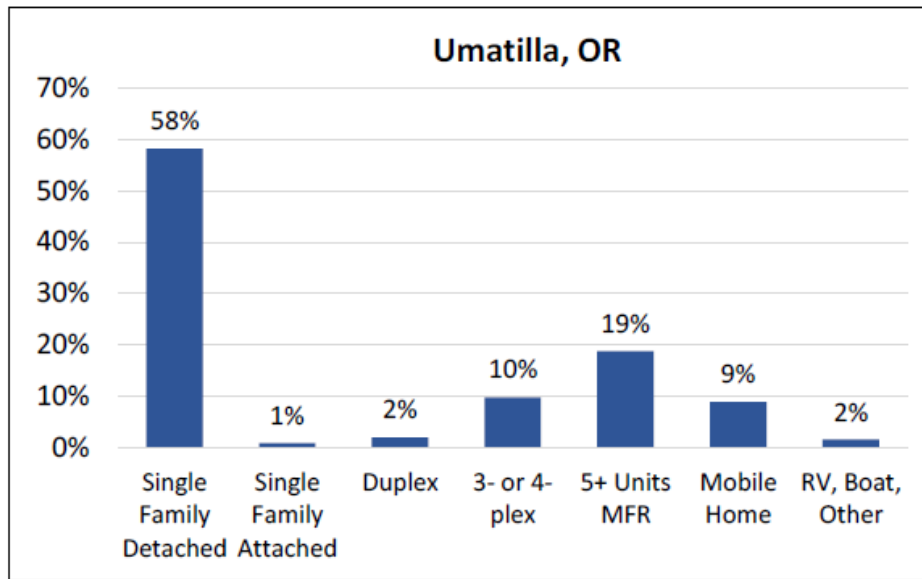
~~Insert Figure 10.1-1 (fig. 8 from old comp plan)~~

- Umatilla is a City of an estimated 7,320 people (City), and 8,834 people (UGB), located in Umatilla County in Northeastern Oregon. An estimated 17% of the population in the UGB lives outside the city limits.
- Umatilla has experienced rapid growth, growing over 47% in population since 2000. In contrast, Umatilla County and the state experienced population growth of 14% and 21% respectively. The City of Hermiston grew 37% over this period. (US Census and PSU Population Research Center).
- Umatilla’s population is forecasted to grow to 12,664 by 2039, an increase of 3,830 people, or about 43% from the 2018 population estimate.
- The Umatilla was home to an estimated 2,247 households in 2018, an increase of roughly 550 households since 2000. The percentage of families fell slightly between 2000 and 2018 from 78% to 74% of all households. The City has a larger share of family households than Umatilla County (68%) and the state (63%).
- Umatilla’s estimated average household size is 3.15 persons, holding stable since 2000. This is higher than the Umatilla County average of 2.67 and the statewide average of 2.47.

10.1.300 HOUSING CONDITIONS AND TRENDS

- **Housing Tenure.** Umatilla has a close to even divide between owner households and renter households. The 2017 American Community Survey estimates that 51% of occupied units were owner occupied, and 49% renter occupied. The ownership rate in Umatilla has fallen from 60% since 2000. During this period the statewide rate fell from 64% to 62%. Nationally, the homeownership rate has nearly reached the historical average of 65%, after the rate climbed from the late 1990’s to 2004 (69%). The estimated ownership rate is higher in Umatilla County (66%) and statewide (61%).
- **Housing Stock.** Umatilla UGB had an estimated 2,240 housing units in 2018, with a very low estimated vacancy rate (includes ownership and rental units). Figure 1 shows the estimated number of units by type in 2017. Detached single-family homes represent an estimated 58% of housing units. Units in larger apartment complexes of 5 or more units represent 19% of units, and other types of attached homes represent an additional 13% of units. Note that in this analysis attached homes, or “attached single family” housing types generally includes townhomes, some condo flats, and complexes which are separately metered. Mobile homes represent 9% of the inventory.

Figure 1. Estimated Share of Units, By Property Type, 2017



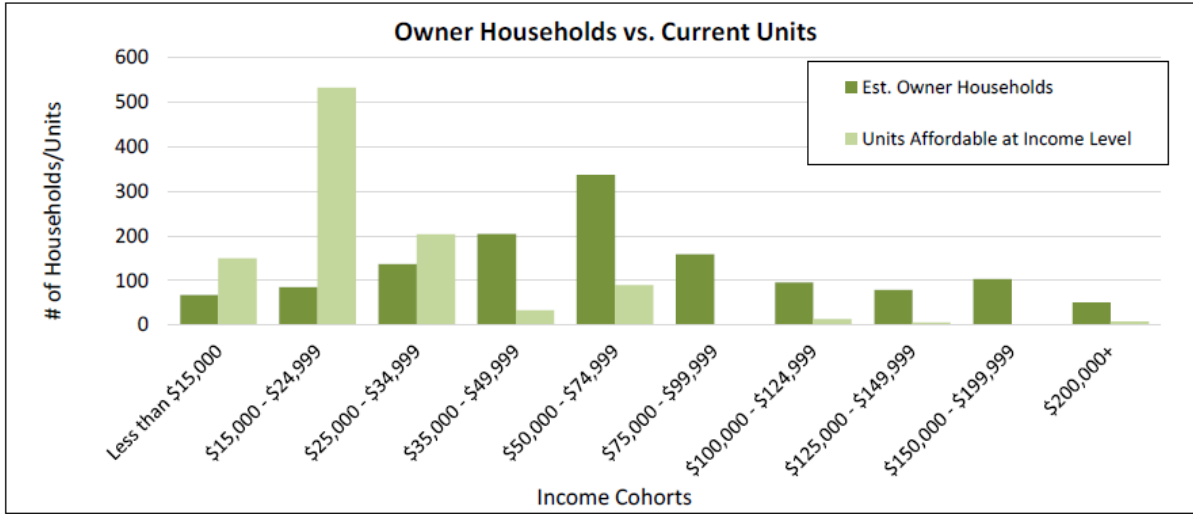
SOURCE: City of Umatilla, Census ACS 2017

10.1.400 CURRENT HOUSING NEEDS

A comparison of estimated current housing demand with the existing supply identifies the existing discrepancies between needs and the housing that is currently available. Figures 2 and 3 compare the estimated number of households in given income ranges, and the supply of units currently affordable within those income ranges. The data is presented for owner and renter households.

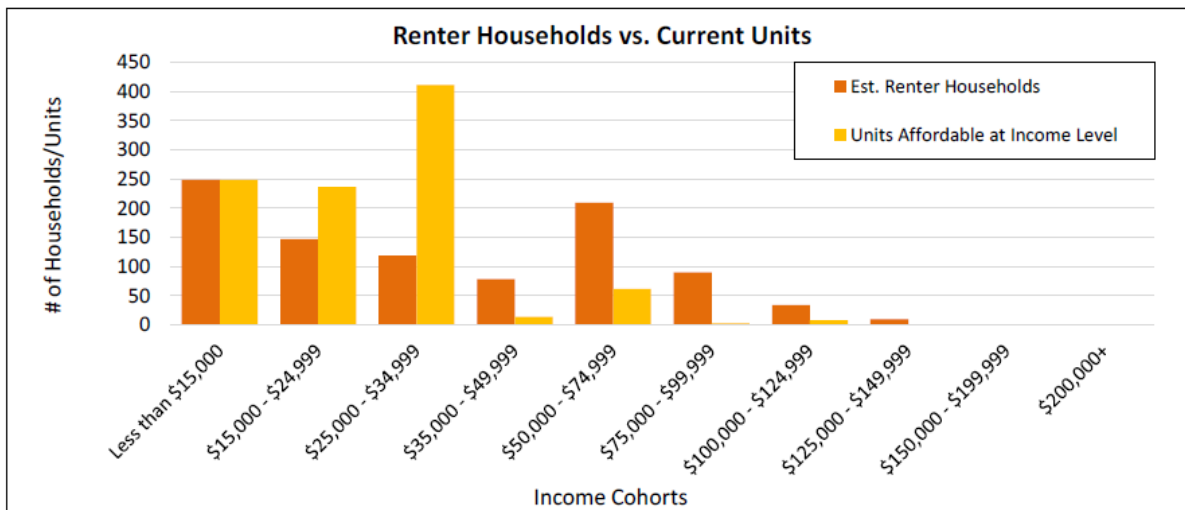
- In general, this identifies that there is currently support for more ownership housing at price ranges above \$200,000. This is because most housing in Umatilla is clustered at the low to middle price points, while analysis of household incomes and ability to pay indicates that some could afford housing at higher price points.
- The analysis finds that most rental units are currently found at the lower end of the rent spectrum, therefore the supply of units priced at \$900 or lower is estimated to be sufficient. This represents the current average rent prices in Umatilla, where most units can be expected to congregate. There is an indication that some renter households could support more units at higher rental levels. Rentals at more expensive levels generally represent single family homes for rent.
- In general, these findings demonstrate that there are sufficient housing opportunities at lower price points than might be considered “affordable” for many owner or renter households, while the community may be able to support some new single-family housing at a higher price point, or newer units at a higher rent point.

Figure 2. Comparison of Owner Household Income Groups to Estimated Supply Affordable at Those Income Levels



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

Figure 3. Comparison of Renter Household Income Groups to Estimated Supply Affordable at Those Income Levels



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

10.1.500 PROJECTED HOUSING NEEDS

The projected future (20-year) housing profile in the study area is based on the current housing profile (2018), multiplied by an assumed projected future household growth rate. The projected future growth is the official forecasted annual growth rate (1.73%) for 2040 generated by the PSU Oregon Forecast Program. This rate is applied to the year 2039. The profile of occupied

future housing demand was compared to the current housing inventory to determine the total future need for new housing units by type and price range.

- Figure 4 shows a projected increase of 58% in homeownership rates in Umatilla over the next 20 years, which would remain lower than the current statewide average (62%). The shift to older and marginally higher income households is moderate but is projected to increase the homeownership rate somewhat. At the same time, the number of lower income households seeking affordable rentals is also anticipated to grow.
- As shown in Figure 5, the results show a need for 1,151 new housing units by 2039. Of the new units needed, roughly 66% are projected to be ownership units, while 34% are projected to be rental units. This is due to the forecast of a slightly higher homeownership rate.
- In keeping with development trends, and the buildable land available to Umatilla, single family units are expected to make up the greatest share of new housing development over the next 20 years. 61% of the new units are projected to be single family detached homes, while 28% is projected to be some form of attached housing, and 10% are projected to be mobile homes, and 1% are expected to be RV or other temporary housing.
- There is new need at the lowest end of the rental spectrum (\$400 and less).
- Projected needed ownership units show that the supply at the lowest end of the spectrum is currently sufficient. (This reflects the estimated value of the total housing stock, and not necessarily the average pricing for housing currently for sale.) And the community could support more housing at higher price points, mostly in ranges above \$200,000

Figure 4 Projected Occupied Future Housing Demand by Income Level (2039)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$90k	92	Less than \$15,000	4.9%	4.9%
\$90k - \$130k	118	\$15,000 - \$24,999	6.4%	11.3%
\$130k - \$190k	192	\$25,000 - \$34,999	10.3%	21.7%
\$190k - \$210k	289	\$35,000 - \$49,999	15.6%	37.2%
\$210k - \$340k	476	\$50,000 - \$74,999	25.6%	62.9%
\$340k - \$360k	224	\$75,000 - \$99,999	12.1%	75.0%
\$360k - \$450k	135	\$100,000 - \$124,999	7.3%	82.2%
\$450k - \$540k	111	\$125,000 - \$149,999	6.0%	88.2%
\$540k - \$710k	146	\$150,000 - \$199,999	7.9%	96.1%
\$710k +	72	\$200,000+	3.9%	100.0%
Totals:	1,855		% of All:	57.6%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	360	Less than \$15,000	26.4%	26.4%
\$400 - \$600	213	\$15,000 - \$24,999	15.6%	42.0%
\$600 - \$900	173	\$25,000 - \$34,999	12.6%	54.6%
\$900 - \$1000	116	\$35,000 - \$49,999	8.5%	63.1%
\$1000 - \$1600	307	\$50,000 - \$74,999	22.4%	85.6%
\$1600 - \$1700	132	\$75,000 - \$99,999	9.6%	95.2%
\$1700 - \$2100	49	\$100,000 - \$124,999	3.6%	98.8%
\$2100 - \$2500	15	\$125,000 - \$149,999	1.1%	99.9%
\$2500 - \$3300	1	\$150,000 - \$199,999	0.1%	100.0%
\$3300 +	1	\$200,000+	0.0%	100.0%
Totals:	1,366		% of All:	42.4%

All Units
3,222

Sources: Census, Environics Analytics, JOHNSON ECONOMICS

Figure 5. Projected Future Need for NEW Housing Units (2039), Umatilla

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	621	51	0	0	0	90	0	763	66.3%
Percentage:	81.4%	6.7%	0.0%	0.0%	0.0%	11.8%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	79	8	24	86	157	22	12	388	33.7%
Percentage:	20.4%	2.0%	6.1%	22.1%	40.5%	5.8%	3.1%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	701	59	24	86	157	113	12	1,151	100%
Percentage:	60.9%	5.1%	2.0%	7.4%	13.7%	9.8%	1.1%	100%	

Sources: PSU, City of Umatilla, Census, Environics Analytics, JOHNSON ECONOMICS

- Figure 6 presents estimates of need at key low-income affordability levels in 2018 and new need. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and Community Services for Umatilla County, and the recent City of Umatilla Income Survey (2018). An estimated 56% of households qualify as at least “low income” or lower on the income scale, while 16% of household qualify as “extremely low income”. (The income survey used a different terminology of “low and moderate income” for these same income segments.)

Figure 6. Projected Need for Housing Affordable at Low Income Levels, Umatilla

Affordability Level	Income Level		Current Need (2018)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$16,650	354	16%	153	13%
Very Low Income	50% AMI	\$27,600	613	27%	266	23%
Low Income	80% AMI	\$44,160	1,256	56%	545	47%

Sources: OHCS, Environics Analytics, JOHNSON ECONOMICS

* Income levels are based on OHCS guidelines for a family of four.

10.1.600 AGRICULTURAL WORKER HOUSING

The State of Oregon identifies 58 units dedicated agricultural workforce housing located in four properties the City of Umatilla. This is an estimated 2.6% of the current housing supply.

Assuming that this segment of housing grows at a similar rate to all housing types, this implies a 2039 total of 88 units for the agricultural workforce, or addition of 30 units in this time.

At the same time, the State estimates numbers of migrant and seasonal farm workers (MSFW) in Umatilla County far in excess of the number of units available dedicated to this population. It is fair to estimate that the City of Umatilla, and the rest of the county, could support as much of this housing as can practically be developed given resource limitations. Therefore, continued support for such housing is appropriate.

101.1.700 COMPARISON OF PROJECTED NEED AND BUILDABLE LAND SUPPLY

The projected housing needs were compared with the supply of buildable residential land within the City of Umatilla UGB.

- Figure 7 presents the estimated new unit capacity of the buildable lands identified in the City of Umatilla UGB. There is a total remaining capacity of 3,493 units of different types within the study area. Much of this capacity is within the single family and medium density residential zones.
- There is a total forecasted need for roughly 1,150 units over the next 20 years based on the PSU forecasted growth rate. This is well below the estimated capacity of nearly 3,500 units. There is sufficient capacity to accommodate all projected new unit types. After this need is accommodated, there is an estimated remaining capacity of over 2,100 additional units, mostly in the high-density residential zone.
- Figure 8 shows forecasted residential need and capacity by acres, rather than units. There is a projected need for 193 acres of new residential development, but a buildable capacity

of 1,253 acres. There is currently sufficient buildable capacity within Umatilla to accommodate projected need.

For more detail on these findings please refer to the Housing and Residential Land Needs Assessment Report and the Buildable Lands Inventory (BLI) maps prepared for the City.

Figure 7. Estimated Buildable Lands Capacity by Acreage and No. of Units (2019)

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres				Housing Unit Capacity			
		Partially Vacant	Vacant	Total	Share of Total	Partially Vacant	Vacant	Total	Share of Total
DR: Downtown Residential	18	0	4	4	0%	0	41	41	2%
F-2: General Rural	0.05	1	40	41	3%	0	1	1	0%
R-1: Agricultural Residential	0.25	163	63	226	18%	20	4	24	1%
R1: Single-Family Residential	5	11	558	569	45%	34	2,017	2,051	58%
R-1A: Two Acre Residential	0.5	117	36	153	12%	25	12	37	1%
R2: Medium Density Residential	8	3	200	203	16%	14	1,150	1,164	33%
R-2: Suburban Residential	1	36	1	37	3%	16	0	16	0%
R3: Multi-Family Residential	18	5	5	10	1%	60	70	130	4%
R-3: Urban Residential	5	5	5	10	1%	17	12	29	1%
Subtotal		340	912	1,253	--	186	3,307	3,493	--

Figure 8. Comparison of Forecasted Future Land Need (2039) with Available Capacity

LAND INVENTORY VS. LAND NEED	Unit Type			TOTAL
	Single Family Detached	Medium-Density Attached	Multi-Family	
Buildable Land Inventory (Acres):	1,036	203	14	1,253
Estimated Land Need (Acres):	163	21	9	193
Land Surplus (Inventory - Need:)	873	182	5	1,060

Sources: Angelo Planning Group, Johnson Economics

10.1.800 STRATEGIES TO ACCOMMODATE FUTURE HOUSING NEEDS

The Housing and Residential Land Needs Assessment conducted for the City in 2019 indicated that the City had an adequate supply of buildable residential land within its urban growth boundary (UGB) to meet projected housing needs during the next 20 years. If population growth occurs at a faster rate than projected at that time, the City could find that the land supply is less than projected and additional land for residential uses may be needed in the future.

Although the City does not anticipate a need to expand its UGB during the planning period, it can continue to consider and implement a variety of strategies in the future to further provide opportunities for a wide range of housing choices, efficient land use, and development of housing affordable to people with low and moderate incomes. For the planning purposes, “affordable housing” is defined as housing that is affordable to a household that spends 30% or less of its income on housing, including rent or mortgage payments and utilities. Households with low incomes are those who make 80% or less of median household income. Those with moderate incomes make 81-95% of median household income.

The City is already implementing a variety of land use and other strategies that help provide for a wide range of housing options in Umatilla. Potential strategies either not already being undertaken by the City, or with the potential to be strengthened or enhanced, are summarized in the Housing Strategies Report. The ability to implement them will depend on available resources, community priorities and other factors.

These strategies are described in detail in the Housing Strategies Report prepared by the City as part of its Housing Needs Analysis project in 2019.

SECTION 10.2 *(Reserved for expansion)*

SECTION 10.3 *(Reserved for expansion)*

SECTION 10.4 *(Reserved for expansion)*

SECTION 10.5 *(Reserved for expansion)*

SECTION 10.6 *(Reserved for expansion)*

SECTION 10.7 *(Reserved for expansion)*

SECTION 10.8 **HOUSING FINDINGS** *(Reserved for expansion)*

~~10.8.101 Housing should be developed in areas that reinforce and facilitate orderly and compatible community development.~~

~~10.8.102 The City should evaluate proposals for new housing construction in terms of the additional numbers of people with respect to impact on the natural environment, community services, utility support systems, projected housing needs, and the City’s capital improvement programming.~~

SECTION 10.9 HOUSING POLICIES

- 10.9.101 ~~Future residential development will continue to provide prospective buyers with a variety of residential lot sizes greater than minimums, a diversity of housing types, and a range in prices.~~ A variety of housing types will be encouraged, including single-family attached housing, duplexes, multi-family housing and townhomes, as well as less traditional forms of housing.
- 10.9.102 ~~Building permits will not be issued until final plat approval has been given.~~ The City will emphasize affordable housing needs, given that meeting the needs of the low- and moderate-income households often requires public intervention or subsidy.
- 10.9.103 ~~Federal programs that provide monies for housing assistance will be utilized as needed.~~ Fair Housing goals will be supported to ensure that housing policies and standards do not discriminate against or have adverse effects on the ability of “protected classes” to obtain housing, consistent with the federal Fair Housing Act. The City will support housing to accommodate senior citizens to be located within easy walking distance of business and commercial areas.
- 10.9.104 ~~Housing to accommodate senior citizens will be located within easy walking distance of business and commercial areas.~~ Land Supply goals will ensure that adequate land is zoned to meet identified housing needs and the City will periodically update the inventory of residential lands to ensure that supply keeps pace with growth.
- 10.9.105 ~~The City will re-assess Housing Needs at each Periodic Review. (Ord. 544)~~ The City will support Statewide Planning Goal 10, “encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”
- 10.9.106 The City will allow for levels of residential density that encourage efficient use of the supply of residential land while maintaining compatibility with the character of existing neighborhoods and ensuring that appropriate standards are in place to mitigate the impacts of development.
- 10.9.107 The City will maintain and/or develop partnerships aimed at supporting other public agencies, non-profits and market rate developers who focus on meeting the needs of low and moderate income households and community members with special housing needs.
- 10.9.108 Mixed use development will be supported. These developments typically include upper story housing located above retail or commercial uses.
- 10.9.109 The City will allow and support the development of Accessory Dwelling Units. Accessory Dwelling Units are an important housing option that can help meet the need for affordable rental units, reduce housing costs for homeowners, and enable multi-generational living.

- 10.9.110 Flexible zoning will be utilized to respond to a variety of housing needs and keep costs for such housing down, particularly for housing affordable to low and moderate income households.
- 10.9.111 The City will periodically evaluate zoning and development code requirements for opportunities to lessen or eliminate unnecessary barriers to residential development and identify alternative regulatory approaches to achieving policy goals.
- 10.9.112 Maintenance and rehabilitation of existing housing will be a method used to prevent unsafe conditions and keep affordable housing available within the community.
- 10.9.113 The City will support development of manufactured home parks in appropriate locations in order to fulfill the need for this form of housing for people with lower or moderate incomes, consistent with state law.
- 10.9.114 Short term rentals will be regulated to reduce their impact on the supply and affordability of long-term rental housing.



Exhibit B

LAND USE PLANNING
TRANSPORTATION PLANNING
PROJECT MANAGEMENT

MEMORANDUM

Residential Buildable Lands Inventory (BLI) **FINAL** West Umatilla County Housing Study

DATE March 29, 2019
TO West Umatilla County Housing Study Project Management Team and Advisory Committee
FROM Darci Rudzinski, Jamin Kimmell, and Brandon Crawford, Angelo Planning Group
CC File

The cities of Stanfield, Echo, and Umatilla have received a grant from the Department of Land Conservation and Development (DLCD) to enable technical assistance for the purpose of increasing the supply and affordability of housing within the boundaries of each of the cities. This grant project, the West Umatilla County Housing Study, will provide complete products needed to update comprehensive plans and zoning codes, or adopt other housing strategies, to help ensure that each of the cities can satisfy its housing needs. The expected outcome of this grant project is a Housing Needs Analysis (HNA) that includes: a housing needs projection, a Buildable Lands Inventory (BLI), a Residential Lands Needs Analysis (RLNA), and identified measures for accommodating needed housing.

A critical input into an HNA is an inventory of buildable residential land in the study area. The purpose of this memo is to summarize the methodology and initial results of a residential BLI for the three subject cities. The memo explains the BLI methodology step-by-step, then presents the results in a series of tables and maps.

METHODOLOGY

Step 1 – Identify Environmental Constraints

In order to estimate the amount of land that may be buildable for residential uses, it is necessary to remove any areas where development is constrained and not feasible due to environmental resources, hazards, or topography. The following environmentally constrained areas were removed from the BLI:

- **Floodplains:** FEMA Special Flood Hazard areas were removed from the BLI in accordance with development restrictions found in each city's land use ordinance or development code. This includes the floodways in all cities, the 100-year floodplain in all cities, and the 500-year floodplain in Stanfield.

- **Wetlands:** All wetlands mapped by the U.S. Department of Fish and Wildlife for the National Wetland Inventory were removed from the inventory, consistent with adopted Goal 5 protections for these wetlands in each city's comprehensive plan and zoning code.
- **Steep Slopes:** Lidar elevation data from the Oregon Department of Geology and Mineral Industries (DOGAMI) was used to estimate areas with slopes over 25 percent. In accordance with Oregon Administrative Rules (OAR) that define buildable land, all areas with slopes of over 25 percent were removed from the BLI.¹
- **Powerline Easements:** Portland General Electric power transmission lines run through the City of Umatilla. There are easements associated with each of the lines on several properties in the City. The easements were classified as a constraint due to development restrictions within them, and they were therefore removed from the BLI.

These lands were combined and then overlaid with Umatilla County tax lot data to estimate the amount of land in each parcel where development is limited by these environmental constraints. Constrained areas were deducted from the gross area of the parcel to estimate the area of the parcel that is unconstrained and potentially buildable.

An additional constraint that was identified but not removed from the BLI is Archaeological Resource Site 35UM1. This area is located north of downtown Umatilla and has been identified as an archaeological site with cultural and historic significance (also known as the "Old Town Site"). The area is a known pre-historic and Native American settlement. Detailed mapping of the boundaries of the area have not been prepared and the degree to which the archaeological resources affect the development capacity of the land is unclear.

Step 2 – Classify Parcels by Development Status

Each parcel in the Urban Growth Boundary (UGB) of each city was classified based on the potential for new development on the parcel. This classification is intended to separate parcels that have capacity for development from those that do not. The classification is based on the amount of unconstrained area on the parcel and the valuation of improvements (buildings, other structures). Improvement values are sourced from Umatilla County Tax Assessor data. The following five categories identify the "development status" of parcels and were used to classify parcels:

- **Developed:** Parcels that have an improvement value of more than \$10,000 and do not meet the definition of Partially Vacant or Constrained.
- **Constrained:** Parcels with less than 3,000 square feet unconstrained land. These parcels are assumed to not be developable due to the small area on the lot that is potentially buildable.
- **Partially Vacant:** Parcels that meet the state definition as Partially Vacant under the "Simplified UGB Method" for residential buildable land inventories.² These parcels are at

¹ See OAR 660-008-0005(2).

² OAR 660-038-0060 - Buildable Lands Inventory (BLI) for Residential Land within the UGB

(3) The city must identify all partially vacant lots and parcels with a residential comprehensive plan designation, as follows:

least a half-acre in size and contain an existing structure worth more than \$10,000 but may have some capacity for additional development. The amount of potentially buildable area on a parcel was estimated based on the type of structure, value of structure, and size of parcel, as follows:

- All parcels with a single-family dwelling that were more than a half-acre in size were classified Partially Vacant, and a quarter-acre was removed from the unconstrained area of these parcels to account for the existing dwelling. If less than a quarter acre of unconstrained land remained after removing a quarter-acre of land for the existing dwelling, then the parcel was classified as Developed.
- Parcels with an existing multi-family structure, commercial structure, farm building, or other non-residential structure were manually classified as Partially Vacant or Developed based on the size of the parcel relative to the value of the improvements. Larger parcels (more than 3 acres) with low improvement values were generally classified Partially Vacant, while smaller parcels or parcels with high improvement values were classified Developed. A quarter-acre was removed from all parcels classified as Partially Vacant. The Simplified UGB Method requires cities to review aerial imagery for each of these parcels to estimate the remaining buildable area. With assistance from staff, this level of refinement may be possible for Draft 2 of the BLI.
- **Vacant**: Parcels with more than 3,000 square feet of unconstrained land and improvement value less than \$10,000. These parcels have sufficient area for development and little to no improvements.
- **Difficult to Serve**: These parcels either meet the definition of Vacant or Partially Vacant; however, due to a variety of factors, may be difficult or infeasible to serve with adequate infrastructure to support urban development. No parcels were classified as Difficult to Serve in the BLI. For the purposes of this analysis, these parcels will be considered potentially buildable, but the lack of infrastructure and expense of providing infrastructure to these sites may present a major barrier to development.

The results of this analysis are presented in Tables 1-3 in this memo. Table 1 and Table 2 provide a summary of the amount of residential and commercial land in the three cities by development status. While the focus of this study is residential land, a summary of land available in commercial zones is provided for context because most commercial zones allow residential development.

(a) For lots and parcels at least one-half acre in size that contain a single-family residence, the city must subtract one-quarter acre for the residence, and count the remainder of the lot or parcel as vacant land, and

(b) For lots and parcels at least one-half acre in size that contain more than one single-family residence, multiple-family residences, non-residential uses, or ancillary uses such as parking areas and recreational facilities, the city must identify vacant areas using an orthophoto or other map of comparable geometric accuracy. For the purposes of this identification, all publicly owned park land shall be considered developed. If the vacant area is at least one-quarter acre, the city shall consider that portion of the lot or parcel to be vacant land.

Housing unit projections are not provided for commercial zones, however, as each city should be able to meet housing needs through adequate provision of residentially zoned lands.

Step 3 – Estimate Net Buildable Lands and Housing Unit Capacity

The final step of the BLI is to estimate the capacity for new housing units on each parcel. There are four steps in the calculation:

- **Unconstrained Acres:** The amount of land remaining in each parcel after deducting any constrained areas and, on Partially Vacant parcels, a quarter-acre general reduction for existing structures.
- **Net Buildable Acres:** The amount of unconstrained land in each parcel is reduced by 25% to account for land needed for public facilities (primarily streets) to support new development.
- **Projected Density:** For each residential zone, a projected density (units per net buildable acre) was identified based on the housing types that are permitted in the zone, minimum lot size standards, and maximum density standards. Parcels that span multiple zones (i.e., split zoned) were divided based on zone boundaries and housing unit capacity was calculated for each portion of the parcel. The projected density levels are presented in Table 4. These assumptions are generally consistent with the approach for the Simplified UGB Method.
- **Housing Unit Capacity:** The projected density is multiplied by the net buildable acres to estimate the housing unit capacity of each parcel. Finally, the housing unit capacity of each parcel was rounded down to a whole number to reflect the actual maximum allowable number of units that could be permitted.

Table 3 in the *Results* section of this memo breaks down this data by city, showing the number of unconstrained acres and the housing capacity in residential zones for each jurisdiction. Figure 1 graphically depicts the amount of vacant and partially vacant land available for areas that are unconstrained in each of the cities; Figure 2 shows the number of residential units (housing capacity) that can potentially be accommodated on vacant and partially vacant land in each city.

RESULTS

Table 1. BLI Summary by Development Status, Residential Zones, All Cities

Development Status	Total Parcels	Gross Acres	Constrained Acres³	Unconstrained Acres
Constrained	444	140	136	--
Developed	1,959	848	142	--
Public	69	536	132	
Total Not Buildable	2,472	1,524	410	--
Difficult to Serve	--	--	--	--
Partially Vacant	166	665	70	554
Vacant	460	1,430	180	1,257
Total Potentially Buildable	626	2,095	250	1,812

Table 2. BLI Summary by Development Status, Commercial Zones, All Cities

Development Status	Total Parcels	Gross Acres	Constrained Acres	Unconstrained Acres
Constrained	142	24	23	--
Developed	147	134	7	--
Public	13	7	1	
Total Not Buildable	302	165	31	--
Difficult to Serve	--	--	--	--
Partially Vacant	3	3	0	3
Vacant	93	172	27	145
Total Potentially Buildable	96	175	27	148

³ Constrained acres for "Partially Vacant" does not include the quarter-acre deducted from each parcel to account for single-family dwellings.

Table 3. Unconstrained Acres and Housing Unit Capacity by Jurisdiction, Residential Zones

Jurisdiction	Unconstrained Acres				Housing Unit Capacity			
	Difficult to Serve	Partially Vacant	Vacant	Total	Difficult to Serve	Partially Vacant	Vacant	Total
Echo	--	53	58	111	--	310	229	539
Stanfield	--	161	287	448	--	951	1,696	2,647
Umatilla	--	340	912	1,252	--	318	3,342	3,660
Total	--	554	1,257	1,811	--	1,579	5,267	6,846

Figure 1. Unconstrained Acres by Jurisdiction, All Cities, Residential Zones

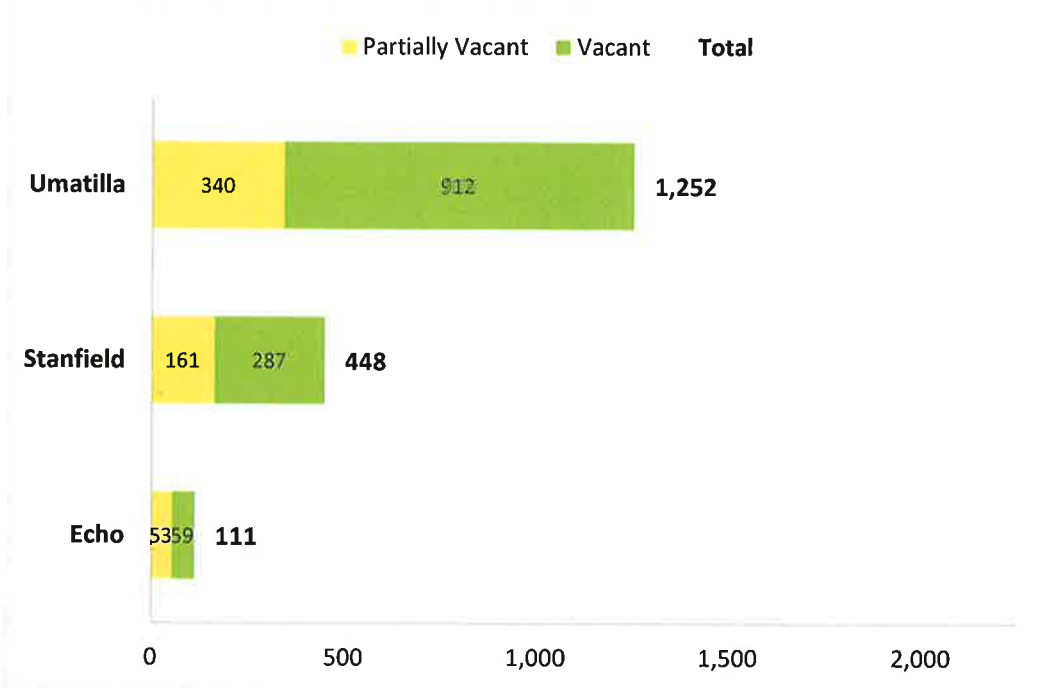


Figure 2. Housing Unit Capacity by Jurisdiction, Residential Zones

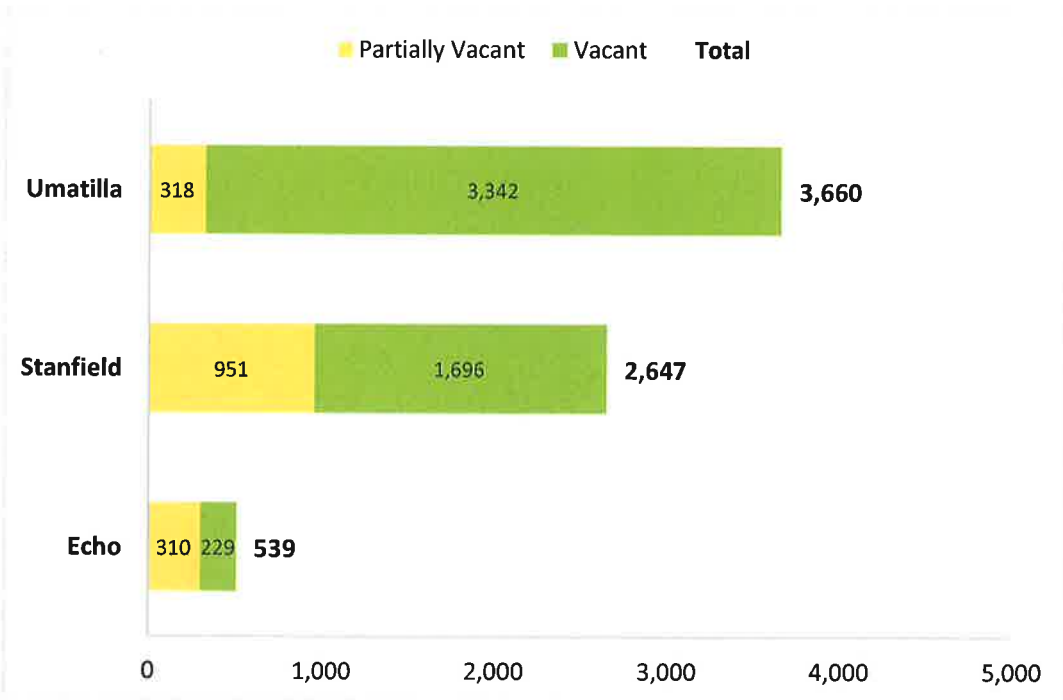
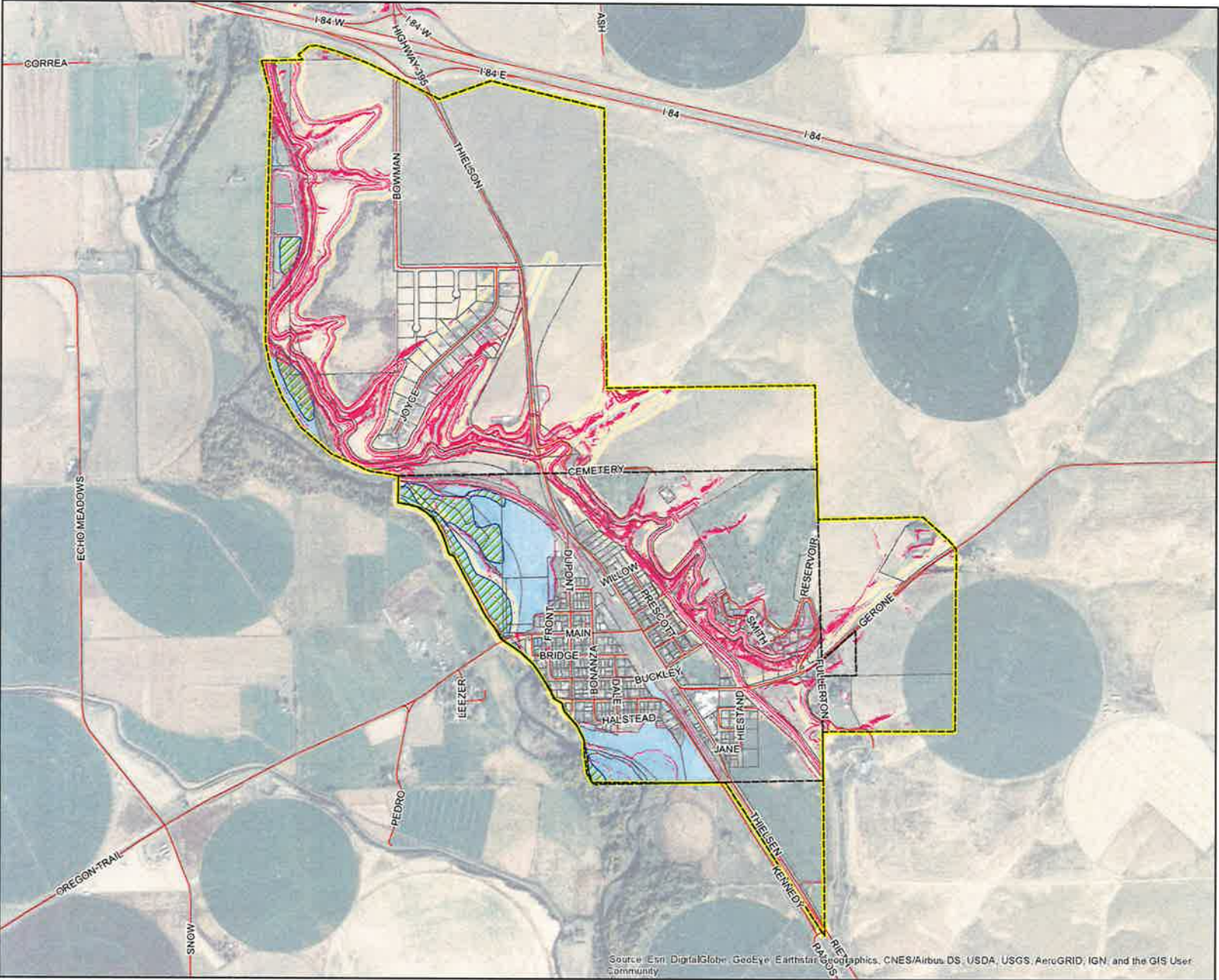


Table 4. Potentially Buildable Acres and Housing Unit Capacity by Zone, Residential Zones

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres				Housing Unit Capacity					
		Difficult to Serve	Partially Vacant	Vacant	Total	Share of Total	Difficult to Serve	Partially Vacant	Vacant	Total	Share of Total
Echo											
R-1: General Residential	5	--	10	11	21	19%	--	38	16	54	10%
R-2: Limited Residential	5	--	17	19	36	33%	--	61	64	125	23%
R-3: High Density Residential	18	--	15	10	24	22%	--	196	129	325	60%
R-4: Farm Residential	1	--	11	18	29	26%	--	2	0	2	0%
RC: Residential Commercial	5	--	0	1	1	1%	--	13	20	33	6%
Subtotal		--	52	58	110	--	--	310	229	539	--
Stanfield											
R/MF: Residential/Multi-Family	18	--	0	0	0	0%	--	0	0	0	0%
R/MH: Residential/MF Park	8	--	0	44	44	10%	--	0	265	265	10%
R/NC: Residential/N'hood Comm.	8	--	0	11	11	2%	--	0	64	64	2%
R/UH: Residential/Urban Holding	8	--	34	187	314	70%	--	758	1,115	1,873	71%
R: Residential	8	--	127	45	79	18%	--	193	252	445	17%
Subtotal		--	161	287	448	--	--	951	1,696	2,647	--
Umatilla											
DR: Downtown Residential	18	--	0	4	4	0%	--	0	41	41	1%
F-2: General Rural	0.05	--	1	40	41	3%	--	0	1	1	0%
R-1: Agricultural Residential	0.25	--	163	63	226	18%	--	20	4	24	1%
R1: Single-Family Residential	5	--	11	558	569	45%	--	34	2,017	2,051	56%
R-1A: Two Acre Residential	2	--	117	36	153	12%	--	157	47	204	6%
R2: Medium Density Residential	8	--	3	200	203	16%	--	14	1,150	1,164	32%
R-2: Suburban Residential	1	--	36	1	37	3%	--	16	0	16	0%
R3: Multi-Family Residential	18	--	5	5	10	1%	--	60	70	130	4%
R-3: Urban Residential	5	--	5	5	10	1%	--	17	12	29	1%
Subtotal		--	340	912	1,253	--	--	318	3,342	3,660	--

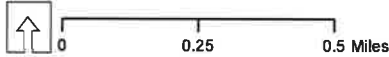
**West Umatilla Cities
Buildable Lands Inventory**

**City of Echo:
Constraints**



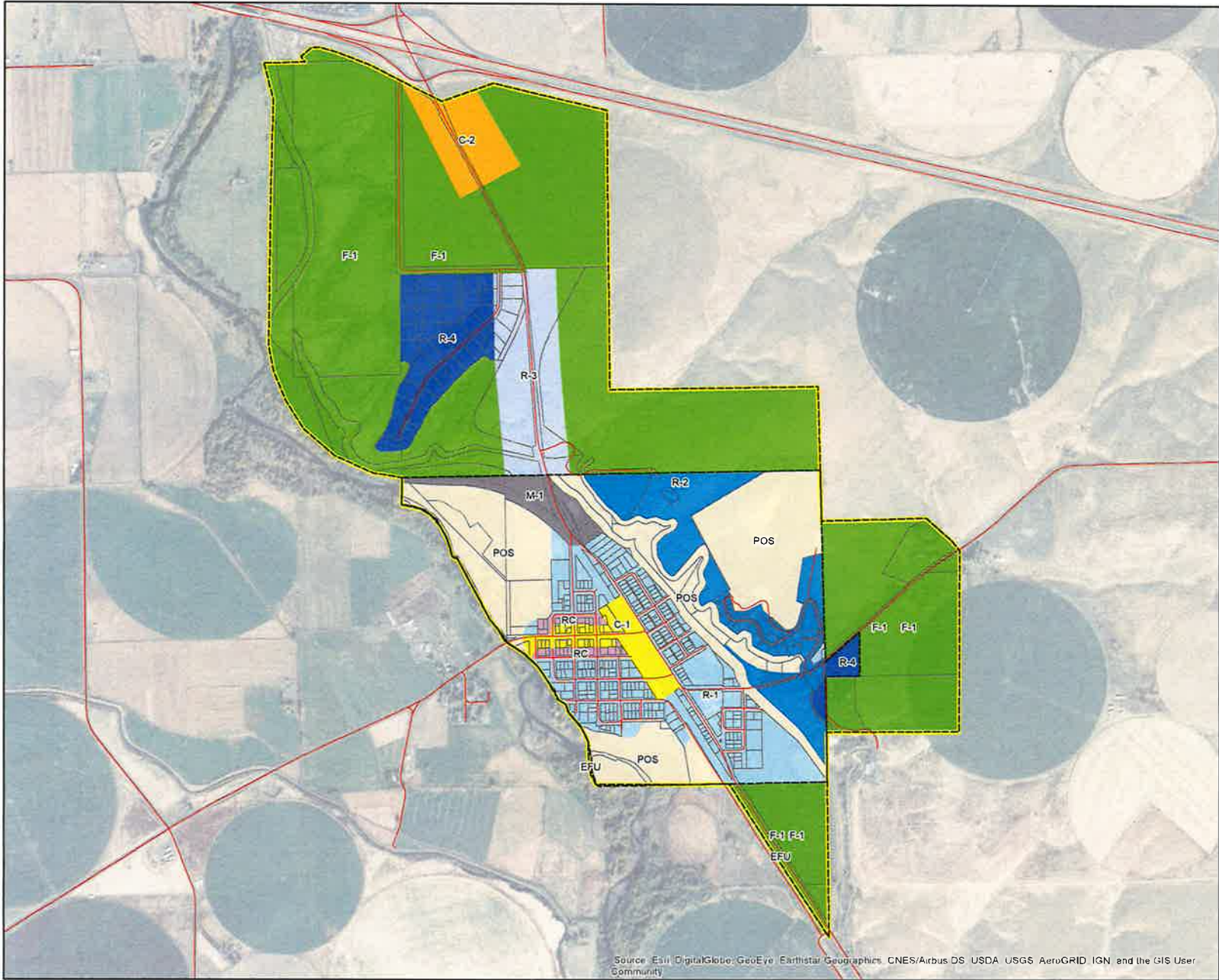
Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Prepared by:
Angilli Planning Group
Date: 03/16/19



Coordinate System:
NAD 1983 HARN StatePlane Oregon North FIPS 5001 Feet (n)

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**West Umatilla Cities
Buildable Lands Inventory**

**City of Echo:
Zoning**

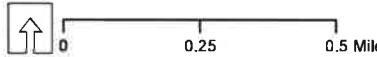
- Streets
- City Limits
- UGB
- Taxlots

Zone

- Central Commercial, C-1
- Exclusive Farm Use, EFU/F-1
- Exclusive Farm Use (County), F-1
- Farm Residential, R-4
- General Residential, R-1
- High Density Residential, R-3
- Light Industrial, M-1
- Limited Residential, R-2
- Permanent Open Space, POS
- Residential Commercial, RC
- Tourist Commercial, C-2

Prepared by:
 Arapac Planning Group
 Date: 01/14/14





Coordinate System:
 NAD 1983 NAD83 StatePlane Oregon North FIPS 1201 Feet spheroid

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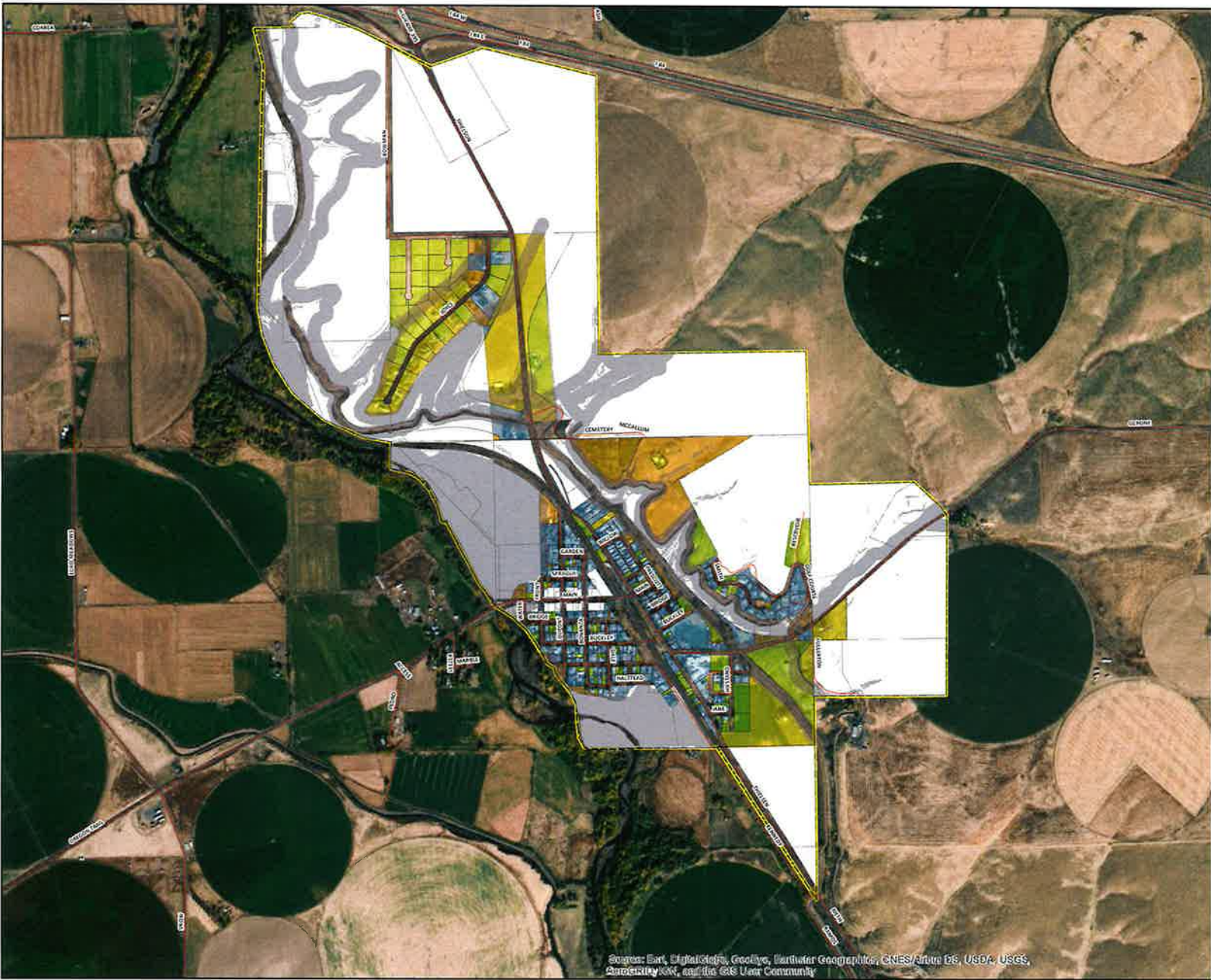
**West Umatilla Cities
Buildable Lands Inventory**

City of Echo:
Development Status

— Streets
 [] City Limits
 [] UGB
 [] Easements
 [] All Constrained Areas
 [] Non-Residential Zones



Development Status

[] Constrained
 [] Developed
 [] Partially Vacant
 [] Vacant



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 Anglo Planning Group
 Date: 08/27/19

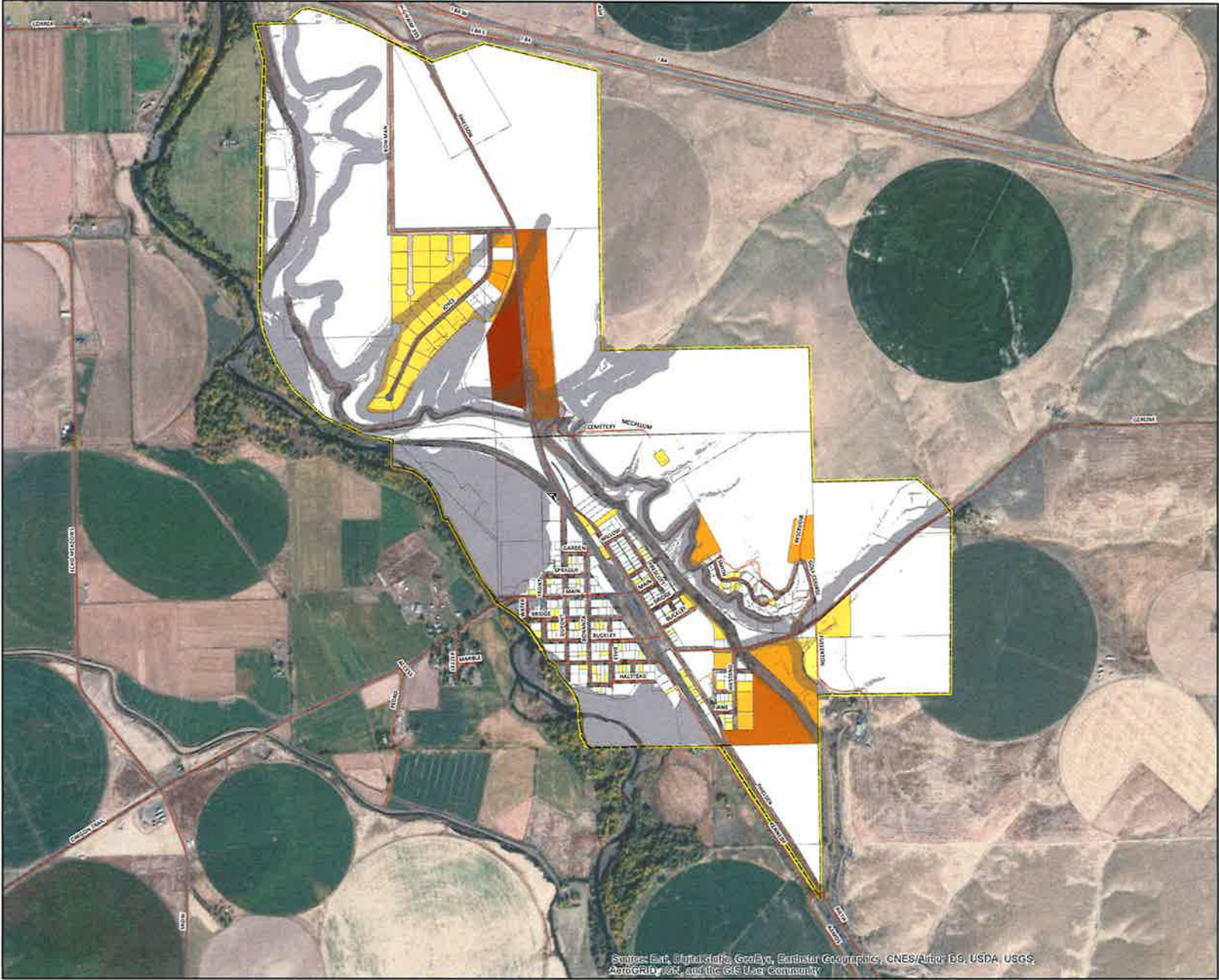
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**West Umatilla Cities
Buildable Lands Inventory**

**City of Echo:
Housing Capacity**



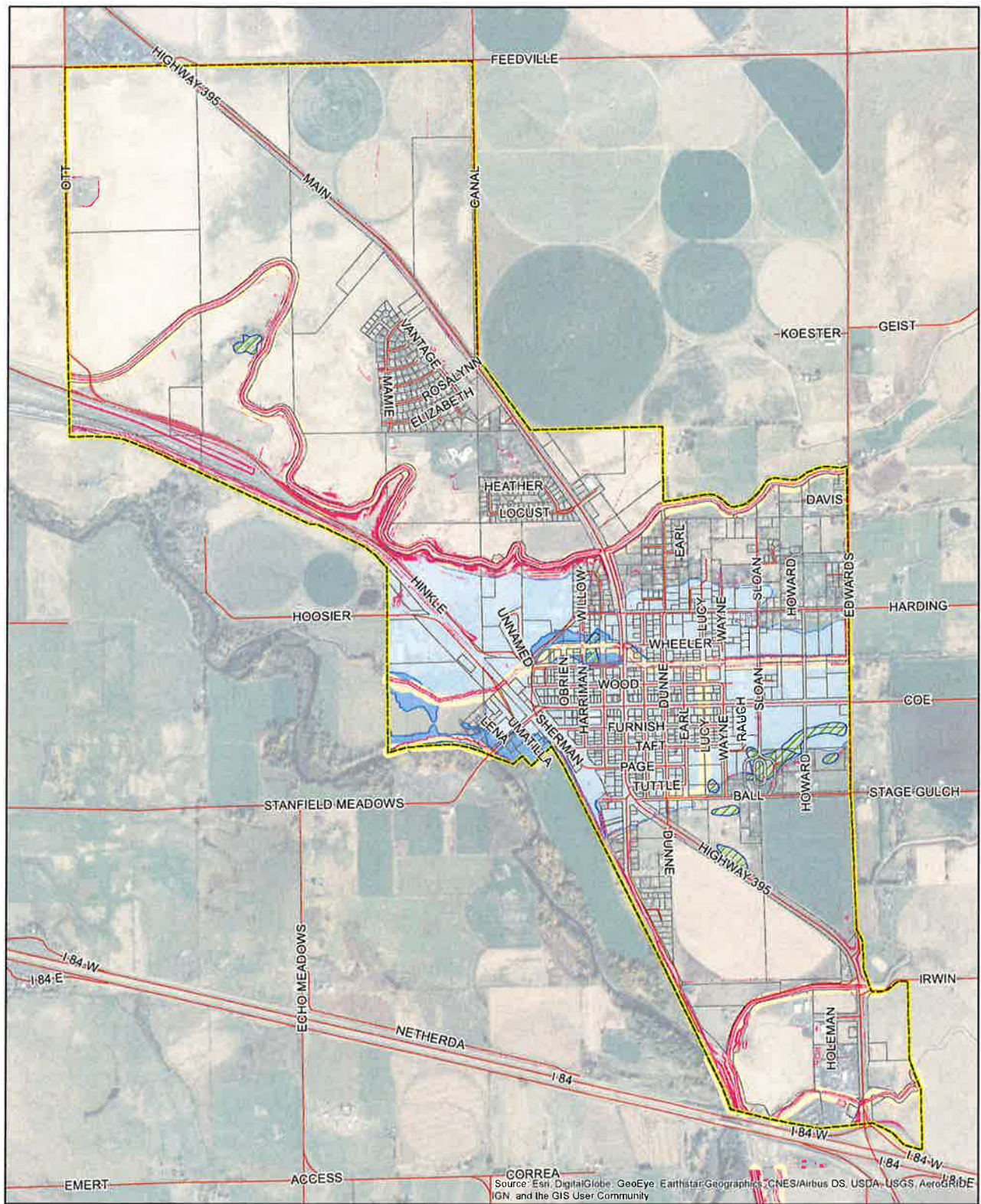
Prepared by
Angelo Planning Group
Date: 02/29/19

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Coordinate System:
NAD 1983 StatePlane Oregon North FIPS 5003 Feet Intl

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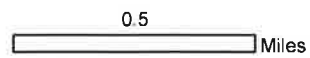
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**West Umatilla Cities
Buildable Lands Inventory**



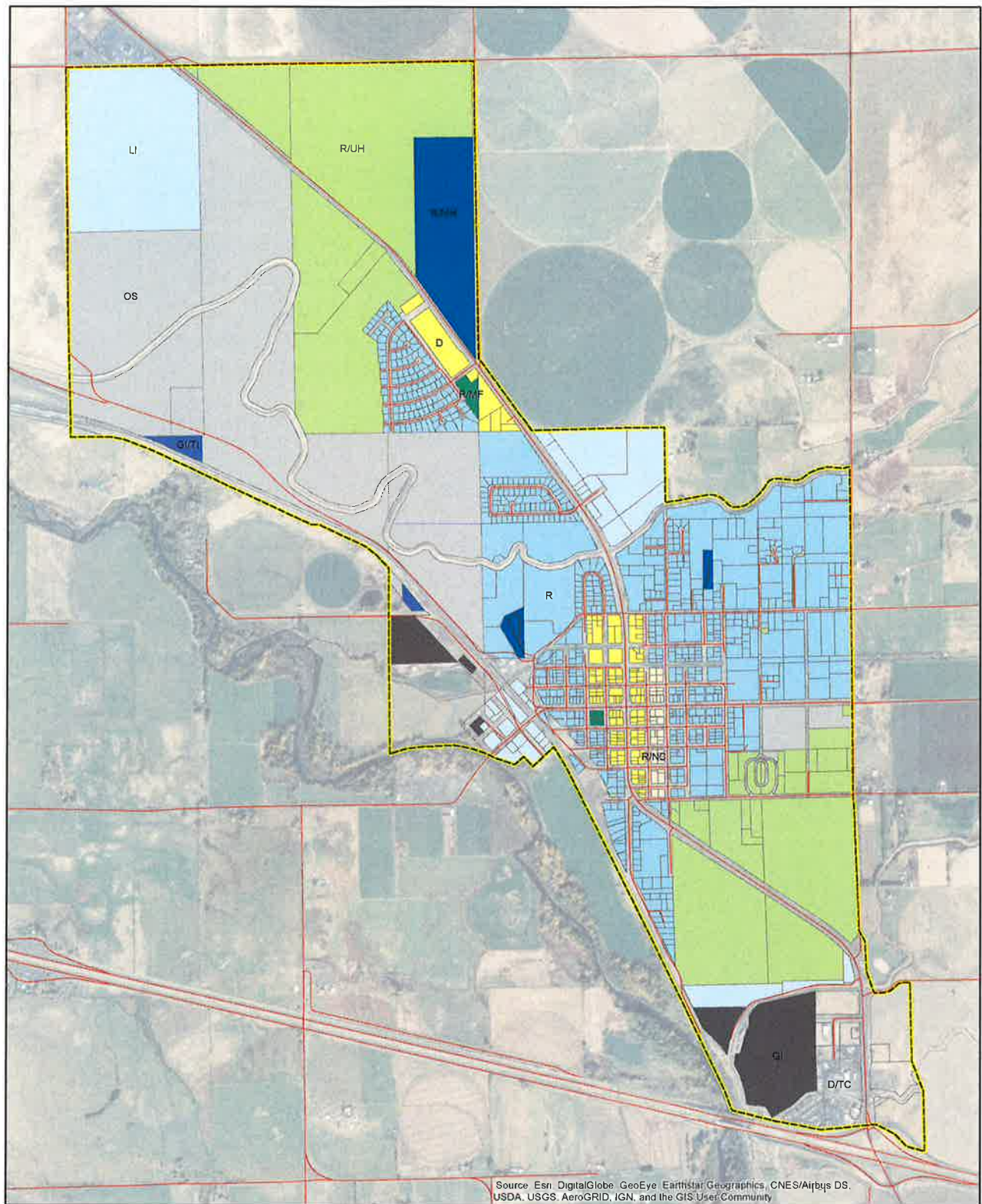
**City of Stanfield:
Constraints**



Coordinate System:
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Semi-Minor Axis: 6378137.0
Prime Meridian: 123.0
False Easting: 500000.0
False Northing: 0.0
Units: Meter
Datum: North American Datum of 1983
Spheroid: GRS80
Semi-Major Axis: 6378137.0
Semi-Minor Axis: 6378137.0
Prime Meridian: 123.0
False Easting: 500000.0
False Northing: 0.0

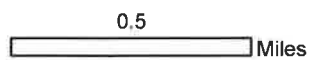


Prepared by:
Angelo Planning Group
Date: 01/14/19



**West Umatilla Cities
Buildable Lands Inventory**

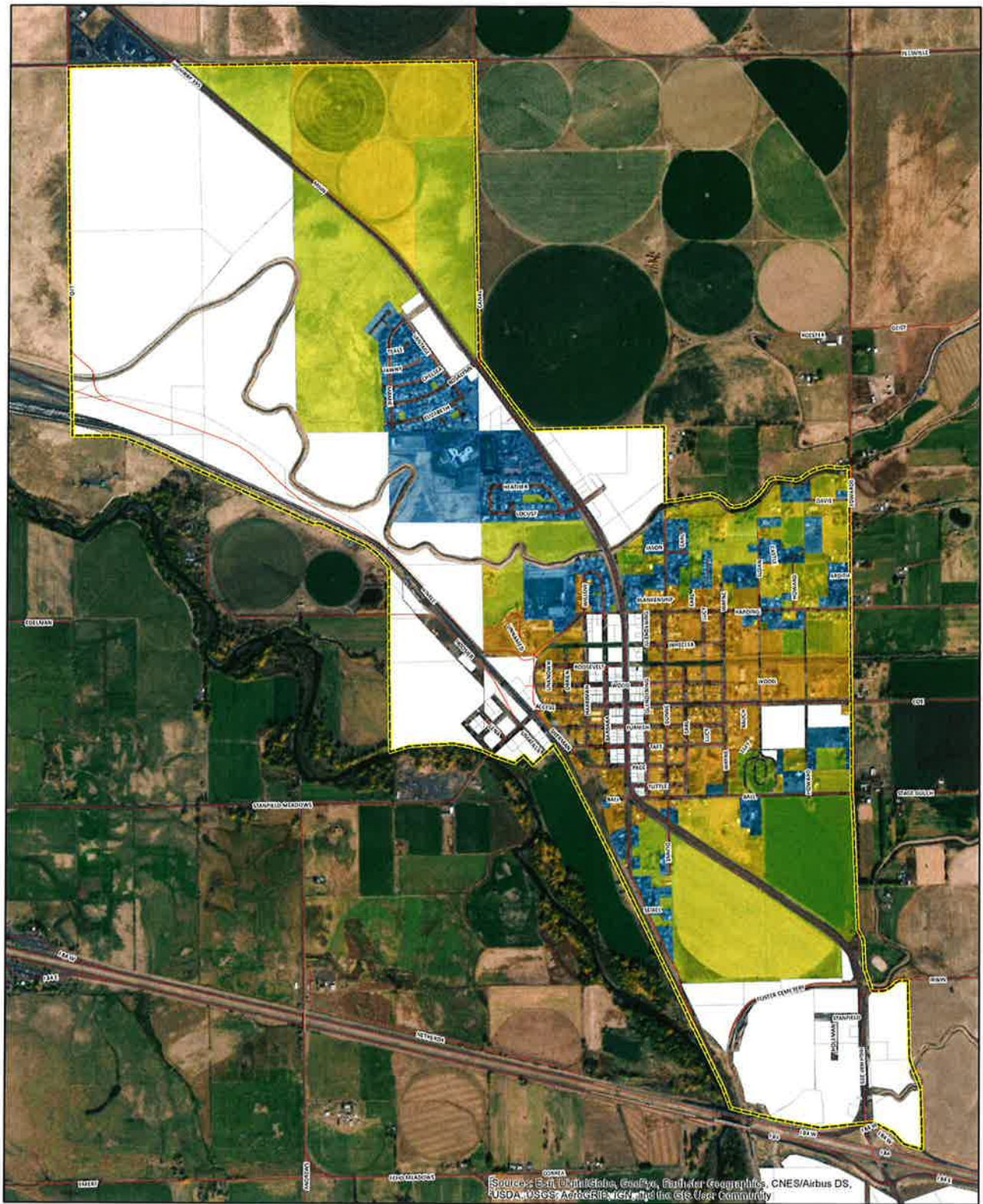
City of Stanfield: Zoning



Coordinate System:
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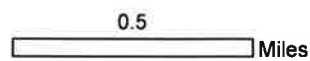


Prepared by:
Angelo Planning Group
Date: 01/17/19



**West Umatilla Cities
Buildable Lands Inventory**

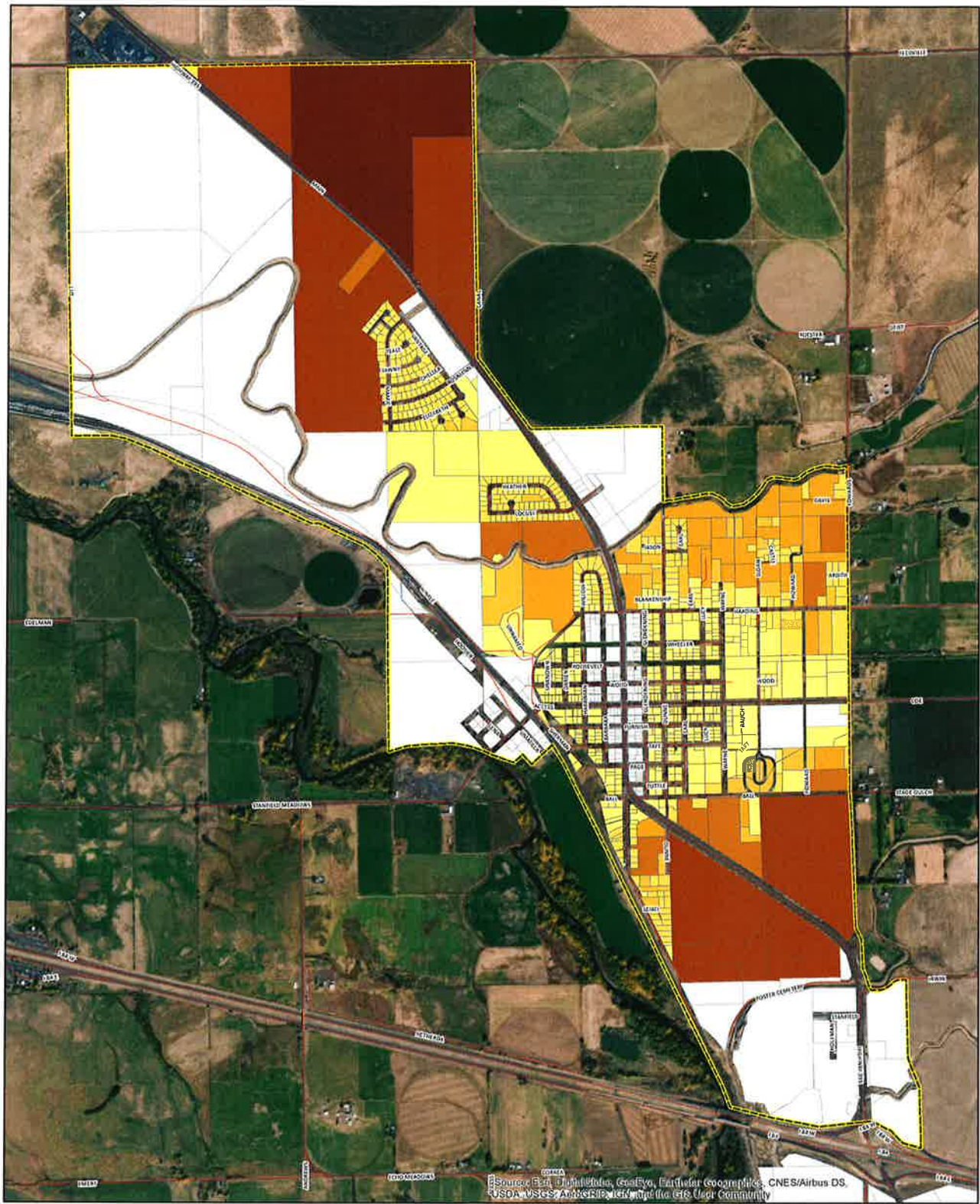
City of Stanfield: Development Status



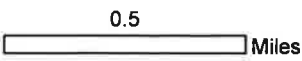
Coastal Data System
 NAD 1983 HAIN StatePlaneOregon North FIPS 4601 Feet Unit
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Prepared by:
 Angelo Planning Group
 Date: 02/04/19



West Umatilla Cities
Buildable Lands Inventory City of Stanfield: Housing Capacity



Coordinate System:
 NAD 1983 UTM Zone 18N
 Units: Meter
 Datum: North American Datum of 1983
 Spheroid: GRS80
 Prime Meridian: -114.00000000
 False Easting: 500000.00000000
 False Northing: 0.00000000
 Scale Factor: 0.9999999999999999
 Datum Shift: 0.00000000
 Units Conversion: 0.00000000



Prepared by:
 Angeles Planning Group
 Date: 02/04/19

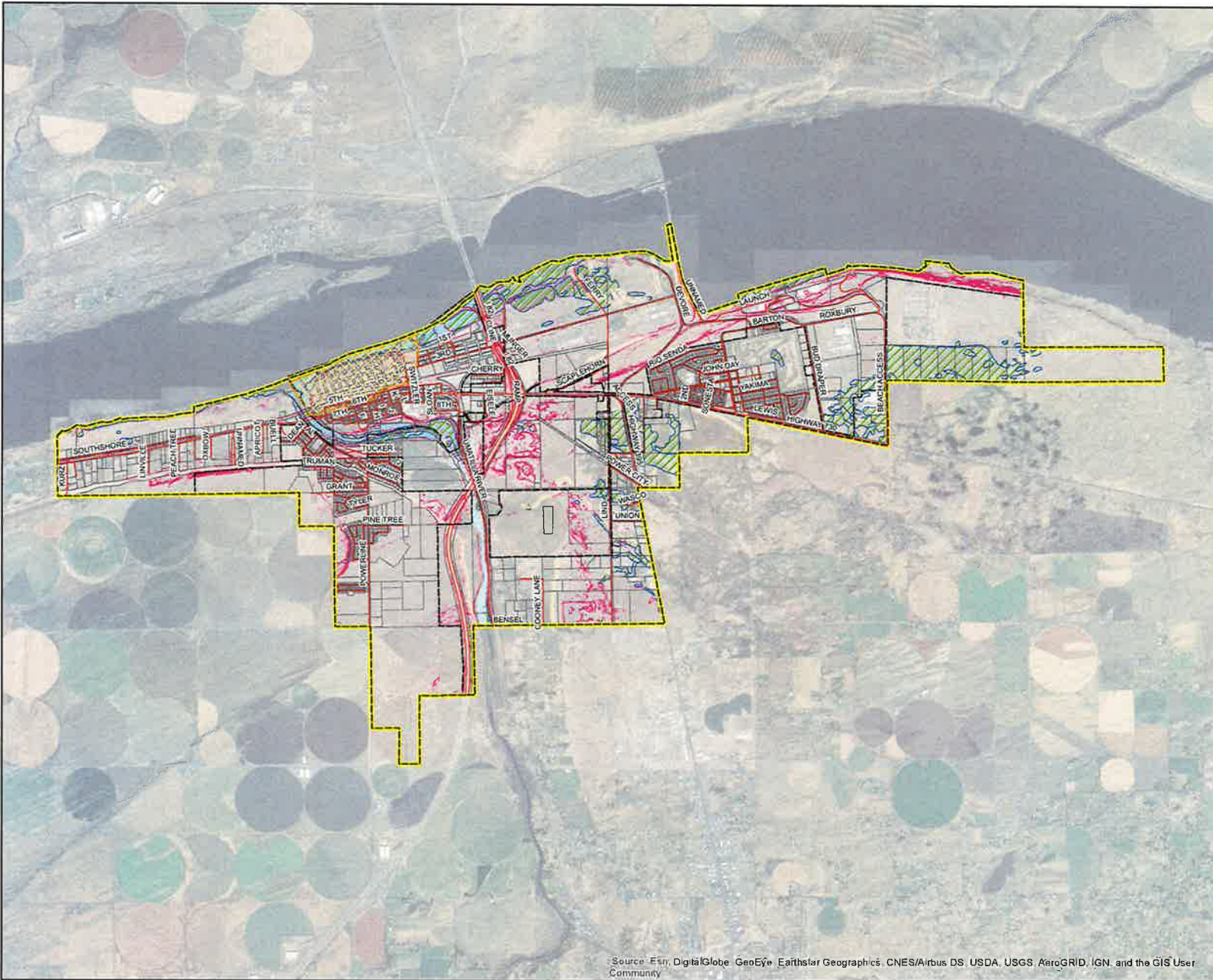
West Umatilla Cities Buildable Lands Inventory

City of Umatilla:

Constraints





*Archeological Site Displays Approximate Boundary



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Prepared by:
Angelo Planning Group
Date: 02/04/18

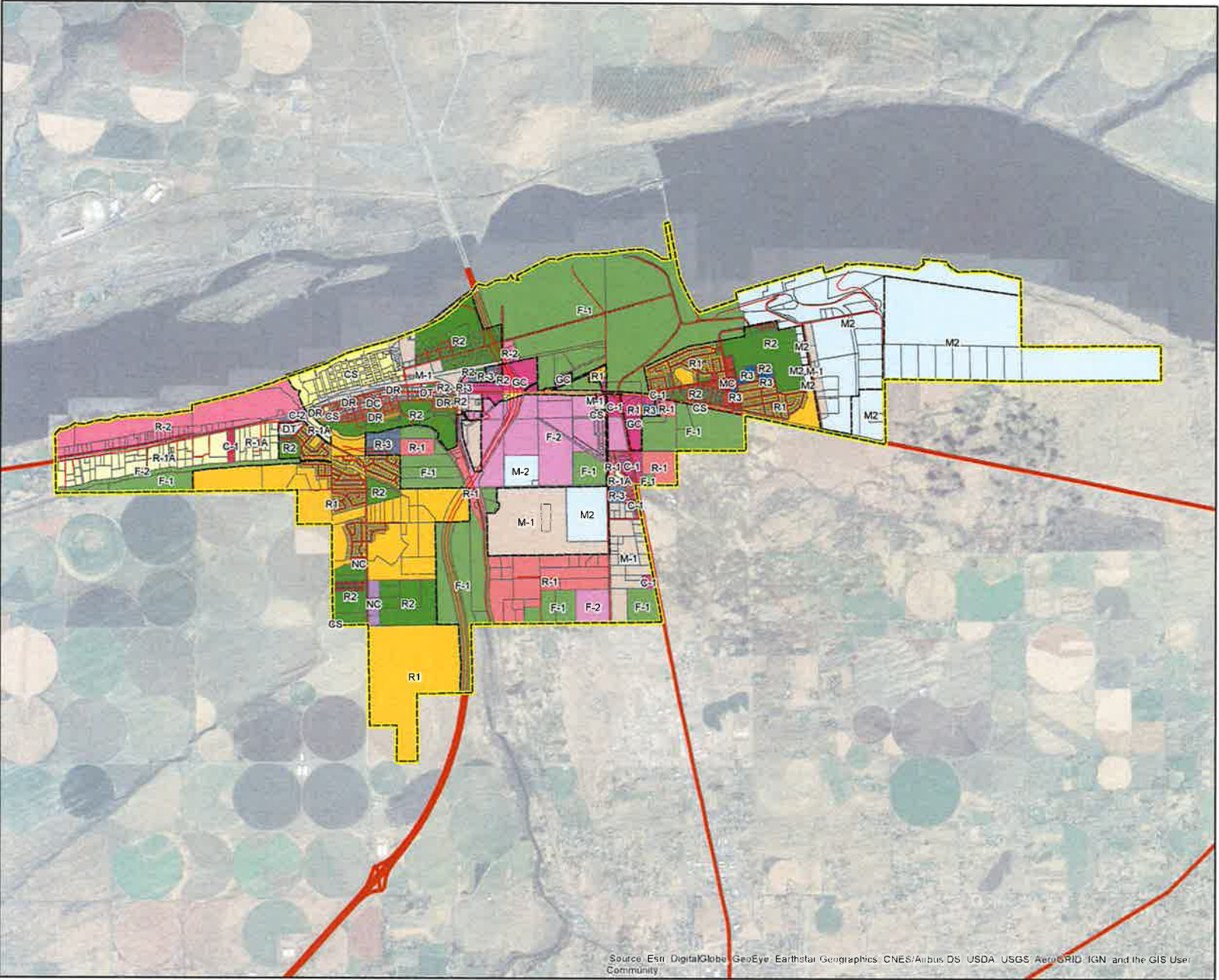
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Coordinate System:
NAD 1983 HARRIS StatePlane Oregon North FIPS 3602 Feet km

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**West Umatilla Cities
Buildable Lands Inventory**

**City of Umatilla:
Zoning**



- Streets
 - Taxlot
 - City Limits
 - Umatilla_UGB
- Zone**
- Agricultural Residential, R-1
 - Community Services, CS
 - Downtown Commercial, DC
 - Downtown Residential, DR
 - Downtown Transitional, DT
 - Exclusive Farm Use, F-1
 - General Commercial, C-1, GC
 - General Rural, F-2
 - Heavy Industrial, M-2
 - Light Industrial, M-1
 - McNary Center Commercial, MC
 - Medium Density Residential, R2
 - Multi-Family Residential, R3
 - Neighborhood Commercial, NC
 - Single-Family Residential, R1
 - Suburban Residential, R-2
 - Tourist Commercial, C-2
 - Two Acre Residential, R-1A
 - Urban Residential, R-3

Prepared by
Angus Planning Group
Date: 01/24/20

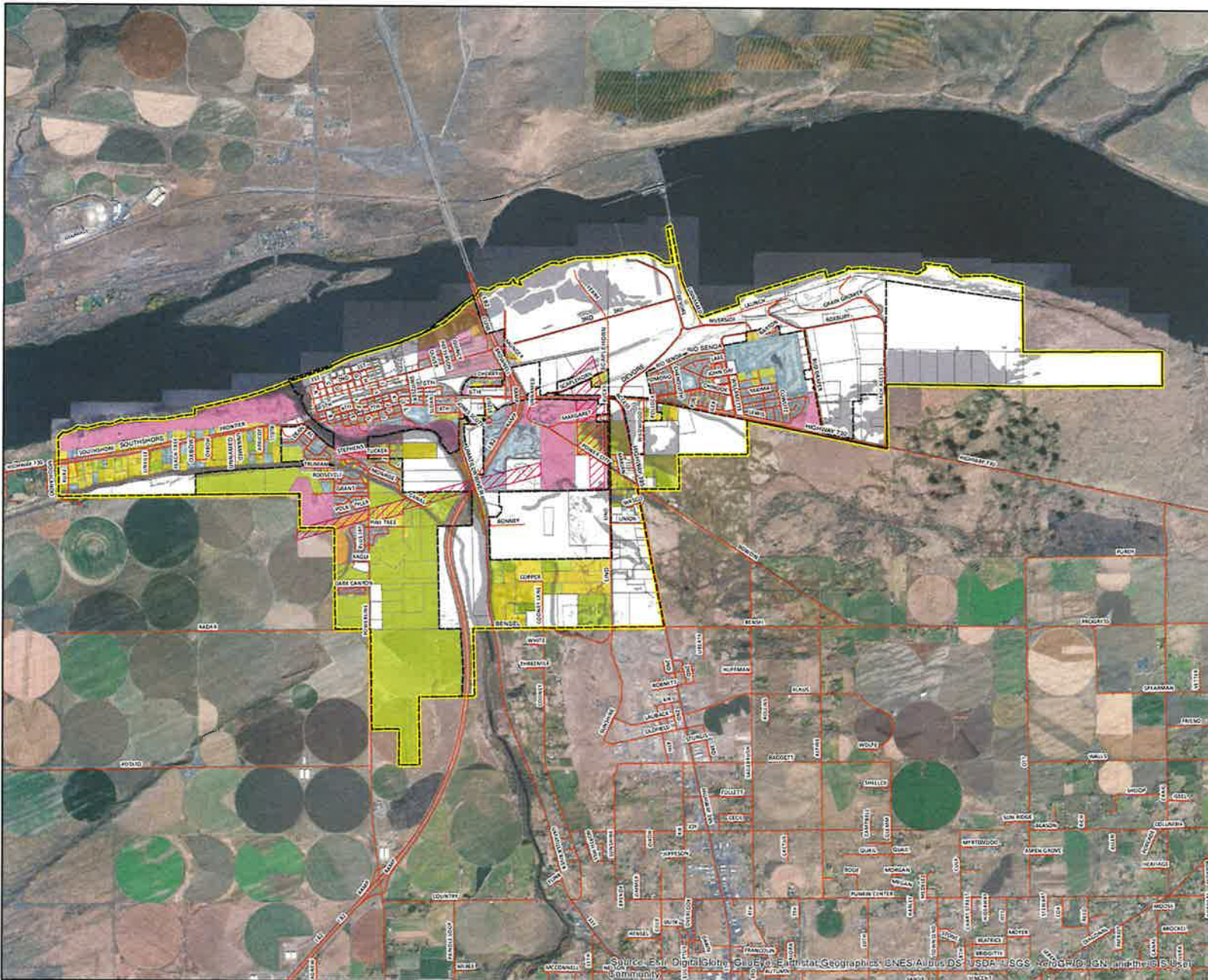


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Coordinate System:
NAD 1983 NADN MainPlane Oregon North 1983 5601 Feet Intl

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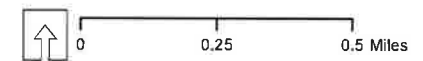


West Umatilla Cities Buildable Lands Inventory

City of Umatilla: Development Status



Prepared by:
Atglen Planning Group
Date: 03/27/17

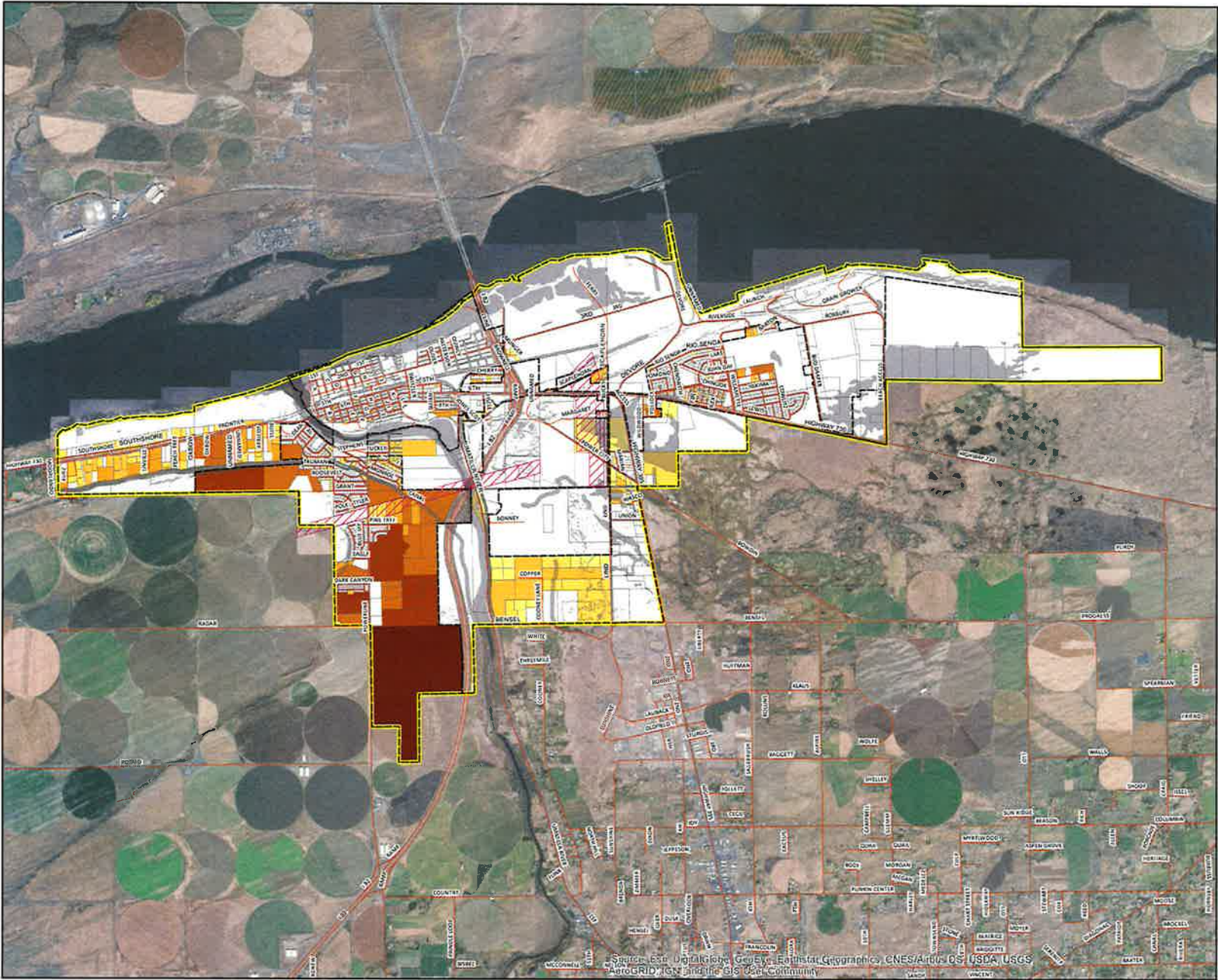


Coordinate Systems:
NAD 1983 / NAD83 StatePlane Oregon North FIPS 5002 Feet (m)

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**West Umatilla Cities
Buildable Lands Inventory**

City of Umatilla:
Housing Capacity



- Streets
- ▭ City Limits
- ▭ UGB
- ▨ Easements
- ▭ All Constrained Areas
- ▭ Non-Residential Zones

Housing Unit Capacity (Residential Only)

- 0
- 1 - 2
- 3 - 5
- 6 - 20
- 21 - 100
- 101 - 500
- 500+

Prepared by:
Angela Plunzke-Globe
Date: 02/27/19




0 0.25 0.5 Miles

Coordinate System:
NAD 1983 StatePlane Oregon North FIPS 5003 Feet/ft

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Sources: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Exhibit C



Source: City of Umatilla

CITY OF UMATILLA, OR

HOUSING AND RESIDENTIAL LAND NEEDS ASSESSMENT (OREGON STATEWIDE PLANNING GOAL 10)

20-YEAR HOUSING NEED 2019 - 2039

Prepared For:
CITY OF UMATILLA, OREGON
June 2019

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INTRODUCTION

This analysis outlines a forecast of housing need within the City of Umatilla. Housing need and resulting land need are forecast to 2039 consistent with 20-year need assessment requirements of periodic review. This report presents a housing need analysis (presented in number and types of housing units) and a residential land need analysis, based on those projections.

The primary data sources used in generating this forecast were:

- Portland State University Population Research Center
- U.S. Census
- Environics Analytics Inc.¹
- Oregon Employment Department
- Umatilla County GIS
- Other sources are identified as appropriate.

This analysis reflects the coordinated population forecast from the Oregon Population Forecast Program, at the Population Research Center (PRC) at PSU. State legislation passed in 2013 made the PRC responsible for generating the official population forecasts to be used in Goal 10 housing analyses in Oregon communities outside of the Portland Metro area (ORS 195.033). The population forecasts used in this analysis were generated in 2016.

This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

I. CITY OF UMATILLA DEMOGRAPHIC PROFILE

SUMMARY

The following table (Figure 1.1) presents a profile of City of Umatilla demographics from the 2000 and 2010 Census. This includes the city limits of Umatilla, as well as areas currently included within the Urban Growth Boundary (UGB). It also presents the estimated population of this area as of 2018 from PSU estimates.

- Umatilla is a City of an estimated 7,320 people (City), and 8,834 people (UGB), located in Umatilla County in Northeastern Oregon. An estimated 17% of the population in the UGB lives outside the city limits.
- Based on the UGB population, Umatilla is roughly the 64th largest city in the state by population. Within Umatilla County, Umatilla is the third largest city after Hermiston and Pendleton.
- Umatilla has experienced rapid growth, growing over 47% in population since 2000. In contrast, Umatilla County and the state experienced population growth of 14% and 21% respectively. The City of Hermiston grew 37% over this period. (US Census and PSU Population Research Center)

¹ Environics Analytics Inc. is a third-party company providing data on demographics and market segmentation. It licenses data from the Nielson Company which conducts direct market research including surveying of households across the nation. Nielson combines proprietary data with data from the U.S. Census, Postal Service, and other federal sources, as well as local-level sources such as Equifax, Vallassis and the National Association of Realtors. Projections of future growth by demographic segments are based on the continuation of long-term and emergent demographic trends identified through the above sources.

- The Umatilla UGB was home to an estimated 2,247 households in 2018, an increase of roughly 550 households since 2000. The percentage of families fell slightly between 2000 and 2018 from 78% to 74% of all households. The city has a larger share of family households than Umatilla County (68%) and the state (63%).
- Umatilla’s estimated average household size is 3.15 persons, holding fairly stable since 2000. This is higher than the Umatilla County average of 2.67 and the statewide average of 2.47.

FIGURE 1.1: UMATILLA DEMOGRAPHIC PROFILE

POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS					
	2000	2010	Growth	2018	Growth
	(Census)	(Census)	00-10	(PSU)	10-18
Population ¹	6,008	8,335	38.7%	8,834	6.0%
Households ²	1,691	2,089	23.5%	2,247	7.6%
Families ³	1,317	1,553	18%	1,671	8%
Housing Units ⁴	1,824	2,131	17%	2,240	5%
Group Quarters Population ⁵	697	1,755	152%	1,755	0%
<i>Household Size (non-group)</i>	<i>3.14</i>	<i>3.15</i>	<i>0%</i>	<i>3.15</i>	<i>0%</i>
<i>Avg. Family Size</i>	<i>3.51</i>	<i>3.59</i>	<i>2%</i>	<i>3.59</i>	<i>0%</i>
PER CAPITA AND MEDIAN HOUSEHOLD INCOME					
	2000	2010	Growth	2018	Growth
	(Census)	(Census)	00-10	(Proj.)	10-18
Per Capita (\$)	\$11,469	\$12,267	7%	\$12,864	5%
Median HH (\$)	\$33,844	\$44,643	32%	\$38,796	-13%

SOURCE: Census, PSU Population Research Center, and Johnson Economics

Census Tables: DP-1 (2000, 2010); DP-3 (2000); S1901; S19301

¹ From PSU Population Research Center, Population Forecast Program, final forecast for Umatilla Co. (2017)

² 2018 Households = (2018 population - Group Quarters Population)/2018 HH Size

³ Ratio of 2018 Families to total HH is based on 2016 ACS 5-year Estimates

⁴ 2018 housing units are the '10 Census total plus new units permitted from '10 through '18 (source: Census, Cities)

⁵ Ratio of 2018 Group Quarters Population to Total Population is kept constant from 2010.

A. POPULATION GROWTH

Since 2000, Umatilla has grown by roughly 2,825 people within the UGB, or 47% in 18 years. This is a faster growth rate than was seen in the rest of the county (14%), and the state (21%). In comparison, the population of Hermiston grew by an estimated 37% during this period.

B. HOUSEHOLD GROWTH & SIZE

As of 2018, the city has an estimated 2,250 households. Since 2000, Umatilla has added an estimated 555 households, or 33% growth. A household is defined as all the persons who occupy a single housing unit, whether or not they are related.

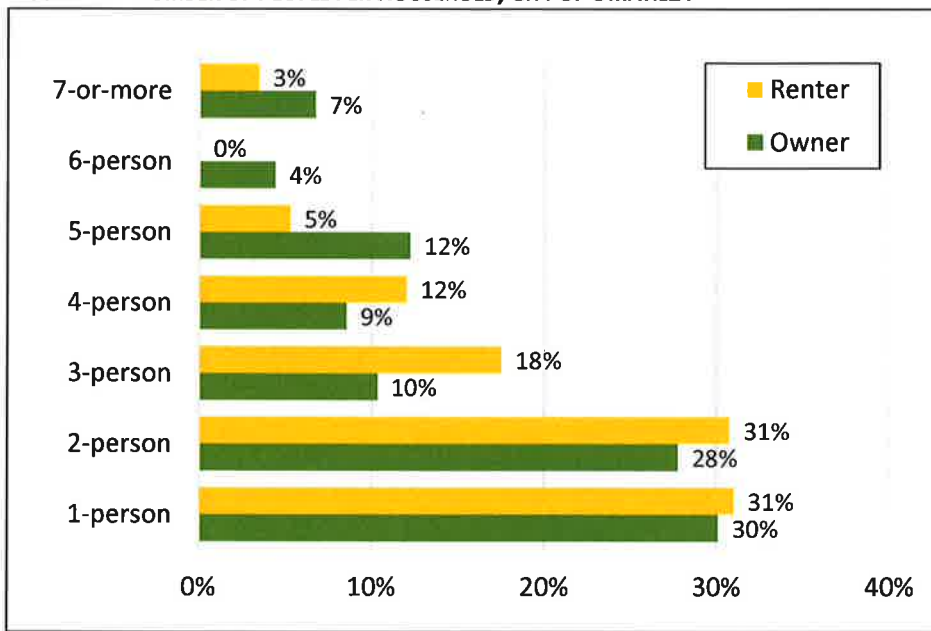
Household growth was slower than population growth reflecting that the share of the population in group housing has grown as the correctional facility has reached capacity. (Group quarters includes living situations that are

often institutional in nature such as prisons, dorms, nursing facilities, shelters, etc.). There has been a general trend in Oregon and nationwide towards declining household size as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have become empty nesters. While this trend of diminishing household size is expected to continue nationwide, there are limits to how far the average can fall. Umatilla has resisted this trend in recent decades.

Umatilla’s average household size of 3.15 people is larger than Umatilla County (2.67). (The 2017 ACS estimates that the average household size has fallen to 2.73 over the last two years. Without confirmation, this estimate seems low, and also would correspond to a growth in the number of households that seems to outnumber the housing supply.)

Figure 1.2 shows the share of households by the number of people for renter and owner households in 2017 (latest available), according to the Census. Renter households are more likely to have three or fewer persons. Owner households are more likely to have larger households.

FIGURE 1.2: NUMBER OF PEOPLE PER HOUSEHOLD, CITY OF UMATILLA



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: B25009 (2017 ACS 5-yr Estimates)

C. FAMILY HOUSEHOLDS

As of the 2017 ACS, 74% of Umatilla households were family households, down slightly from 2000 (78%). The total number of family households in Umatilla is estimated to have grown by 350 since 2000. This is 63% of all new households in this period.

The Census defines family households as two or more persons, related by marriage, birth or adoption and living together. In 2017, family households in Umatilla had an average size of 3.59 people.

D. HOUSING UNITS

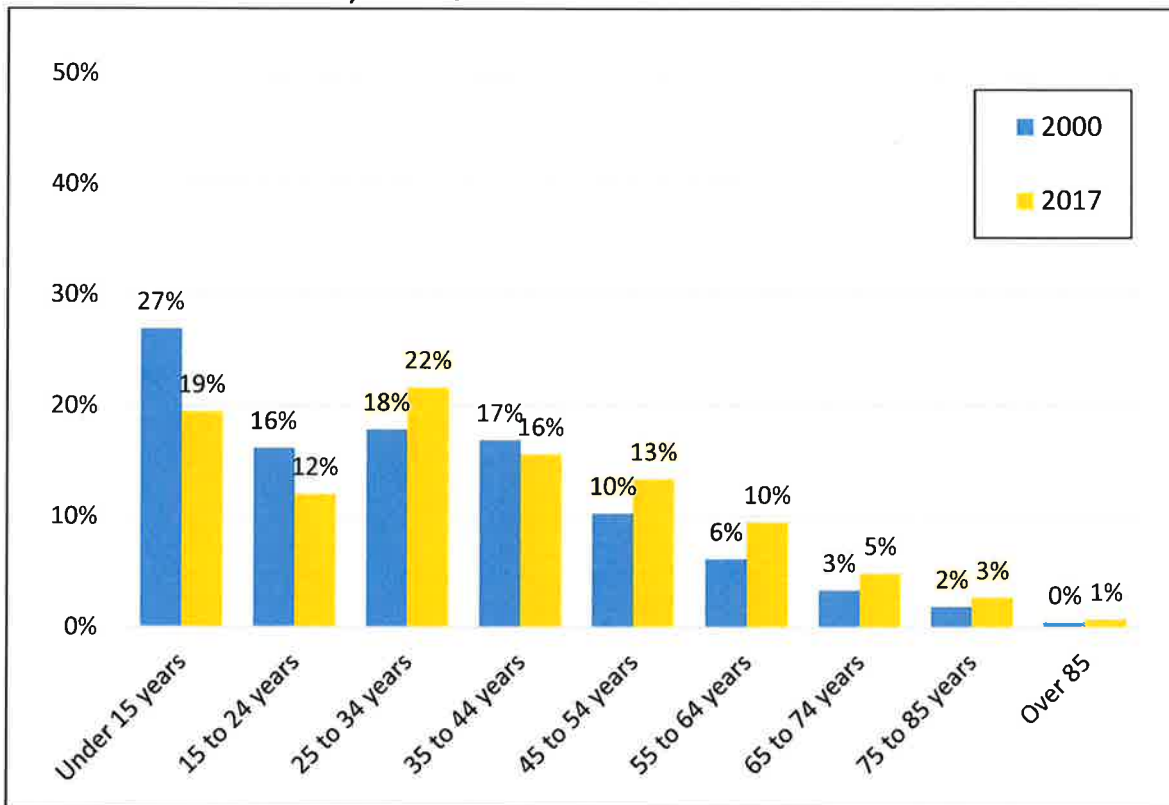
Data from the City of Umatilla and the US Census indicate that the city added a little over 100 new housing units since 2010 within the UGB. At the same time, the city has added roughly 160 households, meaning the growth in households and population is outpacing the production of new housing in the community.

As of 2018, the city had an estimated housing stock of roughly 2,240 units for its 2,247 estimated households. These estimates would mean very low or zero vacancy or unit availability in the community, which may not be literally true, but does indicate more generally that the demand and supply of housing are very nearly balanced currently.

E. AGE TRENDS

The following figure shows the share of the population falling in different age cohorts between the 2000 Census and the most recent 5-year estimates. As the chart shows, there is a general trend of younger age cohorts falling as share of total population, while older cohorts have grown in share. This is in keeping with the national trend caused by the aging of the Baby Boom generation. At the same time, the share of people aged from 25 to 34 years of age has grown slightly.

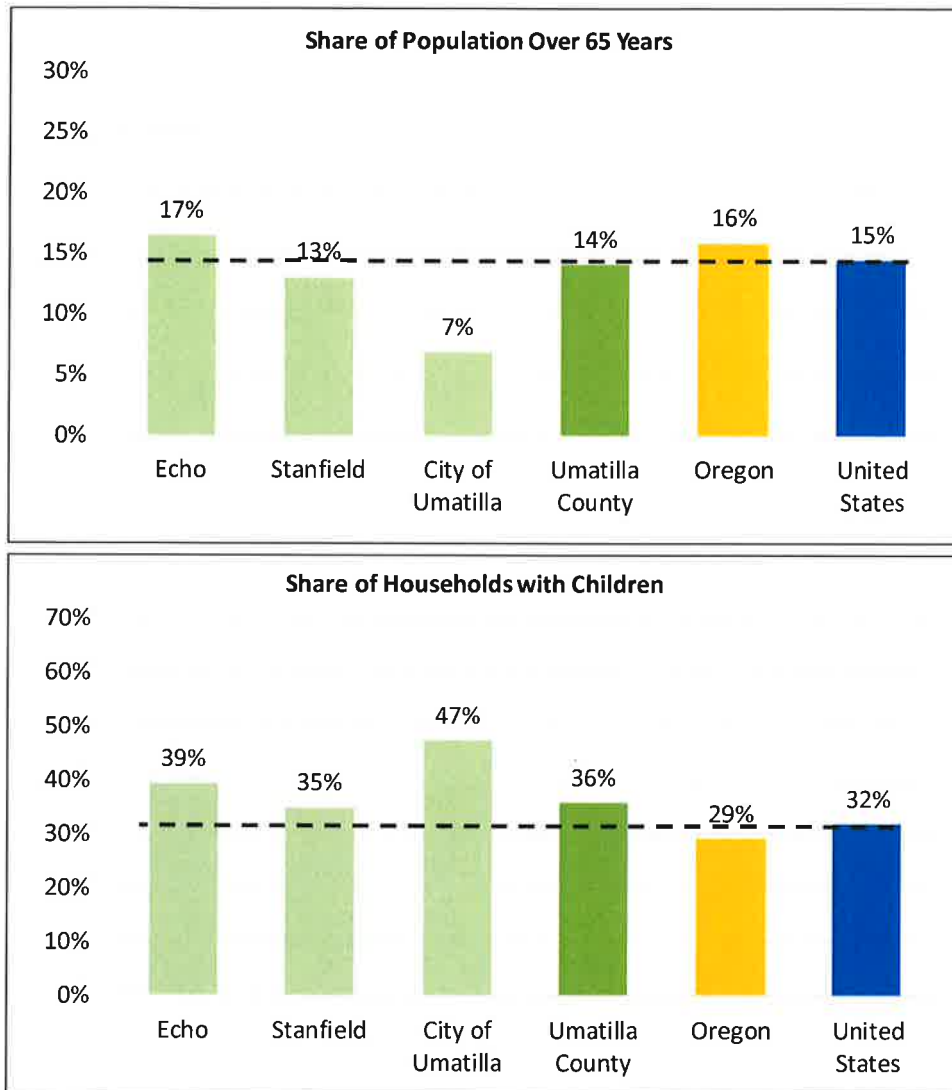
FIGURE 1.3: AGE COHORT TRENDS, 2000 - 2017



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: QT-P1 (2000); S0101 (2017 ACS 5-yr Estimates)

- The cohorts that grew in share during this period were those aged 45 and older. Still an estimated 92% of the population is under 65 years of age.
- In the 2017 ACS, the local median age was an estimated 32 years, compared to 36 years in Umatilla County, and 39 years in Oregon.
- Figure 1.4 presents the share of households with children, and the share of population over 65 years for comparison. Compared to state and national averages, Umatilla has a much larger share of households with children and a much smaller share of the population over 65.

FIGURE 1.4: SHARE OF HOUSEHOLDS WITH CHILDREN/ POPULATION OVER 65 YEARS (UMATILLA)



SOURCE: US Census, JOHNSON ECONOMICS LLC
 Census Tables: B11005; S0101 (2017 ACS 5-yr Estimates)

F. INCOME TRENDS

The following figure presents data on income trends in Umatilla.

FIGURE 1.5: INCOME TRENDS, 2000 – 2018

PER CAPITA AND MEDIAN HOUSEHOLD INCOME					
	2000	2010	Growth	2018	Growth
	(Census)	(Census)	00-10	(Proj.)	10-18
Per Capita (\$)	\$11,469	\$12,267	7%	\$12,864	5%
Median HH (\$)	\$33,844	\$44,643	32%	\$38,796	-13%

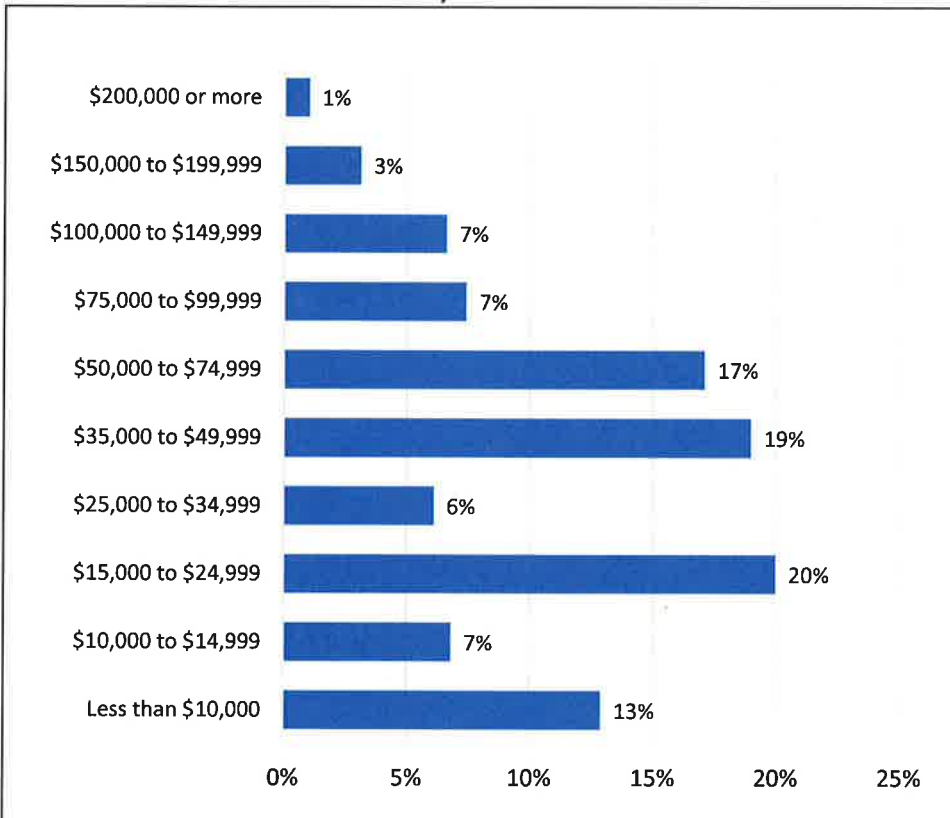
SOURCE: Census, PSU Population Research Center, and Johnson Economics
 Census Tables: DP-1 (2000, 2010); DP-3 (2000); S1901; S19301

- Umatilla’s estimated median household income was \$38,800 in 2018. This has fallen significantly from the estimated median in 2010, and is lower than the Umatilla County median of \$50,100.
- Umatilla’s per capita income is a low \$12,900.
- Median income has grown an estimated 15% between 2000 and 2018, in real dollars. Inflation was an estimated 57% over this period, so as is the case regionally and nationwide, the local median income has not kept pace with inflation.

Figure 1.6 presents the estimated distribution of households by income as of 2017. The largest income cohorts are those households earning between \$15k and \$25k, and \$35k and \$50k.

- 65% of households earn less than \$50k per year, while 35% of households earn \$50k or more.
- 40% of households earn \$25k or less.

FIGURE 1.6: HOUSEHOLD INCOME COHORTS, 2018



SOURCE: US Census
Census Tables: S1901 (2017 ACS 5-yr Est.)

A 2018 survey of households in the City of Umatilla and Power City area found that 55.9% of the total population qualifies as being low or moderate income. Low income is defined as earning 50% or less of the Area Median Income (AMI). Moderate income is defined as earning between 50% and 80% of AMI.

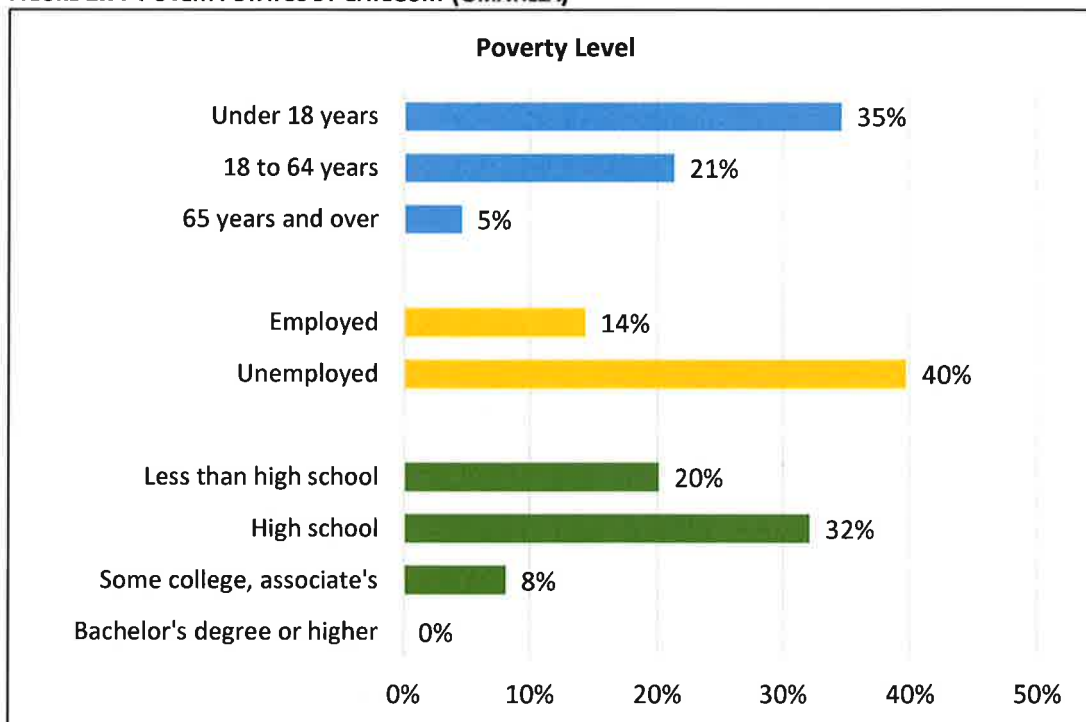
G. POVERTY STATISTICS

According to the US Census, the official poverty rate in Umatilla is an estimated 24% over the most recent period reported (2017 5-year estimates).² This is roughly 1,150 individuals in Umatilla. In comparison, the official poverty rate in Umatilla County, and at the state level are both 17%. In the 2013-17 period:

² Census Tables: S1701 (2017 ACS 5-yr Estimates)

- Umatilla poverty rate is highest among children at 35%. The rate is 21% among those 18 to 64 years of age. The rate is lowest for those 65 and older at 5%.
- For those without a high school diploma the poverty rate is 20%. For those with a high school diploma only, the estimated rate is actually higher at 32%. For those with more than high school education, the poverty rate is the lowest.
- Among those who are employed the poverty rate is 14%, while it is 40% for those who are unemployed.
- Information on affordable housing is presented in the following section of this report.

FIGURE 1.7: POVERTY STATUS BY CATEGORY (UMATILLA)



SOURCE: US Census
Census Tables: S1701 (2017 ACS 5-yr Est.)

As mentioned above, 55.9% of the population is estimated to be low or moderate income. This implies that an estimated 4,930 individuals in the UGB live in households that are low or moderate income. This is a separate measure than the official poverty rate.

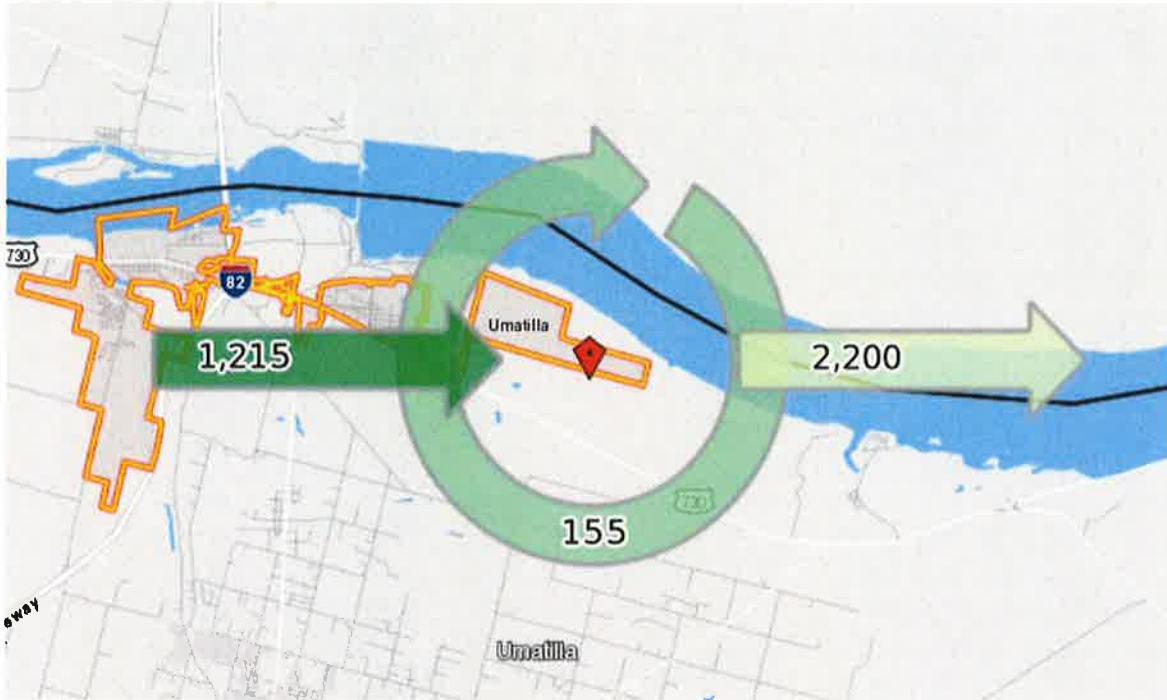
H. EMPLOYMENT LOCATION TRENDS

This section provides an overview of employment and industry trends in Umatilla that are related to housing.

Commuting Patterns: The following figure shows the inflow and outflow of commuters to Umatilla according to the Census Employment Dynamics Database. As of 2015, the most recent year available, the Census estimated there were roughly 1,370 jobs located in Umatilla. Relatively few are held by local residents, while over 1,200 employees commute into the city from elsewhere. This pattern is fairly common among many communities. While Census data is incomplete, it seems that most local workers commuting into the city live in Hermiston, Pendleton, Kennewick, or unincorporated areas.

Of the estimated 2,350 employed Umatilla residents, over 90% of them commute elsewhere for employment. Many of these residents commute to Hermiston, Pendleton or Boardman.

FIGURE 1.8: COMMUTING PATTERNS (PRIMARY JOBS), UMATILLA



Source: US Census Longitudinal Employer-Household Dynamics

Jobs/Household Ratio: Umatilla features a jobs-to-households ratio of 0.6 jobs per household. There are an estimated 1,370 jobs in the city of Umatilla, and an estimated 2,355 Umatilla residents in the labor force. This represents 0.6 jobs per working adult, meaning that Umatilla is tipped towards the housing side of the jobs/housing balance.

II. CURRENT HOUSING CONDITIONS

The following figure presents a profile of the current housing stock and market indicators in Umatilla. This profile forms the foundation to which current and future housing needs will be compared.

A. HOUSING TENURE

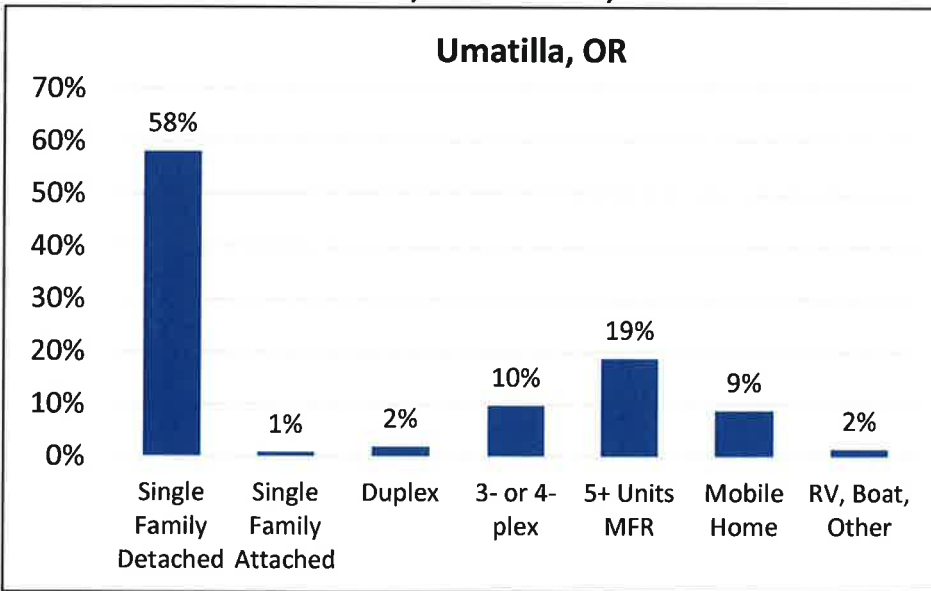
Umatilla has a close to even divide between owner households than renter households. The 2017 American Community Survey estimates that 51% of occupied units were owner occupied, and 49% renter occupied. The ownership rate in Umatilla has fallen from 60% since 2000. During this period the statewide rate fell from 64% to 62%. Nationally, the homeownership rate has nearly reached the historical average of 65%, after the rate climbed from the late 1990's to 2004 (69%).

The estimated ownership rate is higher in Umatilla County (66%) and statewide (61%).

B. HOUSING STOCK

As shown in Figure 1.1, Umatilla UGB had an estimated 2,240 housing units in 2018, with a very low estimated vacancy rate (includes ownership and rental units).

FIGURE 2.1: ESTIMATED SHARE OF UNITS, BY PROPERTY TYPE, 2017



SOURCE: City of Umatilla, Census ACS 2017

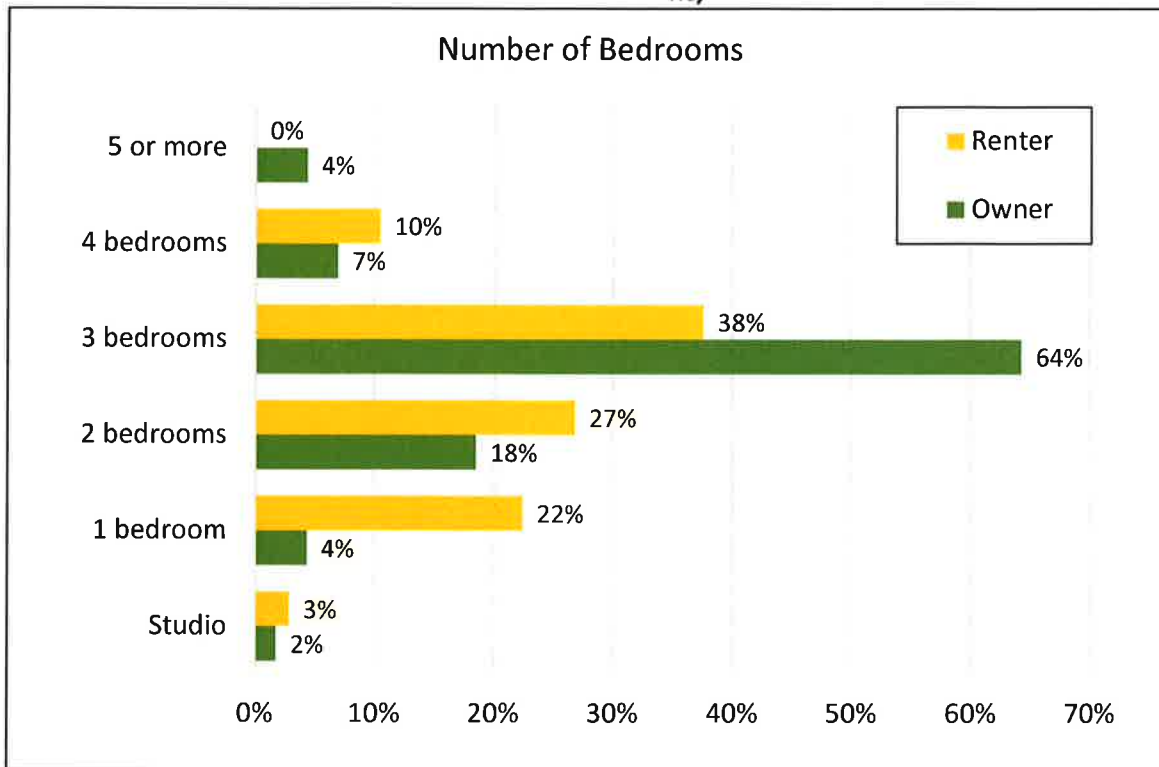
Figure 2.1 shows the estimated number of units by type in 2017. Detached single-family homes represent an estimated 58% of housing units.

Units in larger apartment complexes of 5 or more units represent 19% of units, and other types of attached homes represent an additional 13% of units. (Attached single family generally includes townhomes, some condo flats, and complexes which are separately metered.) Mobile homes represent 9% of the inventory.

C. NUMBER OF BEDROOMS

Figure 2.2 shows the share of units for owners and renters by the number of bedrooms they have. In general, owner-occupied units are more likely to have three or more bedrooms, while renter occupied units are more likely to have two or fewer bedrooms.

FIGURE 2.2: NUMBER OF BEDROOMS FOR OWNER AND RENTER UNITS, 2017



SOURCE: US Census
Census Tables: B25042 (2017 ACS 5-year Estimates)

D. UNITS TYPES BY TENURE

As Figure 2.3 and 2.4 show, a large share of owner-occupied units (86%) are detached homes, or mobile homes (12%). Renter-occupied units are more distributed among a range of structure types. 34% of rented units are estimated to be detached homes or mobile homes, while the remainder are some form of attached unit. And estimated 39% of rental units are in larger apartment complexes.

FIGURE 2.3: CURRENT INVENTORY BY UNIT TYPE, FOR OWNERSHIP AND RENTAL HOUSING

OWNERSHIP HOUSING

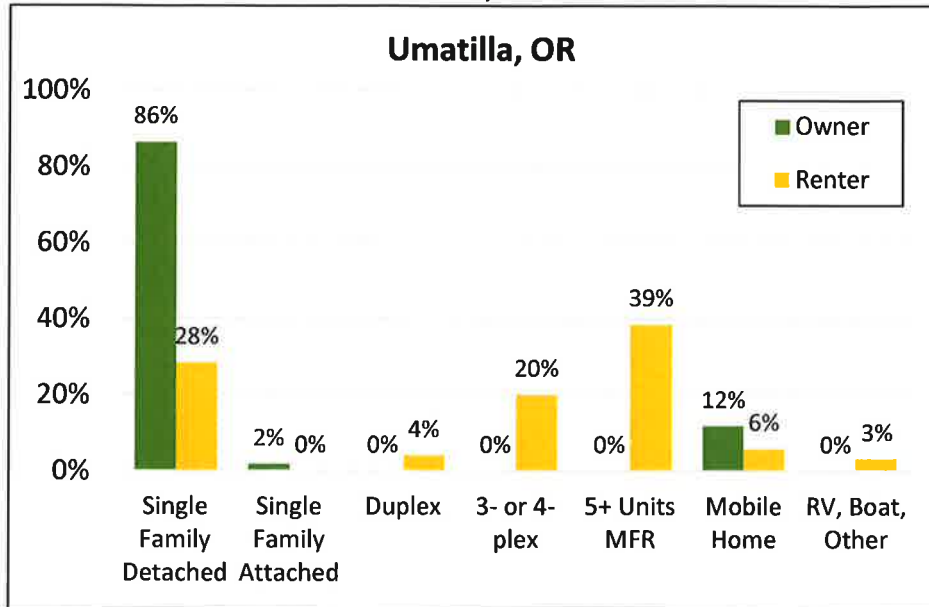
Price Range	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Mobile home	Boat, RV, other temp	Total Units
Totals:	1,014	20	0	0	0	139	0	1,173
Percentage:	86.4%	1.7%	0.0%	0.0%	0.0%	11.8%	0.0%	100.0%

RENTAL HOUSING

Price Range	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Mobile home	Boat, RV, other temp	Total Units
Totals:	304	0	43	214	411	62	34	1,067
Percentage:	28.4%	0.0%	4.1%	20.1%	38.5%	5.8%	3.1%	100.0%

Sources: US Census, JOHNSON ECONOMICS, CITY OF UMATILLA

FIGURE 2.4: CURRENT INVENTORY BY UNIT TYPE, BY SHARE

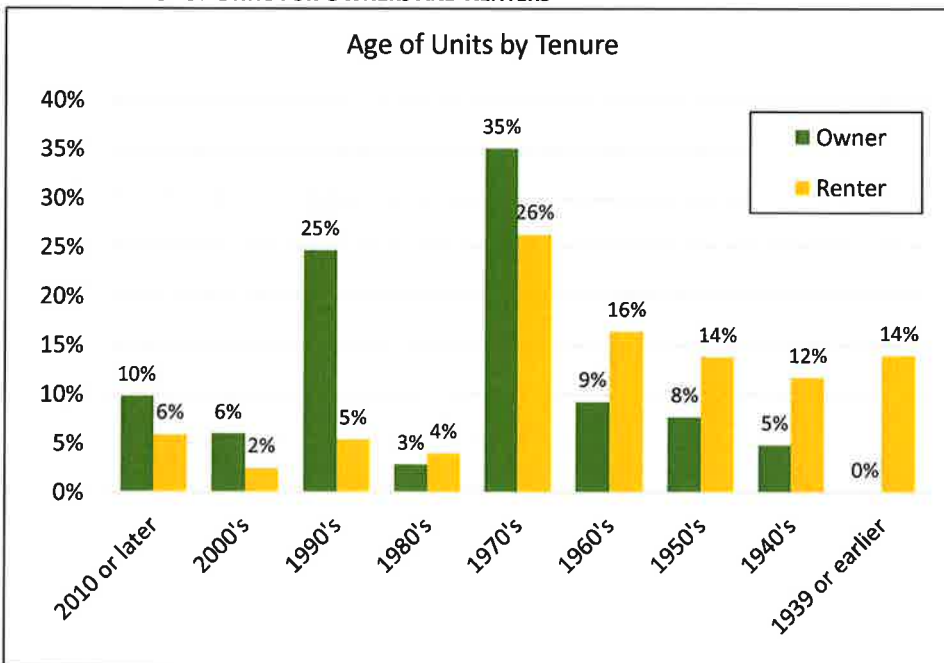


Sources: US Census, JOHNSON ECONOMICS, CITY OF UMATILLA

E. AGE OF HOUSING STOCK

Umatilla’s housing stock reflects the pattern of development in the area. 88% of the housing stock is pre-2000 with the remainder being post-2000. Roughly 31% of the housing stock was built in the 1970’s, while another 37% dates from the 1960’s or earlier. The following figure shows that owners are more likely to live in newer housing, while rental housing is more likely to live in older housing.

FIGURE 2.5: AGE OF UNITS FOR OWNERS AND RENTERS



SOURCE: US Census
Census Tables: B25036 (2017 ACS 5-year Estimates)

F. HOUSING COSTS VS. LOCAL INCOMES

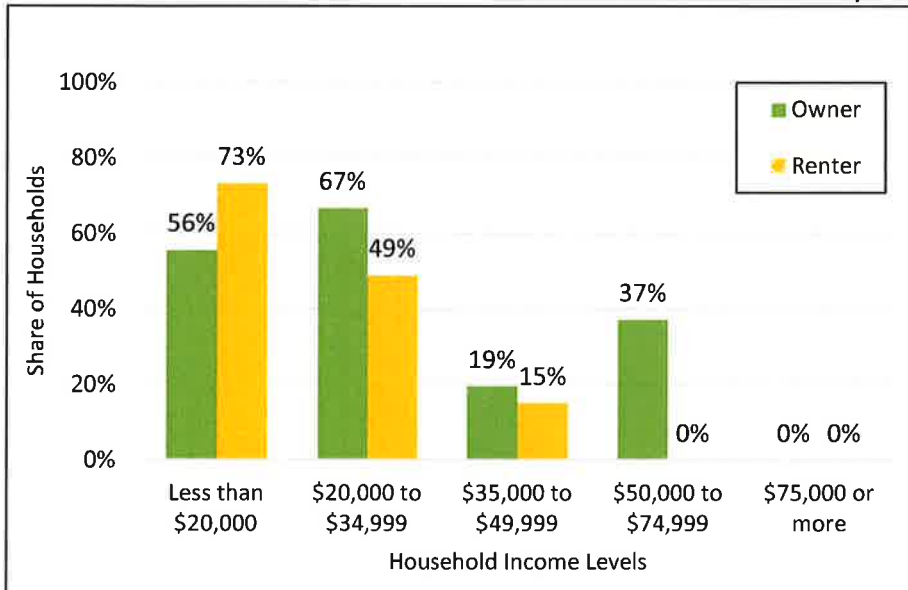
Figure 2.6 shows the share of owner and renter households who are paying more than 30% of their household income towards housing costs, by income segment. (Spending 30% or less on housing costs is a common measure of “affordability” used by HUD and others, and in the analysis presented in this report.)

In total, the US Census estimates that 35% of Umatilla households pay more than 30% of income towards housing costs (2017 American Community Survey, B25106)

As one would expect, households with lower incomes tend to spend more than 30% of their income on housing, while incrementally fewer of those in higher income groups spend more than 30% on their incomes on housing costs. Of those earning less than \$20,000, an estimated 56% of owner households and 73% of renters spend more than 30% of income on housing costs.

Roughly 15% of those households earning \$35,000 or more pay more than 30% of income towards housing costs. Only those earning more than \$75,000 do not pay more than 30%.

FIGURE 2.6: SHARE OF HOUSEHOLDS SPENDING MORE THAN 30% ON HOUSING COSTS, BY INCOME GROUP

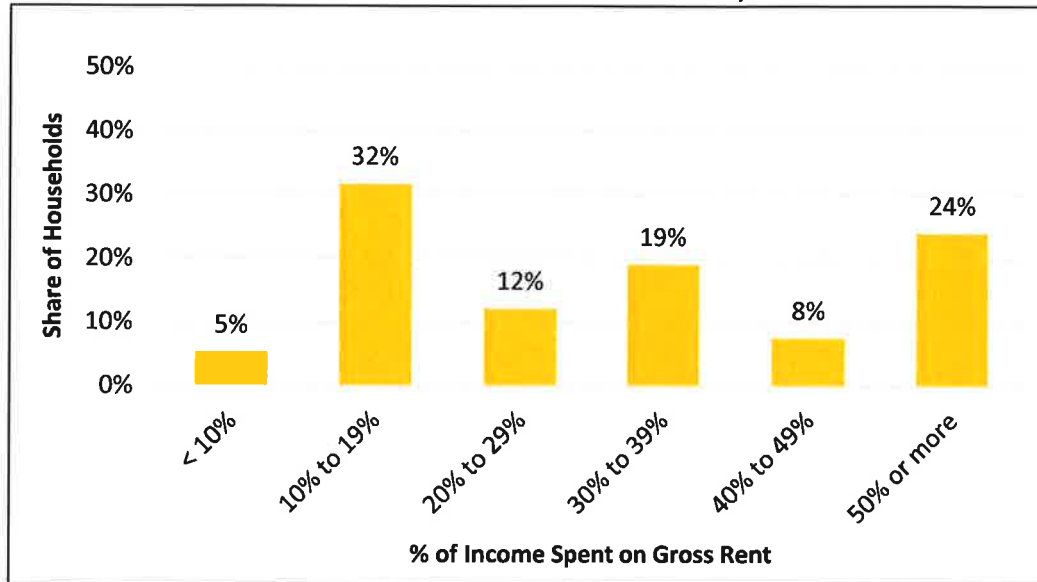


Sources: US Census, JOHNSON ECONOMICS
Census Table: B25106 (2017 ACS 5-yr Estimates)

The following figures shows the percentage of household income spent towards gross rent for local renter households only. This more fine-grained data shows that 51% of renters spending more than 30% of their income on rent, with an estimated 24% of renters are spending 50% or more of their income.

Renters are disproportionately lower income relative to homeowners. The burden of housing costs are felt more broadly for these households, and as the analysis presented in later section shows there is a need for more affordable rental units in Umatilla, as in most communities.

FIGURE 2.7: PERCENTAGE OF HOUSEHOLD INCOME SPENT ON GROSS RENT, UMATILLA RENTER HOUSEHOLDS



Sources: US Census, JOHNSON ECONOMICS
 Census Table: B25070 (2017 ACS 5-yr Estimates)

G. PUBLICLY-ASSISTED HOUSING

Currently Umatilla has two rent-subsidized properties located in the town, with a total of 130 units. Umatilla County Housing Authority operates Tri-Harbor Landing which offers 106 units for families. The Links offers 24 units for seniors.

The Housing Authority also administers 329 housing choice vouchers which may be used in Umatilla or other communities in the four-county jurisdiction.

Agricultural Worker Housing: The state of Oregon identifies 58 units dedicated agricultural workforce housing located in the city of Umatilla.

Homelessness: A Point-in-Time count of homeless individuals in Umatilla County conducted in 2017 found 55 homeless individuals on the streets, in shelters, or other temporary and/or precarious housing. *These figures are for the entire county.*³ This included:

- 24 people in emergency shelter, warming shelter, or transitional housing programs;
- 31 people unsheltered;
- 24% of counted individuals were children;
- 44% of individuals were women or girls, and 54% are male.

An analysis of the ability of current and projected housing supply to meet the needs of low-income people, and the potential shortfall is included in the following sections of this report.

³ Figures via OHCS

III. CURRENT HOUSING NEEDS (CITY OF UMATILLA)

The profile of current housing conditions in the study area is based on Census 2010, which the Portland State University Population Research Center (PRC) uses to develop yearly estimates through 2018. The PRC methodology incorporates the estimated population from within the city limits and an estimated population from those areas within the UGB, but outside of the city limits. To estimate the additional population within the UGB area, the PRC assigned a share of the population from the relevant Census tracts.

FIGURE 3.1: CURRENT HOUSING PROFILE (2018)

CURRENT HOUSING CONDITIONS (2018)		SOURCE
Total 2018 Population:	8,834	PSU Pop. Research Center
- Estimated group housing population:	1,755 (20% of Total)	US Census
Estimated Non-Group 2018 Population:	7,079 (Total - Group)	
Avg. HH Size:	3.15	US Census
Estimated Non-Group 2018 Households:	2,247 (Pop/HH Size)	
Total Housing Units:	2,240 (Occupied + Vacant)	Census 2010 + permits
Occupied Housing Units:	2,247 (= # of HH)	
Vacant Housing Units:	-7 (Total HH - Occupied)	
Current Vacancy Rate:	-0.3% (Vacant units/ Total units)	

*This table reflects population, household and housing unit projections shown in Figure 1.1

We estimate a current population of roughly 8,834 residents, living in 2,247 households (excluding group living situations). Average household size is 3.15 persons.

There are an estimated 2,247 housing units in the city, essentially equal to the number of households and indicating next to no vacancy. This includes units vacant for any reason, not just those which are currently for sale or rent.

ESTIMATE OF CURRENT HOUSING DEMAND

Following the establishment of the current housing profile, the current housing demand was determined based upon the age and income characteristics of current households.

The analysis considered the propensity of households in specific age and income levels to either rent or own their home (tenure), in order to derive the current demand for ownership and rental housing units and the appropriate housing cost level of each. This is done by combining data on tenure by age and tenure by income from the Census American Community Survey (tables: B25007 and B25118, 2017 ACS 5-yr Estimates).

The analysis takes into account the average amount that owners and renters tend to spend on housing costs. For instance, lower income households tend to spend more of their total income on housing, while upper income households spend less on a percentage basis. In this case, it was assumed that households in lower income bands would *prefer* housing costs at no more than 30% of gross income (a common measure of affordability). Higher income households pay a decreasing share down to 20% for the highest income households.

While the Census estimates that most low-income households pay more than 30% of their income for housing, this is an estimate of current *preferred* demand. It assumes that low-income households prefer (or demand) units affordable to them at no more than 30% of income, rather than more expensive units.

Figure 3.2 presents a snapshot of current housing demand (i.e. preferences) equal to the number of households in the study area (2,240). The breakdown of tenure (owners vs. renters) is slightly different from the 2017 ACS, as current demographics indicate that more households could likely afford to own their homes if opportunities were available (58% vs. 51%).

FIGURE 3.2: ESTIMATE OF CURRENT HOUSING DEMAND (2018)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$90k	67	Less than \$15,000	5.1%	5.1%
\$90k - \$130k	85	\$15,000 - \$24,999	6.4%	11.5%
\$130k - \$190k	136	\$25,000 - \$34,999	10.4%	21.9%
\$190k - \$210k	204	\$35,000 - \$49,999	15.5%	37.4%
\$210k - \$340k	337	\$50,000 - \$74,999	25.6%	63.0%
\$340k - \$360k	158	\$75,000 - \$99,999	12.1%	75.1%
\$360k - \$450k	95	\$100,000 - \$124,999	7.2%	82.3%
\$450k - \$540k	78	\$125,000 - \$149,999	6.0%	88.3%
\$540k - \$710k	103	\$150,000 - \$199,999	7.8%	96.1%
\$710k +	51	\$200,000+	3.9%	100.0%
Totals:	1,314		% of All:	58.5%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	249	Less than \$15,000	26.6%	26.6%
\$400 - \$600	147	\$15,000 - \$24,999	15.7%	42.4%
\$600 - \$900	118	\$25,000 - \$34,999	12.7%	55.0%
\$900 - \$1000	78	\$35,000 - \$49,999	8.4%	63.4%
\$1000 - \$1600	209	\$50,000 - \$74,999	22.4%	85.8%
\$1600 - \$1700	90	\$75,000 - \$99,999	9.6%	95.4%
\$1700 - \$2100	33	\$100,000 - \$124,999	3.6%	99.0%
\$2100 - \$2500	9	\$125,000 - \$149,999	1.0%	100.0%
\$2500 - \$3300	0	\$150,000 - \$199,999	0.0%	100.0%
\$3300 +	0	\$200,000+	0.0%	100.0%
Totals:	933		% of All:	41.5%

All Households	2,247
-----------------------	--------------

Sources: PSU Population Research Center, Environics Analytics., Census, JOHNSON ECONOMICS

Census Tables: B25007, B25106, B25118 (2017 ACS 5-yr Estimates)

Claritas: Estimates of income by age of householder

The estimated home price and rent ranges are irregular because they are mapped to the affordability levels of the Census income level categories. For instance, an affordable home for those in the lowest income category (less than \$15,000) would have to cost \$90,000 or less. Affordable rent for someone in this category would be \$400 or less.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5% (significantly more than the current rate, but in line with historic norms), with 15% down payment. These assumptions are designed to represent prudent lending and borrowing levels for ownership households. The 30-year mortgage commonly serves as the standard. In the 2000's, down payment requirements fell significantly, but standards have tightened somewhat since the 2008/9 credit crisis. While 20% is often cited as the standard for most buyers, it is common for homebuyers, particularly first-time buyers, to pay significantly less than this using available programs.

Interest rates are subject to disruption from national and global economic forces, and therefore impossible to forecast beyond the short term. The 5% used here is roughly the average 30-year rate over the last 20 years. The general trend has been falling interest rates since the early 1980's, but coming out of the recent recession, many economists believe that rates cannot fall farther and must begin to climb as the Federal Reserve raises its rate over the coming years.

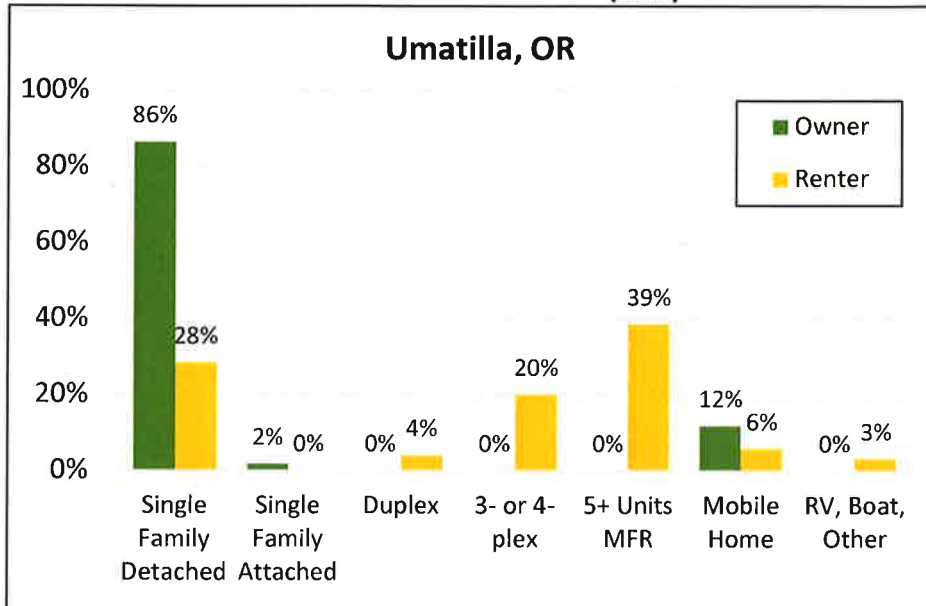
CURRENT HOUSING INVENTORY

The profile of current housing demand (Figure 3.2) represents the preference and affordability levels of households. In reality, the current housing supply (Figure 3.3 below) differs from this profile, meaning that some households may find themselves in housing units which are not optimal, either not meeting the household's own/rent preference, or being unaffordable (requiring more than 30% of gross income).

A profile of current housing supply in Umatilla was estimated based on permit data from the City of Umatilla and Census data from the most recently available 2017 ACS, which provides a profile of housing types (single family, attached, mobile home, etc.), tenure, housing values, and rent levels. The 5-year estimates from the ACS were used because 3-year and 1-year estimates are not yet available for Umatilla geography.

- An estimated 52% of housing units are ownership units, while an estimated 48% of housing units are rental units. This is close to the estimated demand profile shown in Figure 3.2, which forecasted a slightly higher ownership rate. (The inventory includes vacant units, so the breakdown of ownership vs. rental does not exactly match the tenure split of actual households.)
- 86% of ownership units are detached homes, and 12% are mobile homes. 34% of rental units are either single family homes or mobile homes, and 38% are in structures of 5 units or more.
- Of total housing units, an estimated 59% are detached homes, 9% are mobile homes, while 31% are some sort of attached type. There are a small share of households living in RV units.
- The affordability of different unit types is an approximation based on Census data on the distribution of housing units by value (ownership) or gross rent (rentals).
- Ownership housing found at the lower end of the value spectrum generally reflect mobile homes, older, smaller homes, or homes in poor condition on small or irregular lots. **It is important to note that these represent estimates of current property value or current housing cost to the owner, not the current market pricing of homes for sale in the city.** These properties may be candidates for redevelopment when next they sell but are currently estimated to have low value.

FIGURE 3.3: PROFILE OF CURRENT HOUSING SUPPLY BY TYPE (2018)



Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS
 Census Tables: B25004, B25032, B25063, B25075 (2017 ACS 5-yr Estimates)

FIGURE 3.4: PROFILE OF CURRENT HOUSING SUPPLY, ESTIMATED AFFORDABILITY (2018)

Income Range	Ownership Housing		Rental Housing		Share of Total Units
	Affordable Price Level	Estimated Units	Affordable Rent Level	Estimated Units	
Less than \$15,000	\$0k - \$90k	169	\$0 - \$400	270	20%
\$15,000 - \$24,999	\$90k - \$130k	605	\$400 - \$600	257	38%
\$25,000 - \$34,999	\$130k - \$190k	230	\$600 - \$900	447	30%
\$35,000 - \$49,999	\$190k - \$210k	37	\$900 - \$1000	15	2%
\$50,000 - \$74,999	\$210k - \$340k	102	\$1000 - \$1600	66	8%
\$75,000 - \$99,999	\$340k - \$360k	0	\$1600 - \$1700	3	0%
\$100,000 - \$124,999	\$360k - \$450k	14	\$1700 - \$2100	9	1%
\$125,000 - \$149,999	\$450k - \$540k	6	\$2100 - \$2500	0	0%
\$150,000 - \$199,999	\$540k - \$710k	0	\$2500 - \$3300	0	0%
\$200,000+	\$710k +	9	\$3300 +	0	0%
	52%	1,173	48%	1,067	0% 10% 20% 30% 40%

Sources: PSU Population Research Center, Envirionics Analytics, Census, JOHNSON ECONOMICS
 This table is a synthesis of data presented in Figures 3.2 and 3.3.

COMPARISON OF CURRENT HOUSING DEMAND WITH CURRENT SUPPLY

A comparison of estimated current housing *demand* with the existing *supply* identifies the existing discrepancies between needs and the housing which is currently available.

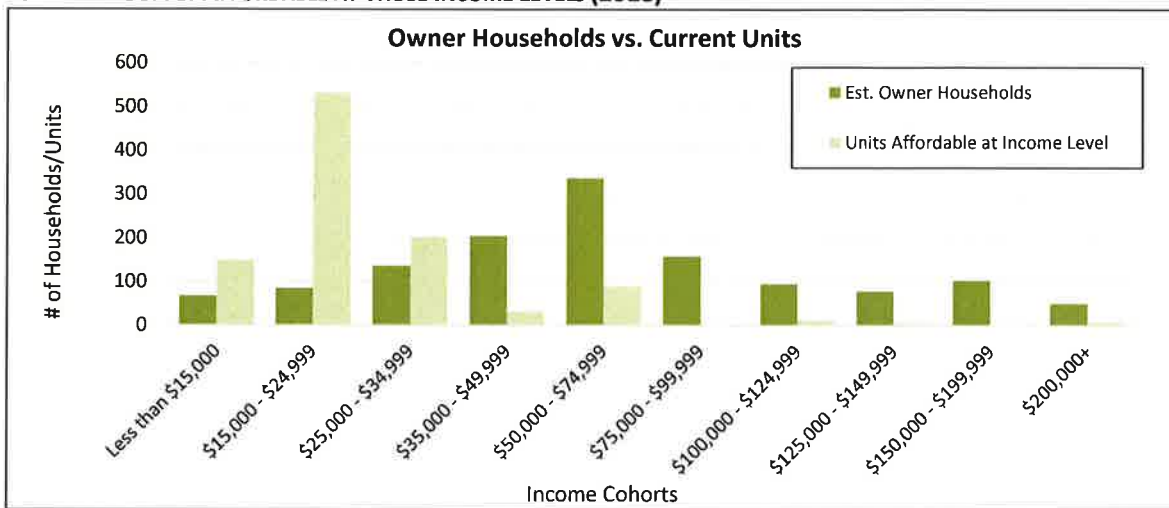
In general, this identifies that there is currently support for more ownership housing at price ranges above \$200,000. This is because most housing in Umatilla is clustered at the low to middle price points, while analysis of household incomes and ability to pay indicates that some could afford housing at higher price points.

The analysis finds that most rental units are currently found at the lower end of the rent spectrum, therefore the supply of units priced at \$900 or lower is estimated to be sufficient. This represents the current average rent prices in Umatilla, where most units can be expected to congregate. There is an indication that some renter households could support more units at higher rental levels. Rentals at more expensive levels generally represent single family homes for rent.

The estimated number of units and number of households is essentially even.

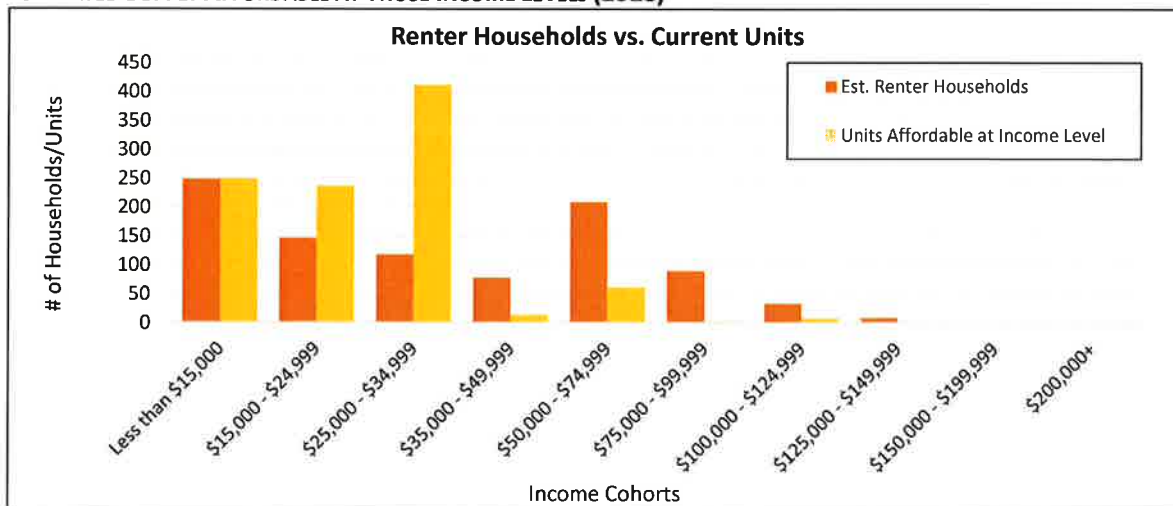
Figures 3.5 and 3.6 present this information in chart form, comparing the estimated number of households in given income ranges, and the supply of units currently affordable within those income ranges. The data is presented for owner and renter households.

FIGURE 3.5: COMPARISON OF OWNER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2018)



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

FIGURE 3.6: COMPARISON OF RENTER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2018)



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

Those price and rent segments which show a “surplus” in Figures 3.5 and 3.6 are illustrating where current property values and market rent levels are in Umatilla. Housing prices and rent levels will tend to congregate around those price levels. These levels will be too costly for some (i.e. require more than 30% in gross income) or “too affordable” for others (i.e. they have income levels that indicate they could afford more expensive housing if it were available). In general, these findings demonstrate that there are sufficient housing opportunities at lower price points than might be considered “affordable” for many owner or renter households. While the community may be able to support some new single-family housing at a higher price point, or newer units at a higher rent point.

* * *

The findings of current need form the foundation for projected future housing need, presented in a following section.

IV. FUTURE HOUSING NEEDS - 2039 (CITY OF UMATILLA)

The projected future (20-year) housing profile (Figure 4.1) in the study area is based on the current housing profile (2018), multiplied by an assumed projected future household growth rate. The projected future growth is the official forecasted annual growth rate (1.73%) for 2040 generated by the PSU Oregon Forecast Program. This rate is applied to the year 2039. (This represents a 20-year forecast period from the preparation of this report in 2019, though much of the most current data on population and current housing dated to 2018.)

FIGURE 4.1: FUTURE HOUSING PROFILE (2039)

PROJECTED FUTURE HOUSING CONDITIONS (2018 - 2039)		SOURCE
2018 Population (Minus Group Pop.)	7,079	PSU
Projected Annual Growth Rate	1.73% OR Population Forecast Program	PSU
2039 Population (Minus Group Pop.)	10,148 (Total 2039 Population - Group Housing Pop.)	
Estimated group housing population:	2,516 Share of total pop from Census	US Census
Total Estimated 2039 Population:	12,664	
Estimated Non-Group 2039 Households:	3,222 (2039 Non-Group Pop./Avg. Household Size)	
New Households 2018 to 2039	974	
Avg. Household Size:	3.15 Projected household size	US Census
Total Housing Units:	3,391 Occupied Units plus Vacant	
Occupied Housing Units:	3,222 (= Number of Non-Group Households)	
Vacant Housing Units:	170	
Projected Market Vacancy Rate:	5.0% (Vacant Units/ Total Units)	

Sources: PSU Population Research Center Oregon Population Forecast Program, Census, JOHNSON ECONOMICS LLC

*Projections are applied to estimates of 2018 population, household and housing units shown in Figure 1.1

The model projects growth in the number of non-group households over 20 years of roughly 975 households, with accompanying population growth of 3,830 new residents. (The number of households differs from the number of housing units, because the total number of housing units includes a percentage of vacancy. Projected housing unit needs are discussed below.)

PROJECTION OF FUTURE HOUSING UNIT DEMAND (2039)

The profile of future housing demand was derived using the same methodology used to produce the estimate of current housing need. This estimate includes current and future households, *but does not include a vacancy assumption. The vacancy assumption is added in the subsequent step.* Therefore the need identified below is the total need for actual households in occupied units (3,222).

The analysis considered the propensity of households at specific age and income levels to either rent or own their home, in order to derive the future need for ownership and rental housing units, and the affordable cost level of each. The projected need is for *all* 2039 households and therefore includes the needs of current households.

The price levels presented here use the same assumptions regarding the amount of gross income applied to housing costs, from 30% for low income households down to 20% for the highest income households.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5%, with 15% down payment. Because of the impossibility of predicting variables such as interest rates 20 years into the future, these assumptions were kept constant from the estimation of current housing demand. Income levels and price levels are presented in 2018 dollars.

Figure 4.2 presents the projected occupied future housing demand (current and new households, without vacancy) in 2039.

FIGURE 4.2: PROJECTED OCCUPIED FUTURE HOUSING DEMAND (2039)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$90k	92	Less than \$15,000	4.9%	4.9%
\$90k - \$130k	118	\$15,000 - \$24,999	6.4%	11.3%
\$130k - \$190k	192	\$25,000 - \$34,999	10.3%	21.7%
\$190k - \$210k	289	\$35,000 - \$49,999	15.6%	37.2%
\$210k - \$340k	476	\$50,000 - \$74,999	25.6%	62.9%
\$340k - \$360k	224	\$75,000 - \$99,999	12.1%	75.0%
\$360k - \$450k	135	\$100,000 - \$124,999	7.3%	82.2%
\$450k - \$540k	111	\$125,000 - \$149,999	6.0%	88.2%
\$540k - \$710k	146	\$150,000 - \$199,999	7.9%	96.1%
\$710k +	72	\$200,000+	3.9%	100.0%
Totals:	1,855		% of All:	57.6%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	360	Less than \$15,000	26.4%	26.4%
\$400 - \$600	213	\$15,000 - \$24,999	15.6%	42.0%
\$600 - \$900	173	\$25,000 - \$34,999	12.6%	54.6%
\$900 - \$1000	116	\$35,000 - \$49,999	8.5%	63.1%
\$1000 - \$1600	307	\$50,000 - \$74,999	22.4%	85.6%
\$1600 - \$1700	132	\$75,000 - \$99,999	9.6%	95.2%
\$1700 - \$2100	49	\$100,000 - \$124,999	3.6%	98.8%
\$2100 - \$2500	15	\$125,000 - \$149,999	1.1%	99.9%
\$2500 - \$3300	1	\$150,000 - \$199,999	0.1%	100.0%
\$3300 +	1	\$200,000+	0.0%	100.0%
Totals:	1,366		% of All:	42.4%

All Units
3,222

Sources: Census, Environics Analytics, JOHNSON ECONOMICS

It is projected that the homeownership rate in Umatilla will increase over the next 20 years to 58%, which would remain lower than the current statewide average (62%). The shift to older and marginally higher income households is moderate but is projected to increase the homeownership rate somewhat. At the same time, the number of lower income households seeking affordable rentals is also anticipated to grow.

COMPARISON OF FUTURE HOUSING DEMAND TO CURRENT HOUSING INVENTORY

The profile of occupied future housing demand presented above (Figure 4.2) was compared to the current housing inventory presented in the previous section to determine the total future need for *new* housing units by type and price range (Figure 4.3).

This estimate includes a vacancy assumption. As reflected by the most recent Census data, and as is common in most communities, the vacancy rate for rental units is typically higher than that for ownership units. An average vacancy rate of 5% is assumed for the purpose of this analysis. This analysis maintains the discrepancy between rental and ownership units going forward, so that the vacancy rate for rentals is assumed to be slightly higher than the overall average, while the vacancy rate for ownership units is assumed to be lower.

FIGURE 4.3: PROJECTED FUTURE NEED FOR NEW HOUSING UNITS (2039), UMATILLA

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	621	51	0	0	0	90	0	763	66.3%
Percentage:	81.4%	6.7%	0.0%	0.0%	0.0%	11.8%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	79	8	24	86	157	22	12	388	33.7%
Percentage:	20.4%	2.0%	6.1%	22.1%	40.5%	5.8%	3.1%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	701	59	24	86	157	113	12	1,151	100%
Percentage:	60.9%	5.1%	2.0%	7.4%	13.7%	9.8%	1.1%	100%	

Sources: PSU, City of Umatilla, Census, Environics Analytics, JOHNSON ECONOMICS

- The results show a need for 1,151 new housing units by 2039.
- Of the new units needed, roughly 66% are projected to be ownership units, while 34% are projected to be rental units. This is due to the forecast of a slightly higher homeownership rate in the future.

Needed Unit Types

The mix of needed unit types shown in Figure 4.3 reflects both past trends and anticipated future trends. Since 2000, detached single family units (including manufactured and mobile homes) have constituted nearly all of the permitted units in Umatilla. In keeping with development trends, and the buildable land available to Umatilla, single family units are expected to make up the greatest share of new housing development over the next 20 years.

- 61% of the new units are projected to be single family detached homes, while 28% is projected to be some form of attached housing, and 10% are projected to be mobile homes, and 1% are expected to be RV or other temporary housing.

- Single family attached units (townhomes on individual lots) are projected to meet 5% of future need. These are defined as units on separate tax lots, attached by a wall but separately metered, the most common example being townhome units.
- Duplex through four-plex units are projected to represent nearly 10% of the total need. Duplex units would include a detached single family home with an accessory dwelling unit on the same lot, or with a separate unit in the home (for instance, a rental basement unit.)
- 14% of all needed units are projected to be multi-family in structures of 5+ attached units.
- 10% of new needed units are projected to be mobile home units, which meet the needs of some low-income households for both ownership and rental.
- Of ownership units, 81% are projected to be single-family homes, and 12% mobile homes. Nearly 7% are projected to be attached single-family housing
- About 70% of new rental units are projected to be found in new attached buildings, with over 40% projected in rental properties of 5 or more units, and 28% in buildings of two to four units.

Needed Affordability Levels

- The needed affordability levels presented here are based on current 2018 dollars. Over time, incomes and housing costs will both inflate, so the general relationship projected here is expected to remain unchanged.
- The future needed affordability types (2039) reflect the same relationship shown in the comparison of current (2018) need and supply (shown in Figure 3.4). Generally, based on income levels there is a shortage of units in the lowest pricing levels for renter households.
- Figure 4.3 presents the *net NEW* housing unit need over the next 20 years. However, there is also a *current* need for more affordable units. In order for all households, current and new to pay 30% or less of their income towards housing in 2039, more affordable rental units would be required. This indicates that some of the current supply, while it shows up as existing available housing, would need to become less expensive to meet the needs of current households.
- There is a finding of some new need at the lowest end of the rental spectrum (\$400 and less).
- Projected needed *ownership* units show that the supply at the lowest end of the spectrum is currently sufficient. (This reflects the estimated *value* of the total housing stock, and not necessarily the average pricing for housing currently for sale.) And the community could support more some housing at higher price points, mostly in ranges above \$200,000.
- Figure 4.4 presents estimates of need at key low-income affordability levels in 2018 and new need. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and Community Services for Umatilla County, and the recent City of Umatilla Income Survey (2018). An estimated 56% of households qualify as at least “low income” or lower on the income scale, while 16% of household qualify as “extremely low income”. (The income survey used a different terminology of “low and moderate income” for these same income segments.)

FIGURE 4.4: PROJECTED NEED FOR HOUSING AFFORDABLE AT LOW INCOME LEVELS, UMATILLA

Affordability Level	Income Level		Current Need (2018)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$16,650	354	16%	153	13%
Very Low Income	50% AMI	\$27,600	613	27%	266	23%
Low Income	80% AMI	\$44,160	1,256	56%	545	47%

Sources: OHCS, Envirionics Analytics, JOHNSON ECONOMICS

* Income levels are based on OHCS guidelines for a family of four.

Agricultural Worker Housing

The State of Oregon identifies 58 units dedicated agricultural workforce housing located in four properties the city of Umatilla. This is an estimated 2.6% of the current housing supply.

Assuming that this segment of housing grows at a similar rate to all housing types, this implies a 2039 total of 88 units for the agricultural workforce, or addition of 30 units in this time.

At the same time, the State estimates numbers of migrant and seasonal farm workers (MSFW) in Umatilla County far in excess of the number of units available dedicated to this population. It is fair to estimate that the city of Umatilla, and the rest of the county, could support as much of this housing as can practically be developed given resource limitations. Therefore, continued support for such housing is appropriate.

V. RECONCILIATION OF FUTURE NEED (2039) & LAND SUPPLY (CITY OF UMATILLA)

This section summarizes the results of the Buildable Lands Inventory (BLI). The BLI is presented in detail in an accompanying memo to this report.

The following table present the estimated new unit capacity of the buildable lands identified in the City of Umatilla UGB. There is a total remaining capacity of 3,493 units of different types within the study area. Much of this capacity is within the single family and medium density residential zones.

FIGURE 5.1: ESTIMATED BUILDABLE LANDS CAPACITY BY ACREAGE AND NO. OF UNITS (2019)

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres				Housing Unit Capacity			
		Partially Vacant	Vacant	Total	Share of Total	Partially Vacant	Vacant	Total	Share of Total
Umatilla									
DR: Downtown Residential	18	0	4	4	0%	0	41	41	1%
F-2: General Rural	0.05	1	40	41	3%	0	1	1	0%
R-1: Agricultural Residential	0.25	163	63	226	18%	20	4	24	1%
R1: Single-Family Residential	5	11	558	569	45%	34	2,017	2,051	59%
R-1A: Two Acre Residential	0.5	117	36	153	12%	25	12	37	1%
R2: Medium Density Residential	8	3	200	203	16%	14	1,150	1,164	33%
R-2: Suburban Residential	1	36	1	37	3%	16	0	16	0%
R3: Multi-Family Residential	18	5	5	10	1%	60	70	130	4%
R-3: Urban Residential	5	5	5	10	1%	17	12	29	1%
Subtotal		340	912	1,253	--	186	3,307	3,493	--

Source: Angelo Planning Group

The following tables summarize the forecasted future unit need for Umatilla. These are the summarized results from Section IV of this report.

FIGURE 5.2: SUMMARY OF FORECASTED FUTURE UNIT NEED (2039)

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	701	59	24	86	157	113	12	1,151	100%
Percentage:	60.9%	5.1%	2.0%	7.4%	13.7%	9.8%	1.1%	100%	

Sources: PSU Population Research Center, Census, Johnson Economics

Comparison of Housing Need and Capacity

There is a total forecasted need for roughly 1,150 units over the next 20 years based on the PSU forecasted growth rate. This is well below the estimated capacity of nearly 3,500 units. As Figure 5.3 below demonstrates, there is sufficient capacity to accommodate all projected new unit types. After this need is accommodated, there is an estimated remaining capacity of over 2,100 additional units, mostly in the high-density residential zone.

The following table shows the same comparison, converting the forecasted residential need and capacity by acres, rather than units. There is a projected need for 193 acres of new residential development, but a buildable capacity of 1,253 acres.

FIGURE 5.3: COMPARISON OF FORECASTED FUTURE LAND NEED (2039) WITH AVAILABLE CAPACITY

<u>LAND INVENTORY VS. LAND NEED</u>	Unit Type			<u>TOTAL</u>
	Single Family Detached	Medium-Density Attached	Multi-Family	
Buildable Land Inventory (Acres):	1,036	203	14	1,253
Estimated Land Need (Acres):	163	21	9	193
<i>Land Surplus (Inventory - Need:)</i>	<i>873</i>	<i>182</i>	<i>5</i>	<i>1,060</i>

Sources: Angelo Planning Group, Johnson Economics

FINDING: There is currently sufficient buildable capacity within Umatilla to accommodate projected need. The character of this supply can help guide housing policy and strategy recommendations to be included in subsequent reports and ultimately integrated in the City’s updated Comprehensive Plan.

HOUSING STRATEGIES REPORT

CITY OF UMATILLA, OREGON

FINAL



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This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

1. Introduction and Overview

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of Umatilla is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages and specific needs. Towards that end, the City participated in the 2019 West Umatilla County Housing Study project with the Cities of Echo and Stanfield. The Housing Study included two reports, a Housing and Residential Land Needs Assessment and a Residential Buildable Lands Inventory (BLI). Findings from these reports can be used to inform future amendments to the City's Comprehensive Plan and Zoning Ordinance to support housing needs, consistent with Statewide Planning Goal 10 (Housing). Goal 10 states that the City must:

“encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”

This report includes the following information intended to help the City update its Comprehensive Plan:

- Findings associated with existing and future housing needs that can be incorporated into narrative sections of the City's Comprehensive Plan.
- Recommended new or updated Comprehensive Plan policies for housing.
- Recommended measures that the City can consider in the future and use to help meet future housing needs.

The first two elements above have been drafted for incorporation into the City's Comprehensive Plan Housing Element as part of a subsequent legislative update. This report, the Housing and Residential Land Needs Assessment, and the Residential BLI can be referenced in the Comprehensive Plan as technical, ancillary documents that support the housing-related findings and policy direction in the Comprehensive Plan.

This report, along with the accompanying Housing and Residential Land Needs Assessment and the BLI maps, was prepared in coordination with Umatilla City staff and a Project Advisory committee that included representatives from the regional real estate and development community. Members of the community also provided input on existing conditions, opportunities, and constraints related to housing and the findings of the draft reports at two public open houses. The project was funded by a grant from the Oregon Department of Land Conservation and Development (DLCD) and DLCD staff participated in managing the grant and reviewing materials prepared for the project.

2. Housing Conditions and Trends (Comprehensive Plan Findings)

The following is introductory information, a summary of data and findings from the Housing and Residential Land Needs Assessment Report, and a brief summary of potential housing strategies that can ultimately be incorporated into the Umatilla Comprehensive Plan as supporting narrative for Chapter 10 - Housing. Unless otherwise noted, the following findings refer to the Umatilla Urban Growth Boundary (UGB) area, not the city limits.

INTRODUCTION

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of Umatilla is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages, and specific needs. The City does this primarily by regulating residential land uses within the City, as well as working with and supporting non-profit and market rate developers and other housing agencies in developing needed housing.

The City sought and received grant funding from the State of Oregon in 2019 to undertake a Housing Needs Analysis project and to proactively plan for future housing needs in Umatilla. The City has undertaken and will continue to implement and update a variety of activities to meet current and future housing needs:

- Conduct and periodically update an analysis of current and future housing conditions and needs. The City most recently conducted this analysis in 2019 through the Housing Needs Analysis planning project. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Housing and Residential Land Need Assessment Report.
- Conduct and periodically update an inventory of buildable residential land (BLI) to ensure that the City has an adequate supply of land zoned for residential use to meet projected future needs. The City most recently conducted this analysis in 2019. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Buildable Lands Inventory Report.
- Adopt and amend, as needed, a set of housing-related Comprehensive Plan policies to address future housing needs.
- Regularly update and apply regulations in the City's Zoning and Subdivision Ordinances to meet housing needs identified in the Comprehensive Plan and supporting documents.
- Implement additional strategies to address housing needs in partnership with State and County agencies and other housing organizations. Potential strategies are described in more detail in the 2019 City of Umatilla Housing Strategies Report.

The remainder of this chapter summarizes these topics in more detail.

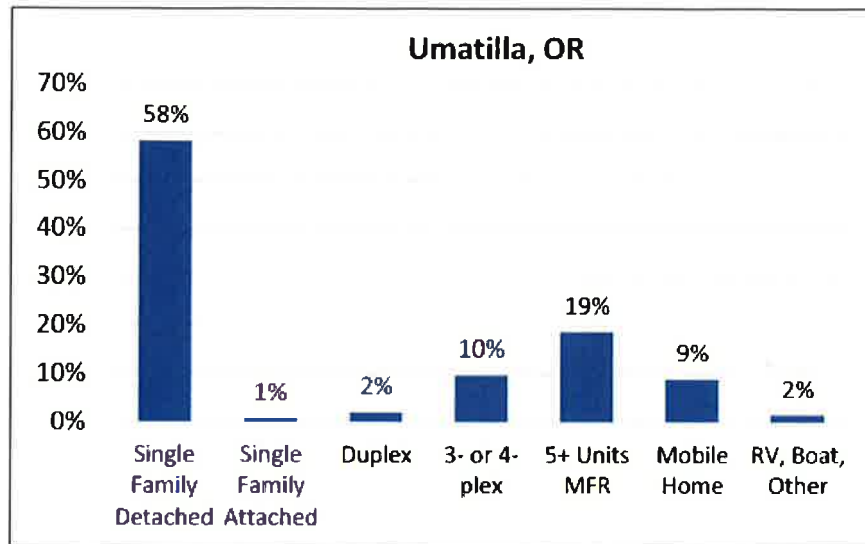
DEMOGRAPHIC CONDITIONS AND TRENDS

- Umatilla is a City of an estimated 7,320 people (City), and 8,834 people (UGB), located in Umatilla County in Northeastern Oregon. An estimated 17% of the population in the UGB lives outside the city limits.
- Umatilla has experienced rapid growth, growing over 47% in population since 2000. In contrast, Umatilla County and the state experienced population growth of 14% and 21% respectively. The City of Hermiston grew 37% over this period. (US Census and PSU Population Research Center).
- Umatilla's population is forecasted to grow to 12,664 by 2039, an increase of 3,830 people, or about 43% from the 2018 population estimate.
- The Umatilla was home to an estimated 2,247 households in 2018, an increase of roughly 550 households since 2000. The percentage of families fell slightly between 2000 and 2018 from 78% to 74% of all households. The City has a larger share of family households than Umatilla County (68%) and the state (63%).
- Umatilla's estimated average household size is 3.15 persons, holding stable since 2000. This is higher than the Umatilla County average of 2.67 and the statewide average of 2.47.

HOUSING CONDITIONS AND TRENDS

- **Housing Tenure.** Umatilla has a close to even divide between owner households than renter households. The 2017 American Community Survey estimates that 51% of occupied units were owner occupied, and 49% renter occupied. The ownership rate in Umatilla has fallen from 60% since 2000. During this period the statewide rate fell from 64% to 62%. Nationally, the homeownership rate has nearly reached the historical average of 65%, after the rate climbed from the late 1990's to 2004 (69%). The estimated ownership rate is higher in Umatilla County (66%) and statewide (61%).
- **Housing Stock.** Umatilla UGB had an estimated 2,240 housing units in 2018, with a very low estimated vacancy rate (includes ownership and rental units). Figure 1 shows the estimated number of units by type in 2017. Detached single-family homes represent an estimated 58% of housing units. Units in larger apartment complexes of 5 or more units represent 19% of units, and other types of attached homes represent an additional 13% of units. Note that in this analysis attached homes, or "attached single family" housing types generally includes townhomes, some condo flats, and complexes which are separately metered. Mobile homes represent 9% of the inventory.

Figure 1. Estimated Share of Units, By Property Type, 2017



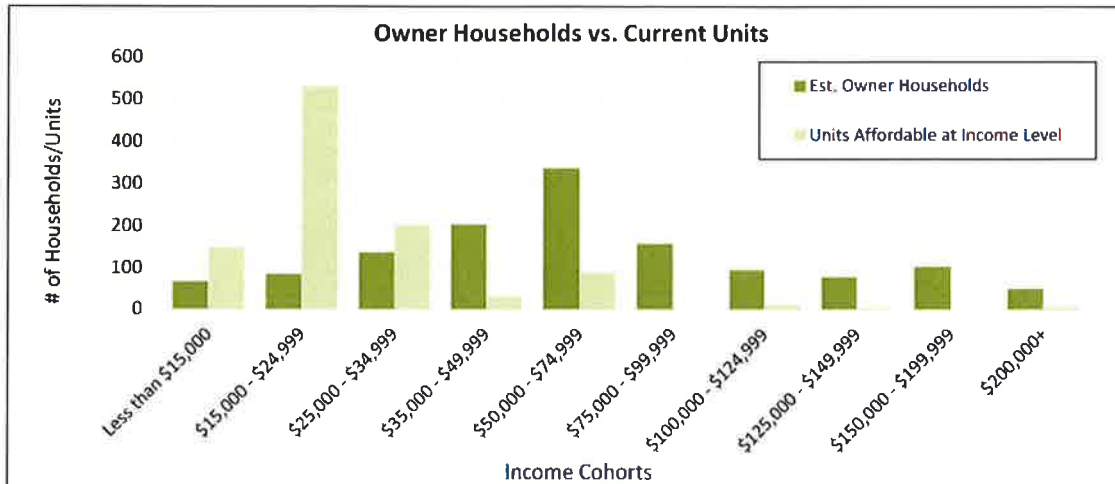
SOURCE: City of Umatilla, Census ACS 2017

CURRENT HOUSING NEEDS

A comparison of estimated current housing demand with the existing supply identifies the existing discrepancies between needs and the housing that is currently available. Figures 2 and 3 compare the estimated number of households in given income ranges, and the supply of units currently affordable within those income ranges. The data is presented for owner and renter households.

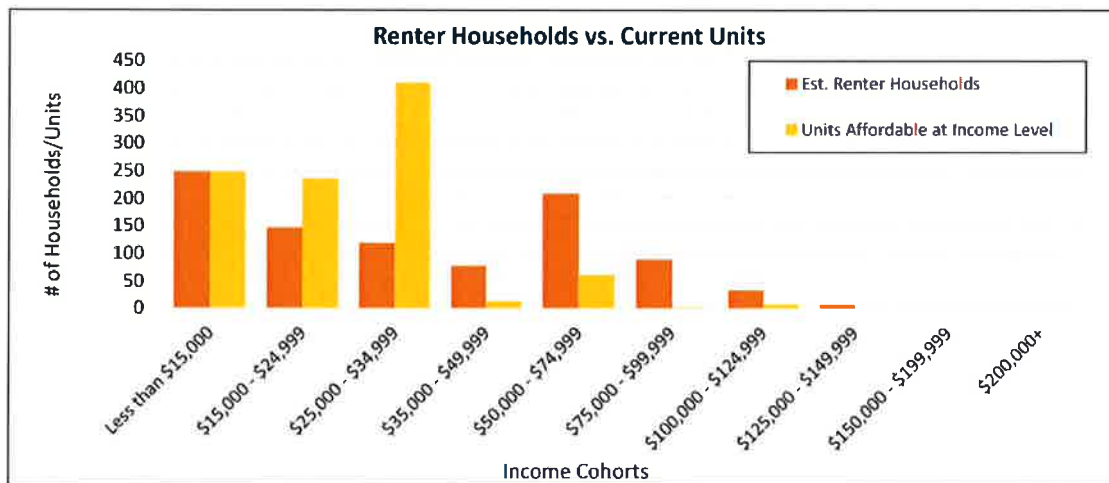
- In general, this identifies that there is currently support for more ownership housing at price ranges above \$200,000. This is because most housing in Umatilla is clustered at the low to middle price points, while analysis of household incomes and ability to pay indicates that some could afford housing at higher price points.
- The analysis finds that most rental units are currently found at the lower end of the rent spectrum, therefore the supply of units priced at \$900 or lower is estimated to be sufficient. This represents the current average rent prices in Umatilla, where most units can be expected to congregate. There is an indication that some renter households could support more units at higher rental levels. Rentals at more expensive levels generally represent single family homes for rent.
- In general, these findings demonstrate that there are sufficient housing opportunities at lower price points than might be considered “affordable” for many owner or renter households, while the community may be able to support some new single-family housing at a higher price point, or newer units at a higher rent point.

Figure 2. Comparison of Owner Household Income Groups to Estimated Supply Affordable at Those Income Levels



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

Figure 3. Comparison of Renter Household Income Groups to Estimated Supply Affordable at Those Income Levels



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

PROJECTED HOUSING NEEDS

The projected future (20-year) housing profile in the study area is based on the current housing profile (2018), multiplied by an assumed projected future household growth rate. The projected future growth is the official forecasted annual growth rate (1.73%) for 2040 generated by the PSU Oregon Forecast Program. This rate is applied to the year 2039. The profile of occupied future housing demand was

compared to the current housing inventory to determine the total future need for new housing units by type and price range.

- Figure 4 shows a projected increase of 58% in homeownership rates in Umatilla over the next 20 years, which would remain lower than the current statewide average (62%). The shift to older and marginally higher income households is moderate but is projected to increase the homeownership rate somewhat. At the same time, the number of lower income households seeking affordable rentals is also anticipated to grow.
- As shown in Figure 5, the results show a need for 1,151 new housing units by 2039. Of the new units needed, roughly 66% are projected to be ownership units, while 34% are projected to be rental units. This is due to the forecast of a slightly higher homeownership rate.
- In keeping with development trends, and the buildable land available to Umatilla, single family units are expected to make up the greatest share of new housing development over the next 20 years. 61% of the new units are projected to be single family detached homes, while 28% is projected to be some form of attached housing, and 10% are projected to be mobile homes, and 1% are expected to be RV or other temporary housing.
- There is new need at the lowest end of the rental spectrum (\$400 and less).
- Projected needed ownership units show that the supply at the lowest end of the spectrum is currently sufficient. (This reflects the estimated value of the total housing stock, and not necessarily the average pricing for housing currently for sale.) And the community could support more housing at higher price points, mostly in ranges above \$200,000

Figure 4 Projected Occupied Future Housing Demand by Income Level (2039)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$90k	92	Less than \$15,000	4.9%	4.9%
\$90k - \$130k	118	\$15,000 - \$24,999	6.4%	11.3%
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\$710k +	72	\$200,000+	3.9%	100.0%
Totals:	1,855		% of All:	57.6%

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Rent Level	# of Households	Income Range	% of Total	Cumulative
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\$600 - \$900	173	\$25,000 - \$34,999	12.6%	54.6%
\$900 - \$1000	116	\$35,000 - \$49,999	8.5%	63.1%
\$1000 - \$1600	307	\$50,000 - \$74,999	22.4%	85.6%
\$1600 - \$1700	132	\$75,000 - \$99,999	9.6%	95.2%
\$1700 - \$2100	49	\$100,000 - \$124,999	3.6%	98.8%
\$2100 - \$2500	15	\$125,000 - \$149,999	1.1%	99.9%
\$2500 - \$3300	1	\$150,000 - \$199,999	0.1%	100.0%
\$3300 +	1	\$200,000+	0.0%	100.0%
Totals:	1,366		% of All:	42.4%

All Units
3,222

Sources: Census, Environics Analytics, JOHNSON ECONOMICS

Figure 5. Projected Future Need for NEW Housing Units (2039), Umatilla

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	621	51	0	0	0	90	0	763	66.3%
Percentage:	81.4%	6.7%	0.0%	0.0%	0.0%	11.8%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	79	8	24	86	157	22	12	388	33.7%
Percentage:	20.4%	2.0%	6.1%	22.1%	40.5%	5.8%	3.1%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	701	59	24	86	157	113	12	1,151	100%
Percentage:	60.9%	5.1%	2.0%	7.4%	13.7%	9.8%	1.1%	100%	

Sources: PSU, City of Umatilla, Census, Environics Analytics, JOHNSON ECONOMICS

- Figure 6 presents estimates of need at key low-income affordability levels in 2018 and new need. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and Community Services for Umatilla County, and the recent City of Umatilla Income Survey (2018). An estimated 56% of households qualify as at least “low income” or lower on the income scale, while 16% of household qualify as “extremely low income”. (The income survey used a different terminology of “low and moderate income” for these same income segments.)

Figure 6. Projected Need for Housing Affordable at Low Income Levels, Umatilla

Affordability Level	Income Level		Current Need (2018)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$16,650	354	16%	153	13%
Very Low Income	50% AMI	\$27,600	613	27%	266	23%
Low Income	80% AMI	\$44,160	1,256	56%	545	47%

Sources: OHCS, Environics Analytics, JOHNSON ECONOMICS

* Income levels are based on OHCS guidelines for a family of four.

AGRICULTURAL WORKER HOUSING

The State of Oregon identifies 58 units dedicated agricultural workforce housing located in four properties the City of Umatilla. This is an estimated 2.6% of the current housing supply.

Assuming that this segment of housing grows at a similar rate to all housing types, this implies a 2039 total of 88 units for the agricultural workforce, or addition of 30 units in this time.

At the same time, the State estimates numbers of migrant and seasonal farm workers (MSFW) in Umatilla County far in excess of the number of units available dedicated to this population. It is fair to estimate that the City of Umatilla, and the rest of the county, could support as much of this housing as can practically be developed given resource limitations. Therefore, continued support for such housing is appropriate.

COMPARISON OF PROJECTED NEED AND BUILDABLE LAND SUPPLY

The projected housing needs were compared with the supply of buildable residential land within the City of Umatilla UGB.

- Figure 7 presents the estimated new unit capacity of the buildable lands identified in the City of Umatilla UGB. There is a total remaining capacity of 3,493 units of different types within the study area. Much of this capacity is within the single family and medium density residential zones.
- There is a total forecasted need for roughly 1,150 units over the next 20 years based on the PSU forecasted growth rate. This is well below the estimated capacity of nearly 3,500 units. There is sufficient capacity to accommodate all projected new unit types. After this need is accommodated, there is an estimated remaining capacity of over 2,100 additional units, mostly in the high-density residential zone.
- Figure 8 shows forecasted residential need and capacity by acres, rather than units. There is a projected need for 193 acres of new residential development, but a buildable capacity of 1,253

acres. There is currently sufficient buildable capacity within Umatilla to accommodate projected need.

For more detail on these findings please refer to the Housing and Residential Land Needs Assessment Report and the Buildable Lands Inventory (BLI) maps prepared for the City.

Figure 7. Estimated Buildable Lands Capacity by Acreage and No. of Units (2019)

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres				Housing Unit Capacity			
		Partially Vacant	Vacant	Total	Share of Total	Partially Vacant	Vacant	Total	Share of Total
DR: Downtown Residential	18	0	4	4	0%	0	41	41	2%
F-2: General Rural	0.05	1	40	41	3%	0	1	1	0%
R-1: Agricultural Residential	0.25	163	63	226	18%	20	4	24	1%
R1: Single-Family Residential	5	11	558	569	45%	34	2,017	2,051	58%
R-1A: Two Acre Residential	0.5	117	36	153	12%	25	12	37	1%
R2: Medium Density Residential	8	3	200	203	16%	14	1,150	1,164	33%
R-2: Suburban Residential	1	36	1	37	3%	16	0	16	0%
R3: Multi-Family Residential	18	5	5	10	1%	60	70	130	4%
R-3: Urban Residential	5	5	5	10	1%	17	12	29	1%
Subtotal		340	912	1,253	--	186	3,307	3,493	--

Figure 8. Comparison of Forecasted Future Land Need (2039) with Available Capacity

LAND INVENTORY VS. LAND NEED	Unit Type			TOTAL
	Single Family Detached	Medium-Density Attached	Multi-Family	
Buildable Land Inventory (Acres):	1,036	203	14	1,253
Estimated Land Need (Acres):	163	21	9	193
Land Surplus (Inventory - Need:)	873	182	5	1,060

Sources: Angelo Planning Group, Johnson Economics

STRATEGIES TO ACCOMMODATE FUTURE HOUSING NEEDS

The Housing and Residential Land Needs Assessment conducted for the City in 2019 indicated that the City had an adequate supply of buildable residential land within its urban growth boundary (UGB) to meet projected housing needs during the next 20 years. If population growth occurs at a faster rate than projected at that time, the City could find that the land supply is less than projected and additional land for residential uses may be needed in the future.

Although the City is not anticipated to need to expand its UGB during the planning period, it can continue to consider and implement a variety of strategies in the future to further provide opportunities for a wide range of housing choices, efficient land use, and development of housing affordable to people with low and moderate incomes. For the planning purposes, “affordable housing” is defined as housing that is affordable to a household that spends 30% or less of its income on housing, including rent or mortgage payments and utilities. Households with low incomes are those who make 80% or less of median household income. Those with moderate incomes make 81-95% of median household income.

The City is already implementing a variety of land use and other strategies that help provide for a wide range of housing options in Umatilla. Potential strategies either not already being undertaken by the City, or with the potential to be strengthened or enhanced, are summarized in the following table. The ability to implement them will depend on available resources, community priorities and other factors.

These strategies are described in more detail in the Housing Strategies Report prepared by the City as part of its Housing Needs Analysis project in 2019.

Table 1. Overview of Recommended Housing Strategies

Potential Strategies	Primary Goal(s)
Land Supply and Regulatory Strategies	
<p>1. Urban Growth Boundary (UGB) Amendment or Adjustment (Swap) If there is a deficit of residential land and efficiency measures have been adopted to utilize existing land within the UGB, an expansion may be warranted. If land within the existing UGB is less suitable for residential development than other land outside the UGB, the City could apply to modify the UGB boundary to swap these lands.</p>	Expand the supply of land available for housing.
<p>2. Rezone Land Rezone land from a non-residential zone to a residential zone if there is a deficit of residential land and surplus of commercial, industrial, or other non-residential land. Rezone land from one residential zone to another residential zone to address a deficit in a certain density range or housing type.</p>	Expand the supply of land available for housing.
<p>3. Increase Allowed Density in Existing Zones Increase the allowed density or reduce the minimum allowed size of lots in one or more zones to allow for more compact development and/or a wider range of housing types in specific areas.</p>	Use residential land efficiently, encourage diversity of housing types.
<p>4. Establish Minimum Density Standards In order to ensure that land in medium or higher density zones is not consumed by lower density development, the City could consider adopting minimum density requirements.</p>	Use residential land efficiently, encourage diversity of housing types.
<p>5. Code Updates to Support a Variety of Housing Types Zoning code and other regulatory amendments to increase housing choices and reduce barriers to development for accessory dwelling units (ADUs), cottage clusters, townhomes, and other “missing middle” housing types.</p>	Encourage diversity of housing types.
<p>6. Reduce Unnecessary Barriers to Housing Development Some regulations may constrain housing development to a degree that the corresponding public benefits of the regulation do not outweigh the effect on housing development. These regulations may include off-street parking requirements, architectural design standards, landscaping standards, or other development standards such as setbacks and height regulation</p>	Reduce housing development costs and barriers.
<p>7. Regulatory Incentives for Affordable or Workforce Housing Creates incentives to developers to provide a community benefit (such as affordable housing), in exchange for ability to build a project that would not otherwise be allowed by the development code</p>	Reduce housing development costs and barriers, promote construction of new affordable housing
Incentives for Housing Development	
<p>1. System Development Charge (SDC) Reductions, Exemptions, or Deferrals Exemption or deferred payment of SDCs for affordable housing. Can be applied to regulated affordable housing and/or specific housing types (such as ADUs).</p>	Reduce housing development costs and barriers.

2. Expedited Development Review

Variety of strategies to reduce review and processing times for regulated affordable housing development, such as formally adopting shortened review timelines for applications or giving priority in scheduling hearings and meetings with staff.

Reduce housing development costs and barriers.

3. Tax Exemptions and Abatements

Tax exemptions or abatements offer another financial incentive to developers that can improve the long-term economic performance of a property and improve its viability. This can be a substantial incentive, but the City will forego taxes on the property, generally for ten years. Other taxing jurisdictions are not included, unless they agree to participate. Tax exemption programs are authorized by the state for specific purposes: Vertical Housing; Multiple-Unit Housing; Non-Profit Low-Income Housing.

Reduce housing development costs and barriers.

Funding Sources and Uses

1. Public-Private Partnerships (PPPs) and Community Land Trusts

Arrangements between public and private entities to create more and/or affordable housing. PPPs can promote a variety of affordable housing programs or projects and include partnerships from multiple entities (public, private, and non-profit). A Community Land Trust is a model wherein a community organization owns land and provides long-term leases to low or moderate income households to purchase the homes on the land, agreeing to purchase prices, resale prices, equity capture, and other terms.

Promote construction of new affordable housing.

2. Land Acquisition and Banking

- Land acquisition is a tool to secure sites for affordable housing. Public agencies can identify locations where prices are going up and acquire land before the market becomes too competitive, with the intention to use the land for affordable housing.
- Land banking is the acquisition and holding of properties for extended periods without immediate plans for development, but with the intent that properties eventually be developed for affordable housing. Land banks are often quasi governmental entities created by municipalities to effectively manage and repurpose an inventory of underused, abandoned, or foreclosed property.

Reduce housing development costs and barriers, promote construction of new affordable housing.

3. Construction Excise Tax

Adopt a tax on new construction of between 1 and 3% to help pay for other affordable housing strategies identified here. The tax is a one-time tax assessed on new construction. State law requires it to be spent on specific types of programs and activities.

Provide source of funding for other affordable housing programs.

4. Tenant Protection Programs and Policies

Local regulations and enforcement programs that provide protections for tenants of existing affordable housing and low cost market rate housing against evictions, excessive rent increases, discrimination, and health and safety violations.

Protect affordable units and reduce displacement

5. Subsidized Affordable Housing

Subsidized affordable housing is most often offered through a government or non-profit agency that has established the provision of housing to low-income households as part of their stated mission. Like many communities across the state, the cities of Umatilla County have a significant unmet need for more affordable rental housing. The incentives and tools discussed in this report can be used by cities to provide some funding or cost reductions to agencies that are building affordable housing.

Promote construction of new affordable housing.

6. Financial Assistance or Homebuyer Education Programs

A range of tools that can be used to maintain housing affordability or to help keep residents in their homes. Possible tools include rent assistance, home buyer education classes, loans for homeowners, or assistance to low-cost apartment owners for repairs and upgrades.

Protect affordable units, reduce displacement, promote homeownership.

3. Comprehensive Plan Housing Policies

It is essential that the Comprehensive Plan of every city in Oregon include a robust set of policies directed at meeting the current and future housing needs of each community. The consultant team reviewed the Comprehensive Plan to assess whether it includes the following types of supportive policies:

- **Supports Statewide Planning Goal 10.** Comprehensive Plans typically do and should include a general policy that mirrors Statewide Planning Goal 10 (Housing), stating that the overall goal of the jurisdiction is to *“encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”*
- **Emphasizes affordable housing needs.** Given that meeting the needs of low and moderate income households often requires public intervention or subsidy, it is important to include policies emphasizing the needs of these households.
- **Supports partnerships.** Most Comprehensive Plan housing elements include policies aimed at supporting other public agencies, non-profits and market rate developers who focus on meeting the needs of low and moderate income households and community members with special housing needs.
- **Encourages a variety of housing types.** In addition to a broad goal or policy about meeting a full range of housing needs, Plans often include policies noting the need for a variety of housing types, including single family attached housing, duplexes, triplexes, multi-family housing and townhomes, as well as less traditional forms of housing such as cottage cluster housing and accessory dwelling units.
- **Affirms Fair Housing goals.** Local governments are required to ensure that their housing policies and standards do not discriminate against or have adverse effects on the ability of “protected classes” to obtain housing, consistent with the federal Fair Housing Act.
- **Supports mixed use development.** Some Plans explicitly support the development of mixed use projects, which typically include upper story housing located above retail or commercial uses.
- **Supports accessory dwelling units.** Comprehensive Plans may include policies specifically referencing support for this form of housing. Recent Oregon legislation requires all cities above a certain size to allow for this form of housing outright in all zones where single-family detached housing is allowed.
- **Supports flexible zoning.** Some Plans include policies which emphasize the need for zoning to be flexible enough to meet a variety of housing needs and keep costs for such housing down, particularly for housing affordable to low and moderate income households.

- **Addresses land supply goals.** Many Comprehensive Plans include policies which reference the need to ensure that adequate land is zoned to meet identified housing needs, and to periodically update the jurisdiction’s inventory of such lands.
- **Supports maintenance and rehabilitation of existing housing.** Many comprehensive plans emphasize maintenance of existing housing stock as a method to prevent unsafe conditions and keep affordable housing available within the community.
- **Supports development of manufactured homes.** Oregon law requires that all zones that allow for “stick built” single family detached homes also allow for manufactured homes on individual lots. Each jurisdiction must also allow for manufactured home parks in at least one residential zone.
- **Regulates short term rentals.** Many communities, particularly those with high levels of tourism, regulate short-term rental housing to reduce its impact on the supply and affordability of long-term rental housing.

ASSESSMENT OF EXISTING GOAL 10 HOUSING POLICIES

The following housing policies are in the adopted Umatilla Comprehensive Plan Goal 10 Housing Element.

SECTION 10.9 HOUSING POLICIES

- 10.9.101 Future residential development will continue to provide prospective buyers with a variety of residential lot sizes greater than minimums, a diversity of housing types, and a range in prices.*
- 10.9.102 Building permits will not be issued until final plat approval has been given.*
- 10.9.103 Federal programs that provide monies for housing assistance will be utilized as needed.*
- 10.9.104 Housing to accommodate senior citizens will be located within easy walking distance of business and commercial areas.*
- 10.9.105 The City will re-assess Housing Needs at each Periodic Review. (Ord. 544)*

Table 2 is an evaluation of current Umatilla Housing Plan Policies, as compared to these policy topic areas. Table 2 also provides examples of policy language that can be used to amend or adopt new local policies. This initial assessment is intended to facilitate community discussion about housing and to help articulate City policy direction.

Table 2. Comprehensive Plan Policy Evaluation and Recommendation

Policy Topic	Existing Goal Language	Example Additional or Alternative Language to Consider
Supports Statewide Planning Goal 10.	N/A	The City will support Statewide Planning Goal 10, “encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type, and density.”
Emphasizes affordable housing needs	10.9.103: Federal programs that provide monies for housing assistance will be utilized as needed.	The City will emphasize affordable housing needs, given that meeting the needs of low and moderate income households often requires public interventions.
Supports partnerships	N/A	The City will maintain and/or develop partnerships aimed at supporting other public agencies, non-profits, and market rate developers who focus on meeting the needs of low and moderate income households and community members with special housing needs.
Encourages a variety of housing types	10.9.101: Future residential development will continue to provide prospective buyers with a variety of residential lot sizes greater than minimums, a diversity of housing types, and a range in prices.	A variety of housing types will be encouraged, including single family attached housing, duplexes, triplexes, multi-family housing and townhomes, as well as less traditional forms of housing such as cottage cluster housing and accessory dwelling units.
Supports mixed use development	N/A	Mixed use development will be supported. These developments typically include upper story housing located above retail or commercial uses.
Affirms Fair Housing Goals	10.9.104: Housing to accommodate senior citizens will be located within easy walking distance of business and commercial areas.	Fair housing goals will be supported to ensure that housing policies and standards do not discriminate against or have

Policy Topic	Existing Goal Language	Example Additional or Alternative Language to Consider
Supports ADUs	See 10.9.101	<p>adverse effects on the ability of “protected classes” to obtain housing, consistent with the federal Fair Housing Act.</p> <p>The City will allow and support the development of Accessory Dwelling Units in all residential zones in accordance with Oregon law. Accessory Dwelling Units are an important housing option that can help meet the need for affordable rental units, reduce housing costs for homeowners, and enable multi-generational living.</p>
Supports Flexible Zoning	N/A	<p>Flexible zoning will be utilized to respond to a variety of housing needs and keep the costs for such housing down, particularly for housing affordable to low and moderate income households.</p>
Addresses Land Supply Goals	10.9.105: The City will re-assess Housing Needs at each Periodic Review. (Ord. 544)	<p>Land supply goals will ensure that adequate land is zoned to meet identified housing needs, and to periodically update the jurisdiction’s inventory of such lands.</p>
Supports Development of Manufactured Homes	See 10.9.101	<p>Development of manufactured homes will be supported, as Oregon law requires that all zones that allow for “stick built” single family detached homes also allow for manufactured homes on individual lots.</p>
Supports maintenance and rehabilitation of existing housing	N/A	<p>Maintenance and rehabilitation of existing housing will be a method used to prevent unsafe conditions and keep affordable housing available within the community.</p>
Regulates Short Term Rentals	N/A	<p>Short term rentals will be regulated to reduce their impact on the supply and affordability of long-term housing.</p>

PROPOSED GOAL 10 HOUSING POLICIES

The following includes the proposed legislative amendments for Umatilla’s “adoption ready” Goal 10 Housing Element in the Comprehensive Plan:

~~SECTION 10.8 HOUSING FINDINGS~~

- ~~10.8.101 Housing should be developed in areas that reinforce and facilitate orderly and compatible community development.~~
- ~~10.8.102 The City should evaluate proposals for new housing construction in terms of the additional numbers of people with respect to impact on the natural environment, community services, utility support systems, projected housing needs, and the City’s capital improvement programming.~~
- ~~10.8.103 There is currently sufficient buildable capacity within Umatilla to accommodate projected need. The character of this supply can help guide housing policy.~~

[this section, along with Section 10.1 – Housing Background and Discussion, is proposed to be removed and replaced with the “Housing Conditions and Trends” content in Section 2 of this report]

SECTION 10.9 HOUSING POLICIES

- 10.9.101 Future residential development will continue to provide prospective buyers with a variety of residential lot sizes greater than minimums, a diversity of housing types, and a range in prices. A variety of housing types will be encouraged, including single-family attached housing, duplexes, triplexes, multi-family housing and townhomes, as well as less traditional forms of housing such as cottage cluster housing and accessory dwelling units.
- ~~10.9.102 Building permits will not be issued until final plat approval has been given.~~
- 10.9.102 Federal programs that provide monies for housing assistance will be utilized as needed. The City will emphasize affordable housing needs, given that meeting the needs of the low- and moderate-income households often requires public intervention or subsidy.
- 10.9.103 Housing to accommodate senior citizens will be located within easy walking distance of business and commercial areas. Fair Housing goals will be supported to ensure that housing policies and standards do not discriminate against or have adverse effects on the ability of “protected classes” to obtain housing, consistent with the federal Fair Housing Act.
- 10.9.104 The City will re-assess Housing Needs at each Periodic Review. (Ord. 544) Land Supply goals will ensure that adequate land is zoned to meet identified housing needs and the City will periodically update the inventory of residential lands to ensure that supply keeps pace with growth.
- 10.9.105 The City will support Statewide Planning Goal 10, “encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”

- 10.9.106 The City will allow for levels of residential density that encourage efficient use of the supply of residential land while maintaining compatibility with the character of existing neighborhoods and ensuring that appropriate standards are in place to mitigate the impacts of development.
- 10.9.107 The City will maintain and/or develop partnerships aimed at supporting other public agencies, non-profits and market rate developers who focus on meeting the needs of low and moderate income households and community members with special housing needs.
- 10.9.108 Mixed use development will be supported. These developments typically include upper story housing located above retail or commercial uses.
- 10.9.109 The City will allow and support the development of Accessory Dwelling Units in all residential zones. Accessory Dwelling Units are an important housing option that can help meet the need for affordable rental units, reduce housing costs for homeowners, and enable multi-generational living.
- 10.9.110 Flexible zoning will be utilized to respond to a variety of housing needs and keep costs for such housing down, particularly for housing affordable to low and moderate income households.
- 10.9.111 The City will periodically evaluate zoning and development code requirements for opportunities to lessen or eliminate unnecessary barriers to residential development and identify alternative regulatory approaches to achieving policy goals.
- 10.9.112 Maintenance and rehabilitation of existing housing will be a method used to prevent unsafe conditions and keep affordable housing available within the community.
- 10.9.113 The City will support development of manufactured home parks in appropriate locations in order to fulfill the need for this form of housing for people with lower or moderate incomes, consistent with state law.
- 10.9.114 Short term rentals will be regulated to reduce their impact on the supply and affordability of long-term rental housing.

4. Housing Measures

The consultant team has identified a variety of measures that the City can undertake to address current and future housing needs identified in the Housing and Residential Land Needs Assessment and BLI. Housing Needs Assessment and Buildable Lands Inventory reports. These measures have been organized into the following categories.

Land Supply and Regulatory Strategies

1. UGB Expansion or Adjustment (“Swap”)
2. Rezone Land
3. Increase Allowed Density in Existing Zones
4. Establish Minimum Density Standards
5. Code Updates to Support a Variety of Housing Types
6. Reduce Unnecessary Barriers to Housing Development
7. Regulatory Incentives for Affordable and Workforce Housing

Financial Incentives

1. System Development Charge Exemptions or Deferrals
2. Expedited Development Review
3. Tax Exemptions and Abatements

Funding Sources and Uses

1. Public-Private Partnerships (PPPs) and Community Land Trusts
2. Land Acquisition and Banking
3. Construction Excise Tax
4. Tenant Protection Programs and Policies
5. Subsidized Affordable Housing
6. Financial Assistance Programs

The remainder of this section describes these potential measures in more detail.

LAND SUPPLY AND REGULATORY STRATEGIES

1. Urban Growth Boundary Expansion or Adjustment (“Swap”)

UGB Expansion

The findings of our study do not indicate the need for a UGB expansion to accommodate projected housing needs in Umatilla between 2018 and 2038. However, in the long term, an expansion could be an option beyond the currently planning horizon or if growth rates increase beyond those currently projected. Prior to applying for a UGB expansion, the City would need to complete the following steps:

- Consider and adopt efficiency measures to ensure that land inside the UGB is being used efficiently. Many of the code update recommendations identified below are efficiency measures.
- Demonstrate that there is an insufficient supply of buildable land inside the UGB. Due to relatively low projected growth rates and new housing unit needs, the City likely will need to demonstrate that existing vacant or partially vacant land in the UGB cannot be served with public facilities.

UGB Adjustment (“Swap”)

Although the findings of the study do not demonstrate the need for a UGB expansion, anecdotally, the city has faced limitations on the current supply of buildable land because owners of large parcels are uninterested or unwilling to develop or sell their properties for future residential development. In small communities with a limited number of large developable properties, this can create a significant barrier to development, at least during the short and medium term. If owners hold onto their properties without a willingness to development over the longer term (e.g., decades), it effectively reduces the community’s supply of buildable land. At the same time, because property ownership and/or owners’ desires to develop can shift, the state of Oregon’s land use planning framework does not allow cities to exclude such land from their BLIs.

One way to address this situation is to remove such parcels from the UGB and add other properties whose owners are more willing or likely to develop their land for housing. State statutes and administrative rules allow for these UGB “swaps.” These exchanges are possible through a process of simultaneously removing and adding land to the UGB to make up for capacity lost by removing land. This process is guided by Oregon Revised Statutes (ORS) 197.764. This ORS section provides specific eligibility requirements and standards for land removed; subsection (3)(b) of this section states that “A local government that approves an application under this section shall either expand the urban growth boundary to compensate for any resulting reduction in available buildable lands or increase the development capacity of the remaining supply of buildable lands.” In exchanging land inside the UGB for land outside the boundary, cities must identify an equivalent supply of land in terms of the land’s

capacity for residential development, considering the presence of natural resource constraints and zoning or allowed density.

While permitted, UGB swaps must comply with several requirements applied to other UGB amendments or expansions, including the following:

- **Location of expansion areas.** The location of the land to be added to replace the land being removed must use OAR 660-024-0065 to determine appropriate study areas. For a city with a UGB population less than 10,000, the city must consider all land within ½ mile of the existing UGB boundary.
- **Exclusion areas.** In considering expansion areas, the city can exclude areas that cannot be reasonably serviced with public facilities, are subject to significant natural hazards, have some a high level of environmental or natural resource value, or are owned by the federal government.
- **Prioritization.** The city needs to prioritize potential expansion areas in terms of rural residential “exception” lands vs. farm and forest lands, with exception lands having first priority, and farm and forest land having the maximum protection from development.
- **Criteria for evaluating expansion areas.** Cities must look at alternative expansion areas and evaluate them using the four locational factors found in Goal 14. These include 1) efficient urban form, 2) public facilities, 3) Economic, Social, Environmental, and Energy (ESEE) consequences, and 4) impact on adjacent farm and forest activities in rural areas. The city’s analysis must consider and analyze all four factors, but the city can weigh and balance those factors based upon a set of findings and policy judgments which, unless they are without merit, will be upheld on judicial review.

In addition to meeting these state requirements, the City will want to consider other factors in this process such as:

- Will potential expansion areas have direct access to roads, sewer or water lines or will they be even more difficult or costly to serve with these facilities than land proposed to be removed from the UGB?
- Will areas proposed for inclusion be in relative proximity to commercial and other services? This is particularly important if new areas are proposed for higher density development.
- Will the areas have any other practical barriers or impediments to residential development or conflict with other strategies to meet future housing needs?

2. Rezone Land

One potential strategy to address a deficit of residential land, or of a certain category of residential land, is for the City to initiate a rezoning process. As identified in the Housing and Residential Land Needs Assessment, the City of Umatilla does not have a deficit of residential land in general or in a specific category of residential land, so there is not a basis for rezoning land to meet citywide residential land

supply needs. However, there is a relatively smaller surplus of land available for multi-family development. There is a projected need for 10 acres of land for multi-family housing, and there are 14 acres of buildable land, primarily in the R3 – Multi-Family Residential Zone. If growth rates are higher than projected, then it is more likely the City will experience a deficit of land zoned for multi-family housing than for single-family detached or medium density housing.

It is recommended that the City research opportunities to rezone land from the R1 or R2 zone to the R3 zone in order to expand the supply of land for multi-family housing. In considering the most appropriate location for rezoning land, the city should use the following criteria or factors:

- **Proximity to existing high-density areas.** Extending an existing area of high-density land would reduce impacts on the transition between lower and higher density areas and could increase the level or potential for support from surrounding property owners.
- **Proximity to services.** Ideally, higher density areas should be close to supporting commercial areas (such as downtown Umatilla) and other services (schools, parks, etc.) to help ensure that residents can easily access these services and daily needs.
- **Size and ownership.** The City should prioritize relatively large sites (3-10 acres) and sites under a single ownership or smaller number of owners. Larger sites will be more attractive for development and provide more flexibility for site design. Sites with fewer owners will make it easier to acquire land.

An alternative to rezoning lands into the R3 zone is to increase the allowed density of the R2 zone to ensure that larger multi-family developments (more than 5 units) can also be built in this zone. This alternative is addressed under Strategy #3, below.

3. Increase Allowed Density in Existing Zones

This study found that the City of Umatilla has a sufficient supply of residential land if land is built at or near the planned density levels, based on existing zoning. Increasing allowed density in existing zones is not strictly necessary to meet projected housing needs within the existing UGB, however, there are two key benefits to allowing higher densities that should be considered:

- **Housing affordability.** Smaller lot sizes and higher densities allow for some of the major costs of development—such as acquiring land and building infrastructure—to be divided among more units. This decreases the per-unit cost of development and can enable lower sale prices or rental rates.
- **Efficiency of land use and infrastructure provision.** Higher density also helps to ensure that residential land is used efficiently. If growth rates accelerate more quickly than projected, then it will be more important for the City to efficiently use land within the existing UGB. It is also more efficient for the City to provide and maintain roads, sewer, and water systems (on a per-unit basis) to higher density development.

The City’s Zoning Ordinance regulates density primarily through minimum lot size requirements in residential zones. Potential amendments to minimum lot size standards are presented in Table 3. These amendments are intended to allow for higher density development while considering the existing character and stated purpose of the zone. Minimum lot width, lot depth, or setback standards may also need to be modified to ensure they are consistent with any changes to minimum lot size standards.

Table 3. Potential Minimum Lot Size Amendments

Zone	Existing Minimum Lot Size	Proposed Minimum Lot Size
R1 – Single-Family Residential	Single-Family Detached: 8,000 sq. ft.	Single-Family Detached: 5,000-7,000 sq. ft. Duplex: 5,000-7,000 sq. ft. (same as SFD) ²
R2 – Medium Density Residential	Single-Family Detached: 5,000 sq. ft. Duplex and Multi-Family: 1 dwelling per 3,500 sq. ft	Single-Family Detached: 5,000 sq. ft. Duplex: 5,000 sq. ft. Triplex: 5,000 sq. ft. ¹ Multi-Family: 1 dwelling per 2,500 sq. ft
R3 – Multi-Family Residential	Single-Family Attached: 5,000 sq. ft. Multi-Family: 1 dwelling per 2,000 sq. ft	Single-Family Attached: 2,000 sq. ft. Duplex: 4,000 sq. ft. ² Triplex: 4,000 sq. ft. ¹ Multi-Family: 1 dwelling per 1,500 sq. ft
R4 – Downtown Residential	Single-Family Attached: 2,000 sq. ft. Multi-Family: 1 dwelling per 2,000 sq. ft	Single-Family Attached: 2,000 sq. ft. Duplex: 4,000 sq. ft. ² Triplex: 4,000 sq. ft. ¹ Multi-Family: 1 dwelling per 1,500 sq. ft

¹ Triplexes currently defined as Multi-Family, recommendation is to define separately, see Strategy #5

² Duplexes not currently permitted. Recommendation is to make a permitted use, see Strategy #5.

4. Establish Minimum Density Standards

As identified in this study, the City of Umatilla has a sufficient supply of residentially zoned land to meet the projected 20-year housing needs. However, it remains important that the buildable land be used efficiently by developing at or near the maximum density of the zoning district, particularly if there is a chance that growth rates will exceed the projections.

The most direct method to ensure land is used efficiently is to adopt minimum density standards for each residential zone. A minimum density standard would prohibit residential developments that do not meet the intent of the zone.¹ For example, large lot, detached homes would be prohibited in a higher density residential zone, but the minimum density standard may allow for smaller lot detached houses,

¹ Additionally, the City may prohibit housing types that are not consistent with the purpose of the zone. For example, in the City’s higher density zones, such as the R3 – Multi-Family Residential and R-4 Downtown Residential zone, the City prohibits detached single-family dwellings and manufactured dwellings on individual lots.

cottage cluster housing, or townhomes. The minimum density standard can be tailored to local conditions and needs but is most effective if it is set at between 50 and 80 percent of the maximum density standard in the zone. Potential minimum density standards for each of Umatilla’s zones is presented in Table 4.

Table 4. Potential Minimum Density Standards

Zone	Existing Minimum Lot Size	Proposed Minimum Density
R1 – Single-Family Residential	Single-Family Detached: 8,000 sq. ft. <i>Equivalent density: ~4 units/net acre</i>	Minimum Density: 3 units/net acre
R2 – Medium Density Residential	Single-Family Detached: 5,000 sq. ft. Duplex and Multi-Family: 1 dwelling per 3,500 sq. ft. <i>Equivalent density: ~9 units/net acre</i>	Minimum Density: 6 units/net acre
R3 – Multi-Family Residential	Single-Family Attached: 5,000 sq. ft. Multi-Family: 1 dwelling per 2,000 sq. ft. <i>Equivalent density: ~16 units/net acre</i>	Minimum Density: 12 units/net acre
R4 – Downtown Residential	Single-Family Attached: 2,000 sq. ft. Multi-Family: 1 dwelling per 2,000 sq. ft. <i>Equivalent density: ~16 units/net acre</i>	Minimum Density: 12 units/net acre

5. Code Updates to Support a Variety of Housing Types

This study found that the City of Umatilla has sufficient land zoned for single-family detached housing, medium density housing, and multi-family housing. However, there are opportunities to support development of a variety of housing types by reducing unnecessary barriers, providing more flexibility, and tailoring standards to fit a variety of housing types.

There are some housing types that are can be more difficult to develop because development code standards do not address unique characteristics of this housing type or the standards are unnecessarily restrictive. These types include Accessory Dwelling Units (ADUs), cottage cluster housing, duplexes, triplexes, and townhomes. These housing types are considered part of “missing middle housing” because they fall between high density apartments and low density, detached single-family housing. If regulated appropriately, these housing types can be compatible with detached, single-family houses and, therefore, could be permitted outright in most residential zones.

Another common characteristic of these housing types is that they are often smaller individual dwelling units. Given the demographic trends summarized in this study, and the ongoing challenge of providing enough housing options for people with moderate incomes, smaller sized, modest housing units will

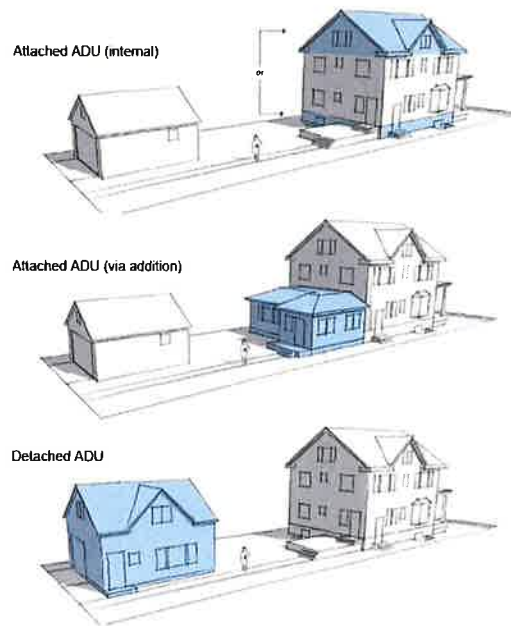
continue to be an important need in the City of Umatilla. As demonstrated by the Housing and Residential Land Needs Assessment, there is a need for ownership housing options for households with incomes between \$35,000-\$100,000. Due to the costs of land, infrastructure, and construction, it can be difficult for builders to produce new single-family detached housing that is affordable to households at this income level. These “middle housing” types can be more feasible to provide for this income level because they require less land per unit and can be more efficient to serve with infrastructure.

Accessory Dwelling Units

An Accessory Dwelling Unit (ADU) is a secondary dwelling unit on the same lot as a single-family house that is smaller than the primary dwelling. ADUs can come in three forms: a detached structure, an attached addition, or a conversion of internal living space in the primary dwelling (Figure 9). As ADUs are often invisible from the street or may be perceived as a part of the primary dwelling, they offer a method of increasing density with minimal visual impact on the character of the neighborhood.

Figure 9. Types of ADUs

ADUs in blue; main residence in white



Source: City of St. Paul, MN

ADUs are a viable housing option with several benefits:

- Building and renting an ADU can raise income for a homeowner and help offset the homeowner’s mortgage and housing costs.
- ADUs can add to the local supply of rental units and can provide a relatively affordable rental option for a person or household that prefers living in a detached unit rather than an apartment or other attached housing.

- ADUs offer flexibility for homeowners to either rent the unit or to host a family member. The proximity to the main house can be particularly beneficial for hosting an elderly family member that may need care and assistance.

The state legislature recently adopted a statute that requires cities with a population of over 2,500 and counties with a population over 10,000 to allow ADUs outright on any lot where single-family housing is allowed. This requirement applies to the City of Umatilla. The City complies with this requirement by allowing ADUs in the R1 and R2 zones, where single-family detached houses are allowed.

The Oregon Department of Land Conservation and Development has published a model code for ADUs. The model code is intended to provide basic regulations while ensuring that the standards do not present unnecessary barriers. Umatilla’s standards are generally supportive of ADU development; however, the following two amendments are recommended to better support development of ADUs:

- **Number of ADUs (10-11-11.A).** Consider allowing two ADUs on the same lot if one of the ADUs is internal or an attached addition. In these cases, the internal ADU would not be visible from the street and would have a minimal impact on the visual character of the property.
- **Off-Street Parking (10-11-11.E).** Do not require an off-street parking space for the ADU in addition to the spaces required for the primary dwelling. On some lots, it can be difficult or costly to provide an additional parking space if the house and lot were not designed to provide more parking spaces than required at the time of construction.

Cottage Clusters

Cottage clusters are groups of small, detached homes, usually oriented around a common green or courtyard. The units may be located on individual lots that are individually owned or the property may be structured as a condominium with common ownership of the land and private ownership of the houses.

Figure 10. Example of a Cottage Cluster Development



Cottage clusters are growing more popular and their development potential is significant. They provide many of the same features of conventional detached houses, but in a smaller footprint, with shared common areas, and arranged in a way that can facilitate a more community-oriented environment (see Figure 10). Cottage clusters can be developed on relatively small lots, as access and parking is shared and the units are relatively small, usually between 500 and 1,200 square feet. The visual character of cottage clusters—detached dwellings with substantial shared yard space—is generally compatible with neighborhoods of detached homes.

A cottage cluster project would be difficult to develop in the City of Umatilla today because it would need variances or adjustments to multiple standards, such as minimum lot size, minimum lot width, setbacks, and density. To support cottage cluster development, it is recommended that cottage cluster housing be defined as an allowed housing type and a specific set of standards developed. Cottage clusters should be permitted through an administrative review process with clear and objective standards. The following are some best practices for creating cottage cluster standards:

- **Density bonus in exchange for maximum unit size.** Allow for increased densities over the base zone in exchange for a cap on the size of individual dwelling units. This combination allows for more dwelling units while ensuring an efficient use of land and compatibility with detached houses on larger lots.
- **Low minimum unit size.** Given maximum house sizes of 1,000-1,200 square feet, allow a wide range of sizes—even as small as 400 square feet—and consider allowing both attached and detached housing.
- **Flexible ownership arrangements.** Do not require a single ownership structure; allow the site to be divided into individual lots, built as rental units on one lot, or developed as condominiums.
- **Supportive lot standards.** Ensure that minimum lot size, setbacks and building coverage requirements do not prohibit cottage cluster development on smaller lots.
- **Balanced design standards.** Draft basic design requirements that ensure neighborhood compatibility and efficient use of land, but that are not so specific as to restrict the ability to adapt to varying neighborhood contexts.

Duplexes, Triplexes, and Townhomes

Duplexes, triplexes, and townhomes are forms of attached housing that can be compatible with detached, single-family housing while allowing for smaller, more affordable units. The City of Umatilla defines duplexes as “Two-Family Dwellings,” includes triplexes in the definition of “Multi-Family Dwellings,” and uses the term “attached single-family residences” for townhomes. In addition to the minimum lot size adjustments identified under Strategy #3, the following code updates are recommended to better support development of these housing types:

- **Permit Duplexes in the R1 Zone.** There is substantial amount of buildable land that is zoned R1 (approximately 570 acres). There may be opportunities to provide more flexibility in this zone by

allowing duplexes along with single-family housing. Additionally, as identified above in relation to Strategy #3, it is recommended to allow duplexes on the same minimum size of lot as single-family detached houses but to limit the overall size of the building through a maximum lot coverage, maximum Floor Area Ratio (FAR), or maximum unit size standard. If the City requires duplexes to be built on larger lots then this can result in a structure that is larger than most detached houses in the area, because the builder is likely to maximize the floor area of the structure. Allowing duplexes on the same size lots while limiting the size of the structure encourages smaller individual dwelling units and building sizes that are more compatible with single-family houses.

- **Permit Duplexes in the R3 and R4 Zones.** Duplexes are not currently permitted in the R3 and R4 zones, though these zones permit townhomes and multi-family development. A duplex can be built at density level equivalent to a townhome or even a lower density apartment development if it is allowed to be built on a smaller lot. Thus, it is appropriate to allow duplexes in these zones to provide this option where existing lot sizes or market demand may call for this housing type.
- **Regulate Triplexes separately from Multi-Family.** It is recommended to separate triplexes from the definition of Multi-Family Dwellings so they may be regulated separately, where appropriate. This approach is used in the recommended minimum lot size amendments under Strategy #3.

Tiny Homes

Tiny homes have no formal definition, but generally are considered detached dwellings that are less than 400 square feet in size. The demand for tiny houses has grown considerably in recent years and they appeal to a diverse range of people and households. Some are attracted to the prospect of a low-cost, low-impact lifestyle, even if they could potentially afford a conventional home. Local governments and non-profits have also begun to experiment with using tiny homes as either temporary/transitional or permanent shelter for people with very low incomes or those experiencing homelessness.

From a regulatory perspective, one of the key challenges for tiny homes is how they are classified and permitted under the building code. Tiny homes can be built to comply with several different construction standards, and the construction standard they are built to should be considered in determining where and how they can be sited pursuant to the zoning and development code. Broadly, tiny homes can be classified as either intended to be sited permanently or temporarily.²

- Permanent tiny homes are attached to an approved foundation. Permanent tiny homes may be built either to the conventional building code—the Oregon Residential Specialty Code (ORSC)—

² For more information on building codes and tiny homes, see this policy brief from the state Legislative and Policy Research Office: <https://www.oregonlegislature.gov/lpro/Publications/Background-Brief-Tiny-Home-Regulation-2018.pdf>

ORDINANCE NO. 839

AN ORDINANCE AMENDING THE CITY'S COMPREHENSIVE LAND USE PLAN BY REMOVING THE 1997 RESIDENTIAL BUILDABLE LANDS INVENTORY FROM CHAPTER 14 AND INCORPORATING THE 2019 RESIDENTIAL LAND NEEDS ASSESSMENT AND RESIDENTIAL BUILDABLE LANDS INVENTORY INTO CHAPTER 10

WHEREAS, the City of Umatilla's Comprehensive Land Use Plan was codified, reformatted and re-adopted as Ordinance No. 779 on January 8, 2013; and

WHEREAS, The City of Umatilla made application for a comprehensive plan amendment under application PA-1-19 to incorporate the results of the 2019 residential land needs assessment and buildable lands inventory; and

WHEREAS, the Planning Commission held a public hearing on August 13, 2019 to consider plan amendment PA-1-19 an amendment of chapters 10 and 14 of the City's Comprehensive Plan, and recommended approval to the City Council; and

WHEREAS, the Umatilla City Council conducted a public hearing on September 3, 2019 to consider the Planning Commission's recommendation for plan amendment PA-1-19 and adopted the Planning Commission's findings and conclusions as its own in approving the application, as contained in the *Umatilla City Council Report and Decision for Plan Amendment PA-1-19*.

NOW THEREFORE, THE CITY OF UMATILLA DOES ORDAIN AS FOLLOWS:

Section 1. The Umatilla City Council does hereby adopt the findings and conclusions recommended by the City Planning Commission as its own in support of this amendment to the Umatilla Comprehensive Plan, as contained in the *Umatilla City Council Report and Decision for Plan Amendment, PA-2-18*.

Section 2. Chapters 10 (Housing) and 14 (Urbanization) of the City of Umatilla Comprehensive Plan is hereby amended to read as follow:

Underlined language to be added; ~~Strikethrough~~ language for deletion by Plan Amendment application PA-1-19

**CHAPTER 10
GOAL 10: HOUSING**

SECTION 10.0 HOUSING GOAL

To increase the supply of housing commensurate with population growth, and the peoples' needs.

SECTION 10.1 ~~HOUSING BACKGROUND AND DISCUSSION~~ HOUSING CONDITIONS AND TRENDS

10.1.100 ~~HOUSING DEMAND~~ INTRODUCTION

~~Since about 1974, the demand for housing has been acute with population in the area increasing at about 34% annually. At the present time, demand for local housing is such that people are temporarily living in rental housing awaiting the completion of their new homes. Based on an enumeration from December 1976, the vacancy rate for area housing is almost 6%.[†]~~

~~The nature of anticipated growth is such that the future demand for housing will continue to rise sharply to a peak and then decline before resuming a sustained rate of growth. The following overall estimate of housing demand is shown in Table 10.1-1 and based on the population forecast in Figure 10.1-1. As can be seen in the forecast, the peak demand for housing occurs in 1980 which corresponds to the peak in area construction employment. Due to the nature of this employment, it will strongly influence the type of housing needed.~~

~~During construction of projects such as PGE, Alumax, I-82, McNary Second Powerhouse, etc., the demand for interim housing will exceed that for single family homes. As construction is completed on these projects and permanent employees arrive, the demand for single family homes will increase and the demand for apartments and mobile homes will generally decline.~~

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of Umatilla is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages, and specific needs. The City does this primarily by regulating residential land uses within the City, as well as working with and supporting non-profit and market rate developers and other housing agencies in developing needed housing.

The City sought and received grant funding from the State of Oregon in 2019 to undertake a Housing Needs Analysis project and to proactively plan for future housing needs in Umatilla. The City has undertaken and will continue to implement and update a variety of activities to meet current and future housing needs:

- Conduct and periodically update an analysis of current and future housing conditions and needs. The City most recently conducted this analysis in 2019 through the Housing Needs Analysis planning project. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Housing and Residential Land Need Assessment Report.
- Conduct and periodically update an inventory of buildable residential land (BLI) to ensure that the City has an adequate supply of land zoned for residential use to meet projected future needs. The City most recently conducted this analysis in 2019. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Buildable Lands Inventory Report.

[†]Center for Population Research & Census, December, 1976.

- Adopt and amend, as needed, a set of housing-related Comprehensive Plan policies to address future housing needs.
- Regularly update and apply regulations in the City’s Zoning and Subdivision Ordinances to meet housing needs identified in the Comprehensive Plan and supporting documents.
- Implement additional strategies to address housing needs in partnership with State and County agencies and other housing organizations. Potential strategies are described in more detail in the 2019 City of Umatilla Housing Strategies Report.

The remainder of this Section summarizes these topics in more detail.

10.1.11200 *Housing Demand Summary* DEMOGRAPHIC CONDITIONS AND TRENDS

~~Assuming that the various new industries programmed for the Umatilla area materialize, the demand for additional housing will continue. In the near term, the demand for mobile homes or mobile home space will be the greatest. Additionally, it is possible that as the cost of the single-family home continues to increase that more families will demand a multi-family unit, if the purchase price is lower than for single family homes.~~

~~The housing demand forecast that follows is derived from the population forecast. Additionally, the forecast is based on different demand factors for construction and permanent residents. The forecast utilizes the following distribution:~~

Table 10.1-1 Projected Housing Distribution

Employment Category	Single Family	Multi Family	Mobile Homes
Permanent*	48%	29%	23%
Construction**	7%	28%	65%

~~*Based on current distribution.~~

~~**Based on Community Impacts of Alumax, p. 36.~~

~~Insert Figure 10.1-1 (fig. 8 from old comp plan)~~

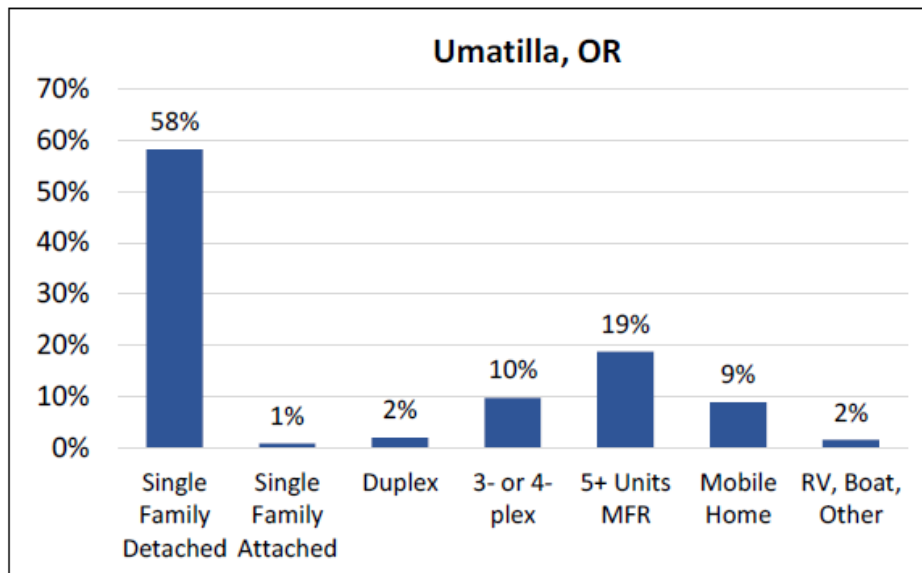
- Umatilla is a City of an estimated 7,320 people (City), and 8,834 people (UGB), located in Umatilla County in Northeastern Oregon. An estimated 17% of the population in the UGB lives outside the city limits.
- Umatilla has experienced rapid growth, growing over 47% in population since 2000. In contrast, Umatilla County and the state experienced population growth of 14% and 21% respectively. The City of Hermiston grew 37% over this period. (US Census and PSU Population Research Center).
- Umatilla’s population is forecasted to grow to 12,664 by 2039, an increase of 3,830 people, or about 43% from the 2018 population estimate.
- The Umatilla was home to an estimated 2,247 households in 2018, an increase of roughly 550 households since 2000. The percentage of families fell slightly between 2000 and 2018 from 78% to 74% of all households. The City has a larger share of family households than Umatilla County (68%) and the state (63%).

- Umatilla’s estimated average household size is 3.15 persons, holding stable since 2000. This is higher than the Umatilla County average of 2.67 and the statewide average of 2.47.

10.1.300 HOUSING CONDITIONS AND TRENDS

- **Housing Tenure.** Umatilla has a close to even divide between owner households and renter households. The 2017 American Community Survey estimates that 51% of occupied units were owner occupied, and 49% renter occupied. The ownership rate in Umatilla has fallen from 60% since 2000. During this period the statewide rate fell from 64% to 62%. Nationally, the homeownership rate has nearly reached the historical average of 65%, after the rate climbed from the late 1990’s to 2004 (69%). The estimated ownership rate is higher in Umatilla County (66%) and statewide (61%).
- **Housing Stock.** Umatilla UGB had an estimated 2,240 housing units in 2018, with a very low estimated vacancy rate (includes ownership and rental units). Figure 1 shows the estimated number of units by type in 2017. Detached single-family homes represent an estimated 58% of housing units. Units in larger apartment complexes of 5 or more units represent 19% of units, and other types of attached homes represent an additional 13% of units. Note that in this analysis attached homes, or “attached single family” housing types generally includes townhomes, some condo flats, and complexes which are separately metered. Mobile homes represent 9% of the inventory.

Figure 1. Estimated Share of Units, By Property Type, 2017



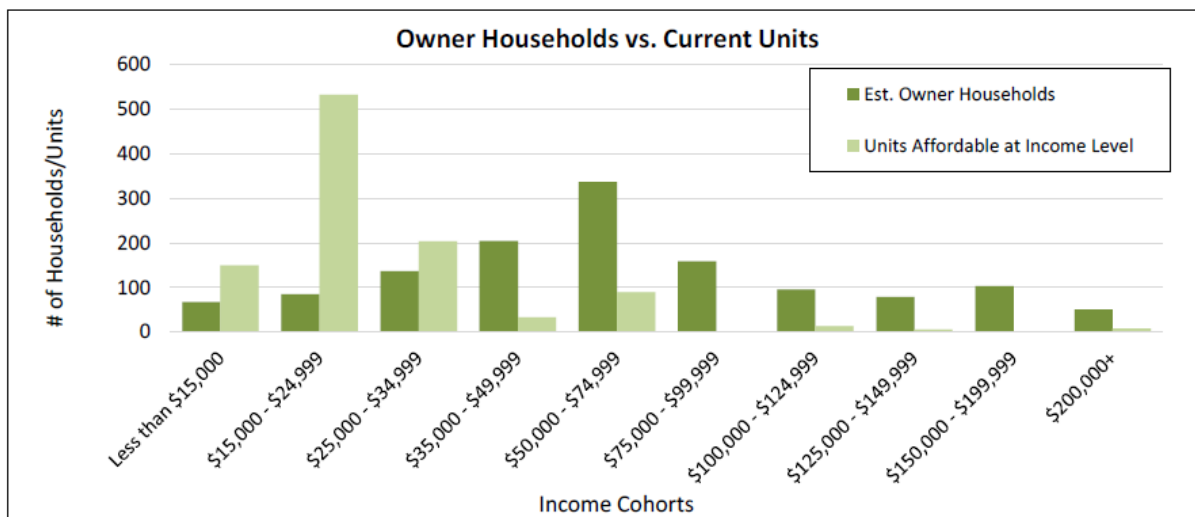
SOURCE: City of Umatilla, Census ACS 2017

10.1.400 CURRENT HOUSING NEEDS

A comparison of estimated current housing demand with the existing supply identifies the existing discrepancies between needs and the housing that is currently available. Figures 2 and 3 compare the estimated number of households in given income ranges, and the supply of units currently affordable within those income ranges. The data is presented for owner and renter households.

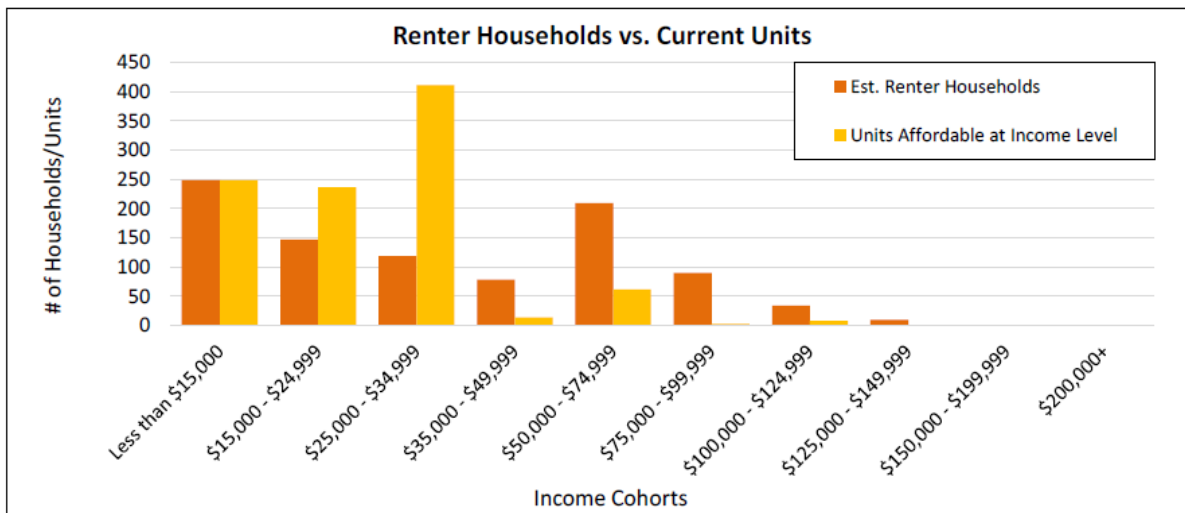
- In general, this identifies that there is currently support for more ownership housing at price ranges above \$200,000. This is because most housing in Umatilla is clustered at the low to middle price points, while analysis of household incomes and ability to pay indicates that some could afford housing at higher price points.
- The analysis finds that most rental units are currently found at the lower end of the rent spectrum, therefore the supply of units priced at \$900 or lower is estimated to be sufficient. This represents the current average rent prices in Umatilla, where most units can be expected to congregate. There is an indication that some renter households could support more units at higher rental levels. Rentals at more expensive levels generally represent single family homes for rent.
- In general, these findings demonstrate that there are sufficient housing opportunities at lower price points than might be considered “affordable” for many owner or renter households, while the community may be able to support some new single-family housing at a higher price point, or newer units at a higher rent point.

Figure 2. Comparison of Owner Household Income Groups to Estimated Supply Affordable at Those Income Levels



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

Figure 3. Comparison of Renter Household Income Groups to Estimated Supply Affordable at Those Income Levels



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

10.1.500 PROJECTED HOUSING NEEDS

The projected future (20-year) housing profile in the study area is based on the current housing profile (2018), multiplied by an assumed projected future household growth rate. The projected future growth is the official forecasted annual growth rate (1.73%) for 2040 generated by the PSU Oregon Forecast Program. This rate is applied to the year 2039. The profile of occupied future housing demand was compared to the current housing inventory to determine the total future need for new housing units by type and price range.

- Figure 4 shows a projected increase of 58% in homeownership rates in Umatilla over the next 20 years, which would remain lower than the current statewide average (62%). The shift to older and marginally higher income households is moderate but is projected to increase the homeownership rate somewhat. At the same time, the number of lower income households seeking affordable rentals is also anticipated to grow.
- As shown in Figure 5, the results show a need for 1,151 new housing units by 2039. Of the new units needed, roughly 66% are projected to be ownership units, while 34% are projected to be rental units. This is due to the forecast of a slightly higher homeownership rate.
- In keeping with development trends, and the buildable land available to Umatilla, single family units are expected to make up the greatest share of new housing development over the next 20 years. 61% of the new units are projected to be single family detached homes, while 28% is projected to be some form of attached housing, and 10% are projected to be mobile homes, and 1% are expected to be RV or other temporary housing.
- There is new need at the lowest end of the rental spectrum (\$400 and less).
- Projected needed ownership units show that the supply at the lowest end of the spectrum is currently sufficient. (This reflects the estimated value of the total housing stock, and not necessarily the average pricing for housing currently for sale.) And the

community could support more housing at higher price points, mostly in ranges above \$200,000

Figure 4 Projected Occupied Future Housing Demand by Income Level (2039)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$90k	92	Less than \$15,000	4.9%	4.9%
\$90k - \$130k	118	\$15,000 - \$24,999	6.4%	11.3%
\$130k - \$190k	192	\$25,000 - \$34,999	10.3%	21.7%
\$190k - \$210k	289	\$35,000 - \$49,999	15.6%	37.2%
\$210k - \$340k	476	\$50,000 - \$74,999	25.6%	62.9%
\$340k - \$360k	224	\$75,000 - \$99,999	12.1%	75.0%
\$360k - \$450k	135	\$100,000 - \$124,999	7.3%	82.2%
\$450k - \$540k	111	\$125,000 - \$149,999	6.0%	88.2%
\$540k - \$710k	146	\$150,000 - \$199,999	7.9%	96.1%
\$710k +	72	\$200,000+	3.9%	100.0%
Totals:	1,855		% of All:	57.6%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	360	Less than \$15,000	26.4%	26.4%
\$400 - \$600	213	\$15,000 - \$24,999	15.6%	42.0%
\$600 - \$900	173	\$25,000 - \$34,999	12.6%	54.6%
\$900 - \$1000	116	\$35,000 - \$49,999	8.5%	63.1%
\$1000 - \$1600	307	\$50,000 - \$74,999	22.4%	85.6%
\$1600 - \$1700	132	\$75,000 - \$99,999	9.6%	95.2%
\$1700 - \$2100	49	\$100,000 - \$124,999	3.6%	98.8%
\$2100 - \$2500	15	\$125,000 - \$149,999	1.1%	99.9%
\$2500 - \$3300	1	\$150,000 - \$199,999	0.1%	100.0%
\$3300 +	1	\$200,000+	0.0%	100.0%
Totals:	1,366		% of All:	42.4%

All Units
3,222

Sources: Census, Environics Analytics, JOHNSON ECONOMICS

Figure 5. Projected Future Need for NEW Housing Units (2039), Umatilla

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	621	51	0	0	0	90	0	763	66.3%
Percentage:	81.4%	6.7%	0.0%	0.0%	0.0%	11.8%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	79	8	24	86	157	22	12	388	33.7%
Percentage:	20.4%	2.0%	6.1%	22.1%	40.5%	5.8%	3.1%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	701	59	24	86	157	113	12	1,151	100%
Percentage:	60.9%	5.1%	2.0%	7.4%	13.7%	9.8%	1.1%	100%	

Sources: PSU, City of Umatilla, Census, Environics Analytics, JOHNSON ECONOMICS

- Figure 6 presents estimates of need at key low-income affordability levels in 2018 and new need. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and Community Services for Umatilla County, and the recent City of Umatilla Income Survey (2018). An estimated 56% of households qualify as at least “low income” or lower on the income scale, while 16% of household qualify as “extremely low income”. (The income survey used a different terminology of “low and moderate income” for these same income segments.)

Figure 6. Projected Need for Housing Affordable at Low Income Levels, Umatilla

Affordability Level	Income Level		Current Need (2018)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$16,650	354	16%	153	13%
Very Low Income	50% AMI	\$27,600	613	27%	266	23%
Low Income	80% AMI	\$44,160	1,256	56%	545	47%

Sources: OHCS, Environics Analytics, JOHNSON ECONOMICS

* Income levels are based on OHCS guidelines for a family of four.

The State of Oregon identifies 58 units dedicated agricultural workforce housing located in four properties the City of Umatilla. This is an estimated 2.6% of the current housing supply.

Assuming that this segment of housing grows at a similar rate to all housing types, this implies a 2039 total of 88 units for the agricultural workforce, or addition of 30 units in this time.

At the same time, the State estimates numbers of migrant and seasonal farm workers (MSFW) in Umatilla County far in excess of the number of units available dedicated to this population. It is fair to estimate that the City of Umatilla, and the rest of the county, could support as much of this housing as can practically be developed given resource limitations. Therefore, continued support for such housing is appropriate.

101.1.700 COMPARISON OF PROJECTED NEED AND BUILDABLE LAND SUPPLY

The projected housing needs were compared with the supply of buildable residential land within the City of Umatilla UGB.

- Figure 7 presents the estimated new unit capacity of the buildable lands identified in the City of Umatilla UGB. There is a total remaining capacity of 3,493 units of different types within the study area. Much of this capacity is within the single family and medium density residential zones.
- There is a total forecasted need for roughly 1,150 units over the next 20 years based on the PSU forecasted growth rate. This is well below the estimated capacity of nearly 3,500 units. There is sufficient capacity to accommodate all projected new unit types. After this need is accommodated, there is an estimated remaining capacity of over 2,100 additional units, mostly in the high-density residential zone.
- Figure 8 shows forecasted residential need and capacity by acres, rather than units. There is a projected need for 193 acres of new residential development, but a buildable capacity of 1,253 acres. There is currently sufficient buildable capacity within Umatilla to accommodate projected need.

For more detail on these findings please refer to the Housing and Residential Land Needs Assessment Report and the Buildable Lands Inventory (BLI) maps prepared for the City.

Figure 7. Estimated Buildable Lands Capacity by Acreage and No. of Units (2019)

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres				Housing Unit Capacity			
		Partially Vacant	Vacant	Total	Share of Total	Partially Vacant	Vacant	Total	Share of Total
DR: Downtown Residential	18	0	4	4	0%	0	41	41	2%
F-2: General Rural	0.05	1	40	41	3%	0	1	1	0%
R-1: Agricultural Residential	0.25	163	63	226	18%	20	4	24	1%
R1: Single-Family Residential	5	11	558	569	45%	34	2,017	2,051	58%
R-1A: Two Acre Residential	0.5	117	36	153	12%	25	12	37	1%
R2: Medium Density Residential	8	3	200	203	16%	14	1,150	1,164	33%
R-2: Suburban Residential	1	36	1	37	3%	16	0	16	0%
R3: Multi-Family Residential	18	5	5	10	1%	60	70	130	4%
R-3: Urban Residential	5	5	5	10	1%	17	12	29	1%

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres				Housing Unit Capacity			
		Partially Vacant	Vacant	Total	Share of Total	Partially Vacant	Vacant	Total	Share of Total
Subtotal		340	912	1,253	--	186	3,307	3,493	--

Figure 8. Comparison of Forecasted Future Land Need (2039) with Available Capacity

<u>LAND INVENTORY VS. LAND NEED</u>	Unit Type			<u>TOTAL</u>
	Single Family Detached	Medium-Density Attached	Multi-Family	
Buildable Land Inventory (Acres):	1,036	203	14	1,253
Estimated Land Need (Acres):	163	21	9	193
<i>Land Surplus (Inventory - Need:)</i>	<i>873</i>	<i>182</i>	<i>5</i>	<i>1,060</i>

Sources: Angelo Planning Group, Johnson Economics

10.1.800 STRATEGIES TO ACCOMMODATE FUTURE HOUSING NEEDS

The Housing and Residential Land Needs Assessment conducted for the City in 2019 indicated that the City had an adequate supply of buildable residential land within its urban growth boundary (UGB) to meet projected housing needs during the next 20 years. If population growth occurs at a faster rate than projected at that time, the City could find that the land supply is less than projected and additional land for residential uses may be needed in the future.

Although the City does not anticipate a need to expand its UGB during the planning period, it can continue to consider and implement a variety of strategies in the future to further provide opportunities for a wide range of housing choices, efficient land use, and development of housing affordable to people with low and moderate incomes. For the planning purposes, “affordable housing” is defined as housing that is affordable to a household that spends 30% or less of its income on housing, including rent or mortgage payments and utilities. Households with low incomes are those who make 80% or less of median household income. Those with moderate incomes make 81-95% of median household income.

The City is already implementing a variety of land use and other strategies that help provide for a wide range of housing options in Umatilla. Potential strategies either not already being undertaken by the City, or with the potential to be strengthened or enhanced, are summarized in the Housing Strategies Report. The ability to implement them will depend on available resources, community priorities and other factors.

These strategies are described in detail in the Housing Strategies Report prepared by the City as part of its Housing Needs Analysis project in 2019.

SECTION 10.2 *(Reserved for expansion)*

SECTION 10.3 *(Reserved for expansion)*

SECTION 10.4 *(Reserved for expansion)*

SECTION 10.5 *(Reserved for expansion)*

SECTION 10.6 *(Reserved for expansion)*

SECTION 10.7 *(Reserved for expansion)*

SECTION 10.8 ~~HOUSING FINDINGS~~ *(Reserved for expansion)*

~~10.8.101 Housing should be developed in areas that reinforce and facilitate orderly and compatible community development.~~

~~10.8.102 The City should evaluate proposals for new housing construction in terms of the additional numbers of people with respect to impact on the natural environment, community services, utility support systems, projected housing needs, and the City's capital improvement programming.~~

SECTION 10.9 HOUSING POLICIES

~~10.9.101 Future residential development will continue to provide prospective buyers with a variety of residential lot sizes greater than minimums, a diversity of housing types, and a range in prices. A variety of housing types will be encouraged, including single-family attached housing, duplexes, multi-family housing and townhomes, as well as less traditional forms of housing.~~

~~10.9.102 Building permits will not be issued until final plat approval has been given. The City will emphasize affordable housing needs, given that meeting the needs of the low- and moderate-income households often requires public intervention or subsidy.~~

~~10.9.103 Federal programs that provide monies for housing assistance will be utilized as needed. Fair Housing goals will be supported to ensure that housing policies and standards do not discriminate against or have adverse effects on the ability of "protected classes" to obtain housing, consistent with the federal Fair Housing Act. The City will support housing to accommodate senior citizens to be located within easy walking distance of business and commercial areas.~~

~~10.9.104 Housing to accommodate senior citizens will be located within easy walking distance of business and commercial areas. Land Supply goals will ensure that adequate land is zoned to meet identified housing needs and the City will periodically update the inventory of residential lands to ensure that supply keeps pace with growth.~~

- 10.9.105 ~~The City will re-assess Housing Needs at each Periodic Review. (Ord. 544)~~ The City will support Statewide Planning Goal 10, “encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”

- 10.9.106 The City will allow for levels of residential density that encourage efficient use of the supply of residential land while maintaining compatibility with the character of existing neighborhoods and ensuring that appropriate standards are in place to mitigate the impacts of development.

- 10.9.107 The City will maintain and/or develop partnerships aimed at supporting other public agencies, non-profits and market rate developers who focus on meeting the needs of low and moderate income households and community members with special housing needs.

- 10.9.108 Mixed use development will be supported. These developments typically include upper story housing located above retail or commercial uses.

- 10.9.109 The City will allow and support the development of Accessory Dwelling Units. Accessory Dwelling Units are an important housing option that can help meet the need for affordable rental units, reduce housing costs for homeowners, and enable multi-generational living.

- 10.9.110 Flexible zoning will be utilized to respond to a variety of housing needs and keep costs for such housing down, particularly for housing affordable to low and moderate income households.

- 10.9.111 The City will periodically evaluate zoning and development code requirements for opportunities to lessen or eliminate unnecessary barriers to residential development and identify alternative regulatory approaches to achieving policy goals.

- 10.9.112 Maintenance and rehabilitation of existing housing will be a method used to prevent unsafe conditions and keep affordable housing available within the community.

- 10.9.113 The City will support development of manufactured home parks in appropriate locations in order to fulfill the need for this form of housing for people with lower or moderate incomes, consistent with state law.

- 10.9.114 Short term rentals will be regulated to reduce their impact on the supply and affordability of long-term rental housing.

ADOPTED by the City Council this _____ day of _____, 2019.

Council members voting yes: _____

Council members voting no: _____

Absent Council members: _____

Abstaining Council members: _____

And **SIGNED** by the Mayor this _____ day of _____, 2019.

Mary Dedrick, Mayor

ATTEST:

Nanci Sandoval, City Recorder

CITY OF UMATILLA, OREGON
AGENDA BILL

Agenda Title: Zone Change (ZC-2-19) and Ordinance No. 840	Meeting Date: 2019-09-03
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Department: Community Development	Director: Tamra Mabbott	Contact Person: Brandon Seitz	Phone Number: 541-922-3226 ext 103
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Cost of Proposal: Legal fees to prepare Amount Budgeted: NA	Fund(s) Name and Number(s):
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Reviewed by Finance Department:	Previously Presented: June 18, 2019
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Attachments to Agenda Packet Item:
[ZC-2-19 CC Report & Recommendation.pdf](#)
[Ord No. 840.pdf](#)

Summary Statement: Planning Commission recommended approval of zone change (ZC-2-19) and implementing ordinance number 840
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Consistent with Council Goals: Goal 1: Promote a Vibrant and Growing Community by Investing in and Support of Quality of Life Improvements.

**UMATILLA CITY COUNCIL
REPORT AND RECOMMENDATION
FOR
ZONE CHANGE ZC-2-19**

DATE OF HEARING: September 3, 2019

REPORT PREPARED BY: Brandon Seitz, City Planner

I. GENERAL INFORMATION AND FACTS

Applicant: City of Umatilla, 700 6th Street, Umatilla, OR 97882.

Land Use Review: Zone Change application to amend the City of Umatilla Zoning Ordinance. The proposed amendment updates and adds housing type definitions, decrease the minimum lot sizes in the Single-Family Residential (R-1), Medium Density Residential (R-2), Multi-Family Residential (R-3) and Downtown Residential (DR) zoning districts, allow duplexes in the R-3 zone and adopts townhouse site standards.

II. NATURE OF REQUEST AND GENERAL FACTS

The City of Umatilla participated in the 2019 West Umatilla County Housing Study project with the Cities of Echo and Stanfield. The Housing Study included two reports, a Housing and Residential Land Needs Assessment and a Residential Buildable Lands Inventory (BLI). The Housing Strategies Report includes a number of recommendations to address current and future housing needs. The proposed amendment updates and adds housing type definitions, decrease the minimum lot sizes in the Single-Family Residential (R-1), Medium Density Residential (R-2), Multi-Family Residential (R-3) and Downtown Residential (DR) zoning districts, allow duplexes in the R-3 zone and adopts townhouse site standards. Also included are a number of minor updates to provide consistency with terminology and identify when site plan review is required for residential development.

A majority of the findings and analysis relied on for the proposed amendments are included in the attached reports and are incorporated into the record. The relevant criteria for an amendment to the zoning text is provided below.

III. ANALYSIS

The criteria applicable to this request are shown in underlined text and the responses are shown in standard text. All of the following criteria must be satisfied in order for this request to be approved.

CUZO 10-13-3: AMENDMENTS TO THE ZONING TEXT OR MAP:

- A. Type IV Procedure: Amendments to the zoning title text or official map are considered a type IV procedure. A map change may be legislative or quasi-judicial, depending on the number of

properties and area involved. A text change is always a legislative decision.

- B. Initiation Of Application: An application may be initiated by a property owner or authorized agent, the planning commission, or the city council.
- C. Narrative, Identification Required: An application shall include a narrative that demonstrates compliance with the approval criteria and a site and vicinity map identifying the property and adjacent properties. A traffic impact analysis (TIA), pursuant to section 10-11-10 of this title, shall also be submitted with all plan and zoning amendment applications.

- D. Approval Criteria: An amendment to this title or official map shall comply with the following criteria:

- 1. The proposed designation is consistent with and supports the purposes of the portions of the city's comprehensive plan not proposed for amendment, or circumstances have changed to justify a change in the comprehensive plan.

Conclusion: The proposed amendment is a text amendment of CUZO not an amendment of the comprehensive plan. While not part of this applicant a Plan Amendment application (PA-1-19) is being considered as part of the larger comprehensive plan and zoning text amendments. The housing strategies report summarizes the results of the Buildable Land Analysis and show the City has a surplus of available residential lands to meet the projected 20-year need. In addition, the report identifies barriers and make recommendations to address current and future housing needs identified in the housing and residential land needs assessment and BLI.

- 2. The proposed change will not affect the land supply for the existing zoning designation as related to projected need for the particular land use.

- 3. The proposed designation will not negatively impact existing or planned public facilities and services. In particular, pursuant to the Oregon transportation planning rule, proposed text and map amendments shall determine whether the proposed change will significantly affect a collector or arterial transportation facility and must comply with the requirements of Oregon administrative rule (OAR) 660-012-0060 as applicable. In the I-82/U.S. 730 interchange area management plan (IAMP) management area, proposed access shall be consistent with the access management plan in section 7 of the IAMP.

Conclusion: The proposed text amendment will not change the existing zoning designations for any property within the City's Urban Growth Boundary (UGB). Therefore, the proposed text amendment will not affect the land supply of the existing zoning designations or negatively impact existing or planned public facilities and services.

- 4. The site is suitable for the proposed use, considering the topography, adjacent streets, access, size of the site, availability of public facilities, and any other pertinent physical features.

- 5. Other sites in the city or the vicinity are unsuitable for the proposed use. In other words, ownership and desire to develop a particular use in themselves provide insufficient rationale for changing a zoning designation that does not support the interests of the city as a whole.

Conclusion: The intent of these standards are to show that a proposed amendment is necessary to accommodate a proposed use and to show that other sites within the City are not readily available to develop the propose use. The proposed changes would apply to all residential properties located throughout the City not a specific site. In addition, as addressed above no properties will be rezoned as a result of this amendment.

IV. SUMMARY AND RECOMMENDATION

The applicant, City of Umatilla, is proposing to amend the City of Umatilla Zoning Ordinance. The proposed amendment updates and adds housing type definitions, decrease the minimum lot sizes in the Single-Family Residential (R-1), Medium Density Residential (R-2), Multi-Family Residential (R-3) and Downtown Residential (DR) zoning districts, allow duplexes in the R-3 zone and adopts townhouse site standards. Also included are a number of minor updates to provide consistency with terminology and identify when site plan review is required for residential development. The request appears to meet all of the applicable criteria and standards for this type of request. Therefore, based on the information in Sections I and II of this report, and the above criteria, findings of fact and conclusions addressed in Section III, the City of Umatilla Planning Commission held a public hearing at is August 13, 2019, meeting and recommended approval of Zone Change (ZC-2-19) to the City Council.

VI. EXHIBITS

Exhibit A – Draft Text Change

Exhibit B – Residential Buildable Lands Inventory

Exhibit C – Housing and Residential Land Needs Assessment

Exhibit D – Housing Strategies Report

City of Umatilla Zone Change Application (ZC-2-19)
Exhibit A

Underlined language proposed to be added; ~~Strikethrough~~ language proposed for deletion by
Zone Change application ZC-2-19

NOTE: Items in **bold** are to identify articles or sections of the code for ease of reading.

The following definitions are proposed to be added or amended in Section 10-1-6 of the City of Umatilla Zoning Ordinance:

DUPLEX: A residential structure containing 2 dwelling units and share a common wall, floor or ceiling, built on a single lot or parcel.

~~DWELLING, SINGLE-FAMILY: A detached or attached residential dwelling unit other than a mobile home, occupied by one family and located on its own lot.~~

~~DWELLING, MULTI-FAMILY: A building containing three (3) or more dwelling units, each occupied by a family living independently of other families, and having separate housekeeping and cooking facilities for each family.~~

~~DWELLING, SINGLE-FAMILY: A detached or attached residential dwelling unit other than a mobile home, occupied by one family and located on its own lot.~~

~~DWELLING, TWO-FAMILY: A building containing two (2) dwelling units; also called a duplex.~~

MULTI-FAMILY DWELLING: A residential structure containing 3 or more dwelling units.

SINGLE FAMILY DWELLING: A detached dwelling unit occupied by one family and located on its own lot.

TOWNHOUSE: A dwelling unit constructed in a row of two or more attached units, where each dwelling unit is located on an individual lot or parcel and shares at least one common wall or architectural feature with an adjacent unit; also called attached single-family dwelling or townhome.

Chapter 3
RESIDENTIAL DISTRICTS
ARTICLE A. SINGLE-FAMILY RESIDENTIAL (R-1)

10-3A-1: PURPOSE:

The R-1 District is intended for low density, urban single-family residential uses. The R-1 District corresponds to the R-1 designation of the Comprehensive Plan.

10-3A-2: USES PERMITTED:

The following uses and their accessory uses are permitted in the R-1 District:

- A. Single-family dwelling subject to the provision of section 10-11-9 of this title;
- B. One manufactured home on an individual lot subject to the provisions of section 10-11-8 of this title;
- C. Residential home;
- D. Family day care provider;
- E. Home occupation subject to the provision of section 10-11-1 of this title; and
- F. Accessory uses, including an accessory dwelling subject to the provisions of section 10-11-11 of this title.

~~Family daycare providers and residential homes.~~

~~Home occupations subject to provisions of section 10-11-1 of this title.~~

~~One single-family detached dwelling structure or one manufactured home subject to provisions of section 10-11-8 of this title is permitted on each lot.~~

10-3A-3: CONDITIONAL USES PERMITTED:

The following primary uses and their accessory uses may be permitted when authorized in accordance with the requirements of chapter 12 of this title:

- A. Community services uses as provided by chapter 6 of this title.

10-3A-4: DEVELOPMENT STANDARDS:

DIMENSIONAL STANDARDS

City of Umatilla Zone Change Application (ZC-2-19)
Exhibit A

Minimum lot area	8,000 <u>7,000</u> square feet
Minimum lot width	50 feet
Minimum lot depth	90 feet
Minimum yard setbacks:	
Front and rear yard	25 feet total, with minimum yard, 10 feet
Side yard	5 feet
Side street yard	10 feet
Garage	18 feet from any street except an alley
Maximum building height	35 <u>40</u> feet

DRAFT

ARTICLE B. MEDIUM DENSITY RESIDENTIAL (R-2)

10-3B-1: PURPOSE:

The purpose of the R-2 District is to allow single-family ~~detached and attached residences~~ dwellings on smaller lots, ~~two-family~~ duplexes, townhouses and multi-family ~~housing~~ dwellings at moderate density. Site review is required for most uses. The R-2 District corresponds to the R-2 designation of the Comprehensive Plan.

10-3B-2: USES PERMITTED:

The following uses and their accessory uses are permitted in the R-2 District:

- A. Single-family dwelling subject to the provision of section 10-11-9 of this title;
- B. Townhouse subject to the provision of section 10-11-12 of this title;
- C. Duplex;
- D. Multi-family dwellings;
- E. One manufactured home on an individual lot subject to the provisions of section 10-11-8 of this title;
- F. Residential home;
- G. Residential facilities;
- H. Family day care provider;
- I. Home occupations subject to the provision of section 10-11-1; and
- J. Accessory uses, including an accessory dwelling subject to the provisions of section 10-11-11 of this title.

~~Family daycare providers, residential homes, and residential facilities.~~

~~Home occupations subject to provisions of section 10-11-1 of this title.~~

~~Single-family detached residences, including manufactured homes on individual lots subject to provisions of section 10-11-8 of this title.~~

~~Two family and multi family housing.~~

10-3B-3: CONDITIONAL USES PERMITTED:

The following uses and their accessory uses may be permitted subject to the provisions of chapter 12 of this title:

- A. Boarding house.
- B. Community services uses as provided by chapter 6 of this title.
- C. Manufactured home parks.
- D. Office or clinic for a doctor, dentist or other practitioner of the healing arts, attorney, architect, engineer, surveyor or accountant.

10-3B-4: DEVELOPMENT STANDARDS:

- A. Density: One dwelling unit per ~~three thousand five hundred (3,500)~~ 3,000 square feet.
- B. Landscaping: Except for lots intended for single-family ~~detached~~ dwellings, a minimum of fifteen percent (15%) of lot area shall be devoted to landscaping, exclusive of landscaping required for parking areas. The minimum dimension of any landscaped area shall be five feet (5').
- C. Open Space: At least two hundred (200) square feet of outdoor open area easily accessible from the interior of the dwelling shall be provided for each ground floor dwelling unit. Part of the required area may include a private screened patio.

DIMENSIONAL STANDARDS

Minimum lot area	5,000 square feet <u>Single-Family Dwelling: 5,000 square feet</u> <u>Townhouse: 3,000 square feet</u> <u>Duplex: 6,000 square feet</u> <u>Multi-Family: 3,000 square feet per dwelling unit</u>
Minimum lot width	50 <u>45 feet and 25 feet for Townhouse lots</u>
Minimum lot depth	90 feet
Front and rear yard	10 feet
Side yard	5 feet <u>or 0 feet for townhouse lots where abutting a common wall</u>
Side street yard	10 feet

City of Umatilla Zone Change Application (ZC-2-19)
Exhibit A

Garage	18 feet from any street except an alley
Maximum building height	35 40 feet

10-3B-5: LIMITATIONS ON USE:

Uses other than single-family dwellings ~~detached residences~~, accessory uses to single-family dwellings ~~detached residences~~, duplexes and home occupations are subject to site plan review.

DRAFT

ARTICLE C. MULTI-FAMILY RESIDENTIAL (R-3)

10-3C-1: PURPOSE:

The purpose of the R-3 District is to provide for multi-family dwellings. Typical housing types include apartments, townhouses, condominiums, and cluster developments. Site review is required for most uses. The R-3 District corresponds to the R-3 designation of the Comprehensive Plan.

10-3C-2: USES PERMITTED:

The following uses and their accessory uses are permitted in the R-3 District:

A. Townhouse subject to the provision of section 10-11-12 of this title;

B. Duplex;

C. Multi-family dwellings;

D. Residential home;

E. Residential facilities;

F. Family day care provider;

~~Attached single family residences.~~

~~Family daycare providers, residential homes and residential facilities.~~

~~Two family and multi family dwellings.~~

10-3C-3: CONDITIONAL USES PERMITTED:

The following uses and their accessory uses may be permitted subject to the provisions of Chapter 12 of this Title:

A. Boarding house.

B. Community Services uses as provided by Chapter 6 of this Title.

C. Office or clinic for a doctor, dentist or other practitioner of the healing arts, attorney, architect, engineer, surveyor or accountant.

10-3C-4: DEVELOPMENT STANDARDS:

- A. Density: One dwelling unit per ~~two thousand (2,000)~~ square feet for the first 3 dwelling units, plus 1,500 square feet for each additional dwelling unit.
- B. Landscaping: Except for lots intended for single-family dwellings, a minimum of fifteen percent (15%) of lot area shall be devoted to landscaping, exclusive of landscaping required for parking areas. The minimum dimension of any landscaped area shall be five feet (5').
- C. Open Space: At least two hundred (200) square feet of outdoor open area easily accessible from the interior of the dwelling shall be provided for each ground floor dwelling unit. Part of the required area may include a private screened patio.

DIMENSIONAL STANDARDS

Minimum lot area	5,000 square feet <u>Townhouse: 2,000 square feet</u> <u>Duplex: 4,000 square feet</u> <u>Multi-Family: 6,000 square feet, plus 1,500 square feet for each additional dwelling unit</u>
Minimum lot width	50 feet <u>and 20 feet for Townhouse lots</u>
Minimum lot depth	90 feet
Minimum yard setbacks:	
Front and rear yard	12 feet
Side yard	8 <u>5 feet or 0 feet for townhouse lots where abutting a common wall</u>
Side street yard	12 feet
Garage	18 feet from any street except an alley
Maximum building height	35 <u>45</u> feet

10-3C-5: LIMITATIONS ON USE:

~~All uses are subject to site review.~~ Uses other than duplexes are subject to site plan review.

ARTICLE D. DOWNTOWN RESIDENTIAL (DR)

10-3D-1: PURPOSE:

The purpose of the downtown residential district is to accommodate higher density residential developments and office uses in the downtown area. Typical housing types include attached housing, apartments, townhouses, and condominiums.

10-3D-2: USES PERMITTED:

The following uses and their accessory uses are permitted in the DR district:

A. Townhouse subject to the provision of section 10-11-12 of this title;

B. Multi-family dwellings;

C. Residential home;

D. Residential facilities;

E. Family day care provider;

~~Attached single family dwellings or multi family dwellings.~~

F. Expansion of existing commercial businesses with frontage along 6th Street shall be permitted within the DR district provided that the entire expansion site is located within a distance of two hundred feet (200') of the 6th Street curb. Such expansion includes parking and service areas that directly support such businesses.

~~Family daycare provider, residential homes and residential facilities.~~

G. Professional, financial, business, medical, dental and professional service offices are permitted only if the entire site is located within a distance of three hundred fifty feet (350') of the 6th Street curb.

H. Single-family dwellings existing at the time of the adoption of this article. The owner of an occupied single-family dwelling may upgrade that dwelling provided said dwelling is used for the same purpose.

10-3D-3: CONDITIONAL USES PERMITTED:

A. Community service uses as provided by Chapter 6 of this Title. ~~(See standards and limitations on community services uses of this title.)~~

10-3D-4: DEVELOPMENT STANDARDS:

- A. Density: For residential uses, the maximum allowable density shall be one dwelling unit per ~~two thousand (2,000)~~ square feet for the first 3 dwelling units, plus 1,500 square feet for each additional dwelling unit.
- B. Landscaping: A minimum of fifteen percent (15%) of lot area shall be devoted to landscaping, exclusive of landscaping required for parking areas. The minimum dimension of any landscaped area shall be five feet (5'). Landscaping shall be located between a structure and the fronting street, or as best provides a pleasant environment for pedestrians. Landscaping may include street furniture and pedestrian amenities, including public plazas and similar features.
- C. Open Space: At least two hundred (200) square feet of outdoor open area easily assessable from the interior of the dwelling shall be provided for each ground floor dwelling unit. Part of the required area may include a private screened patio.

DIMENSIONAL STANDARDS

	Freestanding Dwellings Or Structure	Attached Dwellings Or Structures
Minimum lot area	5,000 square feet Townhouse: 2,000 square feet Duplex: 4,000 square feet Multi-Family: 6,000 square feet, plus 1,500 square feet for each additional dwelling unit	2,000 square feet
Minimum lot width	50 feet and <u>20 feet for Townhouse lots</u>	20 feet
Minimum lot depth	90 <u>80</u> feet	90 feet
Minimum yard setbacks:		
Front and rear yards	12 feet	12 feet
Side yard	8 <u>5</u> feet <u>or 0 feet for townhouse lots where abutting a common wall</u>	0 feet
Side street yard	12 feet	12 feet

City of Umatilla Zone Change Application (ZC-2-19)
Exhibit A

Garage	18 feet from any street except an alley	18 feet from any street except an alley
Maximum building height	45 35 feet	35 feet

- D. Building Orientation: Buildings shall have their primary entrances oriented toward the street. On corner lots, building entrances shall face the primary street or may face the corner.
- E. Building Materials: No special standards for building materials apply.
- F. Parking: Parking lots ~~are~~ **is** not allowed in the front yard setback or in a side yard setback closer to the street than the adjacent building facade. Parking lots shall not be located between the building and the public street.
- G. Garages and Carports: Garages and carports shall be located so that the garage door or carport opening is set back further from a street than the facade of the building. Garage doors shall be recessed a minimum of two feet (2') from the building facade for any garage that fronts on a public street other than an alley.
- H. Pedestrian Walkways: ~~For~~ **All** multi-family dwellings and townhouses ~~including attached single family dwellings, pedestrian walkways~~ shall **be** provided pedestrian walkways between buildings and the public right of way. When not connected to a public sidewalk, walkways between adjacent buildings shall be provided. All pedestrian walkways shall not be less than five feet (5') in width and constructed of concrete or other material easily distinguishable from vehicular pavements.

10-3D-5: LIMITATIONS ON USE:

- A. All uses, including expansion or change of any existing use or structure except for modification of a single-family dwelling ~~residence~~, are subject to site review.
- B. If office and residential uses occupy a single structure or parcel of land, the total minimum number of required off street parking spaces shall be either the required number of spaces for the office use or the required number of spaces for the residential use, whichever is greater.

Chapter 11
SUPPLEMENTARY PROVISIONS

10-11-12: TOWNHOUSE SITE STANDARDS:

A. There shall be no setback for townhouse units where abutting a common wall. The side yard setback on each end of a townhouse block shall be the same as the underlying zone.

B. Each building shall contain not more than six (6) consecutively attached dwelling units except in the Downtown Residential Zone. Building in the Downtown Residential Zone shall contain not more than eight (8) consecutively attached units.

C. The primary entrance of each dwelling unit shall orient to a street or interior courtyard that is not less than 20 feet in width.

D. Each townhouse shall have a garage or carport.

E. The maximum allowable driveway width facing the street is 12 feet per dwelling unit. The maximum combined garage width per unit is 50 percent of the total building width. For example, a 24-foot wide unit may have one 12-foot wide garage facing the street.

F. The development standards of the underlying zone and the residential site design criteria and standards as contained in Section 10-13-2 of this title shall be met.

10-13-2: SITE REVIEW:

The purpose of site review is to provide a process to review proposals to verify compliance with requirements of this Title, including requirements of this Section, and any other applicable provisions of this Code.

A. General Provisions:

1. **Applicability:** Site review is required for multi-family residential, commercial, and industrial developments as specified in each zoning district.
2. **Procedure:** Site review is a type II permit, unless incorporated into a type III review such as a community services or conditional use permit.
3. **Exemptions:** The following developments are exempt from site review:
 - a. Single-family dwellings ~~residences~~, manufactured homes on individual lots, and duplexes. ~~two family attached residences.~~
 - b. A development that adds less than twenty five percent (25%) to existing floor area or outdoor use area when the primary use on the site remains unchanged and required parking does not increase.
 - c. An addition to an existing development when the primary use on the site remains unchanged.

10-14-2: SUMMARY OF THE CITY'S DECISION MAKING PROCESSES:

- A. Type I decisions do not require interpretation or the exercise of policy or legal judgment in evaluating approval criteria and include zoning approval for single-family dwellings, duplexes, ~~residences~~ and final subdivision and planned unit development plans generally in conformance with approved preliminary plans. The city administrator issues a type I decision. Type I decisions are not conditional use or limited land use decisions. There is no right to approval of a type I decision.
- B. Type II decisions involve the exercise of limited interpretation and discretion in evaluating approval criteria. Applications evaluated through this process are assumed to be allowed in the underlying district. The review focuses on what form the use will take or how it will look. Notice of application and an invitation to comment is mailed to the applicant and property owners within one hundred feet (100'). When the application pertains to a parcel or parcels in the I-82/U.S. 730 interchange area management plan (IAMP) management area, the city shall provide written notification to ODOT when the application is deemed complete. The city administrator accepts comments for fourteen (14) days and renders a decision. The city administrator's decision may be appealed to the planning commission by any party with standing (i.e., the applicant and any party who submitted comments in writing during the 14 day period). The planning commission's decision is the city's final decision and may be appealed to the land use board of appeals within twenty one (21) days of becoming final. The city administrator issues a type II decision.
- C. Type III decisions involve the greatest amount of discretion and evaluation of subjective approval standards. Applications evaluated through this process include conditional use

City of Umatilla Zone Change Application (ZC-2-19)
Exhibit A

permits, preliminary planned unit development plans, variances, code interpretations, and similar determinations (the process for these land use decisions is controlled by Oregon Revised Statutes 197.763). Notice of the application and the planning commission hearing is published in the newspaper of record and mailed to the applicant, property owners within one hundred feet (100'), and interested agencies. When the application pertains to a parcel or parcels in the I-82/U.S. 730 interchange area management plan (IAMP) management area, the city shall provide written notification to ODOT when the application is deemed complete. Notice must be issued at least twenty (20) days before the hearing and the staff report must be available at least seven (7) days before the hearing. At the hearing held before the planning commission, all issues must be addressed. The planning commission's decision may be appealed to the city council. The city council's decision is the city's final decision and may be appealed to the land use board of appeals.

- D. Type IV decisions include only annexations and both legislative and quasi-judicial amendments to the comprehensive plan text and map or to the zoning ordinance text and map. These applications involve the greatest amount of discretion and evaluation of subjective approval criteria. The process for these land use decisions is controlled by Oregon Revised Statutes 197.763. Notice of the application and planning commission hearing is published and mailed to the applicant, property owners within one hundred feet (100'), and interested agencies. When the application pertains to a parcel or parcels in the I-82/U.S. 730 interchange area management plan (IAMP) management area, the city shall provide written notification to ODOT when the application is deemed complete. Notice must be issued at least twenty (20) days before the hearing and the staff report must be available at least seven (7) days before the hearing. The planning commission's decision is a recommendation to the city council. Notice is given for the city council hearing as for the planning commission hearing. The city council's decision is the final decision and may be appealed to the land use board of appeals.

SUMMARY OF THE APPROVAL PROCESS

Permit Type	I	II	III	IV
Site review ¹		X		
Review of a single-family <u>dwelling or duplex</u> residence for zoning compliance	X			
Conditional use permit			X	
Planned unit development			X	
Adjustment		X		

City of Umatilla Zone Change Application (ZC-2-19)
Exhibit A

Variance			X	
Subdivision (see title 11 of this code)			X	
Final plat for subdivision or planned development	X			
Code interpretation or use determination			X	
Comprehensive plan amendment or zone change				X
Annexation				X
Verification of nonconforming status		X		
Revocation of permit		X		
Appeal of a type II design			X	
Appeal of a type III quasi-judicial decision				X

Note:

1. Site review may be included with a type III review for conditional use permit, planned unit development, or other permit.



Exhibit B

LAND USE PLANNING
TRANSPORTATION PLANNING
PROJECT MANAGEMENT

MEMORANDUM

Residential Buildable Lands Inventory (BLI) **FINAL** West Umatilla County Housing Study

DATE March 29, 2019
TO West Umatilla County Housing Study Project Management Team and Advisory Committee
FROM Darci Rudzinski, Jamin Kimmell, and Brandon Crawford, Angelo Planning Group
CC File

The cities of Stanfield, Echo, and Umatilla have received a grant from the Department of Land Conservation and Development (DLCD) to enable technical assistance for the purpose of increasing the supply and affordability of housing within the boundaries of each of the cities. This grant project, the West Umatilla County Housing Study, will provide complete products needed to update comprehensive plans and zoning codes, or adopt other housing strategies, to help ensure that each of the cities can satisfy its housing needs. The expected outcome of this grant project is a Housing Needs Analysis (HNA) that includes: a housing needs projection, a Buildable Lands Inventory (BLI), a Residential Lands Needs Analysis (RLNA), and identified measures for accommodating needed housing.

A critical input into an HNA is an inventory of buildable residential land in the study area. The purpose of this memo is to summarize the methodology and initial results of a residential BLI for the three subject cities. The memo explains the BLI methodology step-by-step, then presents the results in a series of tables and maps.

METHODOLOGY

Step 1 – Identify Environmental Constraints

In order to estimate the amount of land that may be buildable for residential uses, it is necessary to remove any areas where development is constrained and not feasible due to environmental resources, hazards, or topography. The following environmentally constrained areas were removed from the BLI:

- **Floodplains:** FEMA Special Flood Hazard areas were removed from the BLI in accordance with development restrictions found in each city's land use ordinance or development code. This includes the floodways in all cities, the 100-year floodplain in all cities, and the 500-year floodplain in Stanfield.

- **Wetlands:** All wetlands mapped by the U.S. Department of Fish and Wildlife for the National Wetland Inventory were removed from the inventory, consistent with adopted Goal 5 protections for these wetlands in each city’s comprehensive plan and zoning code.
- **Steep Slopes:** Lidar elevation data from the Oregon Department of Geology and Mineral Industries (DOGAMI) was used to estimate areas with slopes over 25 percent. In accordance with Oregon Administrative Rules (OAR) that define buildable land, all areas with slopes of over 25 percent were removed from the BLI.¹
- **Powerline Easements:** Portland General Electric power transmission lines run through the City of Umatilla. There are easements associated with each of the lines on several properties in the City. The easements were classified as a constraint due to development restrictions within them, and they were therefore removed from the BLI.

These lands were combined and then overlaid with Umatilla County tax lot data to estimate the amount of land in each parcel where development is limited by these environmental constraints. Constrained areas were deducted from the gross area of the parcel to estimate the area of the parcel that is unconstrained and potentially buildable.

An additional constraint that was identified but not removed from the BLI is Archaeological Resource Site 35UM1. This area is located north of downtown Umatilla and has been identified as an archaeological site with cultural and historic significance (also known as the “Old Town Site”). The area is a known pre-historic and Native American settlement. Detailed mapping of the boundaries of the area have not been prepared and the degree to which the archaeological resources affect the development capacity of the land is unclear.

Step 2 – Classify Parcels by Development Status

Each parcel in the Urban Growth Boundary (UGB) of each city was classified based on the potential for new development on the parcel. This classification is intended to separate parcels that have capacity for development from those that do not. The classification is based on the amount of unconstrained area on the parcel and the valuation of improvements (buildings, other structures). Improvement values are sourced from Umatilla County Tax Assessor data. The following five categories identify the “development status” of parcels and were used to classify parcels:

- **Developed:** Parcels that have an improvement value of more than \$10,000 and do not meet the definition of Partially Vacant or Constrained.
- **Constrained:** Parcels with less than 3,000 square feet unconstrained land. These parcels are assumed to not be developable due to the small area on the lot that is potentially buildable.
- **Partially Vacant:** Parcels that meet the state definition as Partially Vacant under the “Simplified UGB Method” for residential buildable land inventories.² These parcels are at

¹ See OAR 660-008-0005(2).

² OAR 660-038-0060 - Buildable Lands Inventory (BLI) for Residential Land within the UGB

(3) The city must identify all partially vacant lots and parcels with a residential comprehensive plan designation, as follows:

least a half-acre in size and contain an existing structure worth more than \$10,000 but may have some capacity for additional development. The amount of potentially buildable area on a parcel was estimated based on the type of structure, value of structure, and size of parcel, as follows:

- All parcels with a single-family dwelling that were more than a half-acre in size were classified Partially Vacant, and a quarter-acre was removed from the unconstrained area of these parcels to account for the existing dwelling. If less than a quarter acre of unconstrained land remained after removing a quarter-acre of land for the existing dwelling, then the parcel was classified as Developed.
- Parcels with an existing multi-family structure, commercial structure, farm building, or other non-residential structure were manually classified as Partially Vacant or Developed based on the size of the parcel relative to the value of the improvements. Larger parcels (more than 3 acres) with low improvement values were generally classified Partially Vacant, while smaller parcels or parcels with high improvement values were classified Developed. A quarter-acre was removed from all parcels classified as Partially Vacant. The Simplified UGB Method requires cities to review aerial imagery for each of these parcels to estimate the remaining buildable area. With assistance from staff, this level of refinement may be possible for Draft 2 of the BLI.
- **Vacant**: Parcels with more than 3,000 square feet of unconstrained land and improvement value less than \$10,000. These parcels have sufficient area for development and little to no improvements.
- **Difficult to Serve**: These parcels either meet the definition of Vacant or Partially Vacant; however, due to a variety of factors, may be difficult or infeasible to serve with adequate infrastructure to support urban development. No parcels were classified as Difficult to Serve in the BLI. For the purposes of this analysis, these parcels will be considered potentially buildable, but the lack of infrastructure and expense of providing infrastructure to these sites may present a major barrier to development.

The results of this analysis are presented in Tables 1-3 in this memo. Table 1 and Table 2 provide a summary of the amount of residential and commercial land in the three cities by development status. While the focus of this study is residential land, a summary of land available in commercial zones is provided for context because most commercial zones allow residential development.

(a) For lots and parcels at least one-half acre in size that contain a single-family residence, the city must subtract one-quarter acre for the residence, and count the remainder of the lot or parcel as vacant land, and

(b) For lots and parcels at least one-half acre in size that contain more than one single-family residence, multiple-family residences, non-residential uses, or ancillary uses such as parking areas and recreational facilities, the city must identify vacant areas using an orthophoto or other map of comparable geometric accuracy. For the purposes of this identification, all publicly owned park land shall be considered developed. If the vacant area is at least one-quarter acre, the city shall consider that portion of the lot or parcel to be vacant land.

Housing unit projections are not provided for commercial zones, however, as each city should be able to meet housing needs through adequate provision of residentially zoned lands.

Step 3 – Estimate Net Buildable Lands and Housing Unit Capacity

The final step of the BLI is to estimate the capacity for new housing units on each parcel. There are four steps in the calculation:

- **Unconstrained Acres:** The amount of land remaining in each parcel after deducting any constrained areas and, on Partially Vacant parcels, a quarter-acre general reduction for existing structures.
- **Net Buildable Acres:** The amount of unconstrained land in each parcel is reduced by 25% to account for land needed for public facilities (primarily streets) to support new development.
- **Projected Density:** For each residential zone, a projected density (units per net buildable acre) was identified based on the housing types that are permitted in the zone, minimum lot size standards, and maximum density standards. Parcels that span multiple zones (i.e., split zoned) were divided based on zone boundaries and housing unit capacity was calculated for each portion of the parcel. The projected density levels are presented in Table 4. These assumptions are generally consistent with the approach for the Simplified UGB Method.
- **Housing Unit Capacity:** The projected density is multiplied by the net buildable acres to estimate the housing unit capacity of each parcel. Finally, the housing unit capacity of each parcel was rounded down to a whole number to reflect the actual maximum allowable number of units that could be permitted.

Table 3 in the *Results* section of this memo breaks down this data by city, showing the number of unconstrained acres and the housing capacity in residential zones for each jurisdiction. Figure 1 graphically depicts the amount of vacant and partially vacant land available for areas that are unconstrained in each of the cities; Figure 2 shows the number of residential units (housing capacity) that can potentially be accommodated on vacant and partially vacant land in each city.

RESULTS

Table 1. BLI Summary by Development Status, Residential Zones, All Cities

Development Status	Total Parcels	Gross Acres	Constrained Acres³	Unconstrained Acres
Constrained	444	140	136	--
Developed	1,959	848	142	--
Public	69	536	132	
Total Not Buildable	2,472	1,524	410	--
Difficult to Serve	--	--	--	--
Partially Vacant	166	665	70	554
Vacant	460	1,430	180	1,257
Total Potentially Buildable	626	2,095	250	1,812

Table 2. BLI Summary by Development Status, Commercial Zones, All Cities

Development Status	Total Parcels	Gross Acres	Constrained Acres	Unconstrained Acres
Constrained	142	24	23	--
Developed	147	134	7	--
Public	13	7	1	
Total Not Buildable	302	165	31	--
Difficult to Serve	--	--	--	--
Partially Vacant	3	3	0	3
Vacant	93	172	27	145
Total Potentially Buildable	96	175	27	148

³ Constrained acres for "Partially Vacant" does not include the quarter-acre deducted from each parcel to account for single-family dwellings.

Table 3. Unconstrained Acres and Housing Unit Capacity by Jurisdiction, Residential Zones

Jurisdiction	Unconstrained Acres				Housing Unit Capacity			
	Difficult to Serve	Partially Vacant	Vacant	Total	Difficult to Serve	Partially Vacant	Vacant	Total
Echo	--	53	58	111	--	310	229	539
Stanfield	--	161	287	448	--	951	1,696	2,647
Umatilla	--	340	912	1,252	--	318	3,342	3,660
Total	--	554	1,257	1,811	--	1,579	5,267	6,846

Figure 1. Unconstrained Acres by Jurisdiction, All Cities, Residential Zones

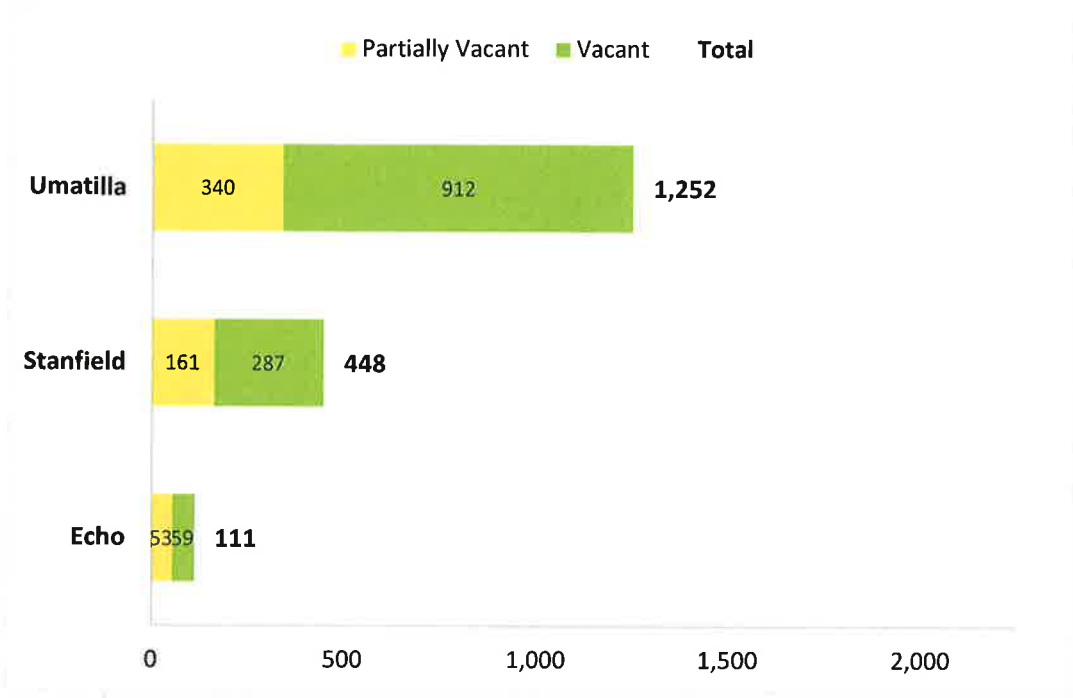


Figure 2. Housing Unit Capacity by Jurisdiction, Residential Zones

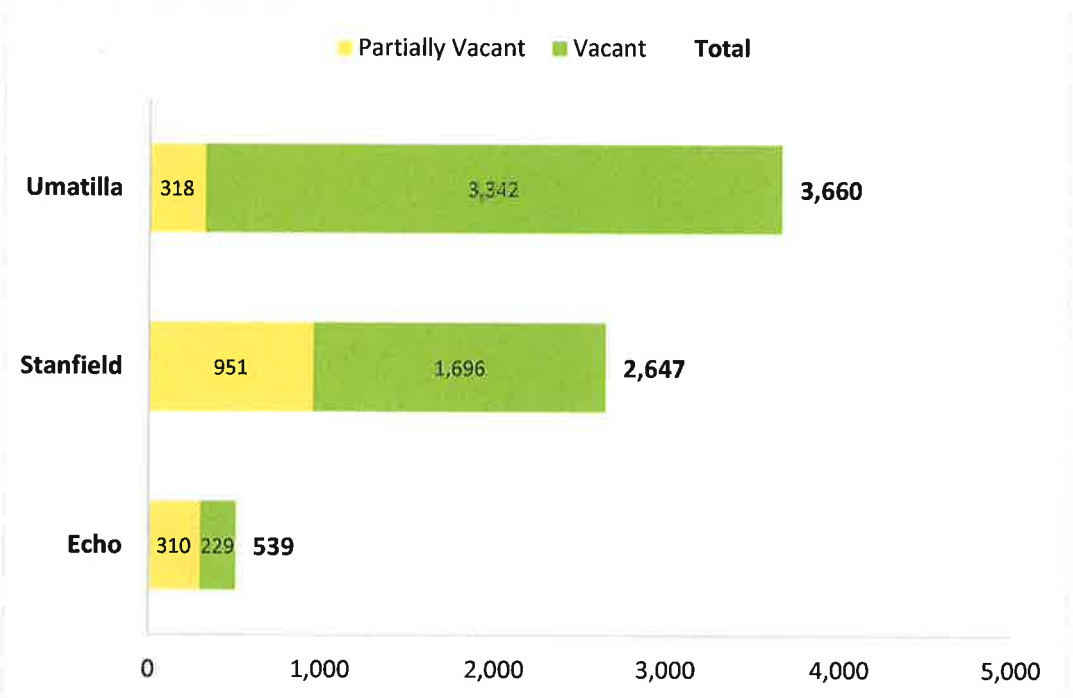
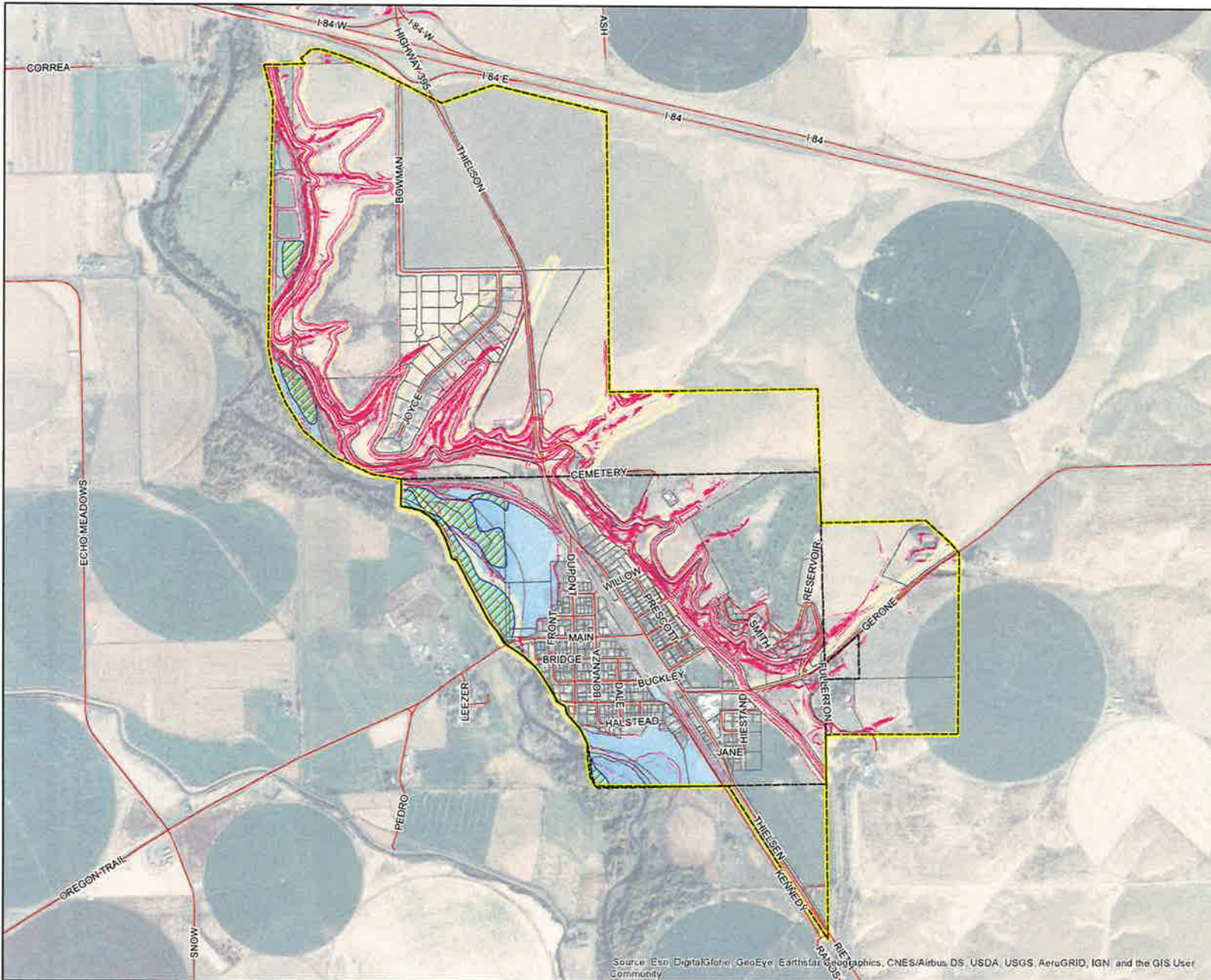


Table 4. Potentially Buildable Acres and Housing Unit Capacity by Zone, Residential Zones

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres					Housing Unit Capacity				
		Difficult to Serve	Partially Vacant	Vacant	Total	Share of Total	Difficult to Serve	Partially Vacant	Vacant	Total	Share of Total
Echo											
R-1: General Residential	5	--	10	11	21	19%	--	38	16	54	10%
R-2: Limited Residential	5	--	17	19	36	33%	--	61	64	125	23%
R-3: High Density Residential	18	--	15	10	24	22%	--	196	129	325	60%
R-4: Farm Residential	1	--	11	18	29	26%	--	2	0	2	0%
RC: Residential Commercial	5	--	0	1	1	1%	--	13	20	33	6%
	Subtotal	--	52	58	110	--	--	310	229	539	--
Stanfield											
R/MF: Residential/Multi-Family	18	--	0	0	0	0%	--	0	0	0	0%
R/MH: Residential/MF Park	8	--	0	44	44	10%	--	0	265	265	10%
R/NC: Residential/N'hood Comm.	8	--	0	11	11	2%	--	0	64	64	2%
R/UH: Residential/Urban Holding	8	--	34	187	314	70%	--	758	1,115	1,873	71%
R: Residential	8	--	127	45	79	18%	--	193	252	445	17%
	Subtotal	--	161	287	448	--	--	951	1,696	2,647	--
Umatilla											
DR: Downtown Residential	18	--	0	4	4	0%	--	0	41	41	1%
F-2: General Rural	0.05	--	1	40	41	3%	--	0	1	1	0%
R-1: Agricultural Residential	0.25	--	163	63	226	18%	--	20	4	24	1%
R1: Single-Family Residential	5	--	11	558	569	45%	--	34	2,017	2,051	56%
R-1A: Two Acre Residential	2	--	117	36	153	12%	--	157	47	204	6%
R2: Medium Density Residential	8	--	3	200	203	16%	--	14	1,150	1,164	32%
R-2: Suburban Residential	1	--	36	1	37	3%	--	16	0	16	0%
R3: Multi-Family Residential	18	--	5	5	10	1%	--	60	70	130	4%
R-3: Urban Residential	5	--	5	5	10	1%	--	17	12	29	1%
	Subtotal	--	340	912	1,253	--	--	318	3,342	3,660	--

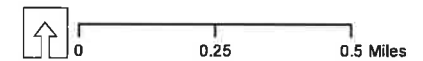
West Umatilla Cities Buildable Lands Inventory

City of Echo: Constraints



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Prepared by:
Angelo Planning Group
Date: 01/14/19

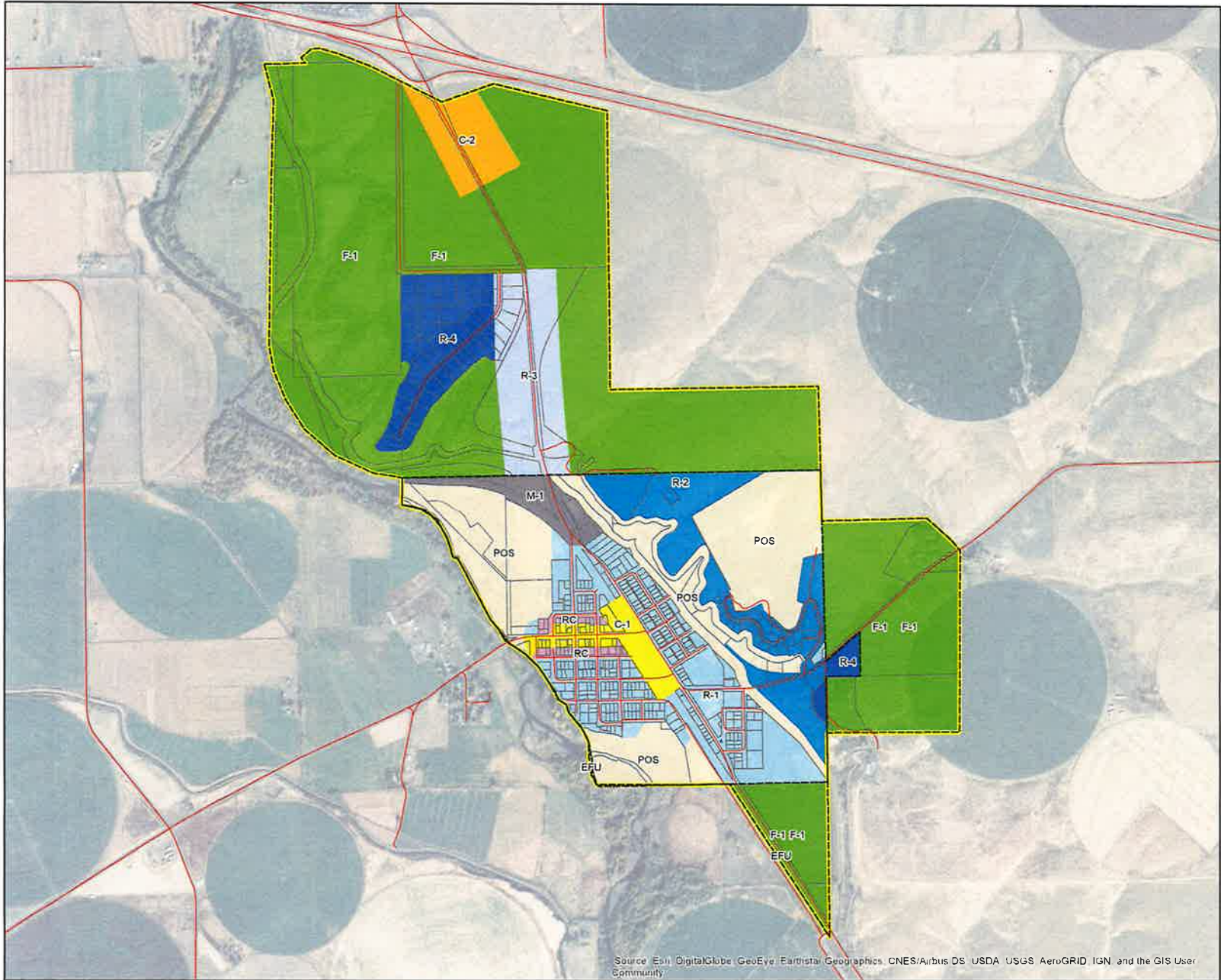


Coordinate System:
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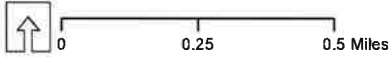
**West Umatilla Cities
Buildable Lands Inventory**

**City of Echo:
Zoning**



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Prepared by:
Aurora Planning Group
Date: 01/14/18

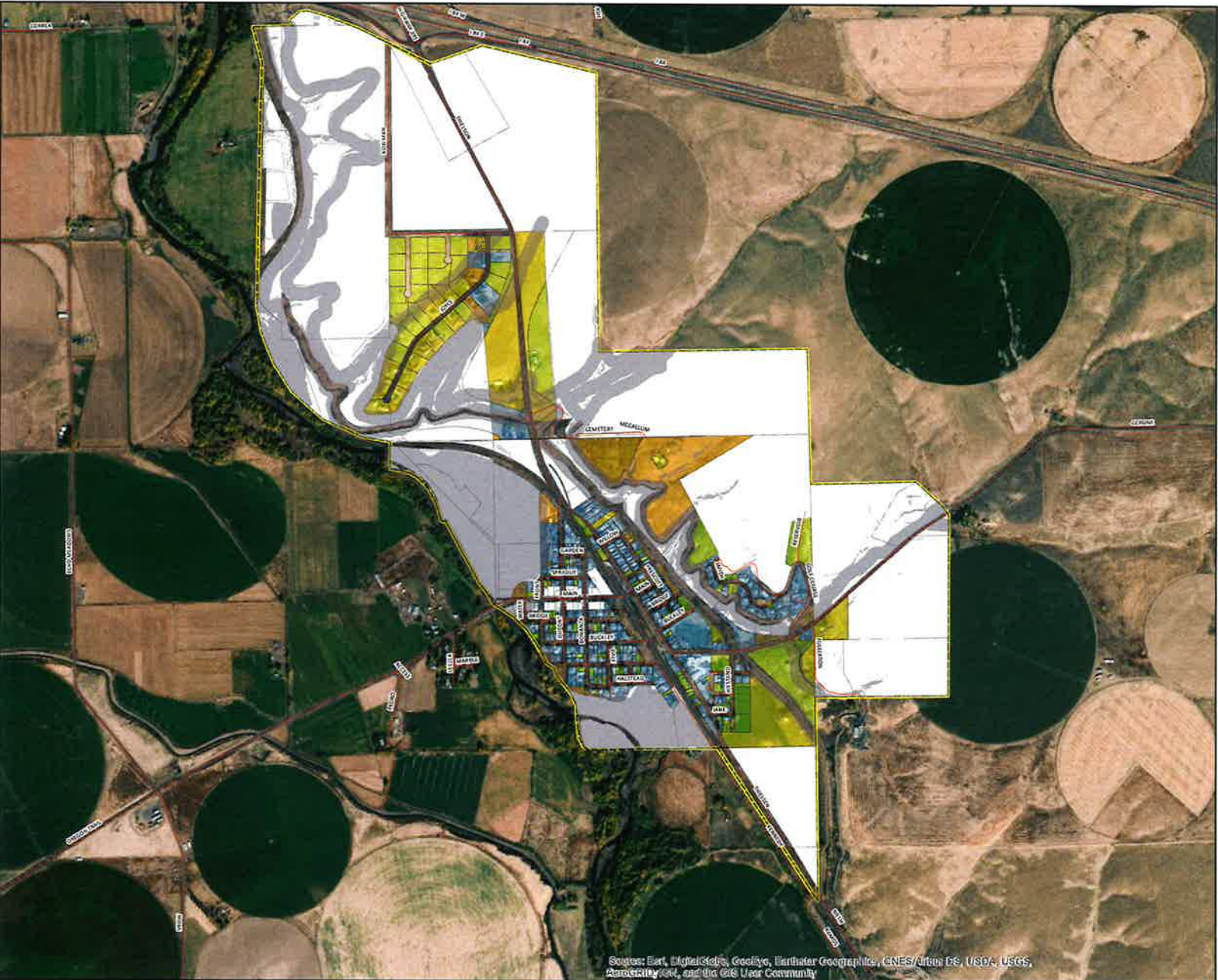


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**West Umatilla Cities
Buildable Lands Inventory**

**City of Echo:
Development Status**



Sources: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Prepared by:
Anglo Planning Group
Form: 09/22/18



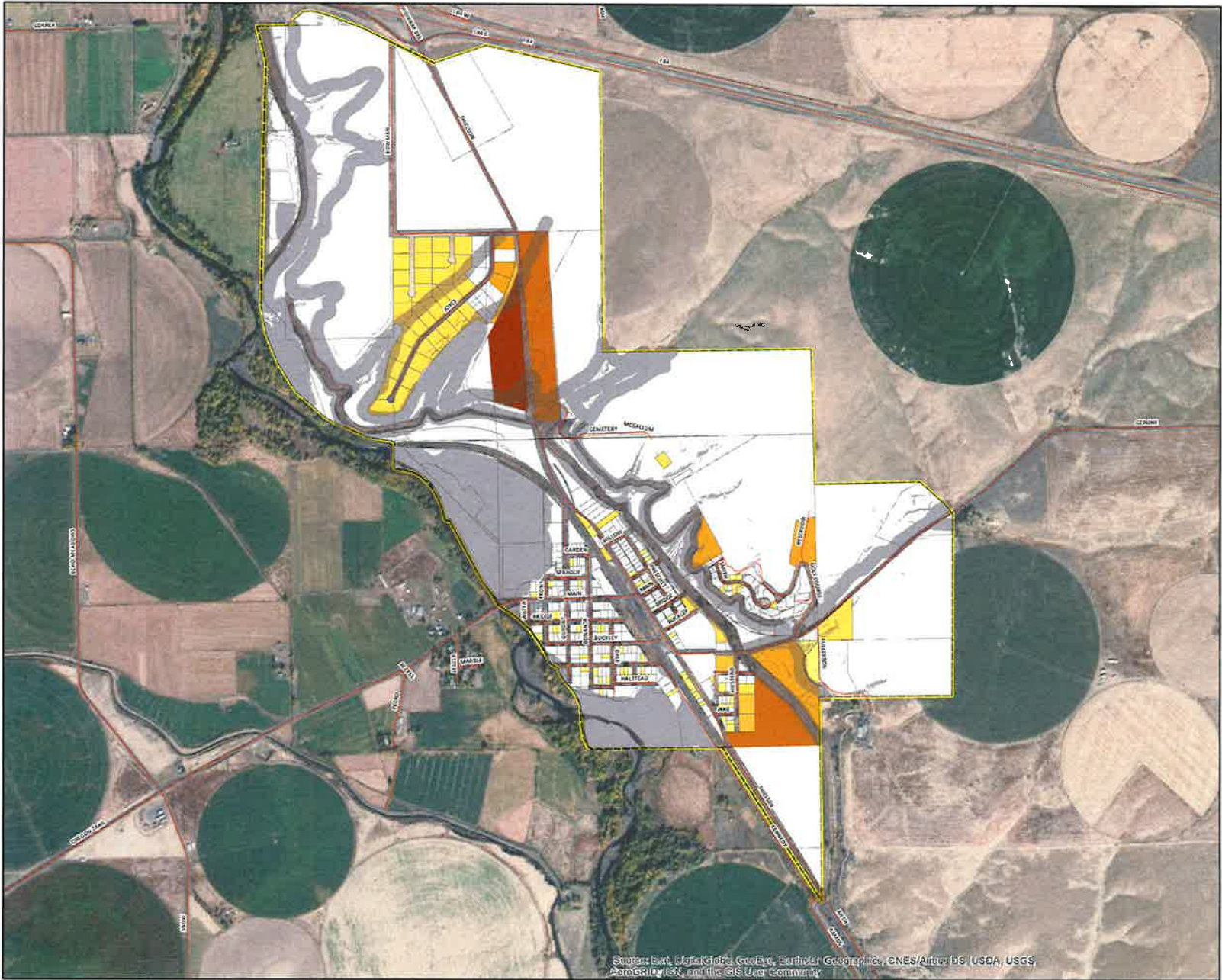

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Coordinate System:
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**West Umatilla Cities
Buildable Lands Inventory**

**City of Echo:
Housing Capacity**



--- Streets
 City Limits
 UGB
 All Constrained Areas
 Non-Residential Zones

Housing Unit Capacity (Residential Only)

0
1 - 2
3 - 5
6 - 20
21 - 100
101 - 500
500+

Prepared by:
 ARUP Planning Group
 Date: 03/27/18

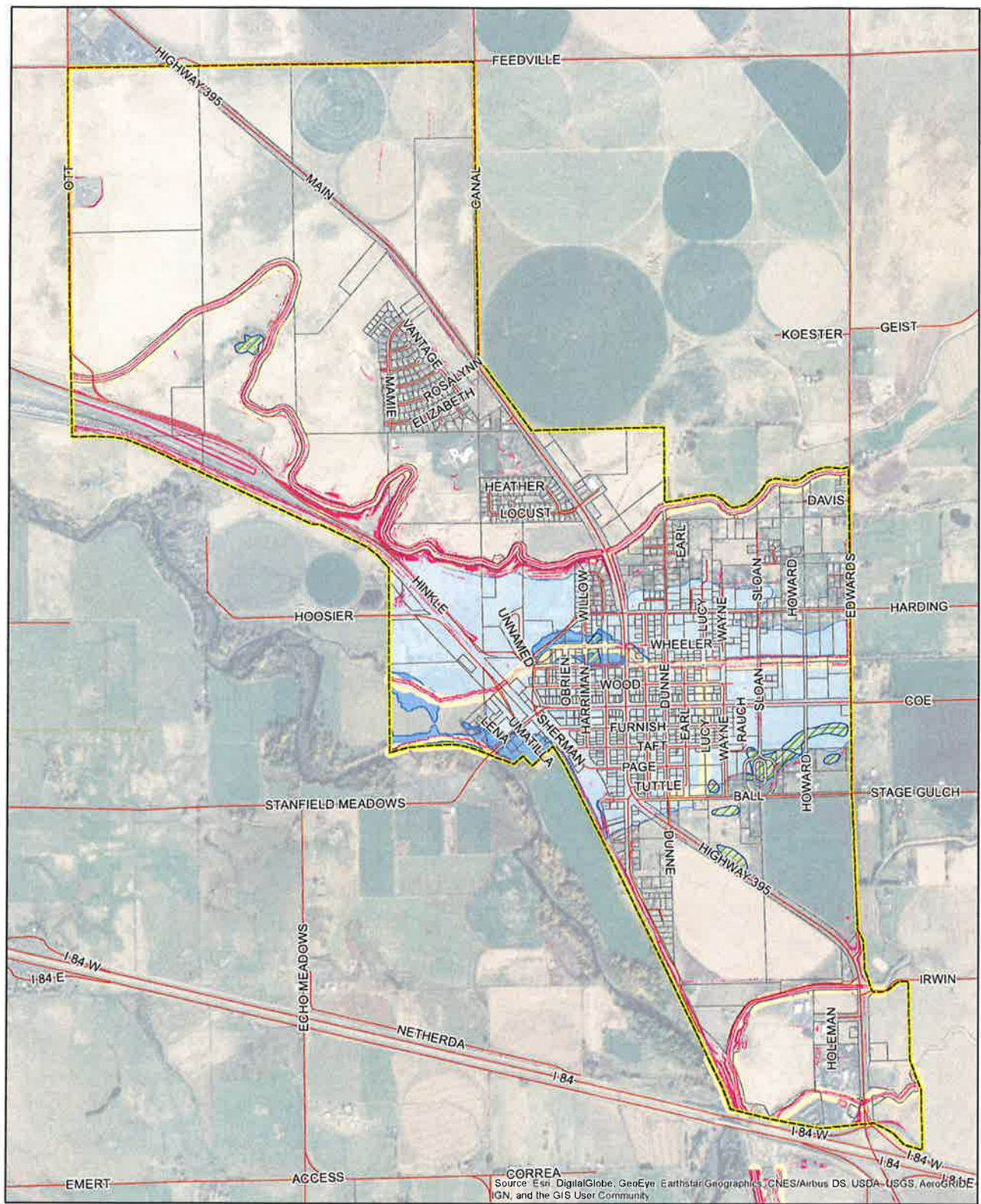



↑ 0 0.25 0.5 Miles

Coordinate System:
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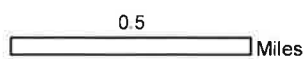
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**West Umatilla Cities
Buildable Lands Inventory**



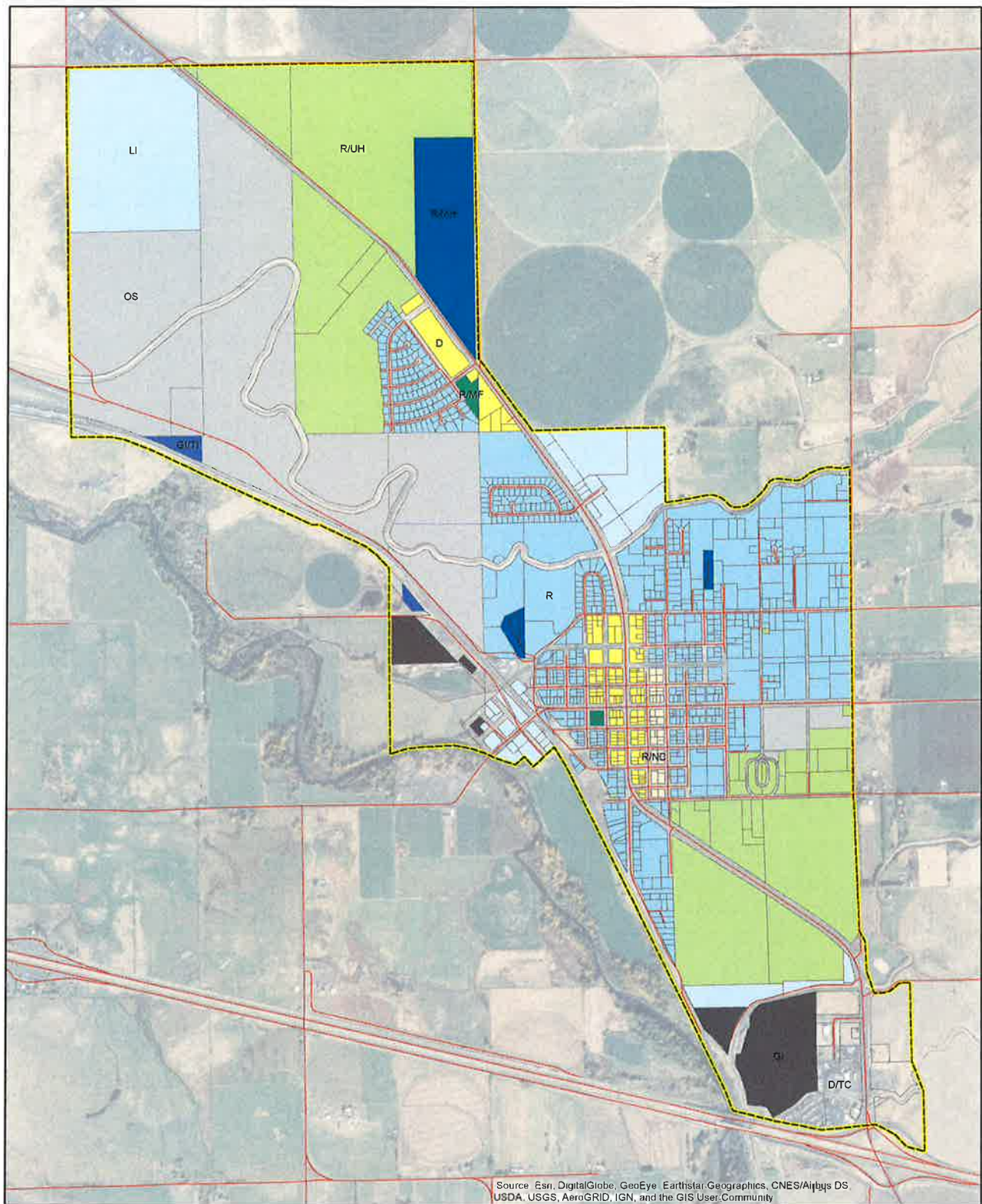
**City of Stanfield:
Constraints**



Coordinate System:
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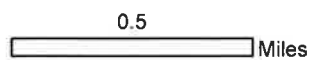


Prepared by:
Angelo Planning Group
Date: 01/18/19



**West Umatilla Cities
Buildable Lands Inventory**

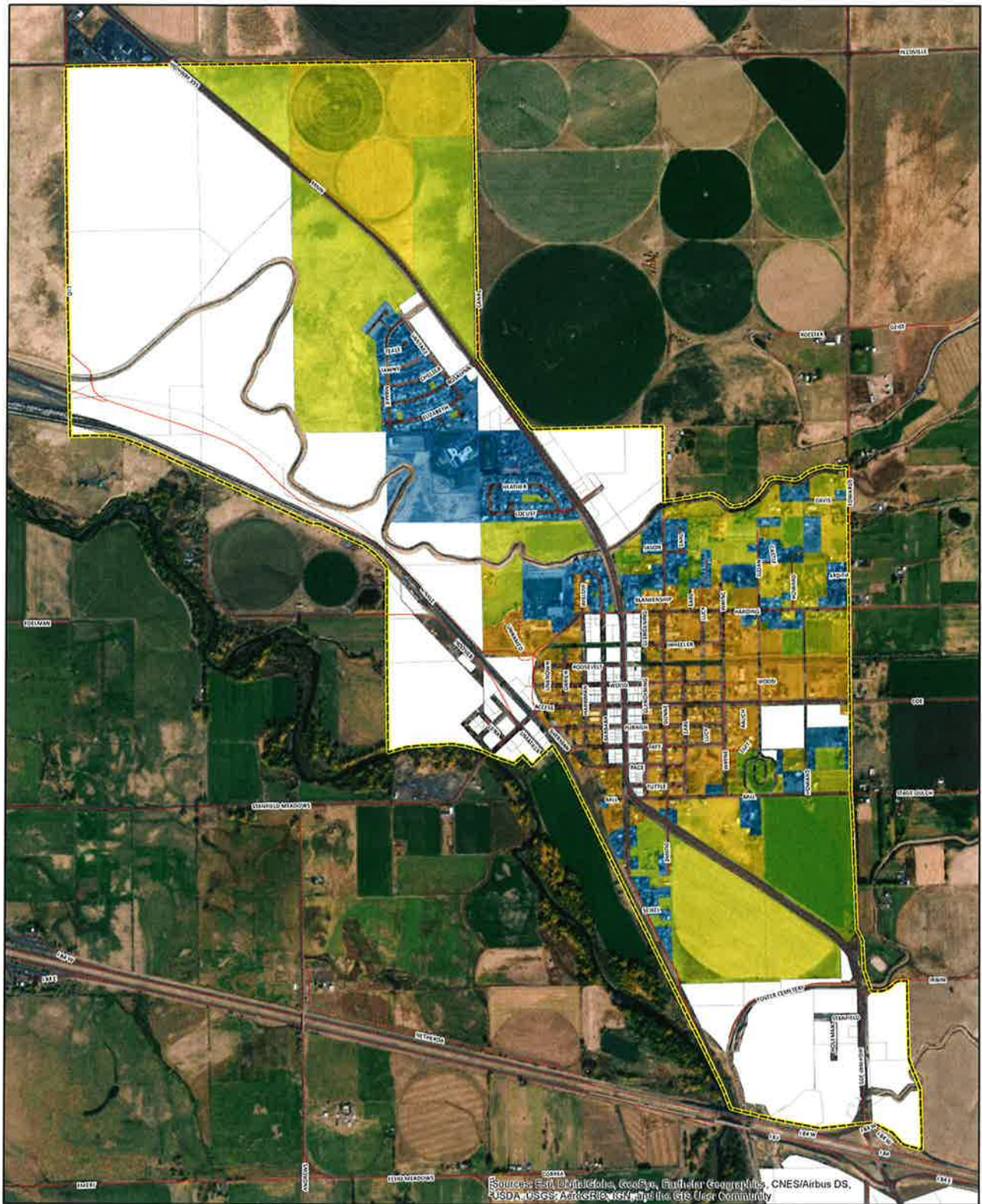
City of Stanfield: Zoning



City of Stanfield
1400 23rd Street SE
P.O. Box 1000
Stanfield, OR 97138
www.cityofstanfield.org

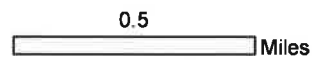


Prepared by:
Angelic Planning Group
Date: 01/14/20



**West Umatilla Cities
Buildable Lands Inventory**

City of Stanfield: Development Status

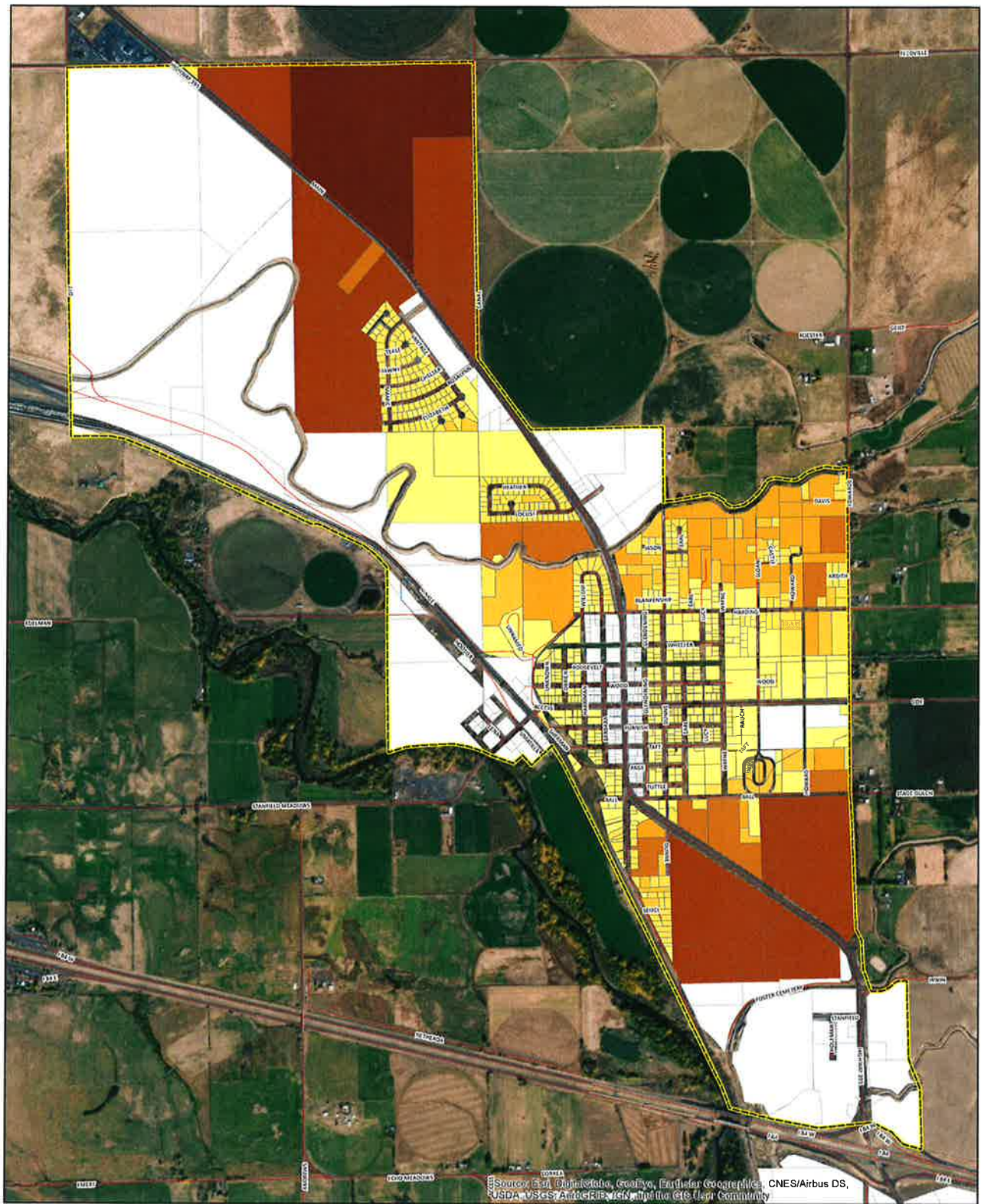


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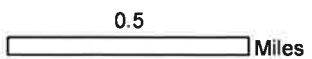
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Prepared by:
Angelo Planning Group
Date: 02/04/19



West Umatilla Cities
Buildable Lands Inventory **City of Stanfield: Housing Capacity**




Coordinate System:
 NAD 83 UTM Zone 18 North
 Datum: North American Datum 1983
 Spheroid: GRS 1980
 Prime Meridian: -114.00000000000000
 Units: Meter
 Projection: UTM
 False Easting: 500000.0000000000
 False Northing: 0.0000000000000000
 Scale Factor: 0.9996093092562352
 Datum Shift: 0.0000000000000000
 Contour Interval: 1000
 Contour Type: Horizontal

Prepared by:
 Angelo Planning Group
 Date: 02/04/19

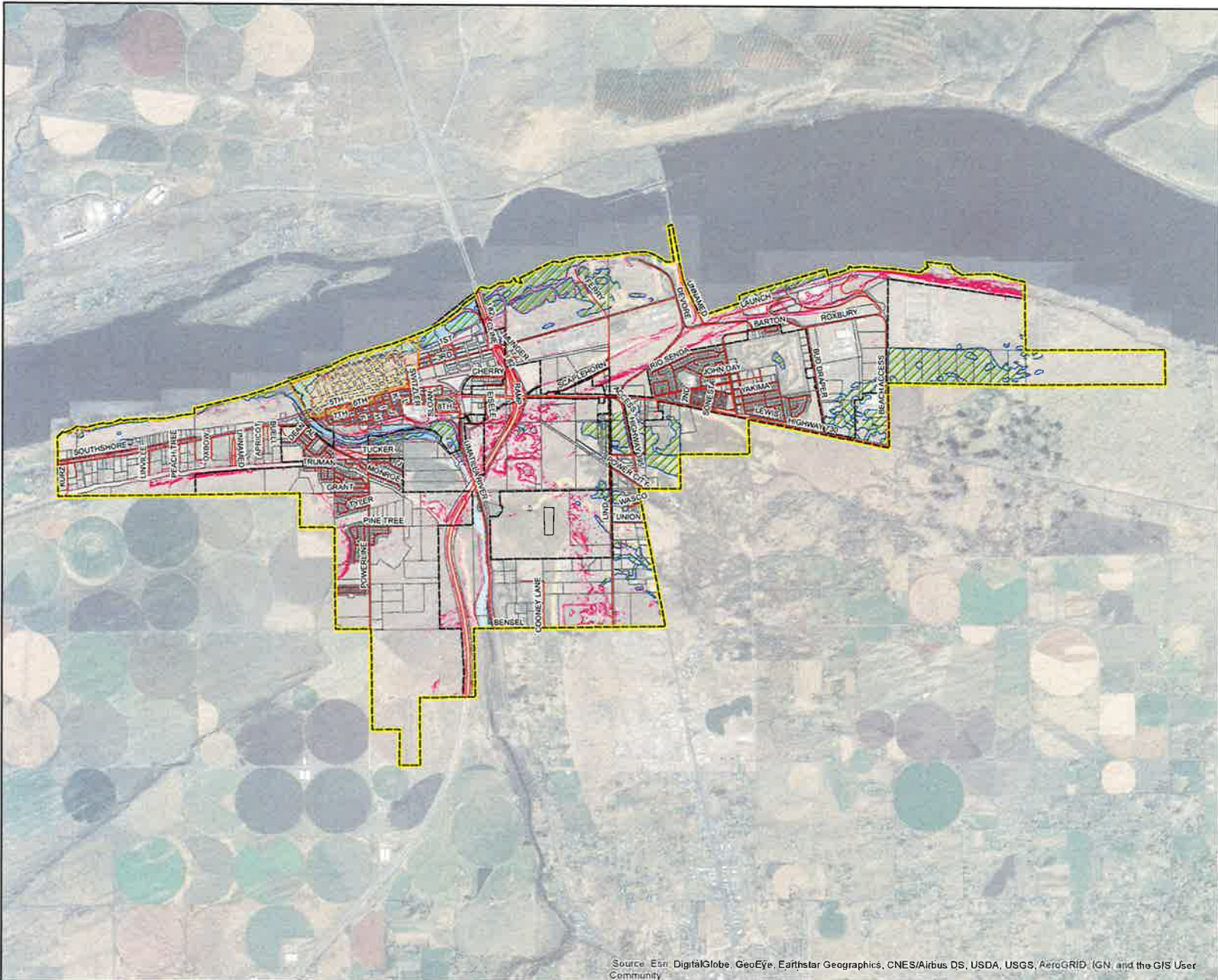
**West Umatilla Cities
Buildable Lands Inventory**

City of Umatilla:

Constraints

-  Streets
-  UGB
-  Archeological Site UM 351*
-  City Limits
-  Taxlots
-  Small Stream
-  Stream Buffer (75 ft)
-  Steep Slopes
-  Wetlands
-  Floodplain

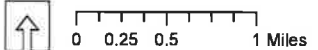
*Archeological Site Displays Approximate Boundary



Source: Earth DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Prepared by
Angelo Planning Group
Date: 02/04/18



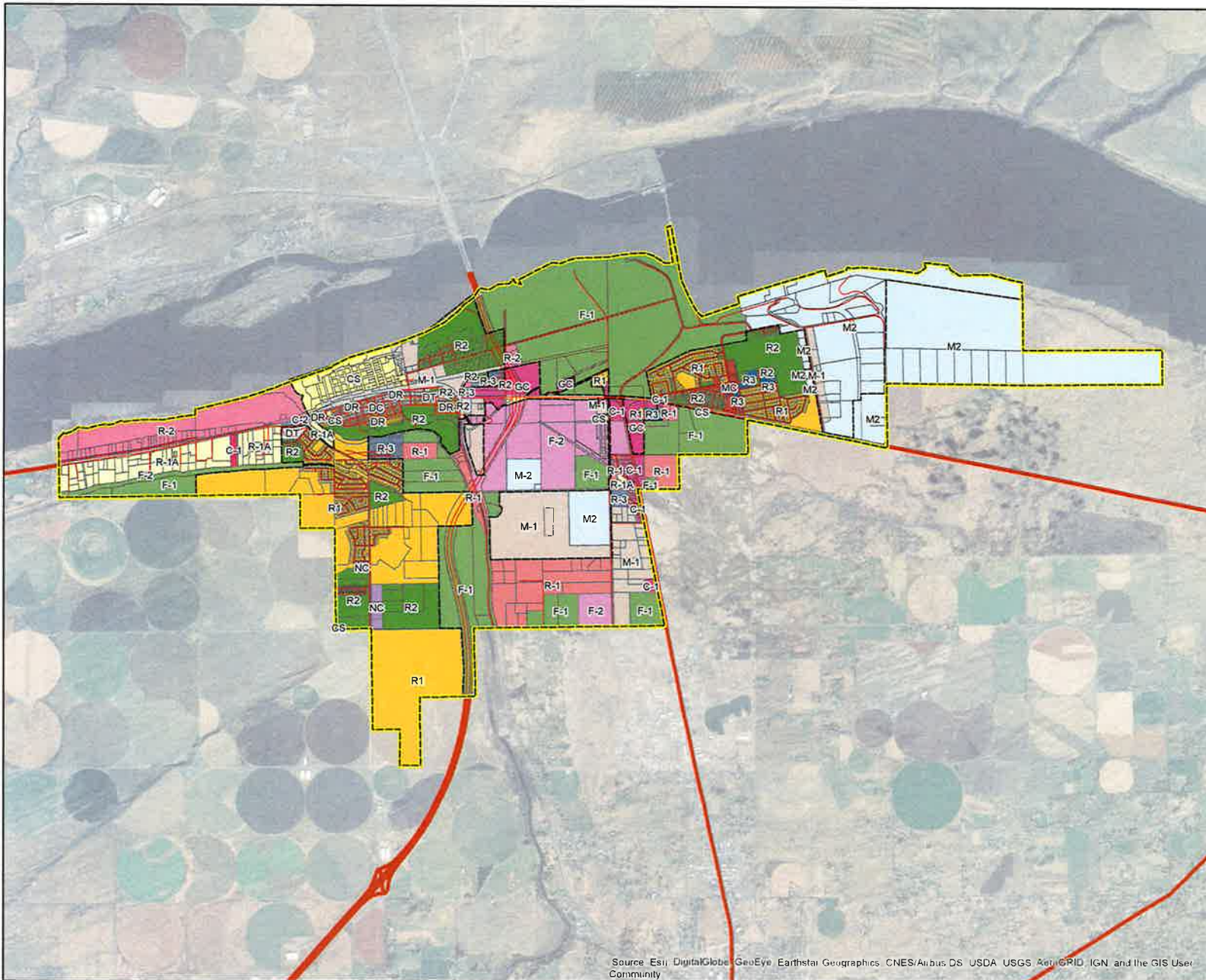


Coordinate System:
NAD 1983 HARN StatePlane Oregon North FIPS 1602 Feet (ft)

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West Umatilla Cities Buildable Lands Inventory

City of Umatilla: Zoning



- Streets
 - Taxlot
 - City Limits
 - Umatilla_UGB
- Zone**
- Agricultural Residential, R-1
 - Community Services, CS
 - Downtown Commercial, DC
 - Downtown Residential, DR
 - Downtown Transitional, DT
 - Exclusive Farm Use, F-1
 - General Commercial, C-1, GC
 - General Rural, F-2
 - Heavy Industrial, M-2
 - Light Industrial, M-1
 - McNary Center Commercial, MC
 - Medium Density Residential, R2
 - Multi-Family Residential, R3
 - Neighborhood Commercial, NC
 - Single-Family Residential, R1
 - Suburban Residential, R-2
 - Tourist Commercial, C-2
 - Two Acre Residential, R-1A
 - Urban Residential, R-3

Prepared by:
Angelo Planning Group
Date: 10/15/19



0 0.25 0.5 1 Miles

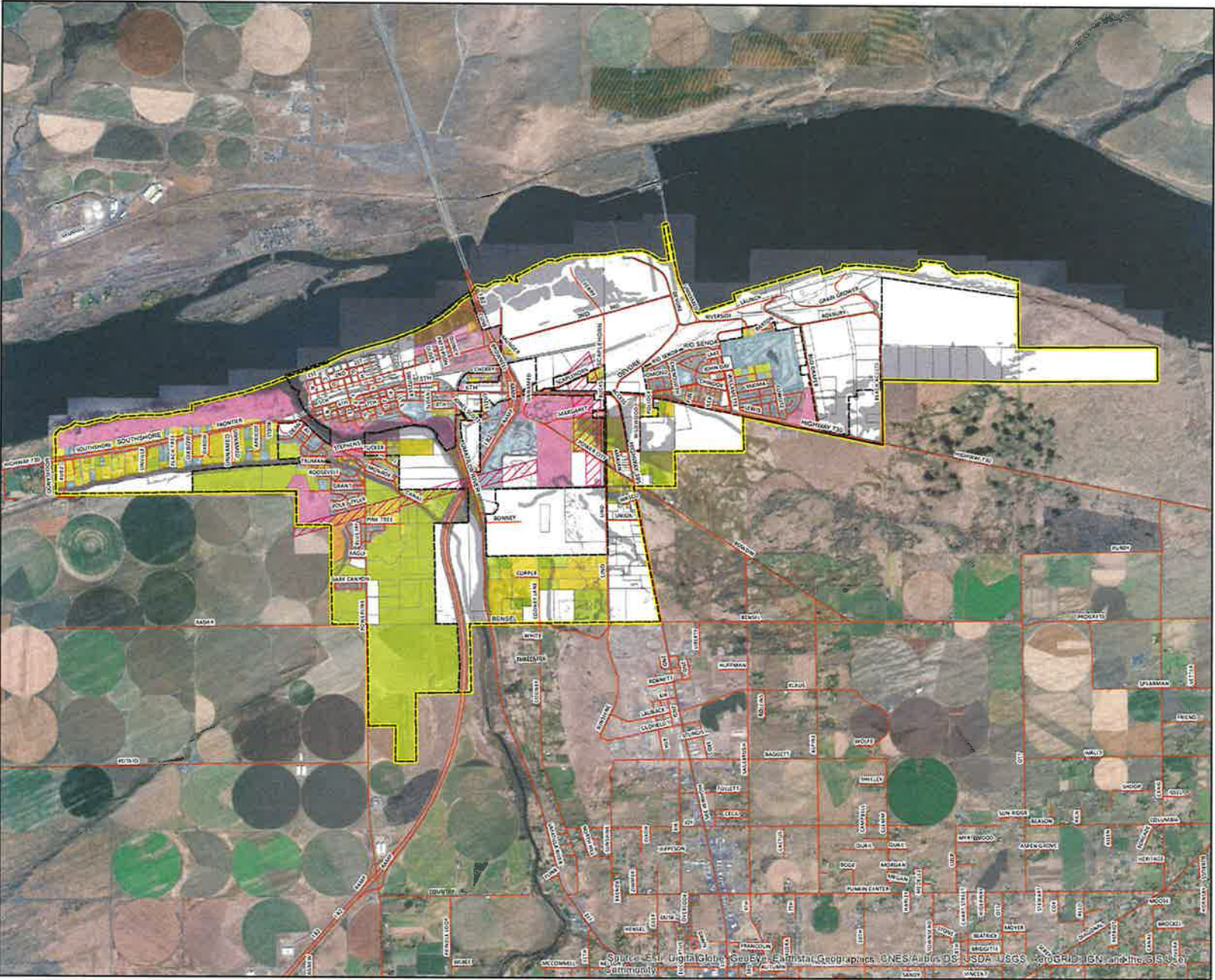
Coordinate System:
NAD 1983 NADN StatePlane Oregon North FIPS 1403 Feet Unit

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Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

**West Umatilla Cities
Buildable Lands Inventory**

City of Umatilla:
Development Status



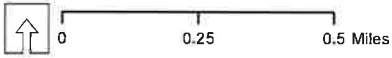
- Streets
- City Limits
- UGB
- Easements
- All Constrained Areas
- Non-Residential Zones

Development Status

- Constrained
- Developed
- Public
- Partially Vacant
- Vacant

Prepared by
Angelo Planning Group
Date: 03/27/21



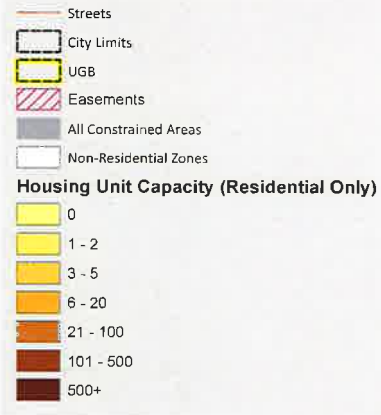
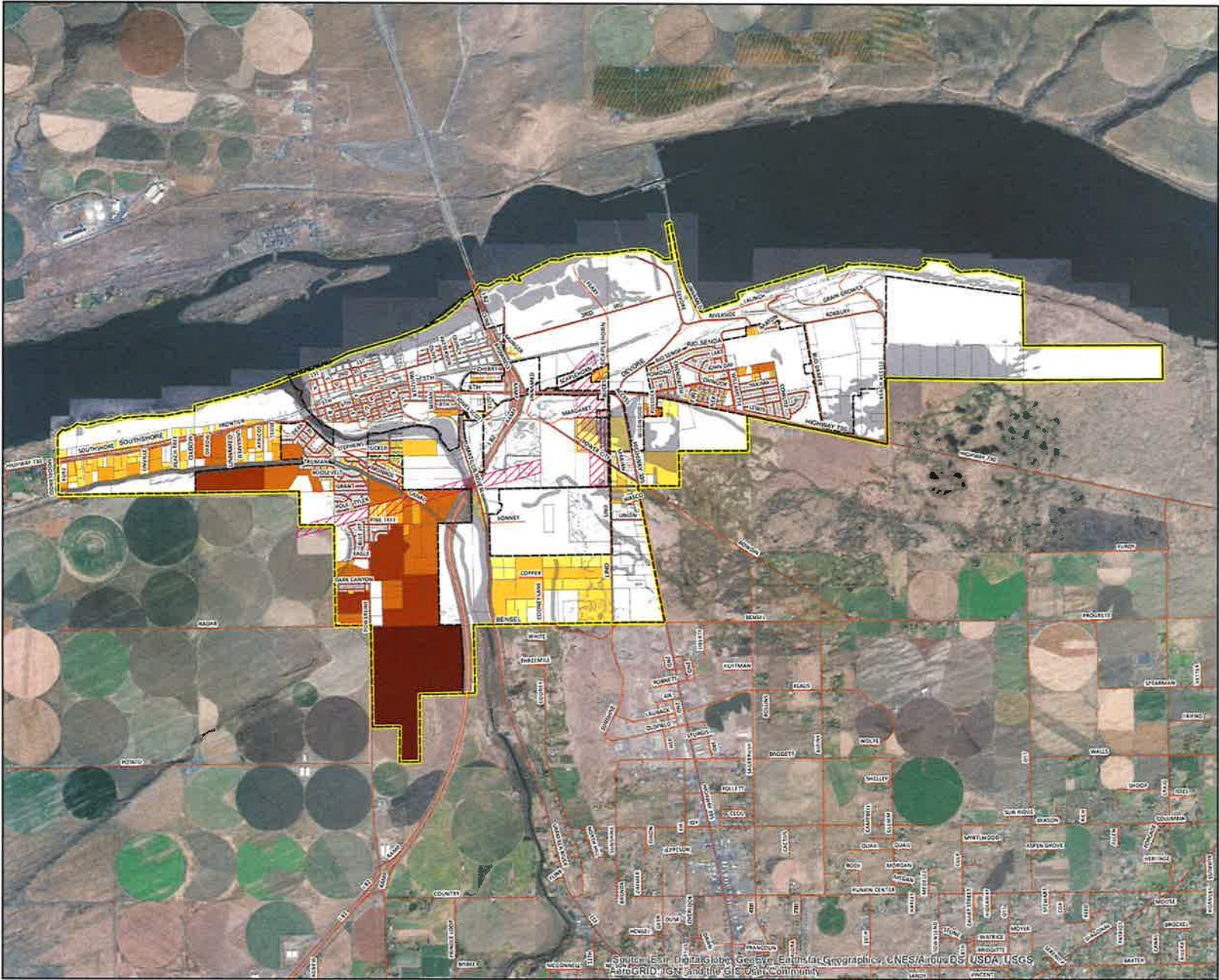


Coordinate System:
NAD 1983 NADN StatePlane Oregon North FIPS 5003 Foot Unit



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**West Umatilla Cities
Buildable Lands Inventory**

City of Umatilla:
Housing Capacity



Prepared by:
 Angula Planning Group
 Date: 03/27/18

JOHNSON
Economics

0 0.25 0.5 Miles

Coordinate System:
 NAD 1983 HARN StatePlane Oregon North FIPS 5001 Feet Unit

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Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Exhibit C



Source: City of Umatilla

CITY OF UMATILLA, OR

HOUSING AND RESIDENTIAL LAND NEEDS ASSESSMENT (OREGON STATEWIDE PLANNING GOAL 10)

20-YEAR HOUSING NEED 2019 - 2039

Prepared For:
CITY OF UMATILLA, OREGON
June 2019

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INTRODUCTION

This analysis outlines a forecast of housing need within the City of Umatilla. Housing need and resulting land need are forecast to 2039 consistent with 20-year need assessment requirements of periodic review. This report presents a housing need analysis (presented in number and types of housing units) and a residential land need analysis, based on those projections.

The primary data sources used in generating this forecast were:

- Portland State University Population Research Center
- U.S. Census
- Environics Analytics Inc.¹
- Oregon Employment Department
- Umatilla County GIS
- Other sources are identified as appropriate.

This analysis reflects the coordinated population forecast from the Oregon Population Forecast Program, at the Population Research Center (PRC) at PSU. State legislation passed in 2013 made the PRC responsible for generating the official population forecasts to be used in Goal 10 housing analyses in Oregon communities outside of the Portland Metro area (ORS 195.033). The population forecasts used in this analysis were generated in 2016.

This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

I. CITY OF UMATILLA DEMOGRAPHIC PROFILE

SUMMARY

The following table (Figure 1.1) presents a profile of City of Umatilla demographics from the 2000 and 2010 Census. This includes the city limits of Umatilla, as well as areas currently included within the Urban Growth Boundary (UGB). It also presents the estimated population of this area as of 2018 from PSU estimates.

- Umatilla is a City of an estimated 7,320 people (City), and 8,834 people (UGB), located in Umatilla County in Northeastern Oregon. An estimated 17% of the population in the UGB lives outside the city limits.
- Based on the UGB population, Umatilla is roughly the 64th largest city in the state by population. Within Umatilla County, Umatilla is the third largest city after Hermiston and Pendleton.
- Umatilla has experienced rapid growth, growing over 47% in population since 2000. In contrast, Umatilla County and the state experienced population growth of 14% and 21% respectively. The City of Hermiston grew 37% over this period. (US Census and PSU Population Research Center)

¹ Environics Analytics Inc. is a third-party company providing data on demographics and market segmentation. It licenses data from the Nielson Company which conducts direct market research including surveying of households across the nation. Nielson combines proprietary data with data from the U.S. Census, Postal Service, and other federal sources, as well as local-level sources such as Equifax, Vallassis and the National Association of Realtors. Projections of future growth by demographic segments are based on the continuation of long-term and emergent demographic trends identified through the above sources.

- The Umatilla UGB was home to an estimated 2,247 households in 2018, an increase of roughly 550 households since 2000. The percentage of families fell slightly between 2000 and 2018 from 78% to 74% of all households. The city has a larger share of family households than Umatilla County (68%) and the state (63%).
- Umatilla’s estimated average household size is 3.15 persons, holding fairly stable since 2000. This is higher than the Umatilla County average of 2.67 and the statewide average of 2.47.

FIGURE 1.1: UMATILLA DEMOGRAPHIC PROFILE

POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS					
	2000	2010	Growth	2018	Growth
	(Census)	(Census)	00-10	(PSU)	10-18
Population ¹	6,008	8,335	38.7%	8,834	6.0%
Households ²	1,691	2,089	23.5%	2,247	7.6%
Families ³	1,317	1,553	18%	1,671	8%
Housing Units ⁴	1,824	2,131	17%	2,240	5%
Group Quarters Population ⁵	697	1,755	152%	1,755	0%
<i>Household Size (non-group)</i>	<i>3.14</i>	<i>3.15</i>	<i>0%</i>	<i>3.15</i>	<i>0%</i>
<i>Avg. Family Size</i>	<i>3.51</i>	<i>3.59</i>	<i>2%</i>	<i>3.59</i>	<i>0%</i>
PER CAPITA AND MEDIAN HOUSEHOLD INCOME					
	2000	2010	Growth	2018	Growth
	(Census)	(Census)	00-10	(Proj.)	10-18
Per Capita (\$)	\$11,469	\$12,267	7%	\$12,864	5%
Median HH (\$)	\$33,844	\$44,643	32%	\$38,796	-13%

SOURCE: Census, PSU Population Research Center, and Johnson Economics

Census Tables: DP-1 (2000, 2010); DP-3 (2000); S1901; S19301

¹ From PSU Population Research Center, Population Forecast Program, final forecast for Umatilla Co. (2017)

² 2018 Households = (2018 population - Group Quarters Population)/2018 HH Size

³ Ratio of 2018 Families to total HH is based on 2016 ACS 5-year Estimates

⁴ 2018 housing units are the '10 Census total plus new units permitted from '10 through '18 (source: Census, Cities)

⁵ Ratio of 2018 Group Quarters Population to Total Population is kept constant from 2010.

A. POPULATION GROWTH

Since 2000, Umatilla has grown by roughly 2,825 people within the UGB, or 47% in 18 years. This is a faster growth rate than was seen in the rest of the county (14%), and the state (21%). In comparison, the population of Hermiston grew by an estimated 37% during this period.

B. HOUSEHOLD GROWTH & SIZE

As of 2018, the city has an estimated 2,250 households. Since 2000, Umatilla has added an estimated 555 households, or 33% growth. A household is defined as all the persons who occupy a single housing unit, whether or not they are related.

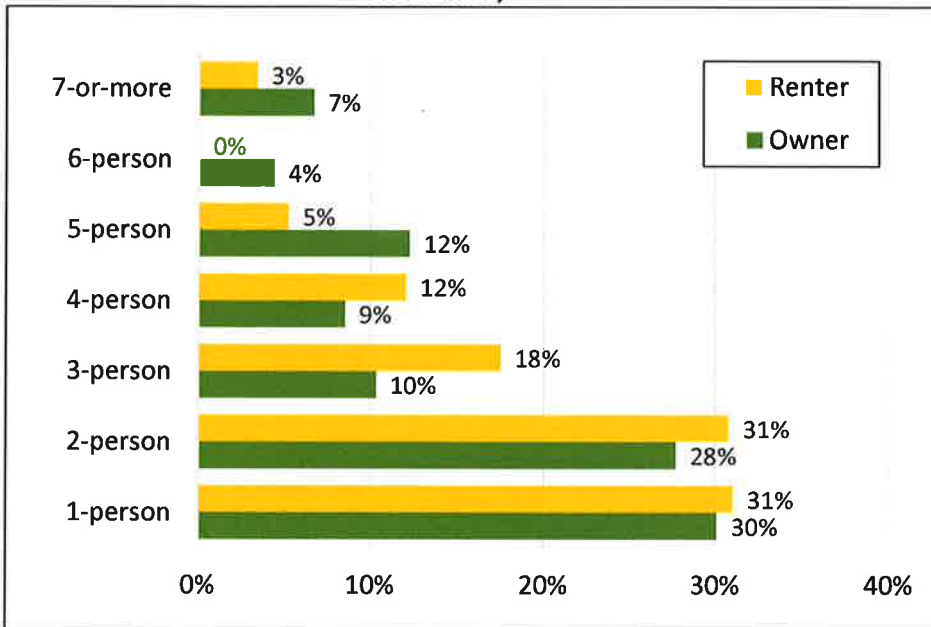
Household growth was slower than population growth reflecting that the share of the population in group housing has grown as the correctional facility has reached capacity. (Group quarters includes living situations that are

often institutional in nature such as prisons, dorms, nursing facilities, shelters, etc.). There has been a general trend in Oregon and nationwide towards declining household size as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have become empty nesters. While this trend of diminishing household size is expected to continue nationwide, there are limits to how far the average can fall. Umatilla has resisted this trend in recent decades.

Umatilla’s average household size of 3.15 people is larger than Umatilla County (2.67). (The 2017 ACS estimates that the average household size has fallen to 2.73 over the last two years. Without confirmation, this estimate seems low, and also would correspond to a growth in the number of households that seems to outnumber the housing supply.)

Figure 1.2 shows the share of households by the number of people for renter and owner households in 2017 (latest available), according to the Census. Renter households are more likely to have three or fewer persons. Owner households are more likely to have larger households.

FIGURE 1.2: NUMBER OF PEOPLE PER HOUSEHOLD, CITY OF UMATILLA



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: B25009 (2017 ACS 5-yr Estimates)

C. FAMILY HOUSEHOLDS

As of the 2017 ACS, 74% of Umatilla households were family households, down slightly from 2000 (78%). The total number of family households in Umatilla is estimated to have grown by 350 since 2000. This is 63% of all new households in this period.

The Census defines family households as two or more persons, related by marriage, birth or adoption and living together. In 2017, family households in Umatilla had an average size of 3.59 people.

D. HOUSING UNITS

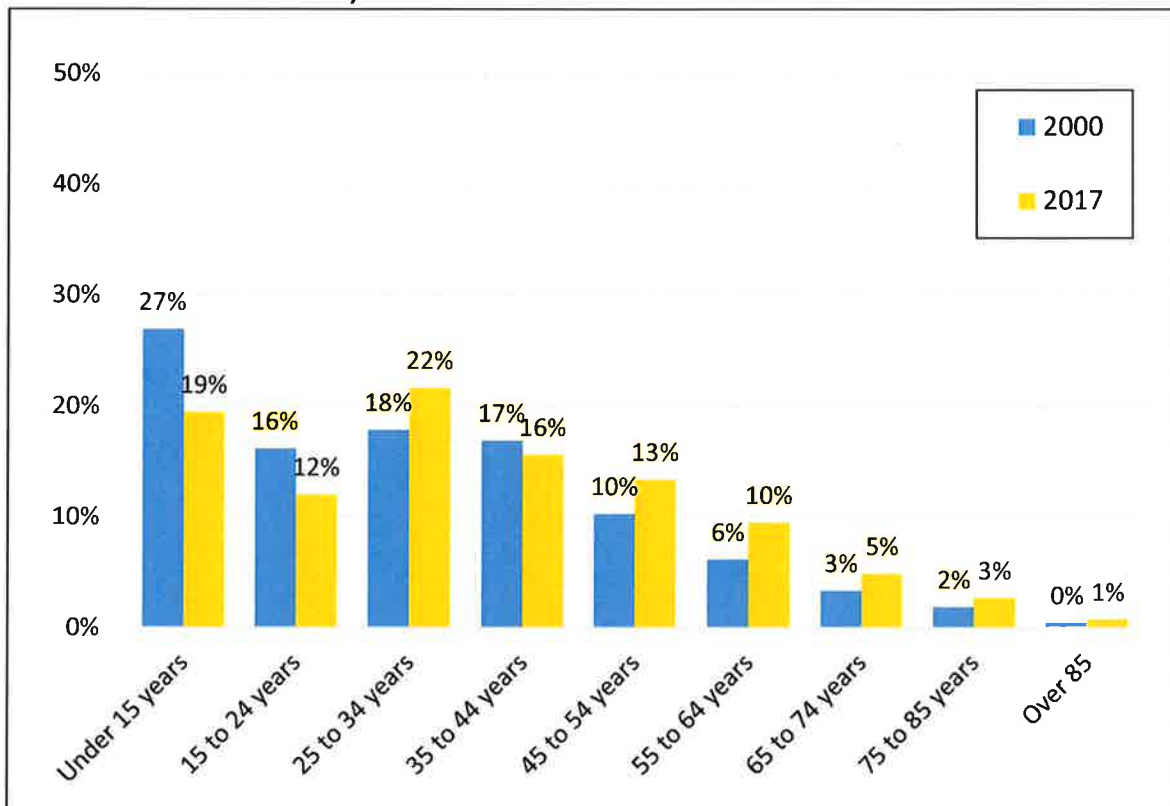
Data from the City of Umatilla and the US Census indicate that the city added a little over 100 new housing units since 2010 within the UGB. At the same time, the city has added roughly 160 households, meaning the growth in households and population is outpacing the production of new housing in the community.

As of 2018, the city had an estimated housing stock of roughly 2,240 units for its 2,247 estimated households. These estimates would mean very low or zero vacancy or unit availability in the community, which may not be literally true, but does indicate more generally that the demand and supply of housing are very nearly balanced currently.

E. AGE TRENDS

The following figure shows the share of the population falling in different age cohorts between the 2000 Census and the most recent 5-year estimates. As the chart shows, there is a general trend of younger age cohorts falling as share of total population, while older cohorts have grown in share. This is in keeping with the national trend caused by the aging of the Baby Boom generation. At the same time, the share of people aged from 25 to 34 years of age has grown slightly.

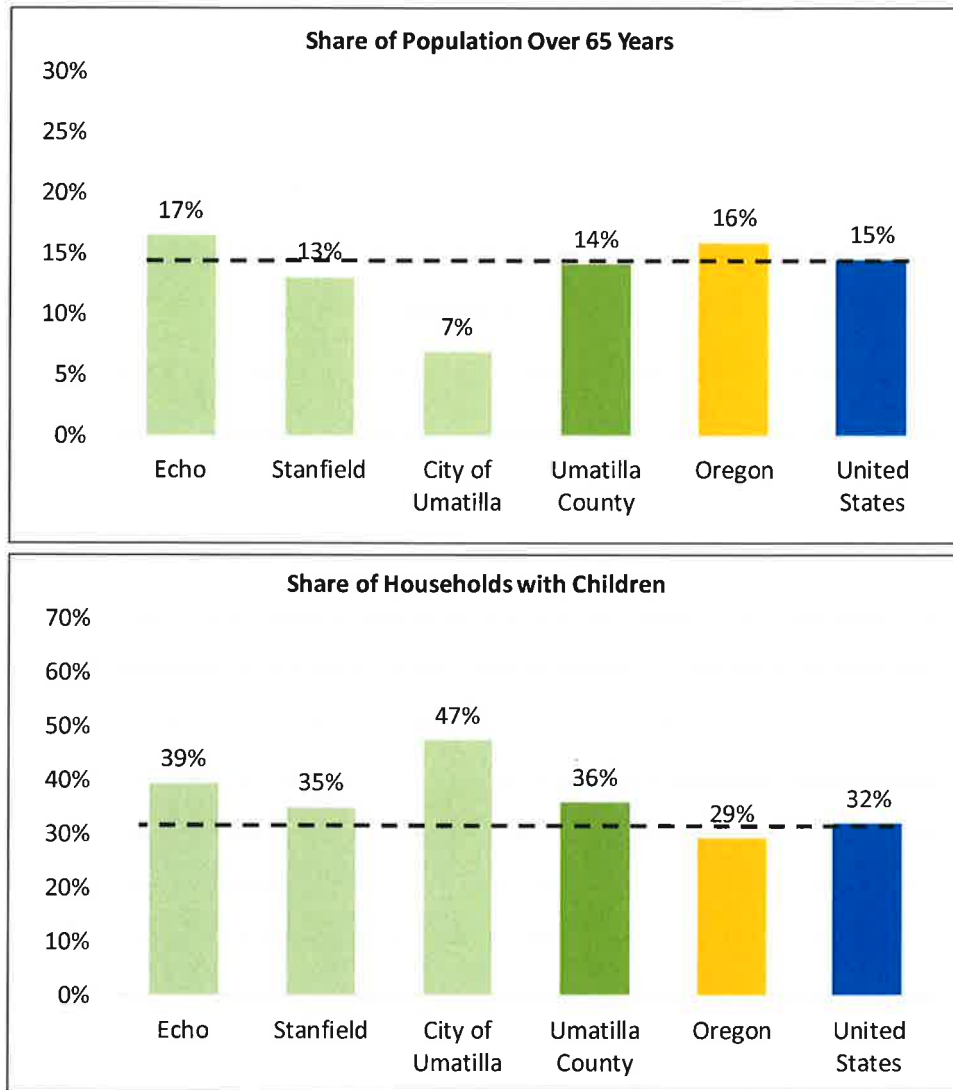
FIGURE 1.3: AGE COHORT TRENDS, 2000 - 2017



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: QT-P1 (2000); S0101 (2017 ACS 5-yr Estimates)

- The cohorts that grew in share during this period were those aged 45 and older. Still an estimated 92% of the population is under 65 years of age.
- In the 2017 ACS, the local median age was an estimated 32 years, compared to 36 years in Umatilla County, and 39 years in Oregon.
- Figure 1.4 presents the share of households with children, and the share of population over 65 years for comparison. Compared to state and national averages, Umatilla has a much larger share of households with children and a much smaller share of the population over 65.

FIGURE 1.4: SHARE OF HOUSEHOLDS WITH CHILDREN/ POPULATION OVER 65 YEARS (UMATILLA)



SOURCE: US Census, JOHNSON ECONOMICS LLC
 Census Tables: B11005; S0101 (2017 ACS 5-yr Estimates)

F. INCOME TRENDS

The following figure presents data on income trends in Umatilla.

FIGURE 1.5: INCOME TRENDS, 2000 – 2018

PER CAPITA AND MEDIAN HOUSEHOLD INCOME					
	2000	2010	Growth	2018	Growth
	(Census)	(Census)	00-10	(Proj.)	10-18
Per Capita (\$)	\$11,469	\$12,267	7%	\$12,864	5%
Median HH (\$)	\$33,844	\$44,643	32%	\$38,796	-13%

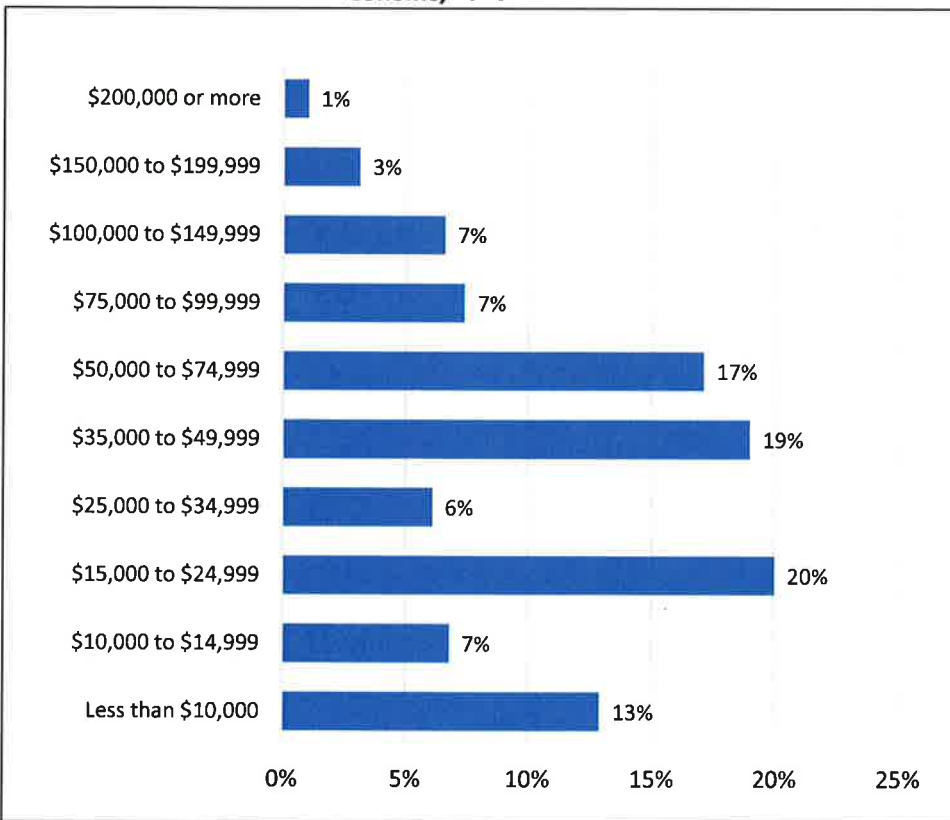
SOURCE: Census, PSU Population Research Center, and Johnson Economics
 Census Tables: DP-1 (2000, 2010); DP-3 (2000); S1901; S19301

- Umatilla’s estimated median household income was \$38,800 in 2018. This has fallen significantly from the estimated median in 2010, and is lower than the Umatilla County median of \$50,100.
- Umatilla’s per capita income is a low \$12,900.
- Median income has grown an estimated 15% between 2000 and 2018, in real dollars. Inflation was an estimated 57% over this period, so as is the case regionally and nationwide, the local median income has not kept pace with inflation.

Figure 1.6 presents the estimated distribution of households by income as of 2017. The largest income cohorts are those households earning between \$15k and \$25k, and \$35k and \$50k.

- 65% of households earn less than \$50k per year, while 35% of households earn \$50k or more.
- 40% of households earn \$25k or less.

FIGURE 1.6: HOUSEHOLD INCOME COHORTS, 2018



SOURCE: US Census
Census Tables: S1901 (2017 ACS 5-yr Est.)

A 2018 survey of households in the City of Umatilla and Power City area found that 55.9% of the total population qualifies as being low or moderate income. Low income is defined as earning 50% or less of the Area Median Income (AMI). Moderate income is defined as earning between 50% and 80% of AMI.

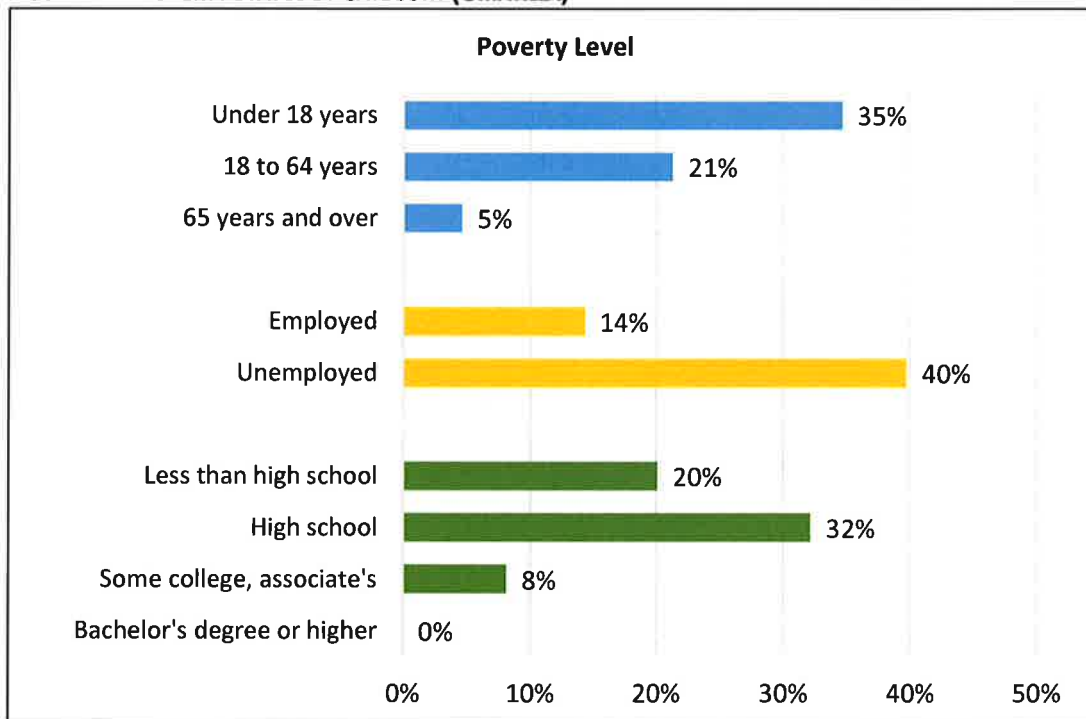
G. POVERTY STATISTICS

According to the US Census, the official poverty rate in Umatilla is an estimated 24% over the most recent period reported (2017 5-year estimates).² This is roughly 1,150 individuals in Umatilla. In comparison, the official poverty rate in Umatilla County, and at the state level are both 17%. In the 2013-17 period:

² Census Tables: S1701 (2017 ACS 5-yr Estimates)

- Umatilla poverty rate is highest among children at 35%. The rate is 21% among those 18 to 64 years of age. The rate is lowest for those 65 and older at 5%.
- For those without a high school diploma the poverty rate is 20%. For those with a high school diploma only, the estimated rate is actually higher at 32%. For those with more than high school education, the poverty rate is the lowest.
- Among those who are employed the poverty rate is 14%, while it is 40% for those who are unemployed.
- Information on affordable housing is presented in the following section of this report.

FIGURE 1.7: POVERTY STATUS BY CATEGORY (UMATILLA)



SOURCE: US Census
Census Tables: S1701 (2017 ACS 5-yr Est.)

As mentioned above, 55.9% of the population is estimated to be low or moderate income. This implies that an estimated 4,930 individuals in the UGB live in households that are low or moderate income. This is a separate measure than the official poverty rate.

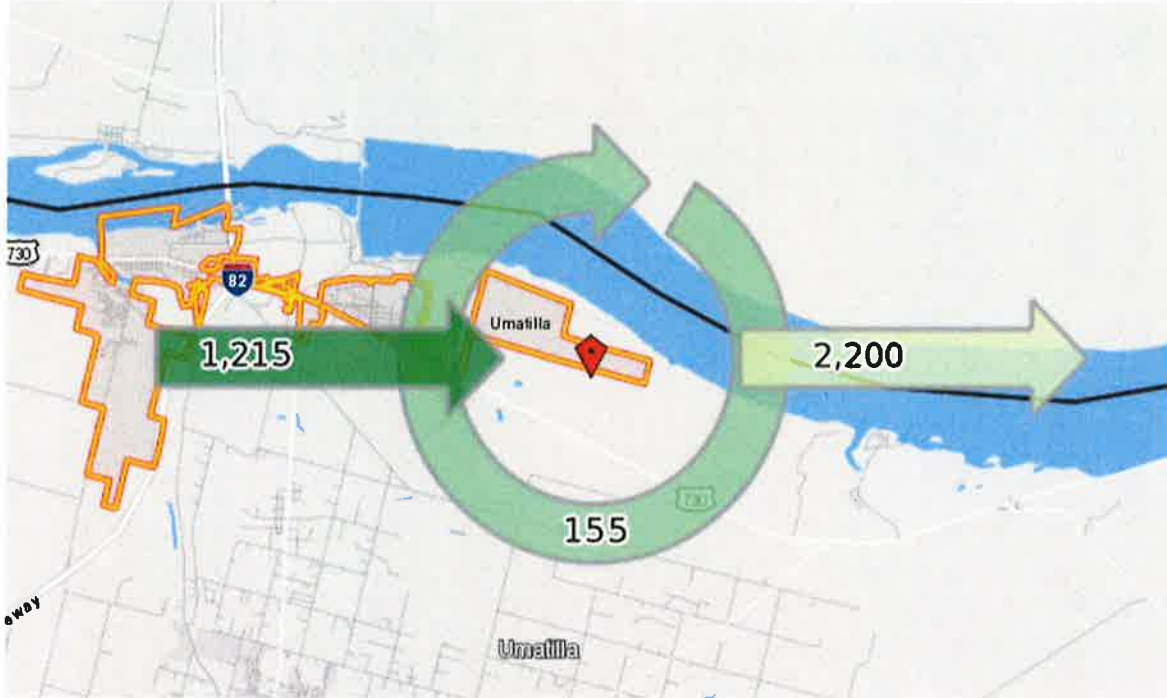
H. EMPLOYMENT LOCATION TRENDS

This section provides an overview of employment and industry trends in Umatilla that are related to housing.

Commuting Patterns: The following figure shows the inflow and outflow of commuters to Umatilla according to the Census Employment Dynamics Database. As of 2015, the most recent year available, the Census estimated there were roughly 1,370 jobs located in Umatilla. Relatively few are held by local residents, while over 1,200 employees commute into the city from elsewhere. This pattern is fairly common among many communities. While Census data is incomplete, it seems that most local workers commuting into the city live in Hermiston, Pendleton, Kennewick, or unincorporated areas.

Of the estimated 2,350 employed Umatilla residents, over 90% of them commute elsewhere for employment. Many of these residents commute to Hermiston, Pendleton or Boardman.

FIGURE 1.8: COMMUTING PATTERNS (PRIMARY JOBS), UMATILLA



Source: US Census Longitudinal Employer-Household Dynamics

Jobs/Household Ratio: Umatilla features a jobs-to-households ratio of 0.6 jobs per household. There are an estimated 1,370 jobs in the city of Umatilla, and an estimated 2,355 Umatilla residents in the labor force. This represents 0.6 jobs per working adult, meaning that Umatilla is tipped towards the housing side of the jobs/housing balance.

II. CURRENT HOUSING CONDITIONS

The following figure presents a profile of the current housing stock and market indicators in Umatilla. This profile forms the foundation to which current and future housing needs will be compared.

A. HOUSING TENURE

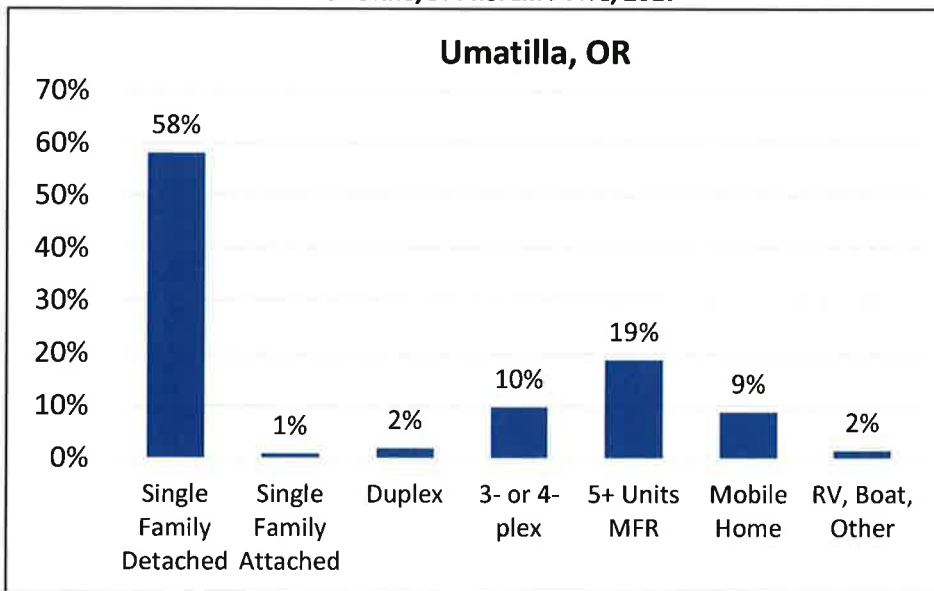
Umatilla has a close to even divide between owner households than renter households. The 2017 American Community Survey estimates that 51% of occupied units were owner occupied, and 49% renter occupied. The ownership rate in Umatilla has fallen from 60% since 2000. During this period the statewide rate fell from 64% to 62%. Nationally, the homeownership rate has nearly reached the historical average of 65%, after the rate climbed from the late 1990's to 2004 (69%).

The estimated ownership rate is higher in Umatilla County (66%) and statewide (61%).

B. HOUSING STOCK

As shown in Figure 1.1, Umatilla UGB had an estimated 2,240 housing units in 2018, with a very low estimated vacancy rate (includes ownership and rental units).

FIGURE 2.1: ESTIMATED SHARE OF UNITS, BY PROPERTY TYPE, 2017



SOURCE: City of Umatilla, Census ACS 2017

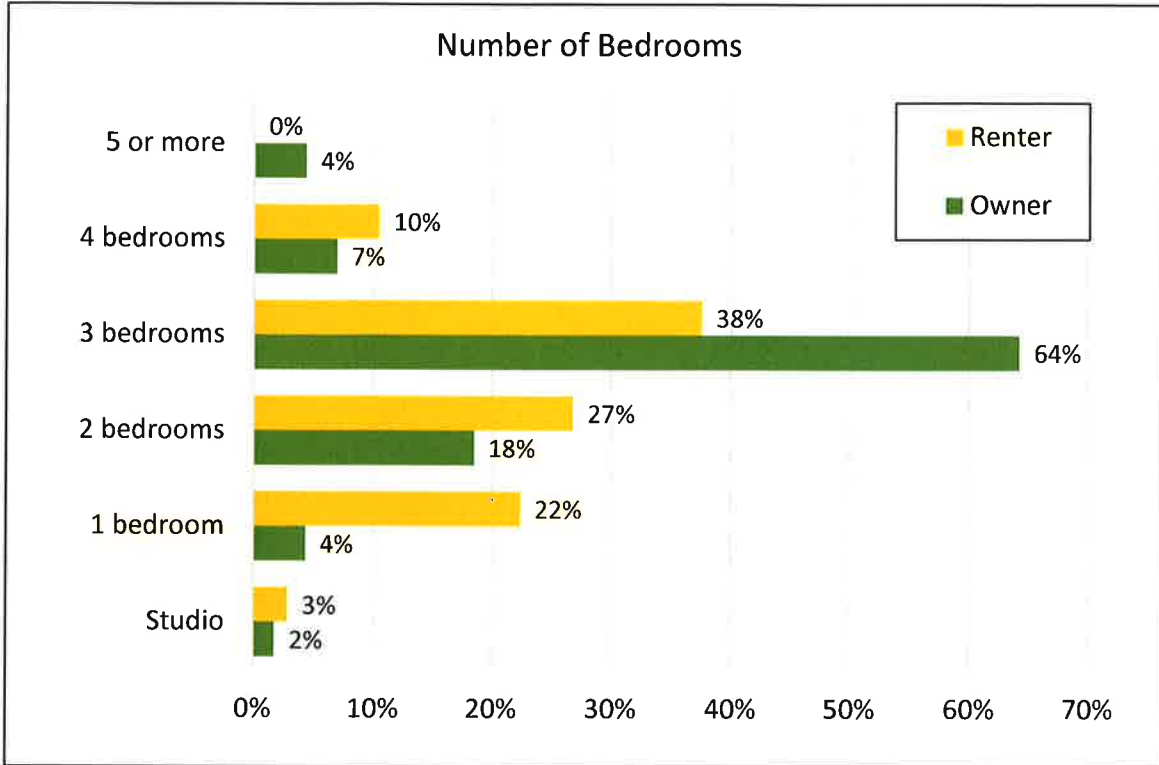
Figure 2.1 shows the estimated number of units by type in 2017. Detached single-family homes represent an estimated 58% of housing units.

Units in larger apartment complexes of 5 or more units represent 19% of units, and other types of attached homes represent an additional 13% of units. (Attached single family generally includes townhomes, some condo flats, and complexes which are separately metered.) Mobile homes represent 9% of the inventory.

C. NUMBER OF BEDROOMS

Figure 2.2 shows the share of units for owners and renters by the number of bedrooms they have. In general, owner-occupied units are more likely to have three or more bedrooms, while renter occupied units are more likely to have two or fewer bedrooms.

FIGURE 2.2: NUMBER OF BEDROOMS FOR OWNER AND RENTER UNITS, 2017



SOURCE: US Census
Census Tables: B25042 (2017 ACS 5-year Estimates)

D. UNITS TYPES BY TENURE

As Figure 2.3 and 2.4 show, a large share of owner-occupied units (86%) are detached homes, or mobile homes (12%). Renter-occupied units are more distributed among a range of structure types. 34% of rented units are estimated to be detached homes or mobile homes, while the remainder are some form of attached unit. And estimated 39% of rental units are in larger apartment complexes.

FIGURE 2.3: CURRENT INVENTORY BY UNIT TYPE, FOR OWNERSHIP AND RENTAL HOUSING

OWNERSHIP HOUSING

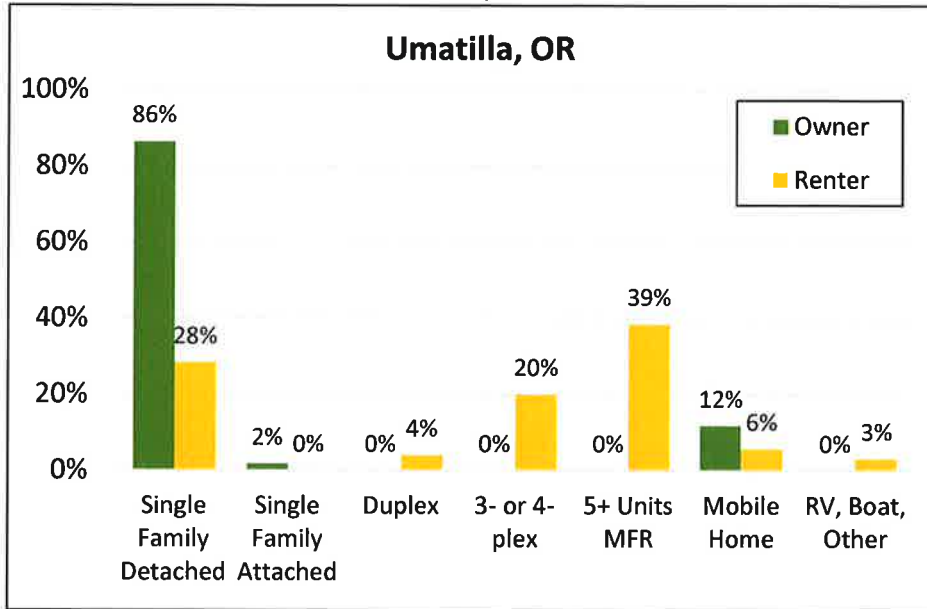
Price Range	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Mobile home	Boat, RV, other temp	Total Units
Totals:	1,014	20	0	0	0	139	0	1,173
Percentage:	86.4%	1.7%	0.0%	0.0%	0.0%	11.8%	0.0%	100.0%

RENTAL HOUSING

Price Range	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Mobile home	Boat, RV, other temp	Total Units
Totals:	304	0	43	214	411	62	34	1,067
Percentage:	28.4%	0.0%	4.1%	20.1%	38.5%	5.8%	3.1%	100.0%

Sources: US Census, JOHNSON ECONOMICS, CITY OF UMATILLA

FIGURE 2.4: CURRENT INVENTORY BY UNIT TYPE, BY SHARE

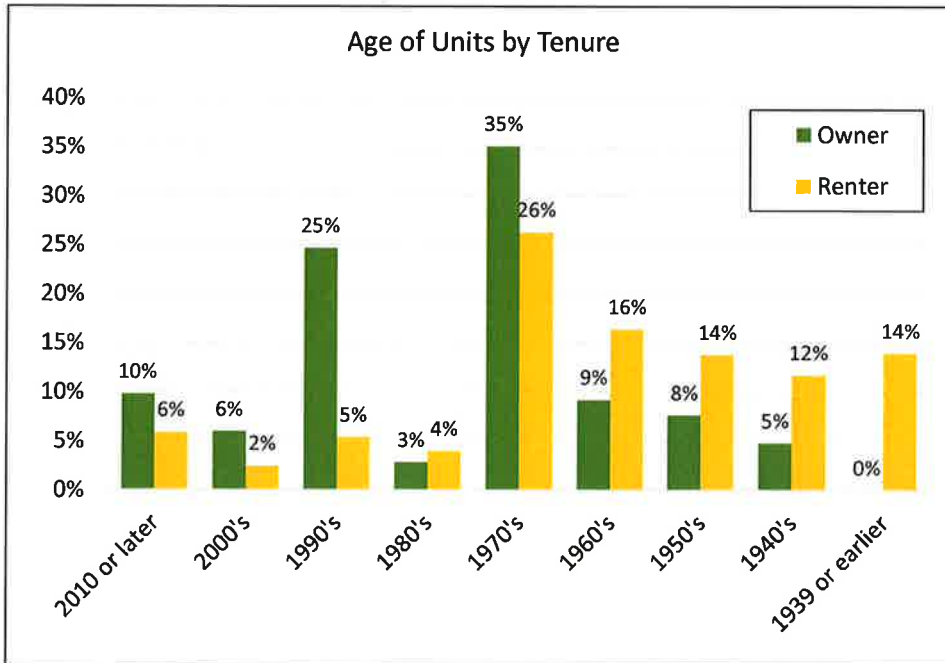


Sources: US Census, JOHNSON ECONOMICS, CITY OF UMATILLA

E. AGE OF HOUSING STOCK

Umatilla’s housing stock reflects the pattern of development in the area. 88% of the housing stock is pre-2000 with the remainder being post-2000. Roughly 31% of the housing stock was built in the 1970’s, while another 37% dates from the 1960’s or earlier. The following figure shows that owners are more likely to live in newer housing, while rental housing is more likely to live in older housing.

FIGURE 2.5: AGE OF UNITS FOR OWNERS AND RENTERS



SOURCE: US Census
Census Tables: B25036 (2017 ACS 5-year Estimates)

F. HOUSING COSTS VS. LOCAL INCOMES

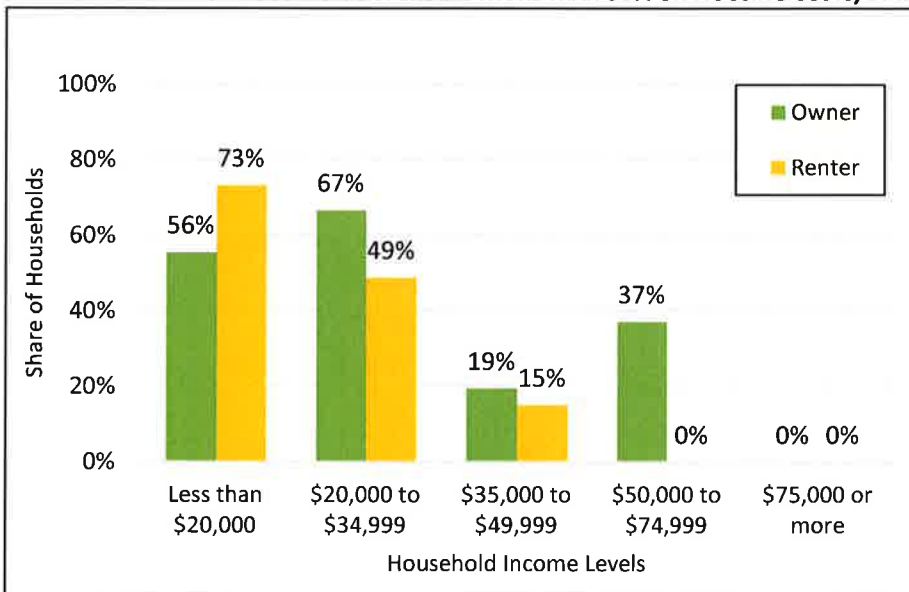
Figure 2.6 shows the share of owner and renter households who are paying more than 30% of their household income towards housing costs, by income segment. (Spending 30% or less on housing costs is a common measure of “affordability” used by HUD and others, and in the analysis presented in this report.)

In total, the US Census estimates that 35% of Umatilla households pay more than 30% of income towards housing costs (2017 American Community Survey, B25106)

As one would expect, households with lower incomes tend to spend more than 30% of their income on housing, while incrementally fewer of those in higher income groups spend more than 30% on their incomes on housing costs. Of those earning less than \$20,000, an estimated 56% of owner households and 73% of renters spend more than 30% of income on housing costs.

Roughly 15% of those households earning \$35,000 or more pay more than 30% of income towards housing costs. Only those earning more than \$75,000 do not pay more than 30%.

FIGURE 2.6: SHARE OF HOUSEHOLDS SPENDING MORE THAN 30% ON HOUSING COSTS, BY INCOME GROUP

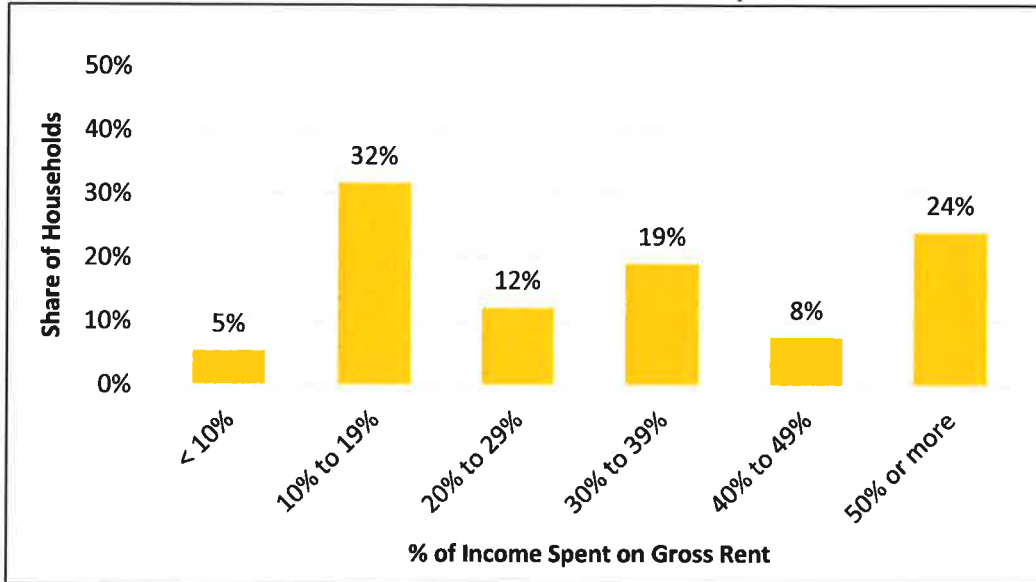


Sources: US Census, JOHNSON ECONOMICS
Census Table: B25106 (2017 ACS 5-yr Estimates)

The following figures shows the percentage of household income spent towards gross rent for local renter households only. This more fine-grained data shows that 51% of renters spending more than 30% of their income on rent, with an estimated 24% of renters are spending 50% or more of their income.

Renters are disproportionately lower income relative to homeowners. The burden of housing costs are felt more broadly for these households, and as the analysis presented in later section shows there is a need for more affordable rental units in Umatilla, as in most communities.

FIGURE 2.7: PERCENTAGE OF HOUSEHOLD INCOME SPENT ON GROSS RENT, UMATILLA RENTER HOUSEHOLDS



Sources: US Census, JOHNSON ECONOMICS
Census Table: B25070 (2017 ACS 5-yr Estimates)

G. PUBLICLY-ASSISTED HOUSING

Currently Umatilla has two rent-subsidized properties located in the town, with a total of 130 units. Umatilla County Housing Authority operates Tri-Harbor Landing which offers 106 units for families. The Links offers 24 units for seniors.

The Housing Authority also administers 329 housing choice vouchers which may be used in Umatilla or other communities in the four-county jurisdiction.

Agricultural Worker Housing: The state of Oregon identifies 58 units dedicated agricultural workforce housing located in the city of Umatilla.

Homelessness: A Point-in-Time count of homeless individuals in Umatilla County conducted in 2017 found 55 homeless individuals on the streets, in shelters, or other temporary and/or precarious housing. *These figures are for the entire county.*³ This included:

- 24 people in emergency shelter, warming shelter, or transitional housing programs;
- 31 people unsheltered;
- 24% of counted individuals were children;
- 44% of individuals were women or girls, and 54% are male.

An analysis of the ability of current and projected housing supply to meet the needs of low-income people, and the potential shortfall is included in the following sections of this report.

³ Figures via OHCS

III. CURRENT HOUSING NEEDS (CITY OF UMATILLA)

The profile of current housing conditions in the study area is based on Census 2010, which the Portland State University Population Research Center (PRC) uses to develop yearly estimates through 2018. The PRC methodology incorporates the estimated population from within the city limits and an estimated population from those areas within the UGB, but outside of the city limits. To estimate the additional population within the UGB area, the PRC assigned a share of the population from the relevant Census tracts.

FIGURE 3.1: CURRENT HOUSING PROFILE (2018)

CURRENT HOUSING CONDITIONS (2018)		SOURCE
Total 2018 Population:	8,834	PSU Pop. Research Center
- Estimated group housing population:	1,755 (20% of Total)	US Census
Estimated Non-Group 2018 Population:	7,079 (Total - Group)	
Avg. HH Size:	3.15	US Census
Estimated Non-Group 2018 Households:	2,247 (Pop/HH Size)	
Total Housing Units:	2,240 (Occupied + Vacant)	Census 2010 + permits
Occupied Housing Units:	2,247 (= # of HH)	
Vacant Housing Units:	-7 (Total HH - Occupied)	
Current Vacancy Rate:	-0.3% (Vacant units/ Total units)	

*This table reflects population, household and housing unit projections shown in Figure 1.1

We estimate a current population of roughly 8,834 residents, living in 2,247 households (excluding group living situations). Average household size is 3.15 persons.

There are an estimated 2,247 housing units in the city, essentially equal to the number of households and indicating next to no vacancy. This includes units vacant for any reason, not just those which are currently for sale or rent.

ESTIMATE OF CURRENT HOUSING DEMAND

Following the establishment of the current housing profile, the current housing demand was determined based upon the age and income characteristics of current households.

The analysis considered the propensity of households in specific age and income levels to either rent or own their home (tenure), in order to derive the current demand for ownership and rental housing units and the appropriate housing cost level of each. This is done by combining data on tenure by age and tenure by income from the Census American Community Survey (tables: B25007 and B25118, 2017 ACS 5-yr Estimates).

The analysis takes into account the average amount that owners and renters tend to spend on housing costs. For instance, lower income households tend to spend more of their total income on housing, while upper income households spend less on a percentage basis. In this case, it was assumed that households in lower income bands would *prefer* housing costs at no more than 30% of gross income (a common measure of affordability). Higher income households pay a decreasing share down to 20% for the highest income households.

While the Census estimates that most low-income households pay more than 30% of their income for housing, this is an estimate of current *preferred* demand. It assumes that low-income households prefer (or demand) units affordable to them at no more than 30% of income, rather than more expensive units.

Figure 3.2 presents a snapshot of current housing demand (i.e. preferences) equal to the number of households in the study area (2,240). The breakdown of tenure (owners vs. renters) is slightly different from the 2017 ACS, as current demographics indicate that more households could likely afford to own their homes if opportunities were available (58% vs. 51%).

FIGURE 3.2: ESTIMATE OF CURRENT HOUSING DEMAND (2018)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$90k	67	Less than \$15,000	5.1%	5.1%
\$90k - \$130k	85	\$15,000 - \$24,999	6.4%	11.5%
\$130k - \$190k	136	\$25,000 - \$34,999	10.4%	21.9%
\$190k - \$210k	204	\$35,000 - \$49,999	15.5%	37.4%
\$210k - \$340k	337	\$50,000 - \$74,999	25.6%	63.0%
\$340k - \$360k	158	\$75,000 - \$99,999	12.1%	75.1%
\$360k - \$450k	95	\$100,000 - \$124,999	7.2%	82.3%
\$450k - \$540k	78	\$125,000 - \$149,999	6.0%	88.3%
\$540k - \$710k	103	\$150,000 - \$199,999	7.8%	96.1%
\$710k +	51	\$200,000+	3.9%	100.0%
Totals:	1,314		% of All:	58.5%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	249	Less than \$15,000	26.6%	26.6%
\$400 - \$600	147	\$15,000 - \$24,999	15.7%	42.4%
\$600 - \$900	118	\$25,000 - \$34,999	12.7%	55.0%
\$900 - \$1000	78	\$35,000 - \$49,999	8.4%	63.4%
\$1000 - \$1600	209	\$50,000 - \$74,999	22.4%	85.8%
\$1600 - \$1700	90	\$75,000 - \$99,999	9.6%	95.4%
\$1700 - \$2100	33	\$100,000 - \$124,999	3.6%	99.0%
\$2100 - \$2500	9	\$125,000 - \$149,999	1.0%	100.0%
\$2500 - \$3300	0	\$150,000 - \$199,999	0.0%	100.0%
\$3300 +	0	\$200,000+	0.0%	100.0%
Totals:	933		% of All:	41.5%

All Households	2,247
-----------------------	--------------

Sources: PSU Population Research Center, Environics Analytics., Census, JOHNSON ECONOMICS
 Census Tables: B25007, B25106, B25118 (2017 ACS 5-yr Estimates)
 Claritas: Estimates of income by age of householder

The estimated home price and rent ranges are irregular because they are mapped to the affordability levels of the Census income level categories. For instance, an affordable home for those in the lowest income category (less than \$15,000) would have to cost \$90,000 or less. Affordable rent for someone in this category would be \$400 or less.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5% (significantly more than the current rate, but in line with historic norms), with 15% down payment. These assumptions are designed to represent prudent lending and borrowing levels for ownership households. The 30-year mortgage commonly serves as the standard. In the 2000's, down payment requirements fell significantly, but standards have tightened somewhat since the 2008/9 credit crisis. While 20% is often cited as the standard for most buyers, it is common for homebuyers, particularly first-time buyers, to pay significantly less than this using available programs.

Interest rates are subject to disruption from national and global economic forces, and therefore impossible to forecast beyond the short term. The 5% used here is roughly the average 30-year rate over the last 20 years. The general trend has been falling interest rates since the early 1980's, but coming out of the recent recession, many economists believe that rates cannot fall farther and must begin to climb as the Federal Reserve raises its rate over the coming years.

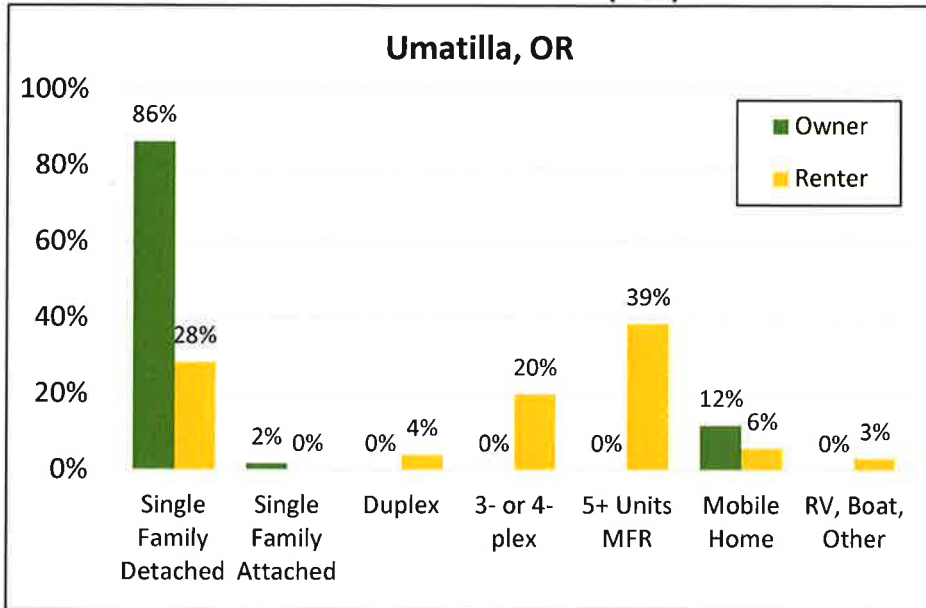
CURRENT HOUSING INVENTORY

The profile of current housing demand (Figure 3.2) represents the preference and affordability levels of households. In reality, the current housing supply (Figure 3.3 below) differs from this profile, meaning that some households may find themselves in housing units which are not optimal, either not meeting the household's own/rent preference, or being unaffordable (requiring more than 30% of gross income).

A profile of current housing supply in Umatilla was estimated based on permit data from the City of Umatilla and Census data from the most recently available 2017 ACS, which provides a profile of housing types (single family, attached, mobile home, etc.), tenure, housing values, and rent levels. The 5-year estimates from the ACS were used because 3-year and 1-year estimates are not yet available for Umatilla geography.

- An estimated 52% of housing units are ownership units, while an estimated 48% of housing units are rental units. This is close to the estimated demand profile shown in Figure 3.2, which forecasted a slightly higher ownership rate. (The inventory includes vacant units, so the breakdown of ownership vs. rental does not exactly match the tenure split of actual households.)
- 86% of ownership units are detached homes, and 12% are mobile homes. 34% of rental units are either single family homes or mobile homes, and 38% are in structures of 5 units or more.
- Of total housing units, an estimated 59% are detached homes, 9% are mobile homes, while 31% are some sort of attached type. There are a small share of households living in RV units.
- The affordability of different unit types is an approximation based on Census data on the distribution of housing units by value (ownership) or gross rent (rentals).
- Ownership housing found at the lower end of the value spectrum generally reflect mobile homes, older, smaller homes, or homes in poor condition on small or irregular lots. **It is important to note that these represent estimates of current property value or current housing cost to the owner, not the current market pricing of homes for sale in the city.** These properties may be candidates for redevelopment when next they sell but are currently estimated to have low value.

FIGURE 3.3: PROFILE OF CURRENT HOUSING SUPPLY BY TYPE (2018)



Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS
 Census Tables: B25004, B25032, B25063, B25075 (2017 ACS 5-yr Estimates)

FIGURE 3.4: PROFILE OF CURRENT HOUSING SUPPLY, ESTIMATED AFFORDABILITY (2018)

Income Range	Ownership Housing		Rental Housing		Share of Total Units
	Affordable Price Level	Estimated Units	Affordable Rent Level	Estimated Units	
Less than \$15,000	\$0k - \$90k	169	\$0 - \$400	270	20%
\$15,000 - \$24,999	\$90k - \$130k	605	\$400 - \$600	257	38%
\$25,000 - \$34,999	\$130k - \$190k	230	\$600 - \$900	447	30%
\$35,000 - \$49,999	\$190k - \$210k	37	\$900 - \$1000	15	2%
\$50,000 - \$74,999	\$210k - \$340k	102	\$1000 - \$1600	66	8%
\$75,000 - \$99,999	\$340k - \$360k	0	\$1600 - \$1700	3	0%
\$100,000 - \$124,999	\$360k - \$450k	14	\$1700 - \$2100	9	1%
\$125,000 - \$149,999	\$450k - \$540k	6	\$2100 - \$2500	0	0%
\$150,000 - \$199,999	\$540k - \$710k	0	\$2500 - \$3300	0	0%
\$200,000+	\$710k +	9	\$3300 +	0	0%
	52%	1,173	48%	1,067	0% 10% 20% 30% 40%

Sources: PSU Population Research Center, Envrionics Analytics, Census, JOHNSON ECONOMICS
 This table is a synthesis of data presented in Figures 3.2 and 3.3.

COMPARISON OF CURRENT HOUSING DEMAND WITH CURRENT SUPPLY

A comparison of estimated current housing *demand* with the existing *supply* identifies the existing discrepancies between needs and the housing which is currently available.

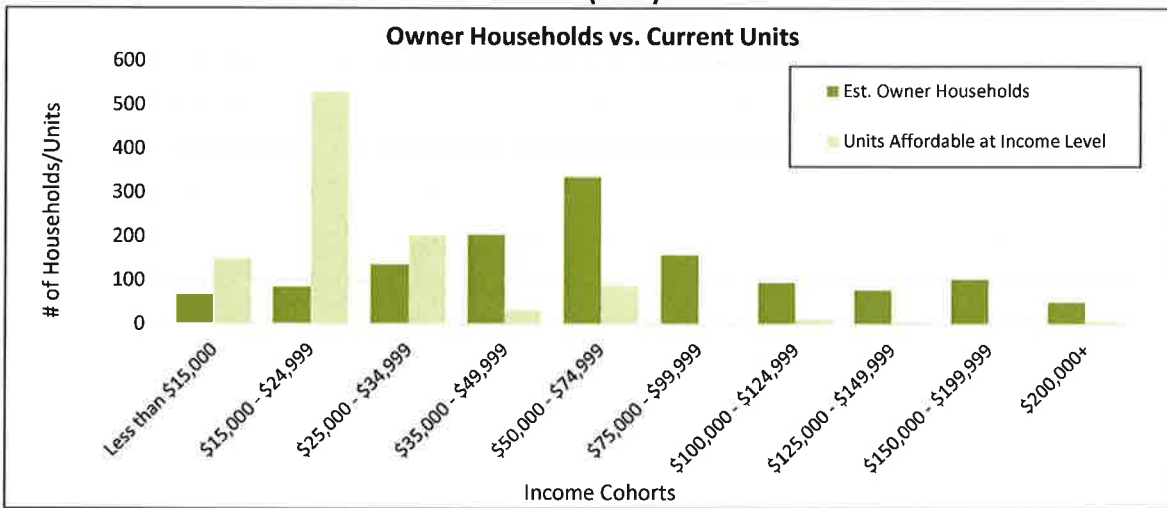
In general, this identifies that there is currently support for more ownership housing at price ranges above \$200,000. This is because most housing in Umatilla is clustered at the low to middle price points, while analysis of household incomes and ability to pay indicates that some could afford housing at higher price points.

The analysis finds that most rental units are currently found at the lower end of the rent spectrum, therefore the supply of units priced at \$900 or lower is estimated to be sufficient. This represents the current average rent prices in Umatilla, where most units can be expected to congregate. There is an indication that some renter households could support more units at higher rental levels. Rentals at more expensive levels generally represent single family homes for rent.

The estimated number of units and number of households is essentially even.

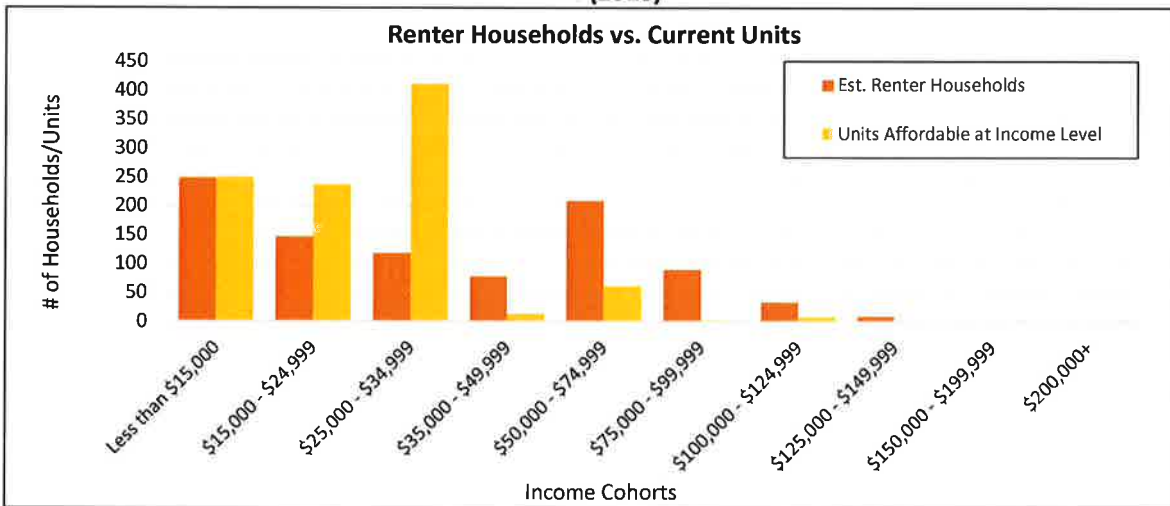
Figures 3.5 and 3.6 present this information in chart form, comparing the estimated number of households in given income ranges, and the supply of units currently affordable within those income ranges. The data is presented for owner and renter households.

FIGURE 3.5: COMPARISON OF OWNER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2018)



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

FIGURE 3.6: COMPARISON OF RENTER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2018)



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

Those price and rent segments which show a “surplus” in Figures 3.5 and 3.6 are illustrating where current property values and market rent levels are in Umatilla. Housing prices and rent levels will tend to congregate around those price levels. These levels will be too costly for some (i.e. require more than 30% in gross income) or “too affordable” for others (i.e. they have income levels that indicate they could afford more expensive housing if it were available). In general, these findings demonstrate that there are sufficient housing opportunities at lower price points than might be considered “affordable” for many owner or renter households. While the community may be able to support some new single-family housing at a higher price point, or newer units at a higher rent point.

* * *

The findings of current need form the foundation for projected future housing need, presented in a following section.

IV. FUTURE HOUSING NEEDS - 2039 (CITY OF UMATILLA)

The projected future (20-year) housing profile (Figure 4.1) in the study area is based on the current housing profile (2018), multiplied by an assumed projected future household growth rate. The projected future growth is the official forecasted annual growth rate (1.73%) for 2040 generated by the PSU Oregon Forecast Program. This rate is applied to the year 2039. (This represents a 20-year forecast period from the preparation of this report in 2019, though much of the most current data on population and current housing dated to 2018.)

FIGURE 4.1: FUTURE HOUSING PROFILE (2039)

PROJECTED FUTURE HOUSING CONDITIONS (2018 - 2039)		SOURCE
2018 Population (Minus Group Pop.)	7,079	PSU
Projected Annual Growth Rate	1.73% OR Population Forecast Program	PSU
2039 Population (Minus Group Pop.)	10,148 (Total 2039 Population - Group Housing Pop.)	
Estimated group housing population:	2,516 Share of total pop from Census	US Census
Total Estimated 2039 Population:	12,664	
Estimated Non-Group 2039 Households:	3,222 (2039 Non-Group Pop./Avg. Household Size)	
New Households 2018 to 2039	974	
Avg. Household Size:	3.15 Projected household size	US Census
Total Housing Units:	3,391 Occupied Units plus Vacant	
Occupied Housing Units:	3,222 (= Number of Non-Group Households)	
Vacant Housing Units:	170	
Projected Market Vacancy Rate:	5.0% (Vacant Units/ Total Units)	

Sources: PSU Population Research Center Oregon Population Forecast Program, Census, JOHNSON ECONOMICS LLC

*Projections are applied to estimates of 2018 population, household and housing units shown in Figure 1.1

The model projects growth in the number of non-group households over 20 years of roughly 975 households, with accompanying population growth of 3,830 new residents. (The number of households differs from the number of housing units, because the total number of housing units includes a percentage of vacancy. Projected housing unit needs are discussed below.)

PROJECTION OF FUTURE HOUSING UNIT DEMAND (2039)

The profile of future housing demand was derived using the same methodology used to produce the estimate of current housing need. This estimate includes current and future households, *but does not include a vacancy assumption. The vacancy assumption is added in the subsequent step.* Therefore the need identified below is the total need for actual households in occupied units (3,222).

The analysis considered the propensity of households at specific age and income levels to either rent or own their home, in order to derive the future need for ownership and rental housing units, and the affordable cost level of each. The projected need is for *all* 2039 households and therefore includes the needs of current households.

The price levels presented here use the same assumptions regarding the amount of gross income applied to housing costs, from 30% for low income households down to 20% for the highest income households.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5%, with 15% down payment. Because of the impossibility of predicting variables such as interest rates 20 years into the future, these assumptions were kept constant from the estimation of current housing demand. Income levels and price levels are presented in 2018 dollars.

Figure 4.2 presents the projected occupied future housing demand (current and new households, without vacancy) in 2039.

FIGURE 4.2: PROJECTED OCCUPIED FUTURE HOUSING DEMAND (2039)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$90k	92	Less than \$15,000	4.9%	4.9%
\$90k - \$130k	118	\$15,000 - \$24,999	6.4%	11.3%
\$130k - \$190k	192	\$25,000 - \$34,999	10.3%	21.7%
\$190k - \$210k	289	\$35,000 - \$49,999	15.6%	37.2%
\$210k - \$340k	476	\$50,000 - \$74,999	25.6%	62.9%
\$340k - \$360k	224	\$75,000 - \$99,999	12.1%	75.0%
\$360k - \$450k	135	\$100,000 - \$124,999	7.3%	82.2%
\$450k - \$540k	111	\$125,000 - \$149,999	6.0%	88.2%
\$540k - \$710k	146	\$150,000 - \$199,999	7.9%	96.1%
\$710k +	72	\$200,000+	3.9%	100.0%
Totals:	1,855		% of All:	57.6%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	360	Less than \$15,000	26.4%	26.4%
\$400 - \$600	213	\$15,000 - \$24,999	15.6%	42.0%
\$600 - \$900	173	\$25,000 - \$34,999	12.6%	54.6%
\$900 - \$1000	116	\$35,000 - \$49,999	8.5%	63.1%
\$1000 - \$1600	307	\$50,000 - \$74,999	22.4%	85.6%
\$1600 - \$1700	132	\$75,000 - \$99,999	9.6%	95.2%
\$1700 - \$2100	49	\$100,000 - \$124,999	3.6%	98.8%
\$2100 - \$2500	15	\$125,000 - \$149,999	1.1%	99.9%
\$2500 - \$3300	1	\$150,000 - \$199,999	0.1%	100.0%
\$3300 +	1	\$200,000+	0.0%	100.0%
Totals:	1,366		% of All:	42.4%

All Units
3,222

Sources: Census, EnviroNics Analytics, JOHNSON ECONOMICS

It is projected that the homeownership rate in Umatilla will increase over the next 20 years to 58%, which would remain lower than the current statewide average (62%). The shift to older and marginally higher income households is moderate but is projected to increase the homeownership rate somewhat. At the same time, the number of lower income households seeking affordable rentals is also anticipated to grow.

COMPARISON OF FUTURE HOUSING DEMAND TO CURRENT HOUSING INVENTORY

The profile of occupied future housing demand presented above (Figure 4.2) was compared to the current housing inventory presented in the previous section to determine the total future need for *new* housing units by type and price range (Figure 4.3).

This estimate includes a vacancy assumption. As reflected by the most recent Census data, and as is common in most communities, the vacancy rate for rental units is typically higher than that for ownership units. An average vacancy rate of 5% is assumed for the purpose of this analysis. This analysis maintains the discrepancy between rental and ownership units going forward, so that the vacancy rate for rentals is assumed to be slightly higher than the overall average, while the vacancy rate for ownership units is assumed to be lower.

FIGURE 4.3: PROJECTED FUTURE NEED FOR NEW HOUSING UNITS (2039), UMATILLA

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	621	51	0	0	0	90	0	763	66.3%
Percentage:	81.4%	6.7%	0.0%	0.0%	0.0%	11.8%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	79	8	24	86	157	22	12	388	33.7%
Percentage:	20.4%	2.0%	6.1%	22.1%	40.5%	5.8%	3.1%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	701	59	24	86	157	113	12	1,151	100%
Percentage:	60.9%	5.1%	2.0%	7.4%	13.7%	9.8%	1.1%	100%	

Sources: PSU, City of Umatilla, Census, Environics Analytics, JOHNSON ECONOMICS

- The results show a need for 1,151 new housing units by 2039.
- Of the new units needed, roughly 66% are projected to be ownership units, while 34% are projected to be rental units. This is due to the forecast of a slightly higher homeownership rate in the future.

Needed Unit Types

The mix of needed unit types shown in Figure 4.3 reflects both past trends and anticipated future trends. Since 2000, detached single family units (including manufactured and mobile homes) have constituted nearly all of the permitted units in Umatilla. In keeping with development trends, and the buildable land available to Umatilla, single family units are expected to make up the greatest share of new housing development over the next 20 years.

- 61% of the new units are projected to be single family detached homes, while 28% is projected to be some form of attached housing, and 10% are projected to be mobile homes, and 1% are expected to be RV or other temporary housing.

- Single family attached units (townhomes on individual lots) are projected to meet 5% of future need. These are defined as units on separate tax lots, attached by a wall but separately metered, the most common example being townhome units.
- Duplex through four-plex units are projected to represent nearly 10% of the total need. Duplex units would include a detached single family home with an accessory dwelling unit on the same lot, or with a separate unit in the home (for instance, a rental basement unit.)
- 14% of all needed units are projected to be multi-family in structures of 5+ attached units.
- 10% of new needed units are projected to be mobile home units, which meet the needs of some low-income households for both ownership and rental.
- Of ownership units, 81% are projected to be single-family homes, and 12% mobile homes. Nearly 7% are projected to be attached single-family housing
- About 70% of new rental units are projected to be found in new attached buildings, with over 40% projected in rental properties of 5 or more units, and 28% in buildings of two to four units.

Needed Affordability Levels

- The needed affordability levels presented here are based on current 2018 dollars. Over time, incomes and housing costs will both inflate, so the general relationship projected here is expected to remain unchanged.
- The future needed affordability types (2039) reflect the same relationship shown in the comparison of current (2018) need and supply (shown in Figure 3.4). Generally, based on income levels there is a shortage of units in the lowest pricing levels for renter households.
- Figure 4.3 presents the *net NEW* housing unit need over the next 20 years. However, there is also a *current* need for more affordable units. In order for all households, current and new to pay 30% or less of their income towards housing in 2039, more affordable rental units would be required. This indicates that some of the current supply, while it shows up as existing available housing, would need to become less expensive to meet the needs of current households.
- There is a finding of some new need at the lowest end of the rental spectrum (\$400 and less).
- Projected needed *ownership* units show that the supply at the lowest end of the spectrum is currently sufficient. (This reflects the estimated *value* of the total housing stock, and not necessarily the average pricing for housing currently for sale.) And the community could support more some housing at higher price points, mostly in ranges above \$200,000.
- Figure 4.4 presents estimates of need at key low-income affordability levels in 2018 and new need. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and Community Services for Umatilla County, and the recent City of Umatilla Income Survey (2018). An estimated 56% of households qualify as at least “low income” or lower on the income scale, while 16% of household qualify as “extremely low income”. (The income survey used a different terminology of “low and moderate income” for these same income segments.)

FIGURE 4.4: PROJECTED NEED FOR HOUSING AFFORDABLE AT LOW INCOME LEVELS, UMATILLA

Affordability Level	Income Level		Current Need (2018)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$16,650	354	16%	153	13%
Very Low Income	50% AMI	\$27,600	613	27%	266	23%
Low Income	80% AMI	\$44,160	1,256	56%	545	47%

Sources: OHCS, Environics Analytics, JOHNSON ECONOMICS

* Income levels are based on OHCS guidelines for a family of four.

Agricultural Worker Housing

The State of Oregon identifies 58 units dedicated agricultural workforce housing located in four properties the city of Umatilla. This is an estimated 2.6% of the current housing supply.

Assuming that this segment of housing grows at a similar rate to all housing types, this implies a 2039 total of 88 units for the agricultural workforce, or addition of 30 units in this time.

At the same time, the State estimates numbers of migrant and seasonal farm workers (MSFW) in Umatilla County far in excess of the number of units available dedicated to this population. It is fair to estimate that the city of Umatilla, and the rest of the county, could support as much of this housing as can practically be developed given resource limitations. Therefore, continued support for such housing is appropriate.

V. RECONCILIATION OF FUTURE NEED (2039) & LAND SUPPLY (CITY OF UMATILLA)

This section summarizes the results of the Buildable Lands Inventory (BLI). The BLI is presented in detail in an accompanying memo to this report.

The following table present the estimated new unit capacity of the buildable lands identified in the City of Umatilla UGB. There is a total remaining capacity of 3,493 units of different types within the study area. Much of this capacity is within the single family and medium density residential zones.

FIGURE 5.1: ESTIMATED BUILDABLE LANDS CAPACITY BY ACREAGE AND NO. OF UNITS (2019)

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres				Housing Unit Capacity			
		Partially Vacant	Vacant	Total	Share of Total	Partially Vacant	Vacant	Total	Share of Total
Umatilla									
DR: Downtown Residential	18	0	4	4	0%	0	41	41	1%
F-2: General Rural	0.05	1	40	41	3%	0	1	1	0%
R-1: Agricultural Residential	0.25	163	63	226	18%	20	4	24	1%
R1: Single-Family Residential	5	11	558	569	45%	34	2,017	2,051	59%
R-1A: Two Acre Residential	0.5	117	36	153	12%	25	12	37	1%
R2: Medium Density Residential	8	3	200	203	16%	14	1,150	1,164	33%
R-2: Suburban Residential	1	36	1	37	3%	16	0	16	0%
R3: Multi-Family Residential	18	5	5	10	1%	60	70	130	4%
R-3: Urban Residential	5	5	5	10	1%	17	12	29	1%
Subtotal		340	912	1,253	--	186	3,307	3,493	--

Source: Angelo Planning Group

The following tables summarize the forecasted future unit need for Umatilla. These are the summarized results from Section IV of this report.

FIGURE 5.2: SUMMARY OF FORECASTED FUTURE UNIT NEED (2039)

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	701	59	24	86	157	113	12	1,151	100%
Percentage:	60.9%	5.1%	2.0%	7.4%	13.7%	9.8%	1.1%	100%	

Sources: PSU Population Research Center, Census, Johnson Economics

Comparison of Housing Need and Capacity

There is a total forecasted need for roughly 1,150 units over the next 20 years based on the PSU forecasted growth rate. This is well below the estimated capacity of nearly 3,500 units. As Figure 5.3 below demonstrates, there is sufficient capacity to accommodate all projected new unit types. After this need is accommodated, there is an estimated remaining capacity of over 2,100 additional units, mostly in the high-density residential zone.

The following table shows the same comparison, converting the forecasted residential need and capacity by acres, rather than units. There is a projected need for 193 acres of new residential development, but a buildable capacity of 1,253 acres.

FIGURE 5.3: COMPARISON OF FORECASTED FUTURE LAND NEED (2039) WITH AVAILABLE CAPACITY

<u>LAND INVENTORY VS. LAND NEED</u>	Unit Type			<u>TOTAL</u>
	Single Family Detached	Medium-Density Attached	Multi-Family	
Buildable Land Inventory (Acres):	1,036	203	14	1,253
Estimated Land Need (Acres):	163	21	9	193
<i>Land Surplus (Inventory - Need:)</i>	<i>873</i>	<i>182</i>	<i>5</i>	<i>1,060</i>

Sources: Angelo Planning Group, Johnson Economics

FINDING: There is currently sufficient buildable capacity within Umatilla to accommodate projected need. The character of this supply can help guide housing policy and strategy recommendations to be included in subsequent reports and ultimately integrated in the City’s updated Comprehensive Plan.

HOUSING STRATEGIES REPORT

CITY OF UMATILLA, OREGON

FINAL



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This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

1. Introduction and Overview

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of Umatilla is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages and specific needs. Towards that end, the City participated in the 2019 West Umatilla County Housing Study project with the Cities of Echo and Stanfield. The Housing Study included two reports, a Housing and Residential Land Needs Assessment and a Residential Buildable Lands Inventory (BLI). Findings from these reports can be used to inform future amendments to the City's Comprehensive Plan and Zoning Ordinance to support housing needs, consistent with Statewide Planning Goal 10 (Housing). Goal 10 states that the City must:

“encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”

This report includes the following information intended to help the City update its Comprehensive Plan:

- Findings associated with existing and future housing needs that can be incorporated into narrative sections of the City's Comprehensive Plan.
- Recommended new or updated Comprehensive Plan policies for housing.
- Recommended measures that the City can consider in the future and use to help meet future housing needs.

The first two elements above have been drafted for incorporation into the City's Comprehensive Plan Housing Element as part of a subsequent legislative update. This report, the Housing and Residential Land Needs Assessment, and the Residential BLI can be referenced in the Comprehensive Plan as technical, ancillary documents that support the housing-related findings and policy direction in the Comprehensive Plan.

This report, along with the accompanying Housing and Residential Land Needs Assessment and the BLI maps, was prepared in coordination with Umatilla City staff and a Project Advisory committee that included representatives from the regional real estate and development community. Members of the community also provided input on existing conditions, opportunities, and constraints related to housing and the findings of the draft reports at two public open houses. The project was funded by a grant from the Oregon Department of Land Conservation and Development (DLCD) and DLCD staff participated in managing the grant and reviewing materials prepared for the project.

2. Housing Conditions and Trends (Comprehensive Plan Findings)

The following is introductory information, a summary of data and findings from the Housing and Residential Land Needs Assessment Report, and a brief summary of potential housing strategies that can ultimately be incorporated into the Umatilla Comprehensive Plan as supporting narrative for Chapter 10 - Housing. Unless otherwise noted, the following findings refer to the Umatilla Urban Growth Boundary (UGB) area, not the city limits.

INTRODUCTION

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of Umatilla is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages, and specific needs. The City does this primarily by regulating residential land uses within the City, as well as working with and supporting non-profit and market rate developers and other housing agencies in developing needed housing.

The City sought and received grant funding from the State of Oregon in 2019 to undertake a Housing Needs Analysis project and to proactively plan for future housing needs in Umatilla. The City has undertaken and will continue to implement and update a variety of activities to meet current and future housing needs:

- Conduct and periodically update an analysis of current and future housing conditions and needs. The City most recently conducted this analysis in 2019 through the Housing Needs Analysis planning project. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Housing and Residential Land Need Assessment Report.
- Conduct and periodically update an inventory of buildable residential land (BLI) to ensure that the City has an adequate supply of land zoned for residential use to meet projected future needs. The City most recently conducted this analysis in 2019. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Buildable Lands Inventory Report.
- Adopt and amend, as needed, a set of housing-related Comprehensive Plan policies to address future housing needs.
- Regularly update and apply regulations in the City's Zoning and Subdivision Ordinances to meet housing needs identified in the Comprehensive Plan and supporting documents.
- Implement additional strategies to address housing needs in partnership with State and County agencies and other housing organizations. Potential strategies are described in more detail in the 2019 City of Umatilla Housing Strategies Report.

The remainder of this chapter summarizes these topics in more detail.

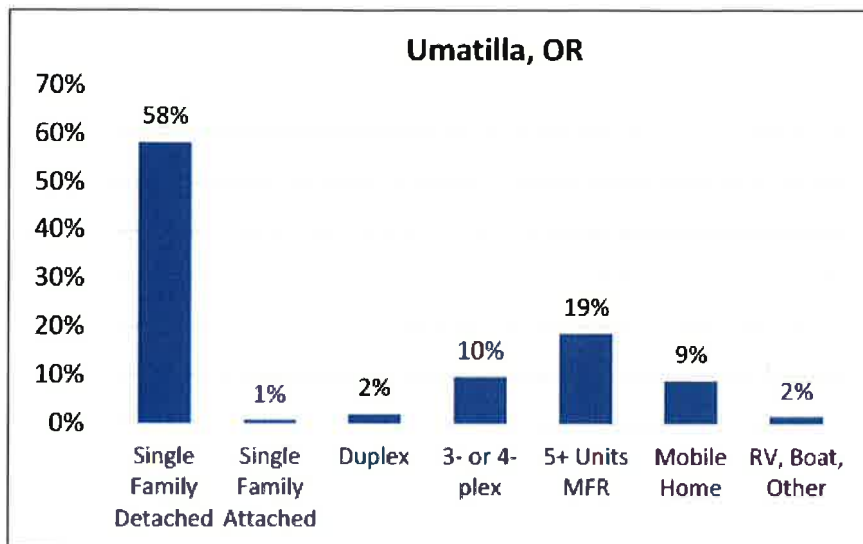
DEMOGRAPHIC CONDITIONS AND TRENDS

- Umatilla is a City of an estimated 7,320 people (City), and 8,834 people (UGB), located in Umatilla County in Northeastern Oregon. An estimated 17% of the population in the UGB lives outside the city limits.
- Umatilla has experienced rapid growth, growing over 47% in population since 2000. In contrast, Umatilla County and the state experienced population growth of 14% and 21% respectively. The City of Hermiston grew 37% over this period. (US Census and PSU Population Research Center).
- Umatilla's population is forecasted to grow to 12,664 by 2039, an increase of 3,830 people, or about 43% from the 2018 population estimate.
- The Umatilla was home to an estimated 2,247 households in 2018, an increase of roughly 550 households since 2000. The percentage of families fell slightly between 2000 and 2018 from 78% to 74% of all households. The City has a larger share of family households than Umatilla County (68%) and the state (63%).
- Umatilla's estimated average household size is 3.15 persons, holding stable since 2000. This is higher than the Umatilla County average of 2.67 and the statewide average of 2.47.

HOUSING CONDITIONS AND TRENDS

- **Housing Tenure.** Umatilla has a close to even divide between owner households than renter households. The 2017 American Community Survey estimates that 51% of occupied units were owner occupied, and 49% renter occupied. The ownership rate in Umatilla has fallen from 60% since 2000. During this period the statewide rate fell from 64% to 62%. Nationally, the homeownership rate has nearly reached the historical average of 65%, after the rate climbed from the late 1990's to 2004 (69%). The estimated ownership rate is higher in Umatilla County (66%) and statewide (61%).
- **Housing Stock.** Umatilla UGB had an estimated 2,240 housing units in 2018, with a very low estimated vacancy rate (includes ownership and rental units). Figure 1 shows the estimated number of units by type in 2017. Detached single-family homes represent an estimated 58% of housing units. Units in larger apartment complexes of 5 or more units represent 19% of units, and other types of attached homes represent an additional 13% of units. Note that in this analysis attached homes, or "attached single family" housing types generally includes townhomes, some condo flats, and complexes which are separately metered. Mobile homes represent 9% of the inventory.

Figure 1. Estimated Share of Units, By Property Type, 2017



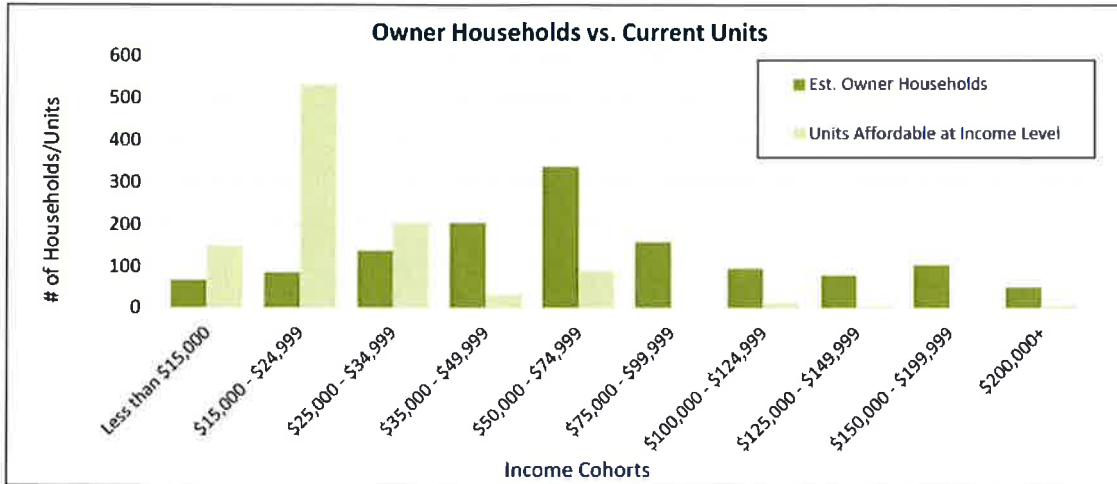
SOURCE: City of Umatilla, Census ACS 2017

CURRENT HOUSING NEEDS

A comparison of estimated current housing demand with the existing supply identifies the existing discrepancies between needs and the housing that is currently available. Figures 2 and 3 compare the estimated number of households in given income ranges, and the supply of units currently affordable within those income ranges. The data is presented for owner and renter households.

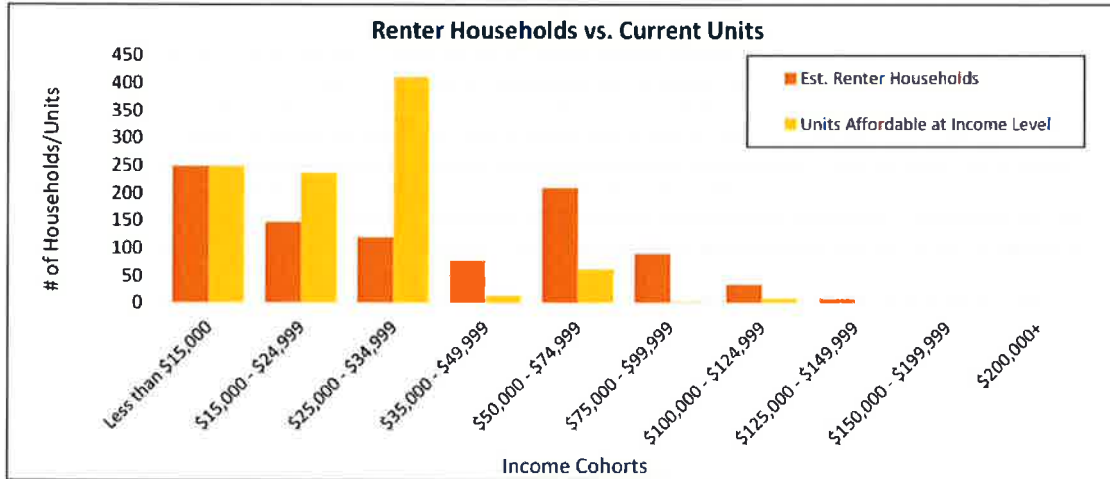
- In general, this identifies that there is currently support for more ownership housing at price ranges above \$200,000. This is because most housing in Umatilla is clustered at the low to middle price points, while analysis of household incomes and ability to pay indicates that some could afford housing at higher price points.
- The analysis finds that most rental units are currently found at the lower end of the rent spectrum, therefore the supply of units priced at \$900 or lower is estimated to be sufficient. This represents the current average rent prices in Umatilla, where most units can be expected to congregate. There is an indication that some renter households could support more units at higher rental levels. Rentals at more expensive levels generally represent single family homes for rent.
- In general, these findings demonstrate that there are sufficient housing opportunities at lower price points than might be considered “affordable” for many owner or renter households, while the community may be able to support some new single-family housing at a higher price point, or newer units at a higher rent point.

Figure 2. Comparison of Owner Household Income Groups to Estimated Supply Affordable at Those Income Levels



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

Figure 3. Comparison of Renter Household Income Groups to Estimated Supply Affordable at Those Income Levels



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

PROJECTED HOUSING NEEDS

The projected future (20-year) housing profile in the study area is based on the current housing profile (2018), multiplied by an assumed projected future household growth rate. The projected future growth is the official forecasted annual growth rate (1.73%) for 2040 generated by the PSU Oregon Forecast Program. This rate is applied to the year 2039. The profile of occupied future housing demand was

compared to the current housing inventory to determine the total future need for new housing units by type and price range.

- Figure 4 shows a projected increase of 58% in homeownership rates in Umatilla over the next 20 years, which would remain lower than the current statewide average (62%). The shift to older and marginally higher income households is moderate but is projected to increase the homeownership rate somewhat. At the same time, the number of lower income households seeking affordable rentals is also anticipated to grow.
- As shown in Figure 5, the results show a need for 1,151 new housing units by 2039. Of the new units needed, roughly 66% are projected to be ownership units, while 34% are projected to be rental units. This is due to the forecast of a slightly higher homeownership rate.
- In keeping with development trends, and the buildable land available to Umatilla, single family units are expected to make up the greatest share of new housing development over the next 20 years. 61% of the new units are projected to be single family detached homes, while 28% is projected to be some form of attached housing, and 10% are projected to be mobile homes, and 1% are expected to be RV or other temporary housing.
- There is new need at the lowest end of the rental spectrum (\$400 and less).
- Projected needed ownership units show that the supply at the lowest end of the spectrum is currently sufficient. (This reflects the estimated value of the total housing stock, and not necessarily the average pricing for housing currently for sale.) And the community could support more housing at higher price points, mostly in ranges above \$200,000

Figure 4 Projected Occupied Future Housing Demand by Income Level (2039)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$90k	92	Less than \$15,000	4.9%	4.9%
\$90k - \$130k	118	\$15,000 - \$24,999	6.4%	11.3%
\$130k - \$190k	192	\$25,000 - \$34,999	10.3%	21.7%
\$190k - \$210k	289	\$35,000 - \$49,999	15.6%	37.2%
\$210k - \$340k	476	\$50,000 - \$74,999	25.6%	62.9%
\$340k - \$360k	224	\$75,000 - \$99,999	12.1%	75.0%
\$360k - \$450k	135	\$100,000 - \$124,999	7.3%	82.2%
\$450k - \$540k	111	\$125,000 - \$149,999	6.0%	88.2%
\$540k - \$710k	146	\$150,000 - \$199,999	7.9%	96.1%
\$710k +	72	\$200,000+	3.9%	100.0%
Totals:	1,855		% of All:	57.6%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	360	Less than \$15,000	26.4%	26.4%
\$400 - \$600	213	\$15,000 - \$24,999	15.6%	42.0%
\$600 - \$900	173	\$25,000 - \$34,999	12.6%	54.6%
\$900 - \$1000	116	\$35,000 - \$49,999	8.5%	63.1%
\$1000 - \$1600	307	\$50,000 - \$74,999	22.4%	85.6%
\$1600 - \$1700	132	\$75,000 - \$99,999	9.6%	95.2%
\$1700 - \$2100	49	\$100,000 - \$124,999	3.6%	98.8%
\$2100 - \$2500	15	\$125,000 - \$149,999	1.1%	99.9%
\$2500 - \$3300	1	\$150,000 - \$199,999	0.1%	100.0%
\$3300 +	1	\$200,000+	0.0%	100.0%
Totals:	1,366		% of All:	42.4%

All Units
3,222

Sources: Census, Envirionics Analytics, JOHNSON ECONOMICS

Figure 5. Projected Future Need for NEW Housing Units (2039), Umatilla

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	621	51	0	0	0	90	0	763	66.3%
Percentage:	81.4%	6.7%	0.0%	0.0%	0.0%	11.8%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	79	8	24	86	157	22	12	388	33.7%
Percentage:	20.4%	2.0%	6.1%	22.1%	40.5%	5.8%	3.1%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	701	59	24	86	157	113	12	1,151	100%
Percentage:	60.9%	5.1%	2.0%	7.4%	13.7%	9.8%	1.1%	100%	

Sources: PSU, City of Umatilla, Census, EnviroNics Analytics, JOHNSON ECONOMICS

- Figure 6 presents estimates of need at key low-income affordability levels in 2018 and new need. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and Community Services for Umatilla County, and the recent City of Umatilla Income Survey (2018). An estimated 56% of households qualify as at least “low income” or lower on the income scale, while 16% of household qualify as “extremely low income”. (The income survey used a different terminology of “low and moderate income” for these same income segments.)

Figure 6. Projected Need for Housing Affordable at Low Income Levels, Umatilla

Affordability Level	Income Level		Current Need (2018)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$16,650	354	16%	153	13%
Very Low Income	50% AMI	\$27,600	613	27%	266	23%
Low Income	80% AMI	\$44,160	1,256	56%	545	47%

Sources: OHCS, Environics Analytics, JOHNSON ECONOMICS

* Income levels are based on OHCS guidelines for a family of four.

AGRICULTURAL WORKER HOUSING

The State of Oregon identifies 58 units dedicated agricultural workforce housing located in four properties the City of Umatilla. This is an estimated 2.6% of the current housing supply.

Assuming that this segment of housing grows at a similar rate to all housing types, this implies a 2039 total of 88 units for the agricultural workforce, or addition of 30 units in this time.

At the same time, the State estimates numbers of migrant and seasonal farm workers (MSFW) in Umatilla County far in excess of the number of units available dedicated to this population. It is fair to estimate that the City of Umatilla, and the rest of the county, could support as much of this housing as can practically be developed given resource limitations. Therefore, continued support for such housing is appropriate.

COMPARISON OF PROJECTED NEED AND BUILDABLE LAND SUPPLY

The projected housing needs were compared with the supply of buildable residential land within the City of Umatilla UGB.

- Figure 7 presents the estimated new unit capacity of the buildable lands identified in the City of Umatilla UGB. There is a total remaining capacity of 3,493 units of different types within the study area. Much of this capacity is within the single family and medium density residential zones.
- There is a total forecasted need for roughly 1,150 units over the next 20 years based on the PSU forecasted growth rate. This is well below the estimated capacity of nearly 3,500 units. There is sufficient capacity to accommodate all projected new unit types. After this need is accommodated, there is an estimated remaining capacity of over 2,100 additional units, mostly in the high-density residential zone.
- Figure 8 shows forecasted residential need and capacity by acres, rather than units. There is a projected need for 193 acres of new residential development, but a buildable capacity of 1,253

acres. There is currently sufficient buildable capacity within Umatilla to accommodate projected need.

For more detail on these findings please refer to the Housing and Residential Land Needs Assessment Report and the Buildable Lands Inventory (BLI) maps prepared for the City.

Figure 7. Estimated Buildable Lands Capacity by Acreage and No. of Units (2019)

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres				Housing Unit Capacity			
		Partially Vacant	Vacant	Total	Share of Total	Partially Vacant	Vacant	Total	Share of Total
DR: Downtown Residential	18	0	4	4	0%	0	41	41	2%
F-2: General Rural	0.05	1	40	41	3%	0	1	1	0%
R-1: Agricultural Residential	0.25	163	63	226	18%	20	4	24	1%
R1: Single-Family Residential	5	11	558	569	45%	34	2,017	2,051	58%
R-1A: Two Acre Residential	0.5	117	36	153	12%	25	12	37	1%
R2: Medium Density Residential	8	3	200	203	16%	14	1,150	1,164	33%
R-2: Suburban Residential	1	36	1	37	3%	16	0	16	0%
R3: Multi-Family Residential	18	5	5	10	1%	60	70	130	4%
R-3: Urban Residential	5	5	5	10	1%	17	12	29	1%
Subtotal		340	912	1,253	--	186	3,307	3,493	--

Figure 8. Comparison of Forecasted Future Land Need (2039) with Available Capacity

LAND INVENTORY VS. LAND NEED	Unit Type			TOTAL
	Single Family Detached	Medium-Density Attached	Multi-Family	
Buildable Land Inventory (Acres):	1,036	203	14	1,253
Estimated Land Need (Acres):	163	21	9	193
Land Surplus (Inventory - Need:)	873	182	5	1,060

Sources: Angelo Planning Group, Johnson Economics

STRATEGIES TO ACCOMMODATE FUTURE HOUSING NEEDS

The Housing and Residential Land Needs Assessment conducted for the City in 2019 indicated that the City had an adequate supply of buildable residential land within its urban growth boundary (UGB) to meet projected housing needs during the next 20 years. If population growth occurs at a faster rate than projected at that time, the City could find that the land supply is less than projected and additional land for residential uses may be needed in the future.

Although the City is not anticipated to need to expand its UGB during the planning period, it can continue to consider and implement a variety of strategies in the future to further provide opportunities for a wide range of housing choices, efficient land use, and development of housing affordable to people with low and moderate incomes. For the planning purposes, “affordable housing” is defined as housing that is affordable to a household that spends 30% or less of its income on housing, including rent or mortgage payments and utilities. Households with low incomes are those who make 80% or less of median household income. Those with moderate incomes make 81-95% of median household income.

The City is already implementing a variety of land use and other strategies that help provide for a wide range of housing options in Umatilla. Potential strategies either not already being undertaken by the City, or with the potential to be strengthened or enhanced, are summarized in the following table. The ability to implement them will depend on available resources, community priorities and other factors.

These strategies are described in more detail in the Housing Strategies Report prepared by the City as part of its Housing Needs Analysis project in 2019.

Table 1. Overview of Recommended Housing Strategies

Potential Strategies	Primary Goal(s)
Land Supply and Regulatory Strategies	
<p>1. Urban Growth Boundary (UGB) Amendment or Adjustment (Swap) If there is a deficit of residential land and efficiency measures have been adopted to utilize existing land within the UGB, an expansion may be warranted. If land within the existing UGB is less suitable for residential development than other land outside the UGB, the City could apply to modify the UGB boundary to swap these lands.</p>	Expand the supply of land available for housing.
<p>2. Rezone Land Rezone land from a non-residential zone to a residential zone if there is a deficit of residential land and surplus of commercial, industrial, or other non-residential land. Rezone land from one residential zone to another residential zone to address a deficit in a certain density range or housing type.</p>	Expand the supply of land available for housing.
<p>3. Increase Allowed Density in Existing Zones Increase the allowed density or reduce the minimum allowed size of lots in one or more zones to allow for more compact development and/or a wider range of housing types in specific areas.</p>	Use residential land efficiently, encourage diversity of housing types.
<p>4. Establish Minimum Density Standards In order to ensure that land in medium or higher density zones is not consumed by lower density development, the City could consider adopting minimum density requirements.</p>	Use residential land efficiently, encourage diversity of housing types.
<p>5. Code Updates to Support a Variety of Housing Types Zoning code and other regulatory amendments to increase housing choices and reduce barriers to development for accessory dwelling units (ADUs), cottage clusters, townhomes, and other “missing middle” housing types.</p>	Encourage diversity of housing types.
<p>6. Reduce Unnecessary Barriers to Housing Development Some regulations may constrain housing development to a degree that the corresponding public benefits of the regulation do not outweigh the effect on housing development. These regulations may include off-street parking requirements, architectural design standards, landscaping standards, or other development standards such as setbacks and height regulation</p>	Reduce housing development costs and barriers.
<p>7. Regulatory Incentives for Affordable or Workforce Housing Creates incentives to developers to provide a community benefit (such as affordable housing), in exchange for ability to build a project that would not otherwise be allowed by the development code</p>	Reduce housing development costs and barriers, promote construction of new affordable housing
Incentives for Housing Development	
<p>1. System Development Charge (SDC) Reductions, Exemptions, or Deferrals Exemption or deferred payment of SDCs for affordable housing. Can be applied to regulated affordable housing and/or specific housing types (such as ADUs).</p>	Reduce housing development costs and barriers.

2. Expedited Development Review

Variety of strategies to reduce review and processing times for regulated affordable housing development, such as formally adopting shortened review timelines for applications or giving priority in scheduling hearings and meetings with staff.

Reduce housing development costs and barriers.

3. Tax Exemptions and Abatements

Tax exemptions or abatements offer another financial incentive to developers that can improve the long-term economic performance of a property and improve its viability. This can be a substantial incentive, but the City will forego taxes on the property, generally for ten years. Other taxing jurisdictions are not included, unless they agree to participate. Tax exemption programs are authorized by the state for specific purposes: Vertical Housing; Multiple-Unit Housing; Non-Profit Low-Income Housing.

Reduce housing development costs and barriers.

Funding Sources and Uses

1. Public-Private Partnerships (PPPs) and Community Land Trusts

Arrangements between public and private entities to create more and/or affordable housing. PPPs can promote a variety of affordable housing programs or projects and include partnerships from multiple entities (public, private, and non-profit). A Community Land Trust is a model wherein a community organization owns land and provides long-term leases to low or moderate income households to purchase the homes on the land, agreeing to purchase prices, resale prices, equity capture, and other terms.

Promote construction of new affordable housing.

2. Land Acquisition and Banking

- Land acquisition is a tool to secure sites for affordable housing. Public agencies can identify locations where prices are going up and acquire land before the market becomes too competitive, with the intention to use the land for affordable housing.
- Land banking is the acquisition and holding of properties for extended periods without immediate plans for development, but with the intent that properties eventually be developed for affordable housing. Land banks are often quasi governmental entities created by municipalities to effectively manage and repurpose an inventory of underused, abandoned, or foreclosed property.

Reduce housing development costs and barriers, promote construction of new affordable housing.

3. Construction Excise Tax

Adopt a tax on new construction of between 1 and 3% to help pay for other affordable housing strategies identified here. The tax is a one-time tax assessed on new construction. State law requires it to be spent on specific types of programs and activities.

Provide source of funding for other affordable housing programs.

4. Tenant Protection Programs and Policies

Local regulations and enforcement programs that provide protections for tenants of existing affordable housing and low cost market rate housing against evictions, excessive rent increases, discrimination, and health and safety violations.

Protect affordable units and reduce displacement

5. Subsidized Affordable Housing

Subsidized affordable housing is most often offered through a government or non-profit agency that has established the provision of housing to low-income households as part of their stated mission. Like many communities across the state, the cities of Umatilla County have a significant unmet need for more affordable rental housing. The incentives and tools discussed in this report can be used by cities to provide some funding or cost reductions to agencies that are building affordable housing.

Promote construction of new affordable housing.

6. Financial Assistance or Homebuyer Education Programs

A range of tools that can be used to maintain housing affordability or to help keep residents in their homes. Possible tools include rent assistance, home buyer education classes, loans for homeowners, or assistance to low-cost apartment owners for repairs and upgrades.

Protect affordable units, reduce displacement, promote homeownership.

3. Comprehensive Plan Housing Policies

It is essential that the Comprehensive Plan of every city in Oregon include a robust set of policies directed at meeting the current and future housing needs of each community. The consultant team reviewed the Comprehensive Plan to assess whether it includes the following types of supportive policies:

- **Supports Statewide Planning Goal 10.** Comprehensive Plans typically do and should include a general policy that mirrors Statewide Planning Goal 10 (Housing), stating that the overall goal of the jurisdiction is to *“encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”*
- **Emphasizes affordable housing needs.** Given that meeting the needs of low and moderate income households often requires public intervention or subsidy, it is important to include policies emphasizing the needs of these households.
- **Supports partnerships.** Most Comprehensive Plan housing elements include policies aimed at supporting other public agencies, non-profits and market rate developers who focus on meeting the needs of low and moderate income households and community members with special housing needs.
- **Encourages a variety of housing types.** In addition to a broad goal or policy about meeting a full range of housing needs, Plans often include policies noting the need for a variety of housing types, including single family attached housing, duplexes, triplexes, multi-family housing and townhomes, as well as less traditional forms of housing such as cottage cluster housing and accessory dwelling units.
- **Affirms Fair Housing goals.** Local governments are required to ensure that their housing policies and standards do not discriminate against or have adverse effects on the ability of “protected classes” to obtain housing, consistent with the federal Fair Housing Act.
- **Supports mixed use development.** Some Plans explicitly support the development of mixed use projects, which typically include upper story housing located above retail or commercial uses.
- **Supports accessory dwelling units.** Comprehensive Plans may include policies specifically referencing support for this form of housing. Recent Oregon legislation requires all cities above a certain size to allow for this form of housing outright in all zones where single-family detached housing is allowed.
- **Supports flexible zoning.** Some Plans include policies which emphasize the need for zoning to be flexible enough to meet a variety of housing needs and keep costs for such housing down, particularly for housing affordable to low and moderate income households.

- **Addresses land supply goals.** Many Comprehensive Plans include policies which reference the need to ensure that adequate land is zoned to meet identified housing needs, and to periodically update the jurisdiction’s inventory of such lands.
- **Supports maintenance and rehabilitation of existing housing.** Many comprehensive plans emphasize maintenance of existing housing stock as a method to prevent unsafe conditions and keep affordable housing available within the community.
- **Supports development of manufactured homes.** Oregon law requires that all zones that allow for “stick built” single family detached homes also allow for manufactured homes on individual lots. Each jurisdiction must also allow for manufactured home parks in at least one residential zone.
- **Regulates short term rentals.** Many communities, particularly those with high levels of tourism, regulate short-term rental housing to reduce its impact on the supply and affordability of long-term rental housing.

ASSESSMENT OF EXISTING GOAL 10 HOUSING POLICIES

The following housing policies are in the adopted Umatilla Comprehensive Plan Goal 10 Housing Element.

SECTION 10.9 HOUSING POLICIES

- 10.9.101 Future residential development will continue to provide prospective buyers with a variety of residential lot sizes greater than minimums, a diversity of housing types, and a range in prices.*
- 10.9.102 Building permits will not be issued until final plat approval has been given.*
- 10.9.103 Federal programs that provide monies for housing assistance will be utilized as needed.*
- 10.9.104 Housing to accommodate senior citizens will be located within easy walking distance of business and commercial areas.*
- 10.9.105 The City will re-assess Housing Needs at each Periodic Review. (Ord. 544)*

Table 2 is an evaluation of current Umatilla Housing Plan Policies, as compared to these policy topic areas. Table 2 also provides examples of policy language that can be used to amend or adopt new local policies. This initial assessment is intended to facilitate community discussion about housing and to help articulate City policy direction.

Table 2. Comprehensive Plan Policy Evaluation and Recommendation

Policy Topic	Existing Goal Language	Example Additional or Alternative Language to Consider
Supports Statewide Planning Goal 10.	N/A	The City will support Statewide Planning Goal 10, “encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type, and density.”
Emphasizes affordable housing needs	10.9.103: Federal programs that provide monies for housing assistance will be utilized as needed.	The City will emphasize affordable housing needs, given that meeting the needs of low and moderate income households often requires public interventions.
Supports partnerships	N/A	The City will maintain and/or develop partnerships aimed at supporting other public agencies, non-profits, and market rate developers who focus on meeting the needs of low and moderate income households and community members with special housing needs.
Encourages a variety of housing types	10.9.101: Future residential development will continue to provide prospective buyers with a variety of residential lot sizes greater than minimums, a diversity of housing types, and a range in prices.	A variety of housing types will be encouraged, including single family attached housing, duplexes, triplexes, multi-family housing and townhomes, as well as less traditional forms of housing such as cottage cluster housing and accessory dwelling units.
Supports mixed use development	N/A	Mixed use development will be supported. These developments typically include upper story housing located above retail or commercial uses.
Affirms Fair Housing Goals	10.9.104: Housing to accommodate senior citizens will be located within easy walking distance of business and commercial areas.	Fair housing goals will be supported to ensure that housing policies and standards do not discriminate against or have

Policy Topic	Existing Goal Language	Example Additional or Alternative Language to Consider
Supports ADUs	See 10.9.101	<p>adverse effects on the ability of “protected classes” to obtain housing, consistent with the federal Fair Housing Act.</p> <p>The City will allow and support the development of Accessory Dwelling Units in all residential zones in accordance with Oregon law. Accessory Dwelling Units are an important housing option that can help meet the need for affordable rental units, reduce housing costs for homeowners, and enable multi-generational living.</p>
Supports Flexible Zoning	N/A	<p>Flexible zoning will be utilized to respond to a variety of housing needs and keep the costs for such housing down, particularly for housing affordable to low and moderate income households.</p>
Addresses Land Supply Goals	10.9.105: The City will re-assess Housing Needs at each Periodic Review. (Ord. 544)	<p>Land supply goals will ensure that adequate land is zoned to meet identified housing needs, and to periodically update the jurisdiction’s inventory of such lands.</p>
Supports Development of Manufactured Homes	See 10.9.101	<p>Development of manufactured homes will be supported, as Oregon law requires that all zones that allow for “stick built” single family detached homes also allow for manufactured homes on individual lots.</p>
Supports maintenance and rehabilitation of existing housing	N/A	<p>Maintenance and rehabilitation of existing housing will be a method used to prevent unsafe conditions and keep affordable housing available within the community.</p>
Regulates Short Term Rentals	N/A	<p>Short term rentals will be regulated to reduce their impact on the supply and affordability of long-term housing.</p>

PROPOSED GOAL 10 HOUSING POLICIES

The following includes the proposed legislative amendments for Umatilla's "adoption ready" Goal 10 Housing Element in the Comprehensive Plan:

~~SECTION 10.8 HOUSING FINDINGS~~

~~10.8.101 Housing should be developed in areas that reinforce and facilitate orderly and compatible community development.~~

~~10.8.102 The City should evaluate proposals for new housing construction in terms of the additional numbers of people with respect to impact on the natural environment, community services, utility support systems, projected housing needs, and the City's capital improvement programming.~~

~~10.8.103 There is currently sufficient buildable capacity within Umatilla to accommodate projected need. The character of this supply can help guide housing policy.~~

[this section, along with Section 10.1 – Housing Background and Discussion, is proposed to be removed and replaced with the "Housing Conditions and Trends" content in Section 2 of this report]

SECTION 10.9 HOUSING POLICIES

~~10.9.101 Future residential development will continue to provide prospective buyers with a variety of residential lot sizes greater than minimums, a diversity of housing types, and a range in prices. A variety of housing types will be encouraged, including single-family attached housing, duplexes, triplexes, multi-family housing and townhomes, as well as less traditional forms of housing such as cottage cluster housing and accessory dwelling units.~~

~~10.9.102 Building permits will not be issued until final plat approval has been given.~~

~~10.9.102 Federal programs that provide monies for housing assistance will be utilized as needed. The City will emphasize affordable housing needs, given that meeting the needs of the low- and moderate-income households often requires public intervention or subsidy.~~

~~10.9.103 Housing to accommodate senior citizens will be located within easy walking distance of business and commercial areas. Fair Housing goals will be supported to ensure that housing policies and standards do not discriminate against or have adverse effects on the ability of "protected classes" to obtain housing, consistent with the federal Fair Housing Act.~~

~~10.9.104 The City will re-assess Housing Needs at each Periodic Review. *(Ord. 544)* Land Supply goals will ensure that adequate land is zoned to meet identified housing needs and the City will periodically update the inventory of residential lands to ensure that supply keeps pace with growth.~~

~~10.9.105 The City will support Statewide Planning Goal 10, "encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density."~~

- 10.9.106 The City will allow for levels of residential density that encourage efficient use of the supply of residential land while maintaining compatibility with the character of existing neighborhoods and ensuring that appropriate standards are in place to mitigate the impacts of development.
- 10.9.107 The City will maintain and/or develop partnerships aimed at supporting other public agencies, non-profits and market rate developers who focus on meeting the needs of low and moderate income households and community members with special housing needs.
- 10.9.108 Mixed use development will be supported. These developments typically include upper story housing located above retail or commercial uses.
- 10.9.109 The City will allow and support the development of Accessory Dwelling Units in all residential zones. Accessory Dwelling Units are an important housing option that can help meet the need for affordable rental units, reduce housing costs for homeowners, and enable multi-generational living.
- 10.9.110 Flexible zoning will be utilized to respond to a variety of housing needs and keep costs for such housing down, particularly for housing affordable to low and moderate income households.
- 10.9.111 The City will periodically evaluate zoning and development code requirements for opportunities to lessen or eliminate unnecessary barriers to residential development and identify alternative regulatory approaches to achieving policy goals.
- 10.9.112 Maintenance and rehabilitation of existing housing will be a method used to prevent unsafe conditions and keep affordable housing available within the community.
- 10.9.113 The City will support development of manufactured home parks in appropriate locations in order to fulfill the need for this form of housing for people with lower or moderate incomes, consistent with state law.
- 10.9.114 Short term rentals will be regulated to reduce their impact on the supply and affordability of long-term rental housing.

4. Housing Measures

The consultant team has identified a variety of measures that the City can undertake to address current and future housing needs identified in the Housing and Residential Land Needs Assessment and BLI. Housing Needs Assessment and Buildable Lands Inventory reports. These measures have been organized into the following categories.

Land Supply and Regulatory Strategies

1. UGB Expansion or Adjustment (“Swap”)
2. Rezone Land
3. Increase Allowed Density in Existing Zones
4. Establish Minimum Density Standards
5. Code Updates to Support a Variety of Housing Types
6. Reduce Unnecessary Barriers to Housing Development
7. Regulatory Incentives for Affordable and Workforce Housing

Financial Incentives

1. System Development Charge Exemptions or Deferrals
2. Expedited Development Review
3. Tax Exemptions and Abatements

Funding Sources and Uses

1. Public-Private Partnerships (PPPs) and Community Land Trusts
2. Land Acquisition and Banking
3. Construction Excise Tax
4. Tenant Protection Programs and Policies
5. Subsidized Affordable Housing
6. Financial Assistance Programs

The remainder of this section describes these potential measures in more detail.

LAND SUPPLY AND REGULATORY STRATEGIES

1. Urban Growth Boundary Expansion or Adjustment (“Swap”)

UGB Expansion

The findings of our study do not indicate the need for a UGB expansion to accommodate projected housing needs in Umatilla between 2018 and 2038. However, in the long term, an expansion could be an option beyond the currently planning horizon or if growth rates increase beyond those currently projected. Prior to applying for a UGB expansion, the City would need to complete the following steps:

- Consider and adopt efficiency measures to ensure that land inside the UGB is being used efficiently. Many of the code update recommendations identified below are efficiency measures.
- Demonstrate that there is an insufficient supply of buildable land inside the UGB. Due to relatively low projected growth rates and new housing unit needs, the City likely will need to demonstrate that existing vacant or partially vacant land in the UGB cannot be served with public facilities.

UGB Adjustment (“Swap”)

Although the findings of the study do not demonstrate the need for a UGB expansion, anecdotally, the city has faced limitations on the current supply of buildable land because owners of large parcels are uninterested or unwilling to develop or sell their properties for future residential development. In small communities with a limited number of large developable properties, this can create a significant barrier to development, at least during the short and medium term. If owners hold onto their properties without a willingness to development over the longer term (e.g., decades), it effectively reduces the community’s supply of buildable land. At the same time, because property ownership and/or owners’ desires to develop can shift, the state of Oregon’s land use planning framework does not allow cities to exclude such land from their BLIs.

One way to address this situation is to remove such parcels from the UGB and add other properties whose owners are more willing or likely to develop their land for housing. State statutes and administrative rules allow for these UGB “swaps.” These exchanges are possible through a process of simultaneously removing and adding land to the UGB to make up for capacity lost by removing land. This process is guided by Oregon Revised Statutes (ORS) 197.764. This ORS section provides specific eligibility requirements and standards for land removed; subsection (3)(b) of this section states that “A local government that approves an application under this section shall either expand the urban growth boundary to compensate for any resulting reduction in available buildable lands or increase the development capacity of the remaining supply of buildable lands.” In exchanging land inside the UGB for land outside the boundary, cities must identify an equivalent supply of land in terms of the land’s

capacity for residential development, considering the presence of natural resource constraints and zoning or allowed density.

While permitted, UGB swaps must comply with several requirements applied to other UGB amendments or expansions, including the following:

- **Location of expansion areas.** The location of the land to be added to replace the land being removed must use OAR 660-024-0065 to determine appropriate study areas. For a city with a UGB population less than 10,000, the city must consider all land within ½ mile of the existing UGB boundary.
- **Exclusion areas.** In considering expansion areas, the city can exclude areas that cannot be reasonably serviced with public facilities, are subject to significant natural hazards, have some a high level of environmental or natural resource value, or are owned by the federal government.
- **Prioritization.** The city needs to prioritize potential expansion areas in terms of rural residential “exception” lands vs. farm and forest lands, with exception lands having first priority, and farm and forest land having the maximum protection from development.
- **Criteria for evaluating expansion areas.** Cities must look at alternative expansion areas and evaluate them using the four locational factors found in Goal 14. These include 1) efficient urban form, 2) public facilities, 3) Economic, Social, Environmental, and Energy (ESEE) consequences, and 4) impact on adjacent farm and forest activities in rural areas. The city’s analysis must consider and analyze all four factors, but the city can weigh and balance those factors based upon a set of findings and policy judgments which, unless they are without merit, will be upheld on judicial review.

In addition to meeting these state requirements, the City will want to consider other factors in this process such as:

- Will potential expansion areas have direct access to roads, sewer or water lines or will they be even more difficult or costly to serve with these facilities than land proposed to be removed from the UGB?
- Will areas proposed for inclusion be in relative proximity to commercial and other services? This is particularly important if new areas are proposed for higher density development.
- Will the areas have any other practical barriers or impediments to residential development or conflict with other strategies to meet future housing needs?

2. Rezone Land

One potential strategy to address a deficit of residential land, or of a certain category of residential land, is for the City to initiate a rezoning process. As identified in the Housing and Residential Land Needs Assessment, the City of Umatilla does not have a deficit of residential land in general or in a specific category of residential land, so there is not a basis for rezoning land to meet citywide residential land

supply needs. However, there is a relatively smaller surplus of land available for multi-family development. There is a projected need for 10 acres of land for multi-family housing, and there are 14 acres of buildable land, primarily in the R3 – Multi-Family Residential Zone. If growth rates are higher than projected, then it is more likely the City will experience a deficit of land zoned for multi-family housing than for single-family detached or medium density housing.

It is recommended that the City research opportunities to rezone land from the R1 or R2 zone to the R3 zone in order to expand the supply of land for multi-family housing. In considering the most appropriate location for rezoning land, the city should use the following criteria or factors:

- **Proximity to existing high-density areas.** Extending an existing area of high-density land would reduce impacts on the transition between lower and higher density areas and could increase the level or potential for support from surrounding property owners.
- **Proximity to services.** Ideally, higher density areas should be close to supporting commercial areas (such as downtown Umatilla) and other services (schools, parks, etc.) to help ensure that residents can easily access these services and daily needs.
- **Size and ownership.** The City should prioritize relatively large sites (3-10 acres) and sites under a single ownership or smaller number of owners. Larger sites will be more attractive for development and provide more flexibility for site design. Sites with fewer owners will make it easier to acquire land.

An alternative to rezoning lands into the R3 zone is to increase the allowed density of the R2 zone to ensure that larger multi-family developments (more than 5 units) can also be built in this zone. This alternative is addressed under Strategy #3, below.

3. Increase Allowed Density in Existing Zones

This study found that the City of Umatilla has a sufficient supply of residential land if land is built at or near the planned density levels, based on existing zoning. Increasing allowed density in existing zones is not strictly necessary to meet projected housing needs within the existing UGB, however, there are two key benefits to allowing higher densities that should be considered:

- **Housing affordability.** Smaller lot sizes and higher densities allow for some of the major costs of development—such as acquiring land and building infrastructure—to be divided among more units. This decreases the per-unit cost of development and can enable lower sale prices or rental rates.
- **Efficiency of land use and infrastructure provision.** Higher density also helps to ensure that residential land is used efficiently. If growth rates accelerate more quickly than projected, then it will be more important for the City to efficiently use land within the existing UGB. It is also more efficient for the City to provide and maintain roads, sewer, and water systems (on a per-unit basis) to higher density development.

The City’s Zoning Ordinance regulates density primarily through minimum lot size requirements in residential zones. Potential amendments to minimum lot size standards are presented in Table 3. These amendments are intended to allow for higher density development while considering the existing character and stated purpose of the zone. Minimum lot width, lot depth, or setback standards may also need to be modified to ensure they are consistent with any changes to minimum lot size standards.

Table 3. Potential Minimum Lot Size Amendments

Zone	Existing Minimum Lot Size	Proposed Minimum Lot Size
R1 – Single-Family Residential	Single-Family Detached: 8,000 sq. ft.	Single-Family Detached: 5,000-7,000 sq. ft. Duplex: 5,000-7,000 sq. ft. (same as SFD) ²
R2 – Medium Density Residential	Single-Family Detached: 5,000 sq. ft. Duplex and Multi-Family: 1 dwelling per 3,500 sq. ft	Single-Family Detached: 5,000 sq. ft. Duplex: 5,000 sq. ft. Triplex: 5,000 sq. ft. ¹ Multi-Family: 1 dwelling per 2,500 sq. ft
R3 – Multi-Family Residential	Single-Family Attached: 5,000 sq. ft. Multi-Family: 1 dwelling per 2,000 sq. ft	Single-Family Attached: 2,000 sq. ft. Duplex: 4,000 sq. ft. ² Triplex: 4,000 sq. ft. ¹ Multi-Family: 1 dwelling per 1,500 sq. ft
R4 – Downtown Residential	Single-Family Attached: 2,000 sq. ft. Multi-Family: 1 dwelling per 2,000 sq. ft	Single-Family Attached: 2,000 sq. ft. Duplex: 4,000 sq. ft. ² Triplex: 4,000 sq. ft. ¹ Multi-Family: 1 dwelling per 1,500 sq. ft

¹ Triplexes currently defined as Multi-Family, recommendation is to define separately, see Strategy #5

² Duplexes not currently permitted. Recommendation is to make a permitted use, see Strategy #5.

4. Establish Minimum Density Standards

As identified in this study, the City of Umatilla has a sufficient supply of residentially zoned land to meet the projected 20-year housing needs. However, it remains important that the buildable land be used efficiently by developing at or near the maximum density of the zoning district, particularly if there is a chance that growth rates will exceed the projections.

The most direct method to ensure land is used efficiently is to adopt minimum density standards for each residential zone. A minimum density standard would prohibit residential developments that do not meet the intent of the zone.¹ For example, large lot, detached homes would be prohibited in a higher density residential zone, but the minimum density standard may allow for smaller lot detached houses,

¹ Additionally, the City may prohibit housing types that are not consistent with the purpose of the zone. For example, in the City’s higher density zones, such as the R3 – Multi-Family Residential and R-4 Downtown Residential zone, the City prohibits detached single-family dwellings and manufactured dwellings on individual lots.

cottage cluster housing, or townhomes. The minimum density standard can be tailored to local conditions and needs but is most effective if it is set at between 50 and 80 percent of the maximum density standard in the zone. Potential minimum density standards for each of Umatilla’s zones is presented in Table 4.

Table 4. Potential Minimum Density Standards

Zone	Existing Minimum Lot Size	Proposed Minimum Density
R1 – Single-Family Residential	Single-Family Detached: 8,000 sq. ft. <i>Equivalent density: ~4 units/net acre</i>	Minimum Density: 3 units/net acre
R2 – Medium Density Residential	Single-Family Detached: 5,000 sq. ft. Duplex and Multi-Family: 1 dwelling per 3,500 sq. ft <i>Equivalent density: ~9 units/net acre</i>	Minimum Density: 6 units/net acre
R3 – Multi-Family Residential	Single-Family Attached: 5,000 sq. ft. Multi-Family: 1 dwelling per 2,000 sq. ft <i>Equivalent density: ~16 units/net acre</i>	Minimum Density: 12 units/net acre
R4 – Downtown Residential	Single-Family Attached: 2,000 sq. ft. Multi-Family: 1 dwelling per 2,000 sq. ft <i>Equivalent density: ~16 units/net acre</i>	Minimum Density: 12 units/net acre

5. Code Updates to Support a Variety of Housing Types

This study found that the City of Umatilla has sufficient land zoned for single-family detached housing, medium density housing, and multi-family housing. However, there are opportunities to support development of a variety of housing types by reducing unnecessary barriers, providing more flexibility, and tailoring standards to fit a variety of housing types.

There are some housing types that are can be more difficult to develop because development code standards do not address unique characteristics of this housing type or the standards are unnecessarily restrictive. These types include Accessory Dwelling Units (ADUs), cottage cluster housing, duplexes, triplexes, and townhomes. These housing types are considered part of “missing middle housing” because they fall between high density apartments and low density, detached single-family housing. If regulated appropriately, these housing types can be compatible with detached, single-family houses and, therefore, could be permitted outright in most residential zones.

Another common characteristic of these housing types is that they are often smaller individual dwelling units. Given the demographic trends summarized in this study, and the ongoing challenge of providing enough housing options for people with moderate incomes, smaller sized, modest housing units will

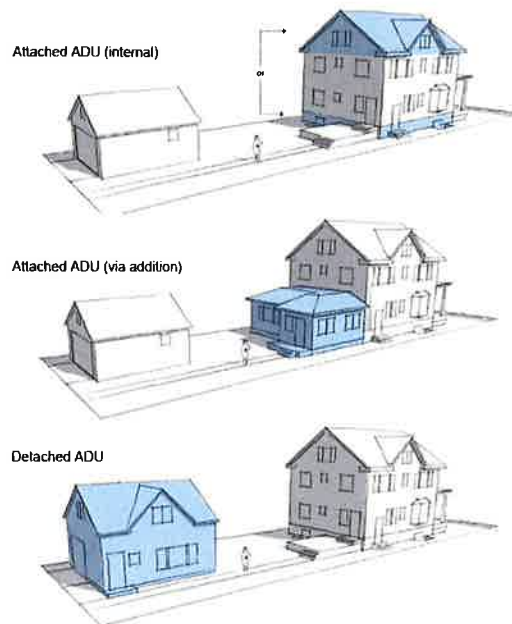
continue to be an important need in the City of Umatilla. As demonstrated by the Housing and Residential Land Needs Assessment, there is a need for ownership housing options for households with incomes between \$35,000-\$100,000. Due to the costs of land, infrastructure, and construction, it can be difficult for builders to produce new single-family detached housing that is affordable to households at this income level. These “middle housing” types can be more feasible to provide for this income level because they require less land per unit and can be more efficient to serve with infrastructure.

Accessory Dwelling Units

An Accessory Dwelling Unit (ADU) is a secondary dwelling unit on the same lot as a single-family house that is smaller than the primary dwelling. ADUs can come in three forms: a detached structure, an attached addition, or a conversion of internal living space in the primary dwelling (Figure 9). As ADUs are often invisible from the street or may be perceived as a part of the primary dwelling, they offer a method of increasing density with minimal visual impact on the character of the neighborhood.

Figure 9. Types of ADUs

ADUs in blue; main residence in white



Source: City of St. Paul, MN

ADUs are a viable housing option with several benefits:

- Building and renting an ADU can raise income for a homeowner and help offset the homeowner’s mortgage and housing costs.
- ADUs can add to the local supply of rental units and can provide a relatively affordable rental option for a person or household that prefers living in a detached unit rather than an apartment or other attached housing.

- ADUs offer flexibility for homeowners to either rent the unit or to host a family member. The proximity to the main house can be particularly beneficial for hosting an elderly family member that may need care and assistance.

The state legislature recently adopted a statute that requires cities with a population of over 2,500 and counties with a population over 10,000 to allow ADUs outright on any lot where single-family housing is allowed. This requirement applies to the City of Umatilla. The City complies with this requirement by allowing ADUs in the R1 and R2 zones, where single-family detached houses are allowed.

The Oregon Department of Land Conservation and Development has published a model code for ADUs. The model code is intended to provide basic regulations while ensuring that the standards do not present unnecessary barriers. Umatilla’s standards are generally supportive of ADU development; however, the following two amendments are recommended to better support development of ADUs:

- **Number of ADUs (10-11-11.A).** Consider allowing two ADUs on the same lot if one of the ADUs is internal or an attached addition. In these cases, the internal ADU would not be visible from the street and would have a minimal impact on the visual character of the property.
- **Off-Street Parking (10-11-11.E).** Do not require an off-street parking space for the ADU in addition to the spaces required for the primary dwelling. On some lots, it can be difficult or costly to provide an additional parking space if the house and lot were not designed to provide more parking spaces than required at the time of construction.

Cottage Clusters

Cottage clusters are groups of small, detached homes, usually oriented around a common green or courtyard. The units may be located on individual lots that are individually owned or the property may be structured as a condominium with common ownership of the land and private ownership of the houses.

Figure 10. Example of a Cottage Cluster Development



Cottage clusters are growing more popular and their development potential is significant. They provide many of the same features of conventional detached houses, but in a smaller footprint, with shared common areas, and arranged in a way that can facilitate a more community-oriented environment (see Figure 10). Cottage clusters can be developed on relatively small lots, as access and parking is shared and the units are relatively small, usually between 500 and 1,200 square feet. The visual character of cottage clusters—detached dwellings with substantial shared yard space—is generally compatible with neighborhoods of detached homes.

A cottage cluster project would be difficult to develop in the City of Umatilla today because it would need variances or adjustments to multiple standards, such as minimum lot size, minimum lot width, setbacks, and density. To support cottage cluster development, it is recommended that cottage cluster housing be defined as an allowed housing type and a specific set of standards developed. Cottage clusters should be permitted through an administrative review process with clear and objective standards. The following are some best practices for creating cottage cluster standards:

- **Density bonus in exchange for maximum unit size.** Allow for increased densities over the base zone in exchange for a cap on the size of individual dwelling units. This combination allows for more dwelling units while ensuring an efficient use of land and compatibility with detached houses on larger lots.
- **Low minimum unit size.** Given maximum house sizes of 1,000-1,200 square feet, allow a wide range of sizes—even as small as 400 square feet—and consider allowing both attached and detached housing.
- **Flexible ownership arrangements.** Do not require a single ownership structure; allow the site to be divided into individual lots, built as rental units on one lot, or developed as condominiums.
- **Supportive lot standards.** Ensure that minimum lot size, setbacks and building coverage requirements do not prohibit cottage cluster development on smaller lots.
- **Balanced design standards.** Draft basic design requirements that ensure neighborhood compatibility and efficient use of land, but that are not so specific as to restrict the ability to adapt to varying neighborhood contexts.

Duplexes, Triplexes, and Townhomes

Duplexes, triplexes, and townhomes are forms of attached housing that can be compatible with detached, single-family housing while allowing for smaller, more affordable units. The City of Umatilla defines duplexes as “Two-Family Dwellings,” includes triplexes in the definition of “Multi-Family Dwellings,” and uses the term “attached single-family residences” for townhomes. In addition to the minimum lot size adjustments identified under Strategy #3, the following code updates are recommended to better support development of these housing types:

- **Permit Duplexes in the R1 Zone.** There is substantial amount of buildable land that is zoned R1 (approximately 570 acres). There may be opportunities to provide more flexibility in this zone by

allowing duplexes along with single-family housing. Additionally, as identified above in relation to Strategy #3, it is recommended to allow duplexes on the same minimum size of lot as single-family detached houses but to limit the overall size of the building through a maximum lot coverage, maximum Floor Area Ratio (FAR), or maximum unit size standard. If the City requires duplexes to be built on larger lots then this can result in a structure that is larger than most detached houses in the area, because the builder is likely to maximize the floor area of the structure. Allowing duplexes on the same size lots while limiting the size of the structure encourages smaller individual dwelling units and building sizes that are more compatible with single-family houses.

- **Permit Duplexes in the R3 and R4 Zones.** Duplexes are not currently permitted in the R3 and R4 zones, though these zones permit townhomes and multi-family development. A duplex can be built at density level equivalent to a townhome or even a lower density apartment development if it is allowed to be built on a smaller lot. Thus, it is appropriate to allow duplexes in these zones to provide this option where existing lot sizes or market demand may call for this housing type.
- **Regulate Triplexes separately from Multi-Family.** It is recommended to separate triplexes from the definition of Multi-Family Dwellings so they may be regulated separately, where appropriate. This approach is used in the recommended minimum lot size amendments under Strategy #3.

Tiny Homes

Tiny homes have no formal definition, but generally are considered detached dwellings that are less than 400 square feet in size. The demand for tiny houses has grown considerably in recent years and they appeal to a diverse range of people and households. Some are attracted to the prospect of a low-cost, low-impact lifestyle, even if they could potentially afford a conventional home. Local governments and non-profits have also begun to experiment with using tiny homes as either temporary/transitional or permanent shelter for people with very low incomes or those experiencing homelessness.

From a regulatory perspective, one of the key challenges for tiny homes is how they are classified and permitted under the building code. Tiny homes can be built to comply with several different construction standards, and the construction standard they are built to should be considered in determining where and how they can be sited pursuant to the zoning and development code. Broadly, tiny homes can be classified as either intended to be sited permanently or temporarily.²

- Permanent tiny homes are attached to an approved foundation. Permanent tiny homes may be built either to the conventional building code—the Oregon Residential Specialty Code (ORSC)—

² For more information on building codes and tiny homes, see this policy brief from the state Legislative and Policy Research Office: <https://www.oregonlegislature.gov/lpro/Publications/Background-Brief-Tiny-Home-Regulation-2018.pdf>

ORDINANCE NO. 840

AN ORDINANCE AMENDING TITLE TEN OF THE CITY CODE OF THE CITY OF UMATILLA TO ADD HOUSING TYPE DEFINITIONS, DECREASE THE MINIMUM LOT SIZE IN THE SINGLE-FAMILY RESIDENTIAL (R-1), MEDIUM DENSITY RESIDENTIAL (R-2), MULTI-FAMILY RESIDENTIAL (R-3) AND DOWNTOWN RESIDENTIAL (DR) ZONING DISTRICTS, ALLOW DUPLEXES IN THE R-3 ZONE AND ADOPTS TOWNHOUSE SITE STANDARDS

WHEREAS, the City of Umatilla Planning Commission duly considered the goals and policies of the Comprehensive Plan and requirements of the Zoning Ordinance as those applied to the application during public hearing held on August 13, 2019 and subsequently recommended approval of the request to the City Council; and

WHEREAS, the Umatilla City Council conducted a public hearing on September 3, 2019 to consider the Planning Commission's recommendation for zone change ZC-2-19 and adopted the Planning Commission's findings and conclusions as its own in approving the application, as contained in the *Umatilla City Council Report and Decision for Zone Change ZC-2-19*.

NOW THEREFORE, THE CITY OF UMATILLA DOES ORDAIN AS FOLLOWS:

Section 1. The Umatilla City Council does hereby adopt the findings and conclusions recommended by the City Planning Commission as its own in support of this amendment to the Umatilla Comprehensive Plan, as contained in the *Umatilla City Council Report and Decision for Zone Change ZC-2-19*.

Section 2. Title ten – Zoning of the City Code of the City of Umatilla is hereby amended to read as follow:

Underlined language to be added; ~~Strikethrough~~ language for deletion by Zone Change application ZC-2-19

The following definitions are proposed to be added or removed in Section 10-1-6 of the City of Umatilla Zoning Ordinance:

DUPLEX: A residential structure containing 2 dwelling units and share a common wall, floor or ceiling, built on a single lot or parcel.

~~DWELLING, SINGLE-FAMILY: A detached or attached residential dwelling unit other than a mobile home, occupied by one family and located on its own lot.~~

~~DWELLING, MULTI-FAMILY: A building containing three (3) or more dwelling units, each occupied by a family living independently of other families, and having separate housekeeping and cooking facilities for each family.~~

~~DWELLING, SINGLE-FAMILY: A detached or attached residential dwelling unit other than a mobile home, occupied by one family and located on its own lot.~~

~~DWELLING, TWO-FAMILY: A building containing two (2) dwelling units; also called a~~

~~duplex.~~

MULTI-FAMILY DWELLING: A residential structure containing 3 or more dwelling units.

SINGLE FAMILY DWELLING: A detached dwelling unit occupied by one family and located on its own lot.

TOWNHOUSE: A dwelling unit constructed in a row of two or more attached units, where each dwelling unit is located on an individual lot or parcel and shares at least one common wall or architectural feature with an adjacent unit; also called attached single-family dwelling or townhome.

**Chapter 3
RESIDENTIAL DISTRICTS
ARTICLE A. SINGLE-FAMILY RESIDENTIAL (R-1)**

10-3A-1: PURPOSE:

The R-1 District is intended for low density, urban single-family residential uses. The R-1 District corresponds to the R-1 designation of the Comprehensive Plan.

10-3A-2: USES PERMITTED:

The following uses and their accessory uses are permitted in the R-1 District:

- A. Single-family dwelling subject to the provision of section 10-11-9 of this title;
- B. One manufactured home on an individual lot subject to the provisions of section 10-11-8 of this title;
- C. Residential home;
- D. Family day care provider;
- E. Home occupation subject to the provision of section 10-11-1 of this title; and
- F. Accessory uses, including an accessory dwelling subject to the provisions of section 10-11-11 of this title.

~~Family daycare providers and residential homes.~~

~~Home occupations subject to provisions of section 10-11-1 of this title.~~

~~One single family detached dwelling structure or one manufactured home subject to provisions of section 10-11-8 of this title is permitted on each lot.~~

10-3A-3: CONDITIONAL USES PERMITTED:

The following primary uses and their accessory uses may be permitted when authorized in accordance with the requirements of chapter 12 of this title:

- A. Community services uses as provided by chapter 6 of this title.

10-3A-4: DEVELOPMENT STANDARDS:

DIMENSIONAL STANDARDS

Minimum lot area	8,000 <u>7,000</u> square feet
Minimum lot width	50 feet
Minimum lot depth	90 feet

Minimum yard setbacks:	
Front and rear yard	25 feet total, with minimum yard, 10 feet
Side yard	5 feet
Side street yard	10 feet
Garage	18 feet from any street except an alley
Maximum building height	35 40 feet

ARTICLE B. MEDIUM DENSITY RESIDENTIAL (R-2)

10-3B-1: PURPOSE:

The purpose of the R-2 District is to allow single-family ~~detached and attached residences~~ dwellings on smaller lots, ~~two-family duplexes, townhouses~~ and multi-family ~~housing~~ dwellings at moderate density. Site review is required for most uses. The R-2 District corresponds to the R-2 designation of the Comprehensive Plan.

10-3B-2: USES PERMITTED:

The following uses and their accessory uses are permitted in the R-2 District:

A. Single-family dwelling subject to the provision of section 10-11-9 of this title;

B. Townhouse subject to the provision of section 10-11-12 of this title;

C. Duplex;

D. Multi-family dwellings;

E. One manufactured home on an individual lot subject to the provisions of section 10-11-8 of this title;

F. Residential home;

G. Residential facilities;

H. Family day care provider;

I. Home occupations subject to the provision of section 10-11-1; and

J. Accessory uses, including an accessory dwelling subject to the provisions of section 10-11-11 of this title.

~~Family daycare providers, residential homes, and residential facilities.~~

~~Home occupations subject to provisions of section 10-11-1 of this title.~~

~~Single family detached residences, including manufactured homes on individual lots subject to provisions of section 10-11-8 of this title.~~

~~Two-family and multi-family housing.~~

10-3B-3: CONDITIONAL USES PERMITTED:

The following uses and their accessory uses may be permitted subject to the provisions of chapter 12 of this title:

A. Boarding house.

B. Community services uses as provided by chapter 6 of this title.

C. Manufactured home parks.

D. Office or clinic for a doctor, dentist or other practitioner of the healing arts, attorney, architect, engineer, surveyor or accountant.

10-3B-4: DEVELOPMENT STANDARDS:

- A. Density: One dwelling unit per ~~three thousand five hundred (3,500)~~ 3,000 square feet.
- B. Landscaping: Except for lots intended for single-family ~~detached~~ dwellings, a minimum of fifteen percent (15%) of lot area shall be devoted to landscaping, exclusive of landscaping required for parking areas. The minimum dimension of any landscaped area shall be five feet (5').
- C. Open Space: At least two hundred (200) square feet of outdoor open area easily accessible from the interior of the dwelling shall be provided for each ground floor dwelling unit. Part of the required area may include a private screened patio.

DIMENSIONAL STANDARDS

Minimum lot area	5,000 square feet <u>Single-Family Dwelling: 5,000 square feet</u> <u>Townhouse: 3,000 square feet</u> <u>Duplex: 6,000 square feet</u> <u>Multi-Family: 3,000 square feet per dwelling unit</u>
Minimum lot width	50 <u>45 feet and 25 feet for Townhouse lots</u>
Minimum lot depth	90 feet
Front and rear yard	10 feet
Side yard	5 feet <u>or 0 feet for townhouse lots where abutting a common wall</u>
Side street yard	10 feet
Garage	18 feet from any street except an alley
Maximum building height	35 <u>40 feet</u>

10-3B-5: LIMITATIONS ON USE:

Uses other than single-family dwellings ~~detached residences~~, accessory uses to single-family dwellings ~~detached residences~~, duplexes and home occupations are subject to site plan review.

ARTICLE C. MULTI-FAMILY RESIDENTIAL (R-3)

10-3C-1: PURPOSE:

The purpose of the R-3 District is to provide for multi-family dwellings. Typical housing types include apartments, townhouses, condominiums, and cluster developments. Site review is required for most uses. The R-3 District corresponds to the R-3 designation of the Comprehensive Plan.

10-3C-2: USES PERMITTED:

The following uses and their accessory uses are permitted in the R-3 District:

A. Townhouse subject to the provision of section 10-11-12 of this title;

B. Duplex;

C. Multi-family dwellings;

D. Residential home;

E. Residential facilities;

F. Family day care provider;

~~Attached single family residences.~~

~~Family daycare providers, residential homes and residential facilities.~~

~~Two family and multi-family dwellings.~~

10-3C-3: CONDITIONAL USES PERMITTED:

The following uses and their accessory uses may be permitted subject to the provisions of Chapter 12 of this Title:

A. Boarding house.

B. Community Services uses as provided by Chapter 6 of this Title.

C. Office or clinic for a doctor, dentist or other practitioner of the healing arts, attorney, architect, engineer, surveyor or accountant.

10-3C-4: DEVELOPMENT STANDARDS:

A. Density: One dwelling unit per ~~two thousand (2,000)~~ square feet for the first 3 dwelling units, plus 1,500 square feet for each additional dwelling unit.

B. Landscaping: Except for lots intended for single-family dwellings, a minimum of fifteen percent (15%) of lot area shall be devoted to landscaping, exclusive of landscaping required for parking areas. The minimum dimension of any landscaped area shall be five feet (5').

C. Open Space: At least two hundred (200) square feet of outdoor open area easily accessible from the interior of the dwelling shall be provided for each ground floor dwelling unit. Part of the required area may include a private screened patio.

DIMENSIONAL STANDARDS

Minimum lot area	5,000 square feet Townhouse: <u>2,000 square feet</u> Duplex: <u>4,000 square feet</u> Multi-Family: <u>6,000 square feet, plus 1,500 square feet for each additional dwelling unit</u>
Minimum lot width	50 feet <u>and 20 feet for Townhouse lots</u>
Minimum lot depth	90 feet
Minimum yard setbacks:	
Front and rear yard	12 feet
Side yard	8 <u>5 feet or 0 feet for townhouse lots where abutting a common wall</u>
Side street yard	12 feet
Garage	18 feet from any street except an alley
Maximum building height	35 <u>45</u> feet

10-3C-5: LIMITATIONS ON USE:

~~All uses are subject to site review.~~ Uses other than duplexes are subject to site plan review.

ARTICLE D. DOWNTOWN RESIDENTIAL (DR)

10-3D-1: PURPOSE:

The purpose of the downtown residential district is to accommodate higher density residential developments and office uses in the downtown area. Typical housing types include attached housing, apartments, townhouses, and condominiums.

10-3D-2: USES PERMITTED:

The following uses and their accessory uses are permitted in the DR district:

A. Townhouse subject to the provision of section 10-11-12 of this title;

B. Multi-family dwellings;

C. Residential home;

D. Residential facilities;

E. Family day care provider;

~~Attached single family dwellings or multi family dwellings.~~

F. Expansion of existing commercial businesses with frontage along 6th Street shall be permitted within the DR district provided that the entire expansion site is located within a distance of two hundred feet (200') of the 6th Street curb. Such expansion includes parking and service areas that directly support such businesses.

~~Family daycare provider, residential homes and residential facilities.~~

G. Professional, financial, business, medical, dental and professional service offices are permitted only if the entire site is located within a distance of three hundred fifty feet (350') of the 6th Street curb.

H. Single-family dwellings existing at the time of the adoption of this article. The owner of an occupied single-family dwelling may upgrade that dwelling provided said dwelling is used for the same purpose.

10-3D-3: CONDITIONAL USES PERMITTED:

A. Community service uses as provided by Chapter 6 of this Title. ~~(See standards and limitations on community services uses of this title.)~~

10-3D-4: DEVELOPMENT STANDARDS:

A. Density: For residential uses, the maximum allowable density shall be one dwelling unit per ~~two thousand (2,000)~~ square feet for the first 3 dwelling units, plus 1,500 square feet for each additional dwelling unit.

B. Landscaping: A minimum of fifteen percent (15%) of lot area shall be devoted to landscaping, exclusive of landscaping required for parking areas. The minimum dimension of any landscaped area shall be five feet (5'). Landscaping shall be located between a structure and the fronting street, or as best provides a pleasant environment for pedestrians. Landscaping

may include street furniture and pedestrian amenities, including public plazas and similar features.

- C. Open Space: At least two hundred (200) square feet of outdoor open area easily assessable from the interior of the dwelling shall be provided for each ground floor dwelling unit. Part of the required area may include a private screened patio.

DIMENSIONAL STANDARDS

	Freestanding Dwellings Or Structure	Attached Dwellings Or Structures
Minimum lot area	5,000 square feet <u>Townhouse: 2,000 square feet</u> <u>Duplex: 4,000 square feet</u> <u>Multi-Family: 6,000 square feet, plus 1,500 square feet for each additional dwelling unit</u>	2,000 square feet
Minimum lot width	50 feet and <u>20 feet for Townhouse lots</u>	20 feet
Minimum lot depth	90 <u>80</u> feet	90 feet
Minimum yard setbacks:		
Front and rear yards	12 feet	12 feet
Side yard	8 <u>5</u> feet <u>or 0 feet for townhouse lots where abutting a common wall</u>	0 feet
Side street yard	12 feet	12 feet
Garage	18 feet from any street except an alley	18 feet from any street except an alley
Maximum building height	45 <u>35</u> feet	35 feet

- D. Building Orientation: Buildings shall have their primary entrances oriented toward the street. On corner lots, building entrances shall face the primary street or may face the corner.

- E. Building Materials: No special standards for building materials apply.

- F. Parking: Parking lots are ~~is~~ not allowed in the front yard setback or in a side yard setback closer to the street than the adjacent building facade. Parking lots shall not be located between the building and the public street.
- G. Garages and Carports: Garages and carports shall be located so that the garage door or carport opening is set back further from a street than the facade of the building. Garage doors shall be recessed a minimum of two feet (2') from the building facade for any garage that fronts on a public street other than an alley.
- H. Pedestrian Walkways: ~~For~~ All multi-family dwellings and townhouses including attached single-family dwellings, pedestrian walkways shall ~~be~~ provided pedestrian walkways between buildings and the public right of way. When not connected to a public sidewalk, walkways between adjacent buildings shall be provided. All pedestrian walkways shall not be less than five feet (5') in width and constructed of concrete or other material easily distinguishable from vehicular pavements.

10-3D-5: LIMITATIONS ON USE:

- A. All uses, including expansion or change of any existing use or structure except for modification of a single-family dwelling ~~residence~~, are subject to site review.
- B. If office and residential uses occupy a single structure or parcel of land, the total minimum number of required off street parking spaces shall be either the required number of spaces for the office use or the required number of spaces for the residential use, whichever is greater.

Chapter 11
SUPPLEMENTARY PROVISIONS

10-11-12: TOWNHOUSE SITE STANDARDS:

- A. There shall be no setback for townhouse units where abutting a common wall. The side yard setback on each end of a townhouse block shall be the same as the underlying zone.
- B. Each building shall contain not more than six (6) consecutively attached dwelling units except in the Downtown Residential Zone. Building in the Downtown Residential Zone shall contain not more than eight (8) consecutively attached units.
- C. The primary entrance of each dwelling unit shall orient to a street or interior courtyard that is not less than 20 feet in width.
- D. Each townhouse shall have a garage or carport.
- E. The maximum allowable driveway width facing the street is 12 feet per dwelling unit. The maximum combined garage width per unit is 50 percent of the total building width. For example, a 24-foot wide unit may have one 12-foot wide garage facing the street.
- F. The development standards of the underlying zone and the residential site design criteria and standards as contained in Section 10-13-2 of this title shall be met.

10-13-2: SITE REVIEW:

The purpose of site review is to provide a process to review proposals to verify compliance with requirements of this Title, including requirements of this Section, and any other applicable provisions of this Code.

A. General Provisions:

1. Applicability: Site review is required for multi-family residential, commercial, and industrial developments as specified in each zoning district.
2. Procedure: Site review is a type II permit, unless incorporated into a type III review such as a community services or conditional use permit.
3. Exemptions: The following developments are exempt from site review:
 - a. Single-family dwellings ~~residences~~, manufactured homes on individual lots, and duplexes. ~~two-family attached residences~~.
 - b. A development that adds less than twenty five percent (25%) to existing floor area or outdoor use area when the primary use on the site remains unchanged and required parking does not increase.
 - c. An addition to an existing development when the primary use on the site remains unchanged.

10-14-2: SUMMARY OF THE CITY'S DECISION MAKING PROCESSES:

- A. Type I decisions do not require interpretation or the exercise of policy or legal judgment in evaluating approval criteria and include zoning approval for single-family dwellings, duplexes, ~~residences~~ and final subdivision and planned unit development plans generally in conformance with approved preliminary plans. The city administrator issues a type I decision. Type I decisions are not conditional use or limited land use decisions. There is no right to approval of a type I decision.
- B. Type II decisions involve the exercise of limited interpretation and discretion in evaluating approval criteria. Applications evaluated through this process are assumed to be allowed in the underlying district. The review focuses on what form the use will take or how it will look. Notice of application and an invitation to comment is mailed to the applicant and property owners within one hundred feet (100'). When the application pertains to a parcel or parcels in the I-82/U.S. 730 interchange area management plan (IAMP) management area, the city shall provide written notification to ODOT when the application is deemed complete. The city administrator accepts comments for fourteen (14) days and renders a decision. The city administrator's decision may be appealed to the planning commission by any party with standing (i.e., the applicant and any party who submitted comments in writing during the 14 day period). The planning commission's decision is the city's final decision and may be appealed to the land use board of appeals within twenty one (21) days of becoming final. The city administrator issues a type II decision.
- C. Type III decisions involve the greatest amount of discretion and evaluation of subjective approval standards. Applications evaluated through this process include conditional use permits, preliminary planned unit development plans, variances, code interpretations, and similar determinations (the process for these land use decisions is controlled by Oregon Revised Statutes 197.763). Notice of the application and the planning commission hearing is published in the newspaper of record and mailed to the applicant, property owners within one hundred feet (100'), and interested agencies. When the application pertains to a parcel or parcels in the I-82/U.S. 730 interchange area management plan (IAMP) management area, the city shall provide written notification to ODOT when the application is deemed complete.

Notice must be issued at least twenty (20) days before the hearing and the staff report must be available at least seven (7) days before the hearing. At the hearing held before the planning commission, all issues must be addressed. The planning commission's decision may be appealed to the city council. The city council's decision is the city's final decision and may be appealed to the land use board of appeals.

D. Type IV decisions include only annexations and both legislative and quasi-judicial amendments to the comprehensive plan text and map or to the zoning ordinance text and map. These applications involve the greatest amount of discretion and evaluation of subjective approval criteria. The process for these land use decisions is controlled by Oregon Revised Statutes 197.763. Notice of the application and planning commission hearing is published and mailed to the applicant, property owners within one hundred feet (100'), and interested agencies. When the application pertains to a parcel or parcels in the I-82/U.S. 730 interchange area management plan (IAMP) management area, the city shall provide written notification to ODOT when the application is deemed complete. Notice must be issued at least twenty (20) days before the hearing and the staff report must be available at least seven (7) days before the hearing. The planning commission's decision is a recommendation to the city council. Notice is given for the city council hearing as for the planning commission hearing. The city council's decision is the final decision and may be appealed to the land use board of appeals.

SUMMARY OF THE APPROVAL PROCESS

Permit Type	I	II	III	IV
Site review ¹		X		
Review of a single-family <u>dwelling or duplex</u> residence for zoning compliance	X			
Conditional use permit			X	
Planned unit development			X	
Adjustment		X		
Variance			X	
Subdivision (see title 11 of this code)			X	
Final plat for subdivision or planned development	X			
Code interpretation or use determination			X	

Comprehensive plan amendment or zone change				X
Annexation				X
Verification of nonconforming status		X		
Revocation of permit		X		
Appeal of a type II design			X	
Appeal of a type III quasi-judicial decision				X

Note:

1. Site review may be included with a type III review for conditional use permit, planned unit development, or other permit.

ADOPTED by the City Council this _____ day of _____, 2019.

Council members voting yes: _____

Council members voting no: _____

Absent Council members: _____

Abstaining Council members: _____

And **SIGNED** by the Mayor this _____ day of _____, 2019.

Mary Dedrick, Mayor

ATTEST:

Nanci Sandoval, City Recorder

CITY OF UMATILLA, OREGON
AGENDA BILL

Agenda Title: Discussion regarding the creation and adoption of a City of Umatilla Communication Plan.	Meeting Date: 2019-09-03
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Department: City Administration	Director: David Stockdale	Contact Person: David Stockdale	Phone Number:
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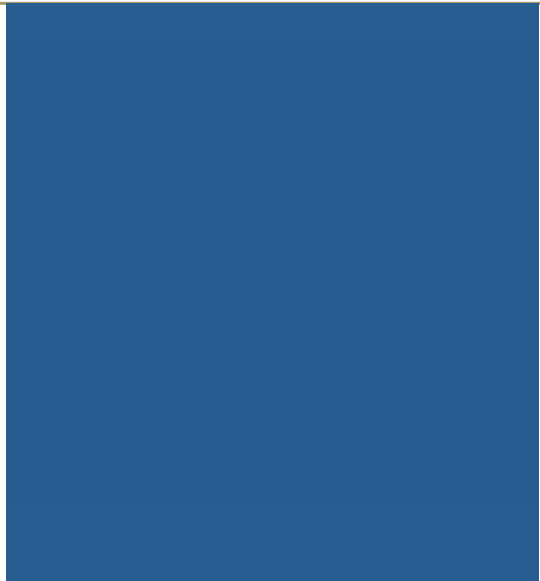
Cost of Proposal: n/a	Fund(s) Name and Number(s):
Amount Budgeted: n/a	

Reviewed by Finance Department:	Previously Presented: n/a
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Attachments to Agenda Packet Item:
[City of Umatilla DRAFT Communication Plan](#)

Summary Statement: None

Consistent with Council Goals: Goal 4: Increase Public Involvement, Create a Culture of Transparency with the Public, and Enhance Cultural Diversity.



City of Umatilla Communication Plan

July 9, 2019

*Prepared by Eastern Oregon Business Source
Community Development Consultant Nick Nash.*





This project was supported by Umatilla County through the Umatilla County Regional Capacity Building Initiative, and by the City of Umatilla.

Background

The City of Umatilla contracted with Eastern Oregon Business Source through the Umatilla County Regional Capacity Building Initiative to create a document that will provide the tools necessary to establish a Public Relations Plan. This document includes essential best practices, recommendations for formal public relations procedures, and examples for reference. This is Part One. The document also includes recommendations for website and social media best practices, and a template for press releases. This is Part Two. Part Three contains an outreach strategy specifically for the parks and recreation department aimed at public outreach to increase program awareness and participant recruitment for new recreation programs. Part four includes the results of a communications audit reviewing written materials used by the City of Umatilla to communicate with the public, and offers suggestions for improvement, consistency and to enhance its image.

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City of Umatilla Communication Team

- David Stockdale--*City Manager*
- Tamra Mabbott--*Community Development Director*
- Esmeralda Horn--*Development and Recreation Manager*
- Nanci Sandoval--*City Recorder*
- Kylie Baker--*Dispatch Matron*

City of Umatilla Target Audience

External

- Residents/Citizens
- Business Leaders
- Community Organizations
- Schools
- Regional Leaders
- Media
- Visitors

Internal

- Employees
- City Council
- City Boards, Commissions, Committees

City of Umatilla's Guiding Principles for Communication

Everything that is communicated, whether to residents or the media, must be truthful, transparent, and timely, and thorough. To do anything less undermines our credibility as public servants and detracts from service to our residents.

Truthful. Our credibility is built upon truthfulness. We serve our residents and the public and in serving them, we must be honest in all that we do and say.

Transparent. Everything we do in City government is completely open and accessible to residents. With the exception of certain personnel matters, which are privileged communication, and those matters restricted by law. All else is available to the public.

Timely. Whether media representatives or residents are asking for information, or the City is promoting a particular event, service or program, it all must be done in a timely manner and further support the transparency of government to its residents. We must strive to provide all the information that we can in a most expeditious manner.

Thorough. We owe it to our residents to actively promote city programs, services and events. Rather than residents having to ask questions, we should be proactive in informing residents of what we are doing to meet their needs, always keeping them up to date so they are aware of what their taxpayer dollars are doing to support and grow our community. If residents ask us a question, we follow up and follow through until the question is answered.

City of Umatilla Communication Methods

- City of Umatilla website
- City of Umatilla Facebook
- City of Umatilla Twitter
- City of Umatilla Instagram
- Umatilla Police Department Facebook
- City of Umatilla email lists
- City of Umatilla mail lists
- Newsletter
- English language print media
- Spanish language print media
- English language radio
- Spanish language radio
- TV
- Press Release

City of Umatilla Communication Goals

Create branding for Parks and Rec department, including memorable tag line		Target
Tactics/Activities	Lead	Measure
Advertise city tag line and logo contest	EH	
Select contest winner(s)	EH	
Publicize contest outcome	EH	

Improve City of Umatilla's public relations image		Target
Tactics/Activities	Lead	Measure
Establish regular communication with local media through consistent use of press releases	NS	
Release two press releases per month that highlight positive aspect of the City of Umatilla	NS	
Post press releases on city of Umatilla's blog	NS	
Use social media to further publicize press release	NS	
When press release picked up by local medial repost story using social media	NS	
Create "Umatilla in the News" on website	NS	

Design & purchase reusable marketing items (e.g. table cloths, signs, banners, small giveaways)		Target
Tactics/Activities	Lead	Measure
Locate Vendor	EH	
Finalize logo and wording	EH	
OK cost	EH	
Order item	EH	

Legend

DS = David Stockdale
 TM = Tamra Mabbott
 EH = Esmeralda Horn
 NS = Nanci Sandoval
 KB = Kylie Baker

Create partner, or simultaneous event to take place during established event		Target
Tactics/Activities	Lead	Measure
Create list of possible partner events	EH, NS	
Identify local partners	EH	
Begin process of establishing event	EH	
<i>Possible events include: Landing Days, Fishing tournament, general school district events, graduation.</i>		

Compose regular communications that provide progress updates on tangible initiatives of parks and rec program		Target
Tactics/Activities	Lead	Measure
Establish email list	EH	
Create Parks and Recreation blog	NS, EH	
Create and manage Parks and Recreation Social Media	NS, EH	

Host a community conversation to get info on programing wants and needs from community		Target
Tactics/Activities	Lead	Measure
Establish event date, time, location		
Plan event content and outreach method (see page 14-15)		
Publicize event		
Hold event		

Strategically form a communications committee to ensure public input and sharing of information (e.g. city council members, business leaders, youth)		Target
Tactics/Activities	Lead	Measure
Form communications committee		
Establish who from city council should be on committee		
Establish “at large” city residents to be on committee		
Schedule and hold two meetings per year		
Report results to city council and city staff		

Create plan to publicize Umatilla Business Incubator		Target
Tactics/Activities	Lead	Measure
Form advisory committee to help inform incubator format		
Collect information about other local incubators (i.e. Pasco Specialty Kitchen)		
Schedule committee meetings		
Report results to city council and city staff		
Begin process of developing incubator		

Create plan to publicize capital improvements projects		Target
Tactics/Activities	Lead	Measure
Use various communication methods to actively communicate capital improvements to residents		

Communication Tools

How to Write a Press Release

Letterhead: The city of Umatilla should develop a consistent letterhead to use for all city communications.

Contact information: Include relevant contact information at the top of the press release including contact person, email address, and phone number.

Headline: The headline should be specific, direct, easy to understand, and interesting. Aim for 10-20 words. In the headline, only capitalize the first word and proper nouns—not every word.

Dateline: Start with city, state, month, and date in bold. For example: “Umatilla, Oregon, June 14”

Lead: Immediately tell the reader what is happening and why they should care. Think of the lead as a pitch for why the content of the press release is important. Try to limit the lead to 25 words.

Some questions to answer in the lead:

- What is happening?
- Who is involved?
- When is it happening?
- Where is it happening?
- Why does this matter?

Remainder of first paragraph: Continue the first paragraph by expanding on the lead. The first paragraph should only be 3-4 sentences long. Make sure that the first paragraph has all of the key information for the story.

Body: The next paragraph or paragraphs should supply appropriate background information that is important but not critical. This is also a great time to include a quote to provide additional support.

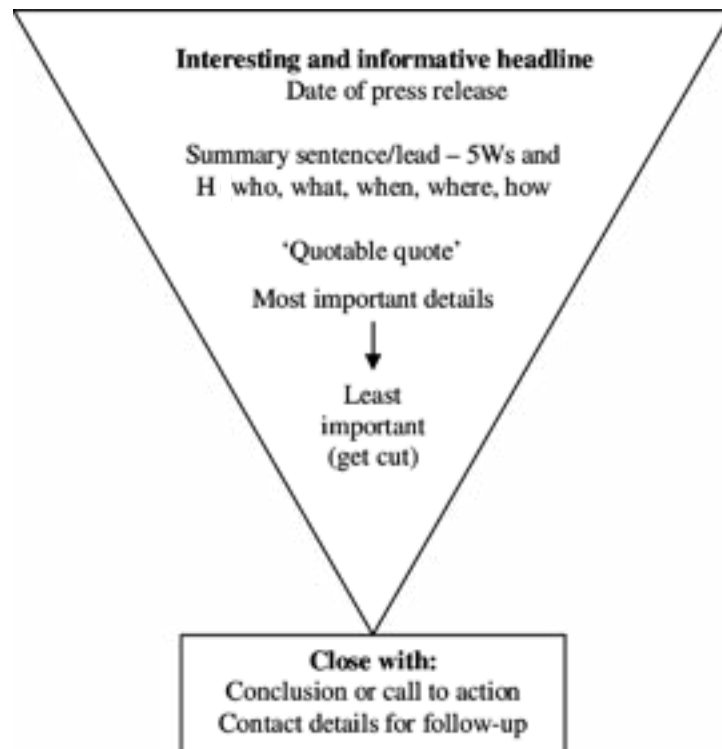
Conclusion: Close with a call to action and include contact details for follow up.

General Reminders: Include the most important information early in the press release. Keep content clear and relevant. Write at an 8th grade level.

Some questions to ask about each press release:

- Is it clear what this press release is about?
- Is it clear who is involved?
- Is there jargon or buzz words?
- Will the person reading the press release have a basic understanding in 30 seconds?
- Will the person reading the press release care about this topic?

Additional Media: It is more likely that your press release will get picked up if you include additional media. This can include: photos, infographics, graphs or charts, and even video in certain circumstances.



Sample Press Release

Letterhead



Contact information

Contact: Susan Bower, EOBS President
Email: susanbower@eobusinesssource.com
Phone: (541)-215-9252

Headline

School to Careers Program Takes 39 Local Students to Tradeswomen’s Career Fair

Dateline Lead

Friday, May 17, Portland Oregon— The School to Careers program took 39 local students to the Oregon Tradeswomen’s Career Fair in Portland, Oregon. This included students from the Nixya’awii Community School, Sunridge Middle School, and Hawthorne Alternative School. This is the second year that the School to Careers program has attended the Tradeswomen’s Career Fair.

Body

The Oregon Tradeswomen’s Career Fair is produced by the Portland nonprofit Oregon Tradeswomen, and is sponsored by industry partners. The goal of the trade fair is to introduce students to the wide variety of career opportunities available in the trades while offering a unique, hands-on opportunity for young women to learn about apprenticeship and career training opportunities after high school. Interactive learning opportunities allow students to use the tools of the trades, talk directly with tradeswomen about the work they do, and gain knowledge about satisfying, high-paying careers in the construction trades.

Quote

“Representation is so important. It’s hard to capture how inspiring it is for these girls to be literally surrounded on all sides with positive women role models who are successfully engaged in their trades and advocating for women to join them in non-traditional career paths. Also, the sheer volume of jobs and careers represented at this event is eye-opening and really expands students’ understanding of what a trade is, beyond just plumber and electrician,” School to Careers coordinator Christina van der Kamp said.

Body

A lot of the School to Careers programming is aimed at high school students preparing to enter into the workforce. However for this fieldtrip, 27 of the students were from Pendleton Junior High. “In our experience, Jr. High students are exactly the right age to be experiencing these types of opportunities. They have the openness and energy to jump right in to any activity and get something out of it,” van der Kamp said.

The Pendleton School District, the Education Foundation of Pendleton, the Pendleton Building Construction Trades Council, and Eastern Oregon Business Source made this event possible.

The School to Careers program helps local business and industry create career-related learning opportunities for regional high school students. It is operated through a partnership between Eastern Oregon Business Source and local school districts.

Conclusion/ Call to Action

For more information about the School to Careers Program please contact School to Careers Coordinator Jane Waldher at (509) 520-8199 or janevaldher@eobusinesssource.com.

Press Release Contact List

Organization		Email Address
	Media	
East Oregonian		news@eastoregonian.com
Hermiston Herald		jmcdowell@hermistonherald.com
Tri-City Herald		news@tricityherald.com
Northeast Oregon NOW		neonow@outlook.com
Tú Decides		info@tudecidesmedia.com
La Voz		lavozdeyuma@gmail.com
KGW		newsdesk@kgw.com
KOIN		koindesk@koin.com
KVEWTV		kvevnews@kvev.com
KNDU		news@kndu.com
KEPRTV		newsroom@keprrtv.com
CUJ		cuj@ctuir.org
Heppner Gazette		editor@rapidsolve.net
KATU		thedesk@katu.com
	Radio	
KOHU		kohunews@gmail.com
Cherry Creek Radio		rcheatwood@cherrycreekmedia.com
Elkhorn Media Group		butch@elkhornmediagroup.com
La Ley		99.5radiolaley@gmail.com
Radio Exitos 104.9		info@diamantemedia.com
	Business	
Business Oregon		business.oregon@oregon.gov
Umatilla Chamber of Commerce		mrribich@umatillaorchamber.org
Hermiston Chamber of Commerce		kelly@hermistonchamber.com
Heppner Chamber of Commerce		heppnerchamber@centurytel.net
Boardman Chamber of Commerce		info@boardmanchamber.org
Umatilla County Economic Development		gail.nelson@umatillacounty.net
	Schools	
BMCC		cwhitezollman@bluecc.edu
Umatilla School District		sipeh@umatillasd.org
	Other	
CTUIR		oed@ctuir.org
Umatilla County Public Health		health@umatillacounty.net
Morrow County Public Health		mchealth@co.morrow.or.us
CAPECO		tbishop@CAPECO-WORKS.ORG

Municipal Social Media Best Practices

1. **Know your audience**—In municipal social media, not everyone is the primary audience. Groups that may be particularly interested—and likely to share—municipal social media posts include people who have an interest in municipal happenings. This may include business owners, teachers, or people who have taken part in municipal programming.
2. **Share things that interest your audience**—Once the primary audience is identified, share content that is targeted to this audience.
3. **You do not have to create all municipal content**—Successful social media profiles do a good job posting content that they create, as well as distributing relevant content from other sources. Don't be afraid to post content from other sources, although it is important to vet the source of something before it is reposted.
4. **Be a spark for community excitement**—The person controlling the city's social media account is in a unique position to develop excitement in the community. Figure out what people in the community get excited about and post about it.
5. **Remember social media during emergencies or service outages**—Don't forget that many people look to social media first during an emergency or during a service outage. Be sure to work social media communication into the city's emergency communication plan.
6. **Do not encourage negative behavior**— As a public entity, the City of Umatilla will inevitably encounter people who deliberately post provocative or disruptive messages. No matter what is done, these people will take issue with everything. There are certain ways of dealing with this behavior. Determine a standard set of rules for municipal social media page so that posts that don't meet the requirements can be deleted. In situations where a response is required, respond with facts and resist engaging in emotional arguments.

Municipal Website Best Practices

1. **Create a consistent look and feel**—The style and design of the City of Umatilla's website should be consistent across all pages. Ideally, the design should be modern, but tend toward minimal. Make sure fonts, logos, and banners, and footers are consistent across all pages.
2. **Have a responsive design**—It is vital that the City of Umatilla's municipal website functions on a mobile phone. Over 50 percent of website traffic comes from mobile devices.
3. **Don't forget about Accessibility**—The City of Umatilla's websites and online services should be designed in an easy-to-read manner. This helps the website integrate with assistive technologies, so that the information is available to everyone.

Methods to collect information from the public

Questionnaires, surveys, checklist—This is a quick and easy way to get information from people in a non-threatening way.

Pros:

- + can be completed anonymously
- + inexpensive to administer
- + easy to compare and analyze
- + can be administered to many people
- + can get a lot of data
- + many sample questionnaires already exist

Cons:

- feedback might not be carefully thought out
- question wording can bias responses
- are impersonal, and may not always get the full story
- sample may not be statistically valuable without an expert

Interviews—This provides a way to fully understand a person's impression or experiences. It can also be used to learn more about answers to questions from questionnaires.

Pros:

- + get full range and depth of information
- + develops relationship with people
- + can be flexible with people

Cons:

- can take a lot of time and can be costly
- can be hard to analyze and compare results
- interviewer can bias client's responses

Focus Group—This method allows the exploration of a topic in depth through group discussion.

Pros:

- + quickly and reliably get common impressions
- + can be efficient way to get a lot of range and depth of information in short time
- + can convey key information about program

Cons:

- can be hard to analyze and compare responses
- requires skilled facilitator
- difficult to schedule 6-8 people together

Observation—This is the process of gathering information about how a program actually operates, as it is operating.

Pros:

- + view operations of a program as they are actually occurring
- + can adapt to events as they occur

Cons:

- can be difficult to interpret people’s behavior
- can be complex to categorize observations
- observation can influence behavior of program participants
- can be expensive

Case Studies—This method allows the full understanding of participant’s experience in a program through a comprehensive examination including cross comparison of cases.

Pros:

- + fully depicts a person’s experience in program’s input, process, and results
- + powerful means to portray program to outsiders

Cons:

- usually time consuming to collect, organize, and describe
- represents depth of information, rather than breadth

Pop-Up Events—This method of gathering information from the public involves staff “popping up” to collect information at events or places not necessarily associated with the city. An example could be collecting information about city planning priorities at a busy park

Pros:

- + allows information to be collected from people who may not usually interact with the city
- + suggests to residents that the city is interested in their feedback

Cons:

- surveyed sample will not be representative, and may be biased toward people attending event
- may require staff time during non-standard working hours such as evenings and weekends

Event Publicizing Check List

As Early as Possible Before Event

- ✓ Establish a primary project lead.
- ✓ Put together a rough advertising budget including estimated staff time.
- ✓ Determine what outlets will be used for advertisement and how much of the budget to provide to each.
- ✓ Establish date, time, and place for event.
- ✓ Begin identifying sponsors/partners and how they can help or take part in event advertising.
- ✓ Produce promotional materials for the event including fliers, posters, and digital graphics. Include any information about the event that will make people interested in attending. Make sure promotional materials present the city of Umatilla consistently (include city logo, etc.). Consider including testimonials from previous events.
- ✓ Request logos from sponsors for online and print material.
- ✓ If website exists from previous event, update website for current event. If there is no website for the event, create it.
- ✓ Determine what city staff are available to help with event advertising.
- ✓ Identify event registration software or service that will be used.
- ✓ Determine if early bird registration, VIP, family bundles, and group discounted pricing will be available and how to advertise them.

14-Weeks Before Event

- ✓ Reach out to advertising outlets about advertisement costs and design.
- ✓ Consider radio advertisement and reach out to radio about cost and advertisement production.
- ✓ Finalize promotional material.
- ✓ Have city staff mention event in any regular newspaper or radio spots.
- ✓ Write press release with all pertinent information for the event and circulate among all media providers.

12-Weeks Before Event

- ✓ If it is not up, launch website.
- ✓ Open event registration and advertise early registration perks.
- ✓ Send out first professional email invite.
- ✓ Send mail advertisement (if applicable).
- ✓ Begin advertising in print media.
- ✓ Advertise event in city newsletter
- ✓ Begin to advertise event using social media. Consider a catchy hashtag. Post link whenever possible. Consider if paid advertising is appropriate.
- ✓ Make sure that everyone who will take part in the event, such as keynote speakers, sponsors, and other event partners know that registration is open so that they can help promote the event by word of mouth.

6-Weeks Before Event

- ✓ If early bird registration is not full, close it.
- ✓ Send reminder to email lists about event registration.
- ✓ Continue to advertise using print, radio, social media.

4 Weeks Before Event

- ✓ Adjust advertisements so that it creates urgency, by mentioning that time is running out, and that space is limited.
- ✓ Advertise again in city newsletter.
- ✓ Consider having city employee regular newspaper column or radio spot focus on event.

2 Weeks Before Event

- ✓ Begin to use “Last call” advertising. Continue to mention that spots are limited but there is still time to purchase tickets. (Unless sold out.)
- ✓ Send reminder to email lists about event registration.
- ✓ Write and send press release reminding media about event.

1-Week Before Event

- ✓ Finalize event schedule
- ✓ Update everyone with final event numbers
- ✓ Confirm with everyone assisting with event
- ✓ Continue “Last call” advertising.

Day Before Event

- ✓ Confirm with any media attending event.
- ✓ Ensure event signage is in place.

Day of Event

- ✓ Take pictures and post on social media.
- ✓ Listen for comments to use as feedback, or in a press release.

After the Event

- ✓ Send a note or email to thank sponsors, volunteers, and others who made the event possible.
- ✓ Prepare a press release and provide, along with pictures, to the media.
- ✓ Debrief internally about what went well, and what could be done differently next time.

Communication Audit

The following includes summary comments after review of the City of Umatilla's marketing and communication materials. Nanci Sandoval, Umatilla city recorder, provided a representative sample of materials that the City of Umatilla uses to communicate with the public to Nick Nash for review. In addition, the City of Umatilla's website was reviewed, as was a representative sample of the wide variety of forms available on the city website. The contract with Nick Nash of Eastern Oregon Business Source includes a communication audit as part of the development of a communications plan for the city of Umatilla. The purpose of a communication audit is for the Consultant to provide input on the contents and presentation and to offer suggestions to enhance public image, marketing efforts, or increase consistency of branding.

Consultant Overview Comments

Overall, the City of Umatilla communicates with the public in a clear and professional way. All of the samples that were considered accomplish their purpose, and there were no critical problems. The website, and newsletter are expanded on in more detail below.

The city's website is easy to use. There is more than one path that users can take to their desired goal, however the paths are kept distinct enough to not overlap and cause confusion. The website contains an impressive collection of forms for various city functions that are all well organized and easily accessible. Each page has enough content to accomplish its goal, but not so much content that the user gets lost or overwhelmed. Headers and footers are consistent on all city controlled web pages.

The city's newsletter is written for its audience, and contains items that are valuable for all of its residents. An impressive variety of articles are included in only four pages, any number of which could be saved by residents for later use. A full Spanish translation is another amazing feature that both shows that the City of Umatilla knows its audience, and is willing to do what is necessary to communicate the city's message.

The recommendations made below, rather than correcting critical problems, would instead, make the City of Umatilla a model for both Umatilla County and the region.

Recommendations

- ✓ **Develop and use a single logo and font (or fonts) for all city documents.** The city currently uses the city logo presented in a variety of different ways on different city documents, and the font (or fonts) used for each document is not consistent. It should be noted that logo use does seem to be consistent within departments. While updating every document used by the city to create a consistent look and feel will require a significant amount of staff time, outside funding may be available to offset this cost if all of the city's documents are also made bi-lingual when they are updated.
- ✓ **Use the city logo on all items that come from the City of Umatilla.** The city logo doesn't appear at all on items such as movie in the park posters and in the newsletter. Developing, and consistently using one logo on all communications from the city will provide consistency.
- ✓ **The calendar portion of the city website is underused.** The calendar currently contains entries for city council meetings, council work shops, and planning commission meetings. A balance needs to be struck between too many entries and not enough. However, there is currently the opportunity to make the city calendar an even more useful resource for residents.
- ✓ **Consistent file names for job descriptions.** The "Job Openings" page is clear and easy to understand. However, because the file name for each job description is shown, the city should adopt a consistent naming convention for these files.
- ✓ **The city website is currently only available in English.** As the City of Umatilla makes more of its content bi-lingual, this should also include the city website.

CITY OF UMATILLA, OREGON
AGENDA BILL

Agenda Title: Resolution No. 09-2020 - A Resolution Adopting the City of Umatilla Social Media Policy	Meeting Date: 2019-09-03
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Department: City Administration	Director: David Stockdale	Contact Person: Esmeralda Horn & Nanci Sandoval	Phone Number:
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Cost of Proposal: NA	Fund(s) Name and Number(s):
Amount Budgeted: NA	

Reviewed by Finance Department:	Previously Presented: February 2019
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Attachments to Agenda Packet Item:

[RES 09-2020.docx](#)

[SocialMediaPolicy 09-2020.docx](#)

Summary Statement: Motion to approve resolution.
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Consistent with Council Goals: Goal 4: Increase Public Involvement, Create a Culture of Transparency with the Public, and Enhance Cultural Diversity.

RESOLUTION NO. 09-2020

A RESOLUTION ADOPTING THE CITY OF UMATILLA SOCIAL MEDIA POLICY

WHEREAS, the City Council adopted Council goals, and one of the goals is to increase public involvement, increase transparency, and enhance cultural diversity; and

WHEREAS, the City Council and City staff have identified the use of social media as a method to effectively provide information and increase communication with residents; and

WHEREAS, The City of Umatilla recognizes the public seeks information about the community through social media sites. These social media outlets have the ability to provide and relay timely information regarding emergencies, public safety, local events, proposed policy changes, and other information available; and

WHEREAS, it is in the best interest of the community and the City to have a Social Media Policy in place to allow designated employees of the City the ability to post information on City sanctioned social media sites and allow commentary from the community.

WHEREAS, a policy is needed to address issues including responsibilities and access for City notices, posters, or flyers on social media, content guidelines, and public records retention.

NOW, THEREFORE IT IS HEREBY RESOLVED, BY THE CITY COUNCIL:

1. The Social Media Policy attached hereto as Exhibit A is hereby adopted and effective immediately upon adoption; and
2. City staff shall create a social media presence on behalf of the City.

PASSED by the City Council and **SIGNED** by the Mayor this 3rd day of September, 2019.

Mary Dedrick, Mayor

ATTEST:

Nanci Sandoval, City Recorder

City of Umatilla

SOCIAL MEDIA POLICY

September 3, 2019 – Approved by Resolution No. 09-2020

I. PURPOSE

The City of Umatilla endorses the secure use of social media to enhance communication, collaboration, and information exchange; streamline processes; and foster productivity.

This policy establishes this City's position on the utility and management of social media and provides guidance on its management, administration, and oversight. This policy is not meant to address one particular form of social media, rather social media in general, as advances in technology will occur and new tools will emerge.

II. POLICY

This policy shall apply to all City officers, employees, and volunteers (collectively "City Personnel"). Failure to abide by these Social Media Policies may result in discipline up to and including termination as described in the City's Personnel Policies. Use of social media by City Personnel is also subject to other applicable City policies (i.e., technology use policies, harassment policies, etc.).

Social media provides a new and potentially valuable means of assisting the City, its departments, and its personnel in meeting community outreach, problem-solving, investigative, crime prevention, and related objectives. This policy identifies potential uses that may be explored or expanded upon as deemed reasonable by administrative and supervisory personnel. The City also recognizes the role that these tools play in the personal lives of some City Personnel. The personal use of social media can have bearing on City Personnel in their official capacity. As such, this policy provides information of a precautionary nature as well as prohibitions on the use of social media by City Personnel.

III. DEFINITIONS

Blog: *A self-published diary or commentary on a particular topic that may allow visitors to post responses, reactions, or comments. The term is short for "Web log."*

Cyberbullying: *Bullying that takes place using electronic technology, which includes devices and equipment such as cell phones, computers, and tablets as well as communication tools including social media sites, text messages, chat, and websites. Examples of cyberbullying include transmitting or showing mean-spirited text messages, emails, embarrassing pictures, videos or graphics, rumors sent by email or posted on social networking sites, or creating fake profiles on web sites for co-workers, managers or supervisors or elected officials.*

Page: *The specific portion of a social media website where content is displayed, and managed by an individual or individuals with administrator rights.*

Post: Content an individual shares on a social media site or the act of publishing content on a site.

Profile: Information that a user provides about himself or herself on a social networking site.

Social Media: A category of Internet-based resources that integrate user-generated content and user participation. This includes, but is not limited to, social networking sites (Facebook, LinkedIn, etc.), microblogging sites (Twitter, WhatsApp), photo- and video-sharing sites (Instagram, YouTube, Snapchat, TikTok), wikis (Wikipedia), blogs (Tumblr), and other sites (Digg, Pinterest, Reddit, Quora).

Social Networks: Online platforms where users can create profiles, share information, and socialize with others using a range of technologies.

Speech: Expression or communication of thoughts or opinions in spoken words, in writing, by expressive conduct, symbolism, photographs, videotape, or related forms of communication.

Web 2.0: The second generation of the World Wide Web focused on shareable, user-generated content, rather than static web pages. Some use this term interchangeably with social media.

Wiki: Web page(s) that can be edited collaboratively.

IV. CITY EMPLOYMENT USE

A. City-Sanctioned Presence

1. Determine strategy

- a. City of Umatilla approved social media sites shall display the City of Umatilla logo.
- b. Where possible, each social media page shall include an introductory statement that clearly specifies the purpose and scope of the City's presence on the website.
- c. Each site shall contain the following message:
 - (1) This site is created by the City of Umatilla. This site is intended to serve as a mechanism for communication between the public and the City of Umatilla on all topics relevant to city business. The City of Umatilla reserves the right to remove comments or postings that violate any applicable laws. Postings to this site are public records of the City of Umatilla and may be subject to disclosure under the Oregon Public Records Law. The City of Umatilla does not endorse nor sponsor any advertising posted by the social media host, the social media is a private site, or the privacy terms of the site apply. The City of Umatilla does not guarantee reliability and accuracy of any third-party links.
- d. Where possible, the page(s) should link to the City's official website.

- e. Social media page(s) shall be designed for the target audience(s) such as youth, community members, or potential recruits.
2. Procedures
 - a. All City social media sites or pages shall be approved by the City Manager or his or her designee.
 - b. Where possible, social media pages shall clearly indicate they are maintained by the City and shall have City contact information prominently displayed.
 - c. Social media content shall adhere to applicable laws, regulations, and policies, including all information technology and records management policies.
 - (1) Content is subject to public records laws. Relevant records retention schedules apply to social media content.
 - (2) Content must be managed, stored, and retrieved to comply with open records laws and e-discovery laws and policies.
 - d. Where possible, social media pages should state that the opinions expressed by visitors to the page(s) do not reflect the opinions of the City.
 - (1) Pages shall clearly indicate that posted comments will be monitored and that the City reserves the right to remove obscenities, off-topic comments, and personal attacks.
 - (2) Pages shall clearly indicate that any content posted or submitted for posting is subject to public disclosure.
 3. City-Sanctioned Use
 - a. City Personnel representing the City via social media outlets shall do the following:
 - (1) Conduct themselves at all times as representatives of the City and, accordingly, shall adhere to all City standards of conduct and observe conventionally accepted protocols and proper decorum.
 - (2) Identify themselves as a member of City staff.
 - (3) Not conduct political activities or private business.
 - b. City Personnel use of personally owned devices to manage the City's social media activities or in the course of official duties is prohibited without express written permission.
 - c. Employees shall observe and abide by all copyright, trademark, and service mark restrictions in posting materials to electronic media.
 4. Request for Employee Social Media Passwords
 - a. City of Umatilla's supervisors and managers are prohibited by law from requiring or requesting an employee or an applicant for employment to disclose or to provide access through the employee's or applicant's user name and password, password or other means of authentication that provides access to a personal social media account. This includes, without limitation, a user name and password that would otherwise allow a supervisor/manager to access a private email account not provided by City of Umatilla.
 - b. Nothing in this policy prohibits City of Umatilla from requiring an employee to produce content from his or her social media or internet

account in connection with a City of Umatilla -sponsored investigation into potential misconduct, unlawful or unethical behavior, or policy or rule violations.

B. Potential Uses

1. Social media can be used to make time-sensitive notifications related to
 - a. road closures;
 - b. special events;
 - c. weather emergencies; and
 - d. missing or endangered persons.
2. Social media can be used for community outreach and engagement by
 - a. providing crime prevention tips;
 - b. offering online-reporting opportunities;
 - c. sharing crime maps and data; and
 - d. soliciting tips about unsolved crimes (i.e., Crimestoppers, text-a-tip).
3. Persons seeking employment and volunteer positions use the Internet to search for opportunities, and social media can be a valuable recruitment mechanism.
4. The City has an obligation to include Internet-based content when conducting background investigations of job candidates.
5. Searches should be conducted by a non-decision maker. Information pertaining to protected classes shall be filtered out prior to sharing any information found online with decision makers.
6. Persons authorized to search Internet-based content should be deemed as holding a sensitive position.
7. Search methods shall not involve techniques that are a violation of existing law.

C. Comment Policy

1. As a public entity the City must abide by certain standards to serve all its constituents in a civil and unbiased manner.
2. The city and its employees and officials shall not discriminate against public speech based on content or viewpoint. The city, its staff and its officials may not engage in viewpoint discrimination. All persons who wish to “friend,” “follow,” “re-tweet,” etc. must be allowed to do so.
3. Comments or content containing any of the following inappropriate forms of content, including cyberbullying, shall not be permitted and are subject to removal and/or restriction by the City:
 - a. Comments not related to the business of the City (or specific Department if Department-specific Site), or not relevant to the original topic;
 - b. Violent, profane, obscene or pornographic content and/or language;
 - c. Content that promotes, fosters or perpetuates discrimination on the basis of race, creed, color, age, religion, sexual orientation, gender, or national origin;
 - d. Content that threatens or defames any person or organization;
 - e. Content that is hateful or incites violence;
 - f. Solicitation of commerce, including but not limited to, advertising of any non-government related event, or business or product for sale;

- g. Conduct in violation of any federal, state or local law;
 - h. Encouragement of any illegal activity;
 - i. Information that may tend to compromise the safety or security of the public or public systems;
 - j. Content that violates a legal ownership interest, such as a copyright, of any party;
 - k. Sexual content or links to sexual content.
4. These guidelines shall be displayed to all users or made available by hyperlink. Any content removed must be retained, including the time, date and identity of the poster when available.

V. PERSONAL USE

A. Precautions and Prohibitions

Barring state law or binding employment contracts to the contrary, City Personnel shall abide by the following when using social media.

1. City Personnel are free to express themselves as private citizens on social media sites to the degree that their speech does not impair working relationships of this City for which loyalty and confidentiality are important, impede the performance of duties, impair discipline and harmony among coworkers, or negatively affect the public perception of the City.
2. As public employees, City Personnel are cautioned that speech on- or off-duty, made pursuant to their official duties—that is, that owes its existence to the employee’s professional duties and responsibilities—is not protected speech under the First Amendment and may form the basis for discipline if deemed detrimental to the City. City Personnel should assume that their speech and related activity on social media sites will reflect upon their office and the City.
3. City Personnel shall not post, transmit, or otherwise disseminate any information to which they have access as a result of their employment without written permission from the City Manager or his or her designee.
4. For safety and security reasons, City Personnel are cautioned not to do the following:
 - a. Display City logos, uniforms, or similar identifying items on personal web pages.
5. When using social media, City Personnel should be mindful that their speech becomes part of the worldwide electronic domain. Therefore, adherence to the City’s code of conduct is required in the personal use of social media. In particular, City Personnel are prohibited from the following:
 - a. Speech containing obscene or sexually explicit language, images, or acts and statements or other forms of speech that ridicule, malign, disparage, or otherwise express bias against any race, any religion, or any protected class of individuals.
 - b. Speech involving themselves or other City Personnel reflecting behavior that would reasonably be considered reckless or irresponsible.
6. Engaging in prohibited speech noted herein, may provide grounds for undermining or impeaching an officer’s testimony in criminal proceedings.

7. City Personnel may not divulge information gained by reason of their authority; make any statements, speeches, appearances, and endorsements; or publish materials that could reasonably be considered to represent the views or positions of this City without express authorization.
8. City Personnel should be aware that they may be subject to civil litigation for
 - a. publishing or posting false information that harms the reputation of another person, group, or organization (defamation);
 - b. publishing or posting private facts and personal information about someone without their permission that has not been previously revealed to the public, is not of legitimate public concern, and would be offensive to a reasonable person;
 - c. using someone else's name, likeness, or other personal attributes without that person's permission for an exploitative purpose; or
 - d. publishing the creative work of another, trademarks, or certain confidential business information without the permission of the owner.
9. City Personnel should be aware that privacy settings and social media sites are constantly in flux, and they should never assume that personal information posted on such sites is protected.
10. City Personnel should expect that any information created, transmitted, downloaded, exchanged, or discussed in a public online forum may be accessed by the City at any time without prior notice.
11. Reporting violations— Any employee becoming aware of or having knowledge of a posting or of any website or web page in violation of the provision of this policy shall notify his or her supervisor immediately for follow-up action.

CITY OF UMATILLA, OREGON
AGENDA BILL

Agenda Title: Ordinance No. 838 - An Ordinance of the City of Umatilla, Oregon Prohibiting the Sale, Use and Possession of Prohibited Fireworks and Establishing a Civil Penalty for Violations within the City.	Meeting Date: 2019-09-03
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Department: Police	Director: Darla Huxel	Contact Person: Darla Huxel	Phone Number:
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Cost of Proposal: na Amount Budgeted: na	Fund(s) Name and Number(s):
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Reviewed by Finance Department:	Previously Presented: na
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Attachments to Agenda Packet Item:
[ORD 838.docx](#)

Summary Statement: Public Hearing & Approval of Ordinance.
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Consistent with Council Goals: Goal 1: Promote a Vibrant and Growing Community by Investing in and Support of Quality of Life Improvements.

ORDINANCE NO. 838

AN ORDINANCE OF THE CITY OF UMATILLA, OREGON PROHIBITING THE SALE, USE AND POSSESSION OF PROHIBITED FIREWORKS AND ESTABLISHING A CIVIL PENALTY FOR VIOLATIONS WITHIN THE CITY.

WHEREAS, the residents of Umatilla value a safe and livable community; and

WHEREAS, ORS 480.111 through 480.165 regulate the sale and use of fireworks within the State of Oregon; and

WHEREAS, the use of prohibited fireworks has a negative impact on residents, pets in our homes, and on wildlife in our yards, parks and natural areas; and

WHEREAS, prohibited fireworks pose a public safety threat due to fire hazard to both homes and other structures as well as parks and natural areas especially in dry summer months; and

WHEREAS, the City Council believes it appropriate and necessary to enact municipal regulation of the sale, use and/or discharge of illegal fireworks in the City to thereby allow city staff the ability to enforce firework regulations in municipal court and to afford the municipal court the ability to impose civil penalties; and

WHEREAS, said additional municipal regulation is allowed under ORS 480.160.

NOW, THEREFORE, the City of Umatilla ordains as follows:

1. Umatilla Municipal Code Chapter 4 shall be amended to add the following as an additional section:

4-5-1. Illegal Fireworks Prohibited

It is unlawful for any person to sell, offer for sale, expose for sale, possess, use, explode or allow to be exploded any fireworks except as permitted under the provisions of ORS 480.111 through ORS 480.165

4-5-2 Definitions

As used in subsection (4-5-1) above, the term “fireworks” shall mean as defined in ORS 480.111.

4-5-3 Penalty

1. Violation of subsection (4-5-1) above, shall be a class B civil violation punishable as provided in Code Section 1-4-1.
2. Each day a violation continues shall be considered a separate offence.

3. The City may confiscate, destroy, remove or have removed, at the owner's expense, all stocks of fireworks in violation of this chapter when necessary to preserve public safety.
4. A person in violation of this section may be required to pay restitution pursuant to Code Section 1-4-2.

ADOPTED by the City Council this 3rd day of September, 2019.

Council members voting yes: _____

Council members voting no: _____

Absent Council members: _____

Abstaining Council members: _____

And **SIGNED** by the Mayor this 3rd day of September, 2019.

Mary Dedrick, Mayor

ATTEST:

Nanci Sandoval, City Recorder

CITY OF UMATILLA, OREGON
AGENDA BILL

<p>Agenda Title: Ordinance No. 837 - An Ordinance Amending City Code Section 1-4-8 to Include a Provision Authorizing the Umatilla Municipal Court to Send Unpaid Fines to a Private Collection Agency and Removing the Court's Authority to Imprison People for Non-Payment of Fines</p>	<p>Meeting Date: 2019-09-03</p>
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<p>Department: Finance & Administrative Services</p>	<p>Director: Melissa Ince</p>	<p>Contact Person: Melissa Ince</p>	<p>Phone Number: 541-922-3226 x 104</p>
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<p>Cost of Proposal: N/A</p> <p>Amount Budgeted: N/A</p>	<p>Fund(s) Name and Number(s):</p>
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<p>Reviewed by Finance Department:</p>	<p>Previously Presented: 07/16/2019</p>
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Attachments to Agenda Packet Item:

[ORD 837.docx](#)

<p>Summary Statement:</p> <p>The City Council received a memo from staff at their July 16, 2019 workshop outlining the City's delinquent accounts and a plan to proceed with collection services through a private collection agency. In order to proceed, the City must provide the appropriate notice of the debt and amend the City Code to authorize the Municipal Court to send unpaid fines to a private collection agency. In reviewing the current code, our attorney noted that sending people to jail for non-payment of fines is arguably a violation of the US Constitution. The City of Pendleton was recently sued for this practice and ended up settling and rewriting their ordinance. We have taken this opportunity to remove that language from our code as well.</p> <p>Recommended Action: (A) Motion for first reading of Ordinance No. 837 by title only. (B) Motion to approve Ordinance No. 837</p>
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<p>Consistent with Council Goals:</p> <p>Goal 5 : Perform at the Highest Levels of Operational Excellence</p>
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ORDINANCE NO. 837

AN ORDINANCE AMENDING CITY CODE SECTION 1-4-8 TO INCLUDE A PROVISION AUTHORIZING THE UMATILLA MUNICIPAL COURT TO SEND UNPAID FINES TO A PRIVATE COLLECTION AGENCY AND REMOVING THE COURT'S AUTHORITY TO IMPRISON PEOPLE FOR NON-PAYMENT OF FINES

WHEREAS, the City Council received a memo from City Staff at their July 16, 2019 workshop outlining the City's delinquent accounts and a plan to proceed with collection services through a private collection agency; and

WHEREAS, the City has the authority to use a private collection agency if the City provides the appropriate notice of the debt and amends the City Code to authorize the Municipal Court to send unpaid fines to a private collection agency.

NOW THEREFORE, BE IS RESOLVED BY THE CITY COUNCIL OF UMATILLA:

1. THE CITY OF UMATILLA DOES ORDAIN AS FOLLOWS:

Underlined language to be added. ~~Strikethrough~~ language to be removed.

Section 1. Title One, Chapter 4, Section 8 – Effect of Nonpayment of Fines, Restitution or Costs is hereby amended to read as follow:

1-4-8: EFFECT OF NONPAYMENT OF FINES, RESTITUTION OR COSTS:

- A. Default Of Payment: When a defendant sentenced to pay a fine or to make restitution, defaults in the payment thereof or of any installment, the court, on motion of the city attorney or upon its own motion, may require him to show cause why his default should not be treated as contempt of court, and may issue a show cause citation or a warrant of arrest for his appearance.
- B. Contempt: Unless the defendant shows that his default was not attributable to an intentional refusal to obey the order of the court or to a failure on his part to make a good faith effort to make the payment, the court may find that his default constitutes contempt and may order him committed until the fine or the restitution, or a specified part thereof, is paid.
- C. Corporation Or Unincorporated Association: When a fine or an order of restitution is imposed on a corporation or unincorporated association, it is the duty of the person authorized to make disbursement from the assets of the corporation or association to pay the fine or make the restitution from those assets, and his failure to do so may be held to be contempt unless he makes the showing required in subsection B of this section.
- ~~D. Term Of Imprisonment: The term of imprisonment for contempt for nonpayment of fines or failure to make restitution shall be set forth in the commitment order, and shall not exceed one day for each twenty five dollars (\$25.00) of the fine or restitution, thirty (30) days if the fine or order of restitution was imposed upon conviction of a violation or misdemeanor, or one year in any other case, whichever is the shorter period. A person committed for nonpayment of a fine or failure to make restitution shall be given credit toward payment for each day of imprisonment at the rate specified in the commitment order.~~
- D. E. Additional Time For Payment: If it appears to the satisfaction of the court that the default in the payment of a fine or restitution is not contempt, the court may enter an order allowing the defendant additional time for payment, reducing the amount thereof or of each installment or revoking the fine or order of restitution or the unpaid portion thereof in whole or in part.

E. F. Collection Of Fine: A default in the payment of a fine or costs or failure to make restitution or any installment thereof may be collected by any means authorized by law for the enforcement of a judgment. The levy of execution for the collection of a fine or restitution shall not discharge a defendant committed to imprisonment for contempt until the amount of the fine or restitution has actually been collected. (1993 Code)

F. G. Lien For Unpaid Fines, Restitution, And Costs: When the municipal judge orders or adjudges a person to pay a fine, restitution, or costs, the amount thereof may be recorded in the lien docket of the city and, if recorded, shall constitute a lien on that person's real property located inside the city for ten (10) years in civil actions, twenty (20) years in criminal actions including traffic violations, and fifty (50) years in criminal actions that include an award of restitution, from the date of the order or judgment or until the lien is paid, whichever is shorter. (Ord. 678, 10-6-1998)

G. Collections of Unpaid Fines, Restitution, and Costs: When the municipal judge orders or adjudges a person to pay a fine, restitution, or costs, the amount thereof may be sent to a private collection agency and the court may add to the judgment a fee for the cost of collection as allowed by Oregon law. Prior to the matter being assigned to collections, the municipal court must provide the defendant with notice that the debt may be assigned to a private collection agency for collection and the amount of the fee.

Section 2. The effective date of this ordinance shall be thirty days after enactment.

ADOPTED by the City Council this 3rd day of September, 2019.

Council members voting yes: _____

Council members voting no: _____

Absent Council members: _____

Abstaining Council members: _____

And **SIGNED** by the Mayor this 3rd day of September, 2019.

Mary Dedrick, Mayor

ATTEST:

Nanci Sandoval, City Recorder

CITY OF UMATILLA, OREGON
AGENDA BILL

Agenda Title: Plan Amendment (PA-1-19) and Ordinance No. 839 to implement Plan Amendment (PA-1-19)	Meeting Date: 2019-09-03
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Department: Community Development	Director: Tamra Mabbott	Contact Person: Brandon Seitz	Phone Number: 541-922-3226 ext 103
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Cost of Proposal: legal fees to prepare Amount Budgeted: NA	Fund(s) Name and Number(s):
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Reviewed by Finance Department:	Previously Presented: June 18, 2019 Work Session
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Attachments to Agenda Packet Item:

[PA-1-19 CC Report & Recommendation \(w exhibits\).pdf](#)
[Ord No. 839.pdf](#)

Summary Statement: Planning Commission recommended approval of Plan Amendment (PA-1-19) and implementing ordinance number 839

Consistent with Council Goals: Goal 1: Promote a Vibrant and Growing Community by Investing in and Support of Quality of Life Improvements.

**UMATILLA CITY COUNCIL
REPORT AND RECOMMENDATION
FOR
PLAN AMENDMENT PA-1-19**

DATE OF HEARING: September 3, 2019

REPORT PREPARED BY: Brandon Seitz, City Planner

I. GENERAL INFORMATION AND FACTS

Applicant: City of Umatilla, 700 6th Street, Umatilla, OR 97882.

Land Use Review: Zone Change application to amend Chapters 10 and 14 of the City of Umatilla Comprehensive Plan. The City participated in the 2019 West Umatilla County Housing Study project with the Cities of Echo and Stanfield. The Housing Study includes two reports, a Housing and Residential Land Needs Assessment and a Residential Buildable Lands Inventory (BLI). The proposed text amendment will incorporate the relevant sections of the Umatilla Housing Strategies report into Chapter 10 of the Comprehensive Plan. The amendment will also remove the residential portions of the 1997 BLI currently located in Chapter 14 of the Comprehensive Plan.

II. NATURE OF REQUEST AND GENERAL FACTS

The City of Umatilla participated in the 2019 West Umatilla County Housing Study project with the Cities of Echo and Stanfield. The Housing Study includes two reports, a Housing and Residential Land Needs Assessment and a Residential Buildable Lands Inventory (BLI). The proposed text amendment will incorporate the relevant sections of the Umatilla Housing Strategies report into Chapter 10 of the Comprehensive Plan. The amendment will also remove the residential portions of the 1997 BLI currently located in Chapter 14 of the Comprehensive Plan.

A majority of the findings and analysis relied on for the proposed amendments are included in the attached reports and are incorporated into the record. The relevant criteria for an amendment to the Comprehensive Plan is provided below.

III. ANALYSIS

The criteria applicable to this request are shown in underlined text and the responses are shown in standard text. All of the following criteria must be satisfied in order for this request to be approved.

CUZO 10-13-3: AMENDMENTS TO THE ZONING TEXT OR MAP:

- A. Type IV Procedure: Amendments to the zoning title text or official map are considered a type IV procedure. A map change may be legislative or quasi-judicial, depending on the number of properties and area involved. A text change is always a legislative decision.

- B. Initiation Of Application: An application may be initiated by a property owner or authorized agent, the planning commission, or the city council.
- C. Narrative, Identification Required: An application shall include a narrative that demonstrates compliance with the approval criteria and a site and vicinity map identifying the property and adjacent properties. A traffic impact analysis (TIA), pursuant to section 10-11-10 of this title, shall also be submitted with all plan and zoning amendment applications.
- D. Approval Criteria: An amendment to this title or official map shall comply with the following criteria:

- 1. The proposed designation is consistent with and supports the purposes of the portions of the city's comprehensive plan not proposed for amendment, or circumstances have changed to justify a change in the comprehensive plan.

Conclusion: As addressed above the findings relied upon by the city are primarily located in the attached reports. This report is intended to serve as a summary rather than a specific analysis. The proposed text amendments will amend Chapter 10 (housing) and Chapter 14 (urbanization). The previous BLI completed by the City in 1997 was incorporated into Chapter 14 as part of the analysis included industrial land needs. As a result, Chapter 10 provides a rudimentary overview of the City housing demand based on data from 1976 and the housing policies have not been updated since the comprehensive plan was acknowledged. The proposed amendment will incorporate a summary of data and finding of the BLI and housing and residential land needs assessment report. The residential portion of the 1997 BLI will also be removed from Chapter 14.

- 2. The proposed change will not affect the land supply for the existing zoning designation as related to projected need for the particular land use.
- 3. The proposed designation will not negatively impact existing or planned public facilities and services. In particular, pursuant to the Oregon transportation planning rule, proposed text and map amendments shall determine whether the proposed change will significantly affect a collector or arterial transportation facility and must comply with the requirements of Oregon administrative rule (OAR) 660-012-0060 as applicable. In the I-82/U.S. 730 interchange area management plan (IAMP) management area, proposed access shall be consistent with the access management plan in section 7 of the IAMP.

Conclusion: The proposed plan amendment will not change the existing zoning designations for any property within the City's Urban Growth Boundary (UGB). Therefore, the proposed text amendment will not affect the land supply of the existing zoning designations or negatively impact existing or planned public facilities and services. In addition, the report focused on the residential lands available within the UGB and if additional land was needed the project need for the next 20-year planning period. The report concluded the City had a surplus of 1,060 acres of residentially zoned lands.

- 4. The site is suitable for the proposed use, considering the topography, adjacent streets, access, size of the site, availability of public facilities, and any other pertinent physical features.
- 5. Other sites in the city or the vicinity are unsuitable for the proposed use. In other words, ownership and desire to develop a particular use in themselves provide insufficient rationale for changing a zoning designation that does not support the interests of the city as a whole.

Conclusion: The intent of these standards are to show that a proposed amendment is

necessary to accommodate a proposed use and to show that other sites within the City are not readily available to develop the propose use. The proposed plan amendment would apply to all residential properties located throughout the City not a specific site. In addition, as addressed above no properties will be rezoned as a result of this text amendment.

IV. SUMMARY AND RECOMMENDATION

The applicant, City of Umatilla, is proposing to amend the City of Umatilla Comprehensive Plan. The Housing Study includes two reports, a Housing and Residential Land Needs Assessment and a Residential Buildable Lands Inventory (BLI). The proposed plan amendment will incorporate the relevant sections of the Umatilla Housing Strategies report into Chapter 10 of the Comprehensive Plan. The amendment will also remove the residential portions of the 1997 BLI currently located in Chapter 14 of the Comprehensive Plan. The request appears to meet all of the applicable criteria and standards for this type of request. Therefore, based on the information in Sections I and II of this report, and the above criteria, findings of fact and conclusions addressed in Section III, the staff recommends approval of Plan Amendment (PA-1-19).

VI. EXHIBITS

- Exhibit A – Draft Text Change
- Exhibit B – Residential Buildable Lands Inventory
- Exhibit C – Housing and Residential Land Needs Assessment
- Exhibit D – Housing Strategies Report

CHAPTER 10
GOAL 10: HOUSING

SECTION 10.0 HOUSING GOAL

To increase the supply of housing commensurate with population growth, and the peoples' needs.

SECTION 10.1 ~~HOUSING BACKGROUND AND DISCUSSION~~ HOUSING CONDITIONS AND TRENDS

10.1.100 ~~HOUSING DEMAND~~ INTRODUCTION

~~Since about 1974, the demand for housing has been acute with population in the area increasing at about 34% annually. At the present time, demand for local housing is such that people are temporarily living in rental housing awaiting the completion of their new homes. Based on an enumeration from December 1976, the vacancy rate for area housing is almost 6%.[†]~~

~~The nature of anticipated growth is such that the future demand for housing will continue to rise sharply to a peak and then decline before resuming a sustained rate of growth. The following overall estimate of housing demand is shown in Table 10.1-1 and based on the population forecast in Figure 10.1-1. As can be seen in the forecast, the peak demand for housing occurs in 1980 which corresponds to the peak in area construction employment. Due to the nature of this employment, it will strongly influence the type of housing needed.~~

~~During construction of projects such as PGE, Alumax, I-82, McNary Second Powerhouse, etc., the demand for interim housing will exceed that for single family homes. As construction is completed on these projects and permanent employees arrive, the demand for single family homes will increase and the demand for apartments and mobile homes will generally decline.~~

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of Umatilla is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages, and specific needs. The City does this primarily by regulating residential land uses within the City, as well as working with and supporting non-profit and market rate developers and other housing agencies in developing needed housing.

The City sought and received grant funding from the State of Oregon in 2019 to undertake a Housing Needs Analysis project and to proactively plan for future housing needs in Umatilla.

~~[†]Center for Population Research & Census, December, 1976.~~

The City has undertaken and will continue to implement and update a variety of activities to meet current and future housing needs:

- Conduct and periodically update an analysis of current and future housing conditions and needs. The City most recently conducted this analysis in 2019 through the Housing Needs Analysis planning project. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Housing and Residential Land Need Assessment Report.
- Conduct and periodically update an inventory of buildable residential land (BLI) to ensure that the City has an adequate supply of land zoned for residential use to meet projected future needs. The City most recently conducted this analysis in 2019. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Buildable Lands Inventory Report.
- Adopt and amend, as needed, a set of housing-related Comprehensive Plan policies to address future housing needs.
- Regularly update and apply regulations in the City’s Zoning and Subdivision Ordinances to meet housing needs identified in the Comprehensive Plan and supporting documents.
- Implement additional strategies to address housing needs in partnership with State and County agencies and other housing organizations. Potential strategies are described in more detail in the 2019 City of Umatilla Housing Strategies Report.

The remainder of this Section summarizes these topics in more detail.

10.1.11200 ~~Housing Demand Summary~~ DEMOGRAPHIC CONDITIONS AND TRENDS

~~Assuming that the various new industries programmed for the Umatilla area materialize, the demand for additional housing will continue. In the near term, the demand for mobile homes or mobile home space will be the greatest. Additionally, it is possible that as the cost of the single-family home continues to increase that more families will demand a multi-family unit, if the purchase price is lower than for single family homes.~~

~~The housing demand forecast that follows is derived from the population forecast. Additionally, the forecast is based on different demand factors for construction and permanent residents. The forecast utilizes the following distribution:~~

Table 10.1-1 Projected Housing Distribution

Employment Category	Single Family	Multi Family	Mobile Homes
Permanent*	48%	29%	23%
Construction**	7%	28%	65%

*Based on current distribution.

**Based on Community Impacts of Alumax, p. 36.

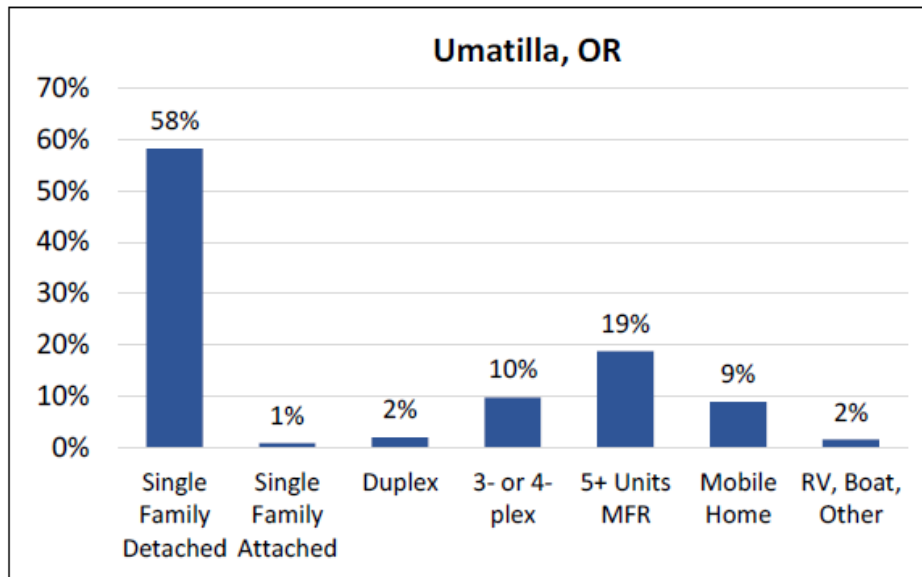
Insert Figure 10.1-1 (fig. 8 from old comp plan)

- Umatilla is a City of an estimated 7,320 people (City), and 8,834 people (UGB), located in Umatilla County in Northeastern Oregon. An estimated 17% of the population in the UGB lives outside the city limits.
- Umatilla has experienced rapid growth, growing over 47% in population since 2000. In contrast, Umatilla County and the state experienced population growth of 14% and 21% respectively. The City of Hermiston grew 37% over this period. (US Census and PSU Population Research Center).
- Umatilla’s population is forecasted to grow to 12,664 by 2039, an increase of 3,830 people, or about 43% from the 2018 population estimate.
- The Umatilla was home to an estimated 2,247 households in 2018, an increase of roughly 550 households since 2000. The percentage of families fell slightly between 2000 and 2018 from 78% to 74% of all households. The City has a larger share of family households than Umatilla County (68%) and the state (63%).
- Umatilla’s estimated average household size is 3.15 persons, holding stable since 2000. This is higher than the Umatilla County average of 2.67 and the statewide average of 2.47.

10.1.300 HOUSING CONDITIONS AND TRENDS

- **Housing Tenure.** Umatilla has a close to even divide between owner households and renter households. The 2017 American Community Survey estimates that 51% of occupied units were owner occupied, and 49% renter occupied. The ownership rate in Umatilla has fallen from 60% since 2000. During this period the statewide rate fell from 64% to 62%. Nationally, the homeownership rate has nearly reached the historical average of 65%, after the rate climbed from the late 1990’s to 2004 (69%). The estimated ownership rate is higher in Umatilla County (66%) and statewide (61%).
- **Housing Stock.** Umatilla UGB had an estimated 2,240 housing units in 2018, with a very low estimated vacancy rate (includes ownership and rental units). Figure 1 shows the estimated number of units by type in 2017. Detached single-family homes represent an estimated 58% of housing units. Units in larger apartment complexes of 5 or more units represent 19% of units, and other types of attached homes represent an additional 13% of units. Note that in this analysis attached homes, or “attached single family” housing types generally includes townhomes, some condo flats, and complexes which are separately metered. Mobile homes represent 9% of the inventory.

Figure 1. Estimated Share of Units, By Property Type, 2017



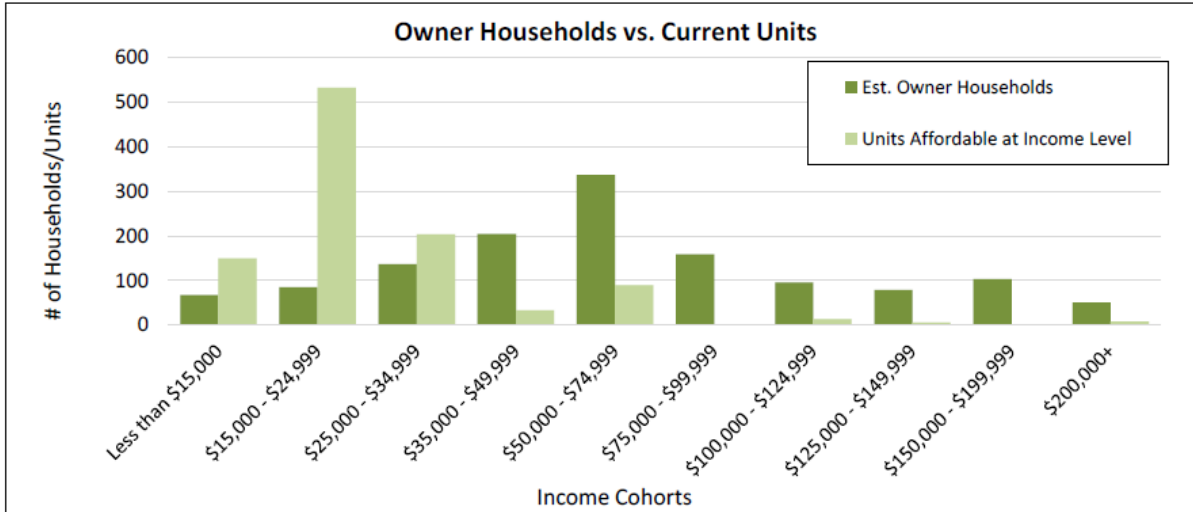
SOURCE: City of Umatilla, Census ACS 2017

10.1.400 CURRENT HOUSING NEEDS

A comparison of estimated current housing demand with the existing supply identifies the existing discrepancies between needs and the housing that is currently available. Figures 2 and 3 compare the estimated number of households in given income ranges, and the supply of units currently affordable within those income ranges. The data is presented for owner and renter households.

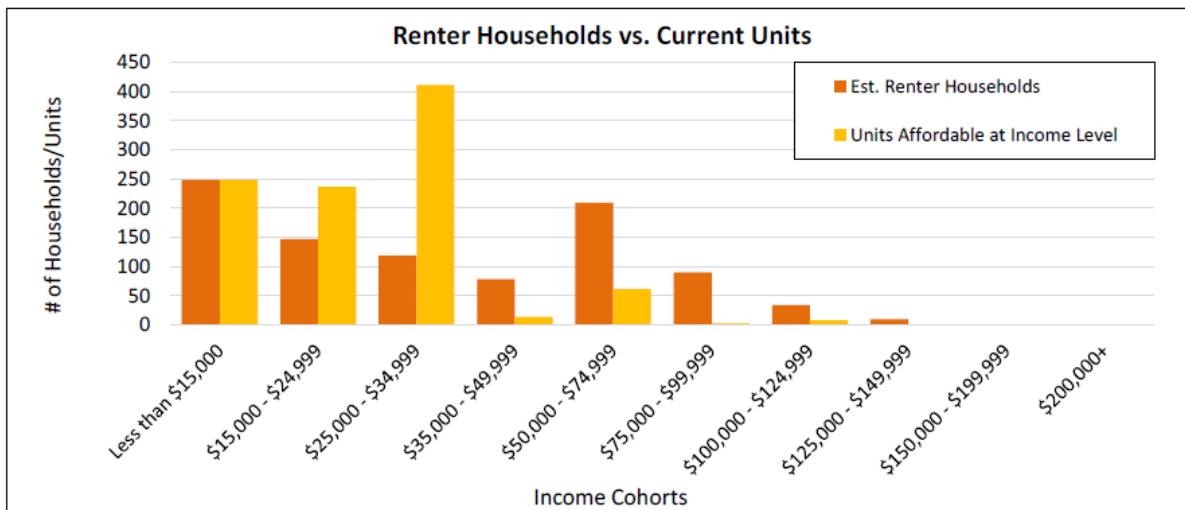
- In general, this identifies that there is currently support for more ownership housing at price ranges above \$200,000. This is because most housing in Umatilla is clustered at the low to middle price points, while analysis of household incomes and ability to pay indicates that some could afford housing at higher price points.
- The analysis finds that most rental units are currently found at the lower end of the rent spectrum, therefore the supply of units priced at \$900 or lower is estimated to be sufficient. This represents the current average rent prices in Umatilla, where most units can be expected to congregate. There is an indication that some renter households could support more units at higher rental levels. Rentals at more expensive levels generally represent single family homes for rent.
- In general, these findings demonstrate that there are sufficient housing opportunities at lower price points than might be considered “affordable” for many owner or renter households, while the community may be able to support some new single-family housing at a higher price point, or newer units at a higher rent point.

Figure 2. Comparison of Owner Household Income Groups to Estimated Supply Affordable at Those Income Levels



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

Figure 3. Comparison of Renter Household Income Groups to Estimated Supply Affordable at Those Income Levels



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

10.1.500 PROJECTED HOUSING NEEDS

The projected future (20-year) housing profile in the study area is based on the current housing profile (2018), multiplied by an assumed projected future household growth rate. The projected future growth is the official forecasted annual growth rate (1.73%) for 2040 generated by the PSU Oregon Forecast Program. This rate is applied to the year 2039. The profile of occupied

future housing demand was compared to the current housing inventory to determine the total future need for new housing units by type and price range.

- Figure 4 shows a projected increase of 58% in homeownership rates in Umatilla over the next 20 years, which would remain lower than the current statewide average (62%). The shift to older and marginally higher income households is moderate but is projected to increase the homeownership rate somewhat. At the same time, the number of lower income households seeking affordable rentals is also anticipated to grow.
- As shown in Figure 5, the results show a need for 1,151 new housing units by 2039. Of the new units needed, roughly 66% are projected to be ownership units, while 34% are projected to be rental units. This is due to the forecast of a slightly higher homeownership rate.
- In keeping with development trends, and the buildable land available to Umatilla, single family units are expected to make up the greatest share of new housing development over the next 20 years. 61% of the new units are projected to be single family detached homes, while 28% is projected to be some form of attached housing, and 10% are projected to be mobile homes, and 1% are expected to be RV or other temporary housing.
- There is new need at the lowest end of the rental spectrum (\$400 and less).
- Projected needed ownership units show that the supply at the lowest end of the spectrum is currently sufficient. (This reflects the estimated value of the total housing stock, and not necessarily the average pricing for housing currently for sale.) And the community could support more housing at higher price points, mostly in ranges above \$200,000

Figure 4 Projected Occupied Future Housing Demand by Income Level (2039)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$90k	92	Less than \$15,000	4.9%	4.9%
\$90k - \$130k	118	\$15,000 - \$24,999	6.4%	11.3%
\$130k - \$190k	192	\$25,000 - \$34,999	10.3%	21.7%
\$190k - \$210k	289	\$35,000 - \$49,999	15.6%	37.2%
\$210k - \$340k	476	\$50,000 - \$74,999	25.6%	62.9%
\$340k - \$360k	224	\$75,000 - \$99,999	12.1%	75.0%
\$360k - \$450k	135	\$100,000 - \$124,999	7.3%	82.2%
\$450k - \$540k	111	\$125,000 - \$149,999	6.0%	88.2%
\$540k - \$710k	146	\$150,000 - \$199,999	7.9%	96.1%
\$710k +	72	\$200,000+	3.9%	100.0%
Totals:	1,855		% of All:	57.6%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	360	Less than \$15,000	26.4%	26.4%
\$400 - \$600	213	\$15,000 - \$24,999	15.6%	42.0%
\$600 - \$900	173	\$25,000 - \$34,999	12.6%	54.6%
\$900 - \$1000	116	\$35,000 - \$49,999	8.5%	63.1%
\$1000 - \$1600	307	\$50,000 - \$74,999	22.4%	85.6%
\$1600 - \$1700	132	\$75,000 - \$99,999	9.6%	95.2%
\$1700 - \$2100	49	\$100,000 - \$124,999	3.6%	98.8%
\$2100 - \$2500	15	\$125,000 - \$149,999	1.1%	99.9%
\$2500 - \$3300	1	\$150,000 - \$199,999	0.1%	100.0%
\$3300 +	1	\$200,000+	0.0%	100.0%
Totals:	1,366		% of All:	42.4%

All Units
3,222

Sources: Census, Environics Analytics, JOHNSON ECONOMICS

Figure 5. Projected Future Need for NEW Housing Units (2039), Umatilla

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	621	51	0	0	0	90	0	763	66.3%
Percentage:	81.4%	6.7%	0.0%	0.0%	0.0%	11.8%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	79	8	24	86	157	22	12	388	33.7%
Percentage:	20.4%	2.0%	6.1%	22.1%	40.5%	5.8%	3.1%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	701	59	24	86	157	113	12	1,151	100%
Percentage:	60.9%	5.1%	2.0%	7.4%	13.7%	9.8%	1.1%	100%	

Sources: PSU, City of Umatilla, Census, Environics Analytics, JOHNSON ECONOMICS

- Figure 6 presents estimates of need at key low-income affordability levels in 2018 and new need. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and Community Services for Umatilla County, and the recent City of Umatilla Income Survey (2018). An estimated 56% of households qualify as at least “low income” or lower on the income scale, while 16% of household qualify as “extremely low income”. (The income survey used a different terminology of “low and moderate income” for these same income segments.)

Figure 6. Projected Need for Housing Affordable at Low Income Levels, Umatilla

Affordability Level	Income Level		Current Need (2018)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$16,650	354	16%	153	13%
Very Low Income	50% AMI	\$27,600	613	27%	266	23%
Low Income	80% AMI	\$44,160	1,256	56%	545	47%

Sources: OHCS, Environics Analytics, JOHNSON ECONOMICS

* Income levels are based on OHCS guidelines for a family of four.

10.1.600 AGRICULTURAL WORKER HOUSING

The State of Oregon identifies 58 units dedicated agricultural workforce housing located in four properties the City of Umatilla. This is an estimated 2.6% of the current housing supply.

Assuming that this segment of housing grows at a similar rate to all housing types, this implies a 2039 total of 88 units for the agricultural workforce, or addition of 30 units in this time.

At the same time, the State estimates numbers of migrant and seasonal farm workers (MSFW) in Umatilla County far in excess of the number of units available dedicated to this population. It is fair to estimate that the City of Umatilla, and the rest of the county, could support as much of this housing as can practically be developed given resource limitations. Therefore, continued support for such housing is appropriate.

101.1.700 COMPARISON OF PROJECTED NEED AND BUILDABLE LAND SUPPLY

The projected housing needs were compared with the supply of buildable residential land within the City of Umatilla UGB.

- Figure 7 presents the estimated new unit capacity of the buildable lands identified in the City of Umatilla UGB. There is a total remaining capacity of 3,493 units of different types within the study area. Much of this capacity is within the single family and medium density residential zones.
- There is a total forecasted need for roughly 1,150 units over the next 20 years based on the PSU forecasted growth rate. This is well below the estimated capacity of nearly 3,500 units. There is sufficient capacity to accommodate all projected new unit types. After this need is accommodated, there is an estimated remaining capacity of over 2,100 additional units, mostly in the high-density residential zone.
- Figure 8 shows forecasted residential need and capacity by acres, rather than units. There is a projected need for 193 acres of new residential development, but a buildable capacity

of 1,253 acres. There is currently sufficient buildable capacity within Umatilla to accommodate projected need.

For more detail on these findings please refer to the Housing and Residential Land Needs Assessment Report and the Buildable Lands Inventory (BLI) maps prepared for the City.

Figure 7. Estimated Buildable Lands Capacity by Acreage and No. of Units (2019)

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres				Housing Unit Capacity			
		Partially Vacant	Vacant	Total	Share of Total	Partially Vacant	Vacant	Total	Share of Total
DR: Downtown Residential	18	0	4	4	0%	0	41	41	2%
F-2: General Rural	0.05	1	40	41	3%	0	1	1	0%
R-1: Agricultural Residential	0.25	163	63	226	18%	20	4	24	1%
R1: Single-Family Residential	5	11	558	569	45%	34	2,017	2,051	58%
R-1A: Two Acre Residential	0.5	117	36	153	12%	25	12	37	1%
R2: Medium Density Residential	8	3	200	203	16%	14	1,150	1,164	33%
R-2: Suburban Residential	1	36	1	37	3%	16	0	16	0%
R3: Multi-Family Residential	18	5	5	10	1%	60	70	130	4%
R-3: Urban Residential	5	5	5	10	1%	17	12	29	1%
Subtotal		340	912	1,253	--	186	3,307	3,493	--

Figure 8. Comparison of Forecasted Future Land Need (2039) with Available Capacity

LAND INVENTORY VS. LAND NEED	Unit Type			TOTAL
	Single Family Detached	Medium-Density Attached	Multi-Family	
Buildable Land Inventory (Acres):	1,036	203	14	1,253
Estimated Land Need (Acres):	163	21	9	193
Land Surplus (Inventory - Need:)	873	182	5	1,060

Sources: Angelo Planning Group, Johnson Economics

10.1.800 STRATEGIES TO ACCOMMODATE FUTURE HOUSING NEEDS

The Housing and Residential Land Needs Assessment conducted for the City in 2019 indicated that the City had an adequate supply of buildable residential land within its urban growth boundary (UGB) to meet projected housing needs during the next 20 years. If population growth occurs at a faster rate than projected at that time, the City could find that the land supply is less than projected and additional land for residential uses may be needed in the future.

Although the City does not anticipate a need to expand its UGB during the planning period, it can continue to consider and implement a variety of strategies in the future to further provide opportunities for a wide range of housing choices, efficient land use, and development of housing affordable to people with low and moderate incomes. For the planning purposes, “affordable housing” is defined as housing that is affordable to a household that spends 30% or less of its income on housing, including rent or mortgage payments and utilities. Households with low incomes are those who make 80% or less of median household income. Those with moderate incomes make 81-95% of median household income.

The City is already implementing a variety of land use and other strategies that help provide for a wide range of housing options in Umatilla. Potential strategies either not already being undertaken by the City, or with the potential to be strengthened or enhanced, are summarized in the Housing Strategies Report. The ability to implement them will depend on available resources, community priorities and other factors.

These strategies are described in detail in the Housing Strategies Report prepared by the City as part of its Housing Needs Analysis project in 2019.

SECTION 10.2 *(Reserved for expansion)*

SECTION 10.3 *(Reserved for expansion)*

SECTION 10.4 *(Reserved for expansion)*

SECTION 10.5 *(Reserved for expansion)*

SECTION 10.6 *(Reserved for expansion)*

SECTION 10.7 *(Reserved for expansion)*

SECTION 10.8 **HOUSING FINDINGS** *(Reserved for expansion)*

~~10.8.101 Housing should be developed in areas that reinforce and facilitate orderly and compatible community development.~~

~~10.8.102 The City should evaluate proposals for new housing construction in terms of the additional numbers of people with respect to impact on the natural environment, community services, utility support systems, projected housing needs, and the City’s capital improvement programming.~~

SECTION 10.9 HOUSING POLICIES

- 10.9.101 ~~Future residential development will continue to provide prospective buyers with a variety of residential lot sizes greater than minimums, a diversity of housing types, and a range in prices.~~ A variety of housing types will be encouraged, including single-family attached housing, duplexes, multi-family housing and townhomes, as well as less traditional forms of housing.
- 10.9.102 ~~Building permits will not be issued until final plat approval has been given.~~ The City will emphasize affordable housing needs, given that meeting the needs of the low- and moderate-income households often requires public intervention or subsidy.
- 10.9.103 ~~Federal programs that provide monies for housing assistance will be utilized as needed.~~ Fair Housing goals will be supported to ensure that housing policies and standards do not discriminate against or have adverse effects on the ability of “protected classes” to obtain housing, consistent with the federal Fair Housing Act. The City will support housing to accommodate senior citizens to be located within easy walking distance of business and commercial areas.
- 10.9.104 ~~Housing to accommodate senior citizens will be located within easy walking distance of business and commercial areas.~~ Land Supply goals will ensure that adequate land is zoned to meet identified housing needs and the City will periodically update the inventory of residential lands to ensure that supply keeps pace with growth.
- 10.9.105 ~~The City will re-assess Housing Needs at each Periodic Review. (Ord. 544)~~ The City will support Statewide Planning Goal 10, “encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”
- 10.9.106 The City will allow for levels of residential density that encourage efficient use of the supply of residential land while maintaining compatibility with the character of existing neighborhoods and ensuring that appropriate standards are in place to mitigate the impacts of development.
- 10.9.107 The City will maintain and/or develop partnerships aimed at supporting other public agencies, non-profits and market rate developers who focus on meeting the needs of low and moderate income households and community members with special housing needs.
- 10.9.108 Mixed use development will be supported. These developments typically include upper story housing located above retail or commercial uses.
- 10.9.109 The City will allow and support the development of Accessory Dwelling Units. Accessory Dwelling Units are an important housing option that can help meet the need for affordable rental units, reduce housing costs for homeowners, and enable multi-generational living.

- 10.9.110 Flexible zoning will be utilized to respond to a variety of housing needs and keep costs for such housing down, particularly for housing affordable to low and moderate income households.
- 10.9.111 The City will periodically evaluate zoning and development code requirements for opportunities to lessen or eliminate unnecessary barriers to residential development and identify alternative regulatory approaches to achieving policy goals.
- 10.9.112 Maintenance and rehabilitation of existing housing will be a method used to prevent unsafe conditions and keep affordable housing available within the community.
- 10.9.113 The City will support development of manufactured home parks in appropriate locations in order to fulfill the need for this form of housing for people with lower or moderate incomes, consistent with state law.
- 10.9.114 Short term rentals will be regulated to reduce their impact on the supply and affordability of long-term rental housing.



MEMORANDUM

Residential Buildable Lands Inventory (BLI) FINAL
West Umatilla County Housing Study

DATE March 29, 2019
TO West Umatilla County Housing Study Project Management Team and Advisory Committee
FROM Darci Rudzinski, Jamin Kimmell, and Brandon Crawford, Angelo Planning Group
CC File

The cities of Stanfield, Echo, and Umatilla have received a grant from the Department of Land Conservation and Development (DLCD) to enable technical assistance for the purpose of increasing the supply and affordability of housing within the boundaries of each of the cities. This grant project, the West Umatilla County Housing Study, will provide complete products needed to update comprehensive plans and zoning codes, or adopt other housing strategies, to help ensure that each of the cities can satisfy its housing needs. The expected outcome of this grant project is a Housing Needs Analysis (HNA) that includes: a housing needs projection, a Buildable Lands Inventory (BLI), a Residential Lands Needs Analysis (RLNA), and identified measures for accommodating needed housing.

A critical input into an HNA is an inventory of buildable residential land in the study area. The purpose of this memo is to summarize the methodology and initial results of a residential BLI for the three subject cities. The memo explains the BLI methodology step-by-step, then presents the results in a series of tables and maps.

METHODOLOGY

Step 1 – Identify Environmental Constraints

In order to estimate the amount of land that may be buildable for residential uses, it is necessary to remove any areas where development is constrained and not feasible due to environmental resources, hazards, or topography. The following environmentally constrained areas were removed from the BLI:

- **Floodplains:** FEMA Special Flood Hazard areas were removed from the BLI in accordance with development restrictions found in each city’s land use ordinance or development code. This includes the floodways in all cities, the 100-year floodplain in all cities, and the 500-year floodplain in Stanfield.

- **Wetlands:** All wetlands mapped by the U.S. Department of Fish and Wildlife for the National Wetland Inventory were removed from the inventory, consistent with adopted Goal 5 protections for these wetlands in each city's comprehensive plan and zoning code.
- **Steep Slopes:** Lidar elevation data from the Oregon Department of Geology and Mineral Industries (DOGAMI) was used to estimate areas with slopes over 25 percent. In accordance with Oregon Administrative Rules (OAR) that define buildable land, all areas with slopes of over 25 percent were removed from the BLI.¹
- **Powerline Easements:** Portland General Electric power transmission lines run through the City of Umatilla. There are easements associated with each of the lines on several properties in the City. The easements were classified as a constraint due to development restrictions within them, and they were therefore removed from the BLI.

These lands were combined and then overlaid with Umatilla County tax lot data to estimate the amount of land in each parcel where development is limited by these environmental constraints. Constrained areas were deducted from the gross area of the parcel to estimate the area of the parcel that is unconstrained and potentially buildable.

An additional constraint that was identified but not removed from the BLI is Archaeological Resource Site 35UM1. This area is located north of downtown Umatilla and has been identified as an archaeological site with cultural and historic significance (also known as the "Old Town Site"). The area is a known pre-historic and Native American settlement. Detailed mapping of the boundaries of the area have not been prepared and the degree to which the archaeological resources affect the development capacity of the land is unclear.

Step 2 – Classify Parcels by Development Status

Each parcel in the Urban Growth Boundary (UGB) of each city was classified based on the potential for new development on the parcel. This classification is intended to separate parcels that have capacity for development from those that do not. The classification is based on the amount of unconstrained area on the parcel and the valuation of improvements (buildings, other structures). Improvement values are sourced from Umatilla County Tax Assessor data. The following five categories identify the "development status" of parcels and were used to classify parcels:

- **Developed:** Parcels that have an improvement value of more than \$10,000 and do not meet the definition of Partially Vacant or Constrained.
- **Constrained:** Parcels with less than 3,000 square feet unconstrained land. These parcels are assumed to not be developable due to the small area on the lot that is potentially buildable.
- **Partially Vacant:** Parcels that meet the state definition as Partially Vacant under the "Simplified UGB Method" for residential buildable land inventories.² These parcels are at

¹ See OAR 660-008-0005(2).

² OAR 660-038-0060 - Buildable Lands Inventory (BLI) for Residential Land within the UGB

(3) The city must identify all partially vacant lots and parcels with a residential comprehensive plan designation, as follows:

least a half-acre in size and contain an existing structure worth more than \$10,000 but may have some capacity for additional development. The amount of potentially buildable area on a parcel was estimated based on the type of structure, value of structure, and size of parcel, as follows:

- All parcels with a single-family dwelling that were more than a half-acre in size were classified Partially Vacant, and a quarter-acre was removed from the unconstrained area of these parcels to account for the existing dwelling. If less than a quarter acre of unconstrained land remained after removing a quarter-acre of land for the existing dwelling, then the parcel was classified as Developed.
- Parcels with an existing multi-family structure, commercial structure, farm building, or other non-residential structure were manually classified as Partially Vacant or Developed based on the size of the parcel relative to the value of the improvements. Larger parcels (more than 3 acres) with low improvement values were generally classified Partially Vacant, while smaller parcels or parcels with high improvement values were classified Developed. A quarter-acre was removed from all parcels classified as Partially Vacant. The Simplified UGB Method requires cities to review aerial imagery for each of these parcels to estimate the remaining buildable area. With assistance from staff, this level of refinement may be possible for Draft 2 of the BLI.
- **Vacant**: Parcels with more than 3,000 square feet of unconstrained land and improvement value less than \$10,000. These parcels have sufficient area for development and little to no improvements.
- **Difficult to Serve**: These parcels either meet the definition of Vacant or Partially Vacant; however, due to a variety of factors, may be difficult or infeasible to serve with adequate infrastructure to support urban development. No parcels were classified as Difficult to Serve in the BLI. For the purposes of this analysis, these parcels will be considered potentially buildable, but the lack of infrastructure and expense of providing infrastructure to these sites may present a major barrier to development.

The results of this analysis are presented in Tables 1-3 in this memo. Table 1 and Table 2 provide a summary of the amount of residential and commercial land in the three cities by development status. While the focus of this study is residential land, a summary of land available in commercial zones is provided for context because most commercial zones allow residential development.

(a) For lots and parcels at least one-half acre in size that contain a single-family residence, the city must subtract one-quarter acre for the residence, and count the remainder of the lot or parcel as vacant land, and

(b) For lots and parcels at least one-half acre in size that contain more than one single-family residence, multiple-family residences, non-residential uses, or ancillary uses such as parking areas and recreational facilities, the city must identify vacant areas using an orthophoto or other map of comparable geometric accuracy. For the purposes of this identification, all publicly owned park land shall be considered developed. If the vacant area is at least one-quarter acre, the city shall consider that portion of the lot or parcel to be vacant land.

Housing unit projections are not provided for commercial zones, however, as each city should be able to meet housing needs through adequate provision of residentially zoned lands.

Step 3 – Estimate Net Buildable Lands and Housing Unit Capacity

The final step of the BLI is to estimate the capacity for new housing units on each parcel. There are four steps in the calculation:

- **Unconstrained Acres:** The amount of land remaining in each parcel after deducting any constrained areas and, on Partially Vacant parcels, a quarter-acre general reduction for existing structures.
- **Net Buildable Acres:** The amount of unconstrained land in each parcel is reduced by 25% to account for land needed for public facilities (primarily streets) to support new development.
- **Projected Density:** For each residential zone, a projected density (units per net buildable acre) was identified based on the housing types that are permitted in the zone, minimum lot size standards, and maximum density standards. Parcels that span multiple zones (i.e., split zoned) were divided based on zone boundaries and housing unit capacity was calculated for each portion of the parcel. The projected density levels are presented in Table 4. These assumptions are generally consistent with the approach for the Simplified UGB Method.
- **Housing Unit Capacity:** The projected density is multiplied by the net buildable acres to estimate the housing unit capacity of each parcel. Finally, the housing unit capacity of each parcel was rounded down to a whole number to reflect the actual maximum allowable number of units that could be permitted.

Table 3 in the *Results* section of this memo breaks down this data by city, showing the number of unconstrained acres and the housing capacity in residential zones for each jurisdiction. Figure 1 graphically depicts the amount of vacant and partially vacant land available for areas that are unconstrained in each of the cities; Figure 2 shows the number of residential units (housing capacity) that can potentially be accommodated on vacant and partially vacant land in each city.

RESULTS

Table 1. BLI Summary by Development Status, Residential Zones, All Cities

Development Status	Total Parcels	Gross Acres	Constrained Acres³	Unconstrained Acres
Constrained	444	140	136	--
Developed	1,959	848	142	--
Public	69	536	132	
Total Not Buildable	2,472	1,524	410	--
Difficult to Serve	--	--	--	--
Partially Vacant	166	665	70	554
Vacant	460	1,430	180	1,257
Total Potentially Buildable	626	2,095	250	1,812

Table 2. BLI Summary by Development Status, Commercial Zones, All Cities

Development Status	Total Parcels	Gross Acres	Constrained Acres	Unconstrained Acres
Constrained	142	24	23	--
Developed	147	134	7	--
Public	13	7	1	
Total Not Buildable	302	165	31	--
Difficult to Serve	--	--	--	--
Partially Vacant	3	3	0	3
Vacant	93	172	27	145
Total Potentially Buildable	96	175	27	148

³ Constrained acres for "Partially Vacant" does not include the quarter-acre deducted from each parcel to account for single-family dwellings.

Table 3. Unconstrained Acres and Housing Unit Capacity by Jurisdiction, Residential Zones

Jurisdiction	Unconstrained Acres				Housing Unit Capacity			
	Difficult to Serve	Partially Vacant	Vacant	Total	Difficult to Serve	Partially Vacant	Vacant	Total
Echo	--	53	58	111	--	310	229	539
Stanfield	--	161	287	448	--	951	1,696	2,647
Umatilla	--	340	912	1,252	--	318	3,342	3,660
Total	--	554	1,257	1,811	--	1,579	5,267	6,846

Figure 1. Unconstrained Acres by Jurisdiction, All Cities, Residential Zones

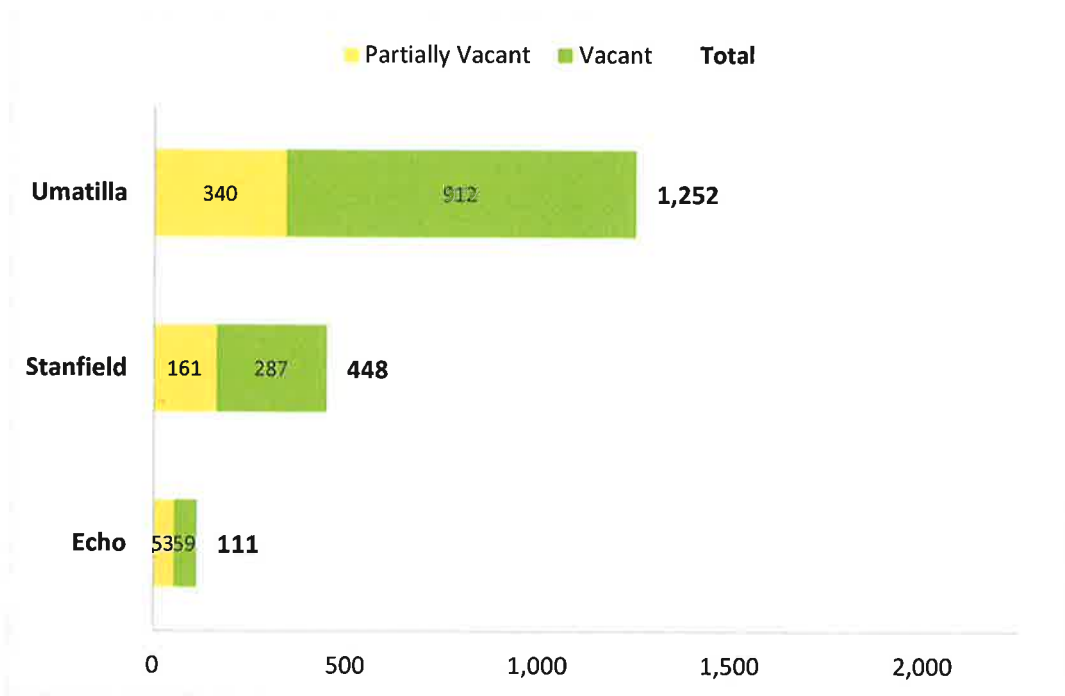


Figure 2. Housing Unit Capacity by Jurisdiction, Residential Zones

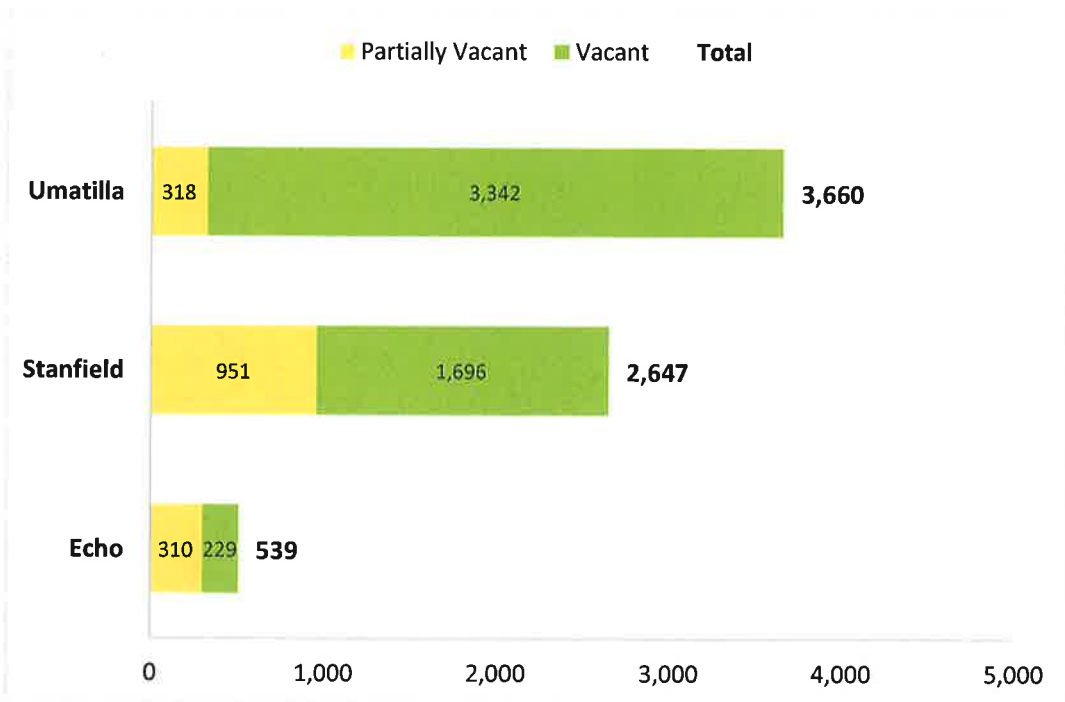
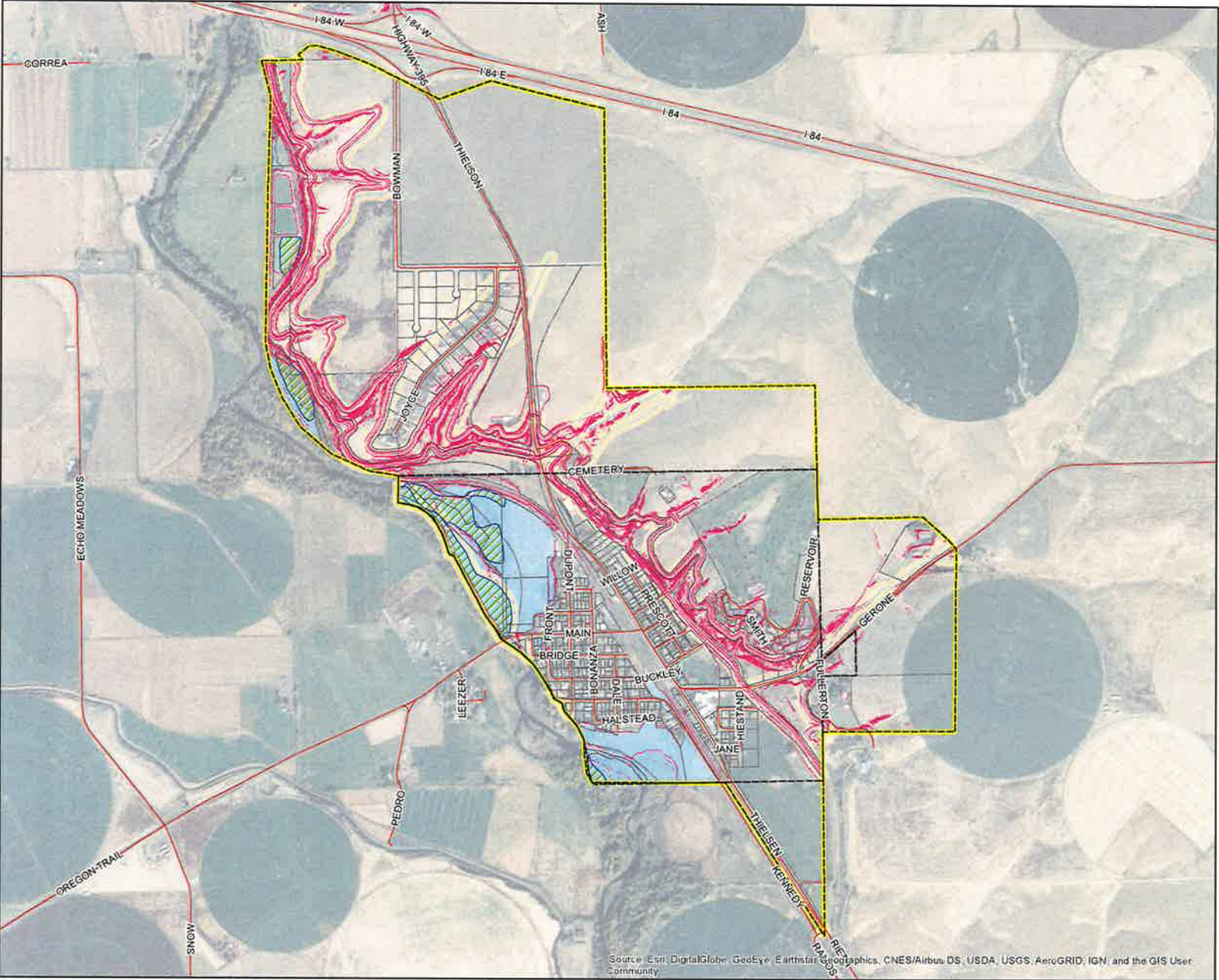


Table 4. Potentially Buildable Acres and Housing Unit Capacity by Zone, Residential Zones

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres				Housing Unit Capacity					
		Difficult to Serve	Partially Vacant	Vacant	Total	Share of Total	Difficult to Serve	Partially Vacant	Vacant	Total	Share of Total
Echo											
R-1: General Residential	5	--	10	11	21	19%	--	38	16	54	10%
R-2: Limited Residential	5	--	17	19	36	33%	--	61	64	125	23%
R-3: High Density Residential	18	--	15	10	24	22%	--	196	129	325	60%
R-4: Farm Residential	1	--	11	18	29	26%	--	2	0	2	0%
RC: Residential Commercial	5	--	0	1	1	1%	--	13	20	33	6%
Subtotal		--	52	58	110	--	--	310	229	539	--
Stanfield											
R/MF: Residential/Multi-Family	18	--	0	0	0	0%	--	0	0	0	0%
R/MH: Residential/MF Park	8	--	0	44	44	10%	--	0	265	265	10%
R/NC: Residential/N'hood Comm.	8	--	0	11	11	2%	--	0	64	64	2%
R/UH: Residential/Urban Holding	8	--	34	187	314	70%	--	758	1,115	1,873	71%
R: Residential	8	--	127	45	79	18%	--	193	252	445	17%
Subtotal		--	161	287	448	--	--	951	1,696	2,647	--
Umatilla											
DR: Downtown Residential	18	--	0	4	4	0%	--	0	41	41	1%
F-2: General Rural	0.05	--	1	40	41	3%	--	0	1	1	0%
R-1: Agricultural Residential	0.25	--	163	63	226	18%	--	20	4	24	1%
R1: Single-Family Residential	5	--	11	558	569	45%	--	34	2,017	2,051	56%
R-1A: Two Acre Residential	2	--	117	36	153	12%	--	157	47	204	6%
R2: Medium Density Residential	8	--	3	200	203	16%	--	14	1,150	1,164	32%
R-2: Suburban Residential	1	--	36	1	37	3%	--	16	0	16	0%
R3: Multi-Family Residential	18	--	5	5	10	1%	--	60	70	130	4%
R-3: Urban Residential	5	--	5	5	10	1%	--	17	12	29	1%
Subtotal		--	340	912	1,253	--	--	318	3,342	3,660	--

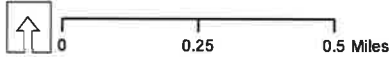
**West Umatilla Cities
Buildable Lands Inventory**

**City of Echo:
Constraints**



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Prepared by:
Angilli Planning Group
Date: 03/16/19

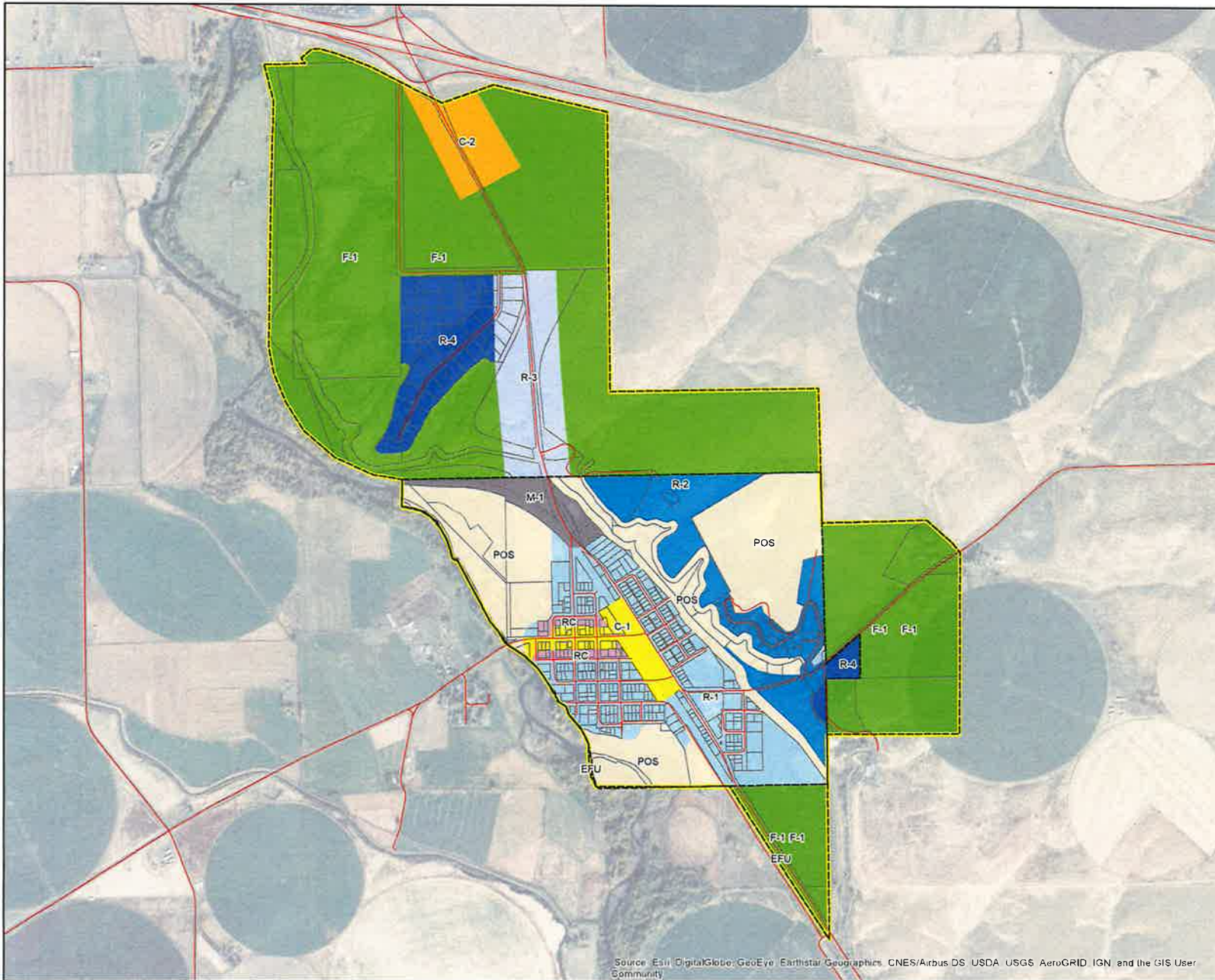
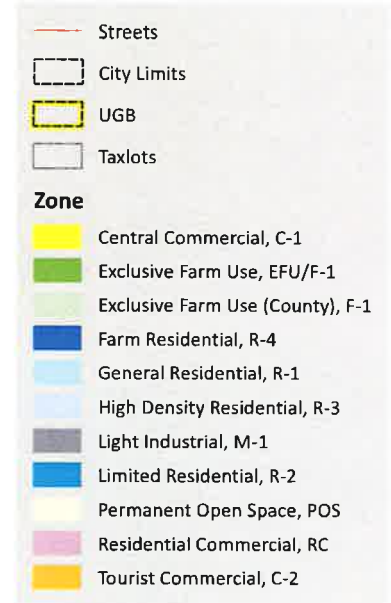


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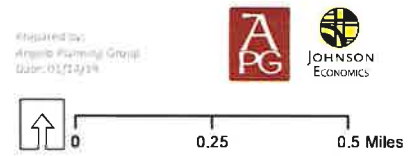
This map is intended for informational purposes only. While the map represents the best data available at the time of preparation, APG makes no claims, representations, or warranties as to its accuracy or completeness. Availability available upon request.

**West Umatilla Cities
Buildable Lands Inventory**

**City of Echo:
Zoning**



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

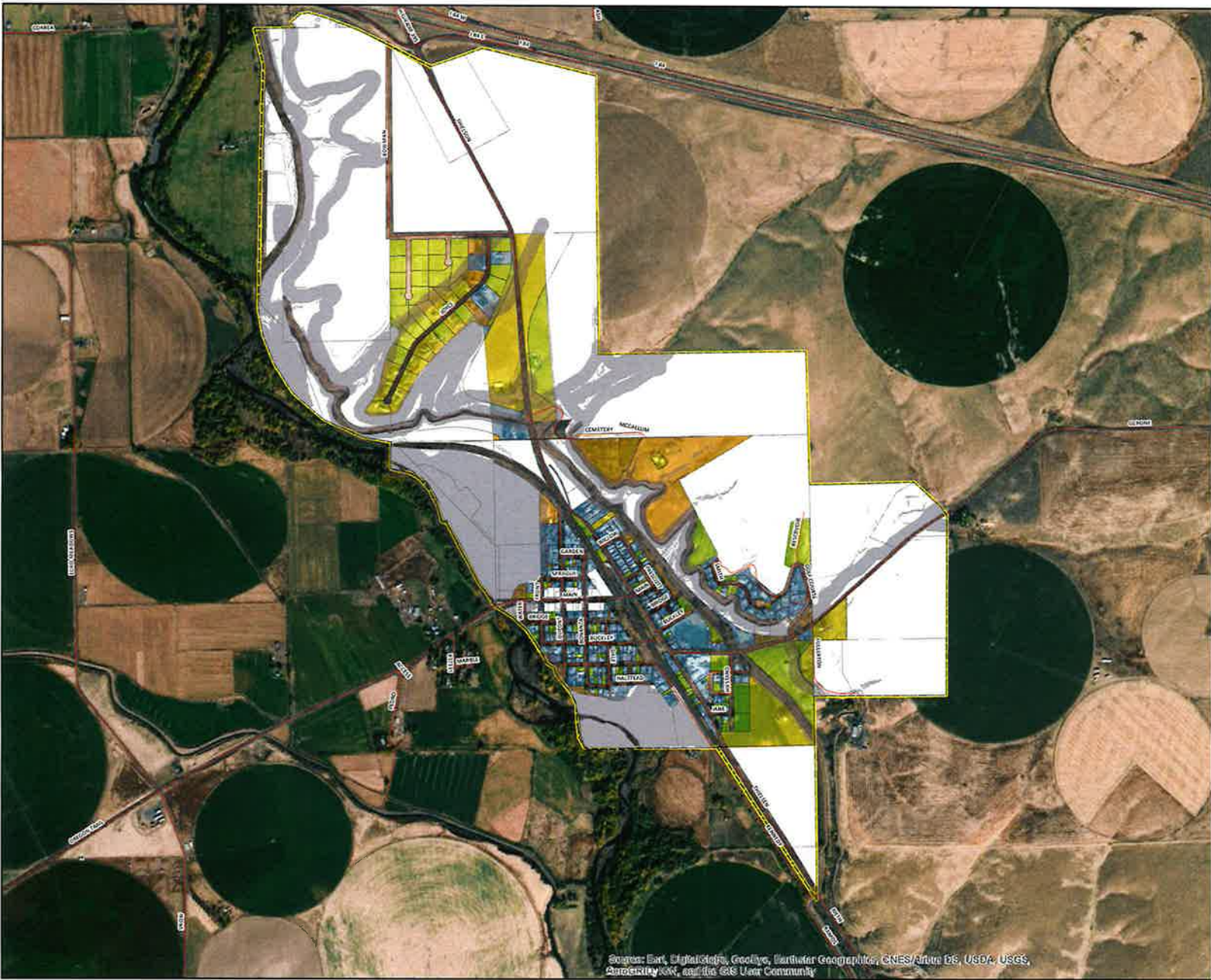


Coordinate System:
 NAD 1983 NAD83 StatePlane Oregon North FIPS 1201 Feet spheroid

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**West Umatilla Cities
Buildable Lands Inventory**

**City of Echo:
Development Status**



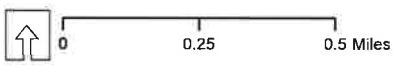
- Streets
- City Limits
- UGB
- Easements
- All Constrained Areas
- Non-Residential Zones

Development Status

- Constrained
- Developed
- Partially Vacant
- Vacant

Prepared by:
Anglo Planning Group
Date: 08/27/19





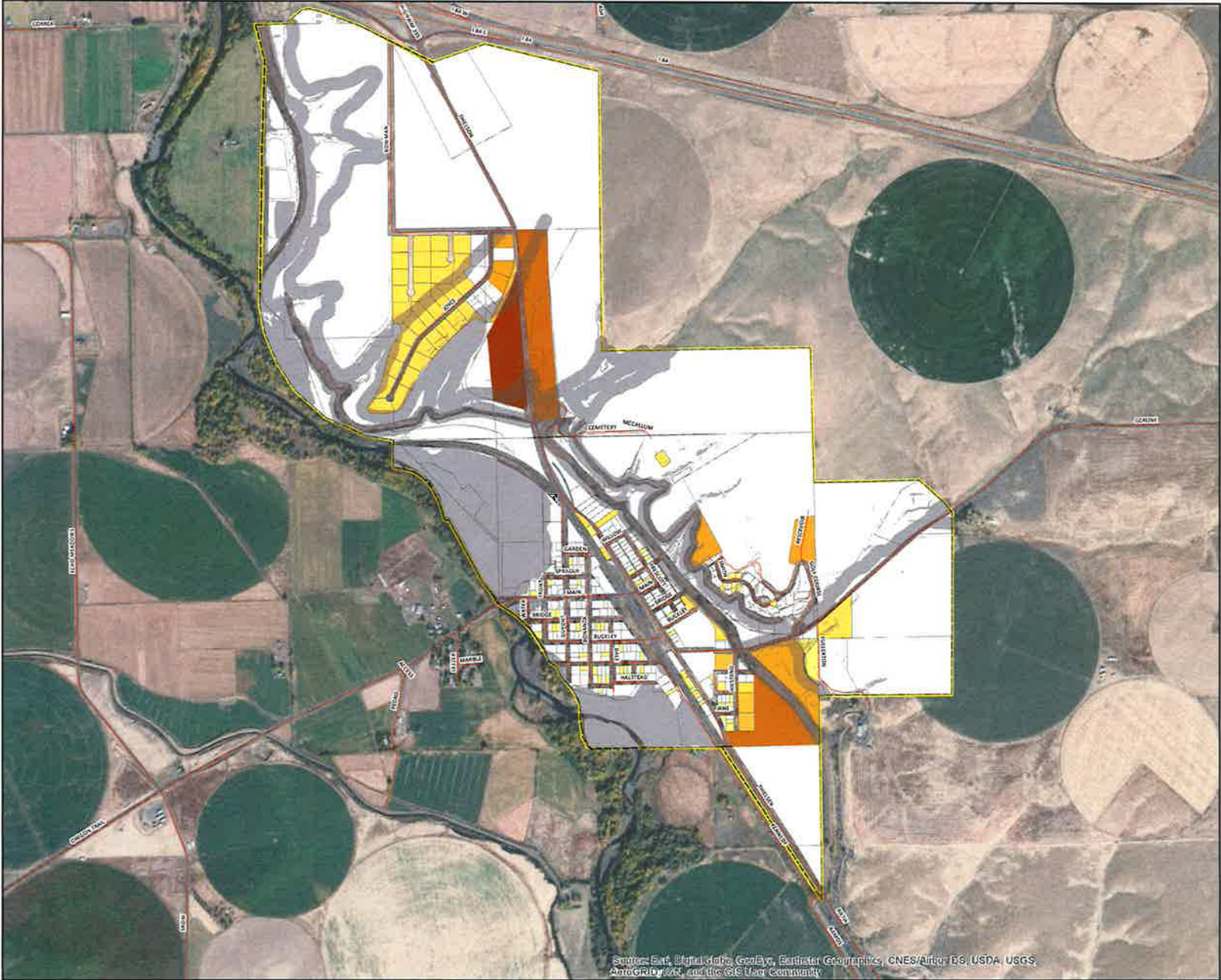
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**West Umatilla Cities
Buildable Lands Inventory**

**City of Echo:
Housing Capacity**



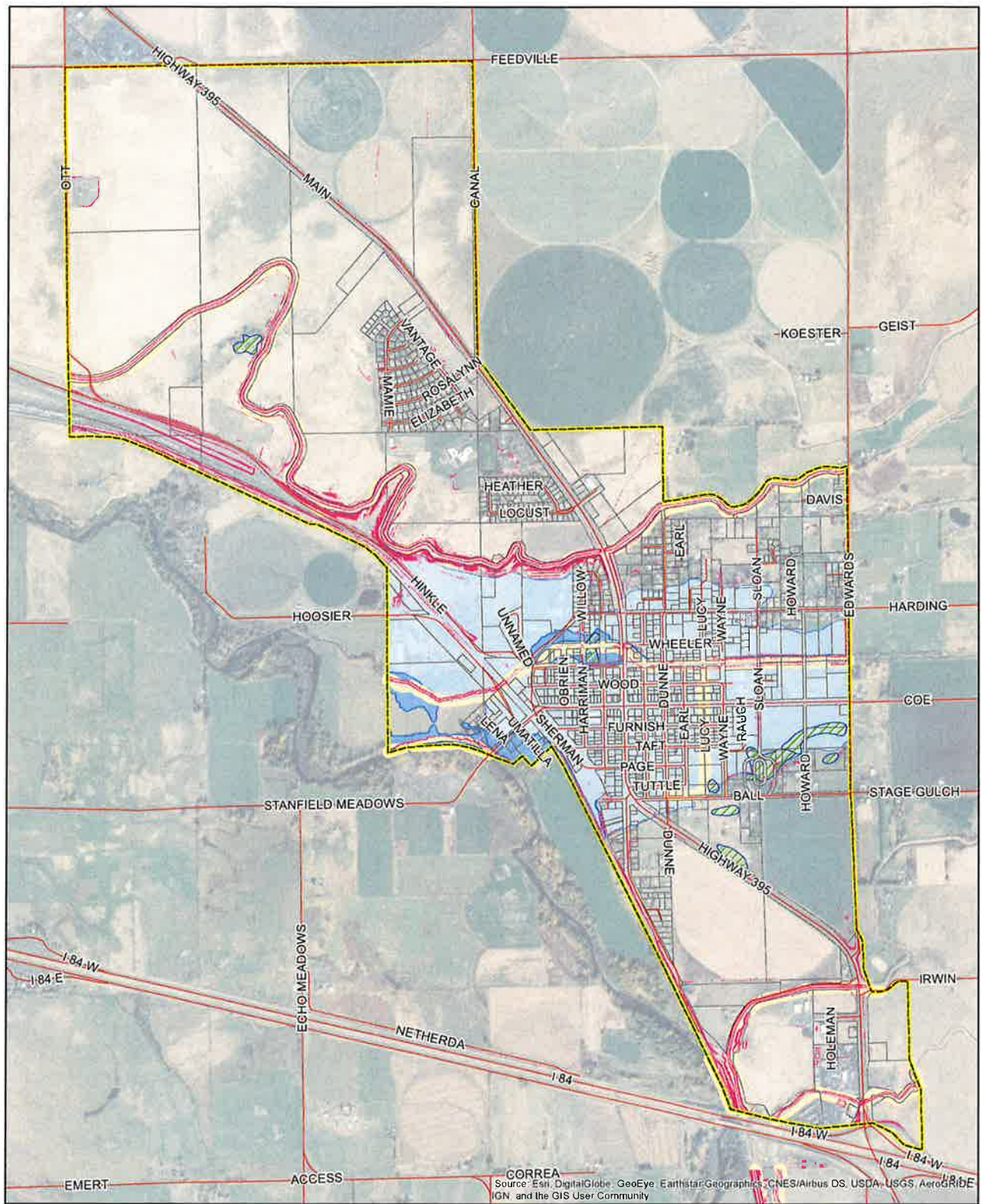
Prepared by
 Angora Planning Group
 Date: 02/29/19

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Coordinate System:
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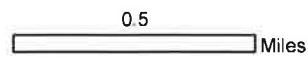
Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community



**West Umatilla Cities
Buildable Lands Inventory**



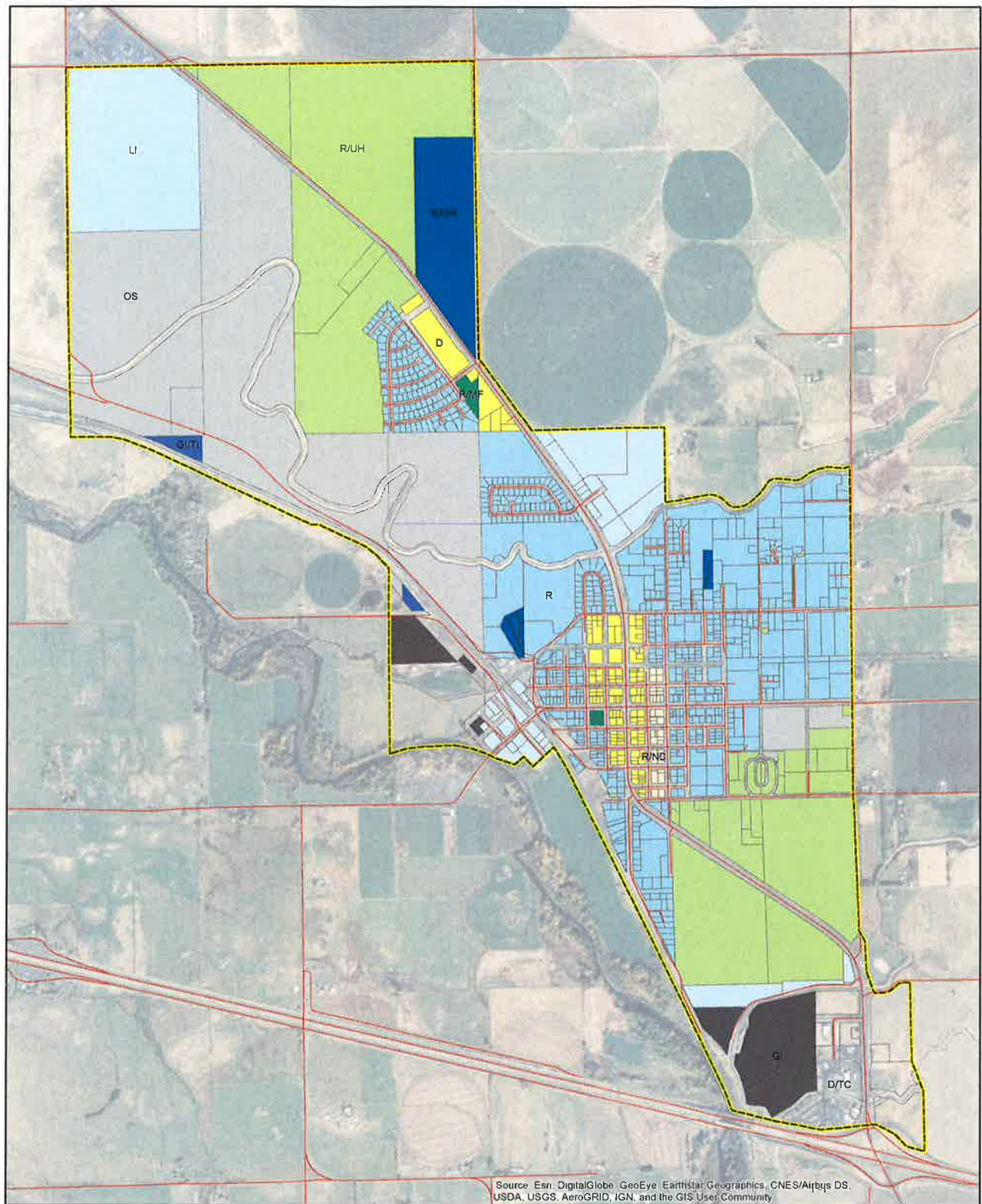
**City of Stanfield:
Constraints**



Coordinate System: NAD 83 UTM Zone 12N
 Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

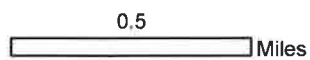


Prepared by:
 Angelo Planning Group
 Date: 01/14/19



**West Umatilla Cities
Buildable Lands Inventory**

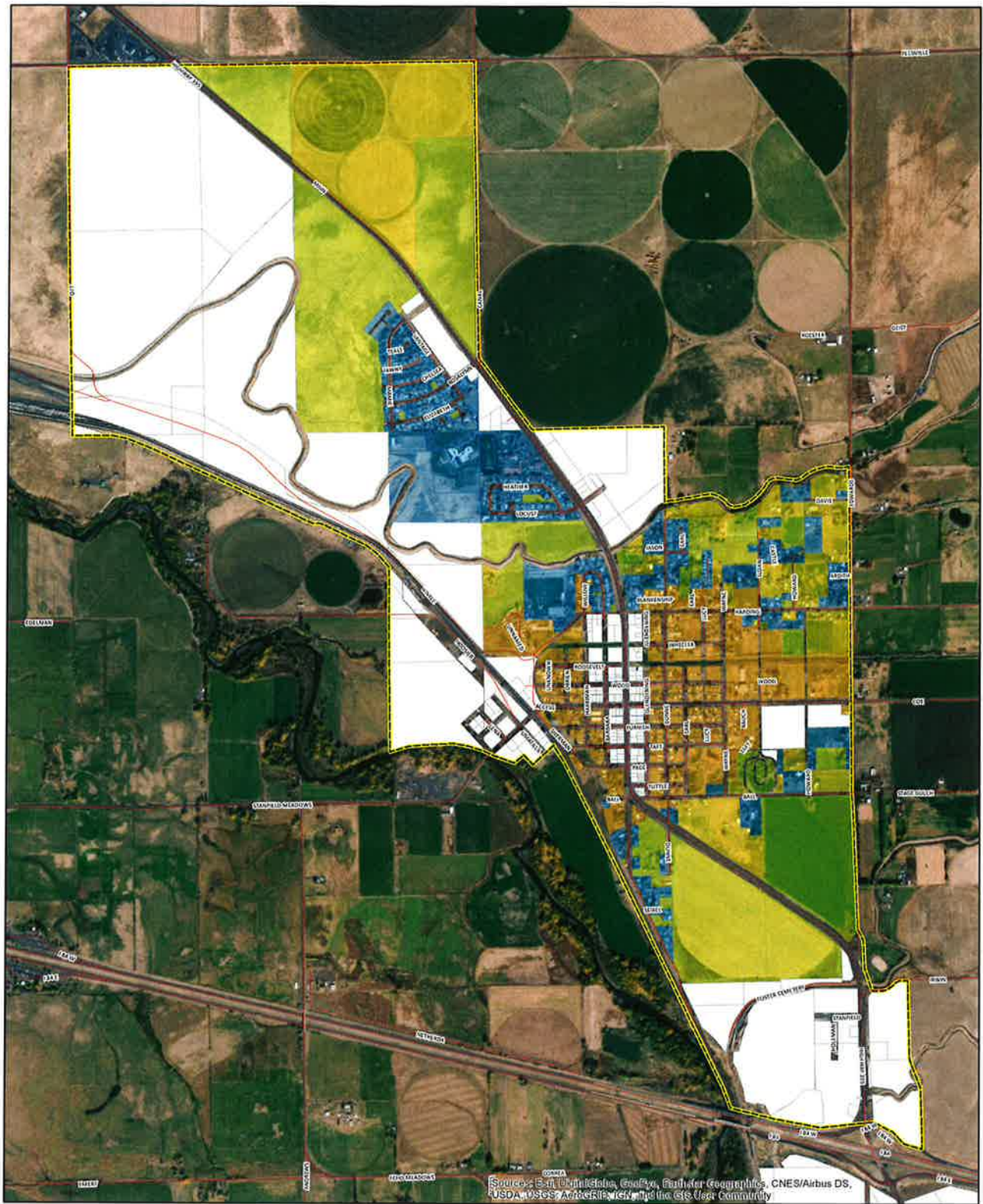
City of Stanfield: Zoning



Coordinate System:
NAD 1983 FARS 500 Plane Oregon North (ft, SRS) feet srs
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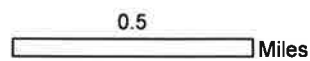


Prepared by:
Angelo Planning Group
Date: 01/17/19



**West Umatilla Cities
Buildable Lands Inventory**

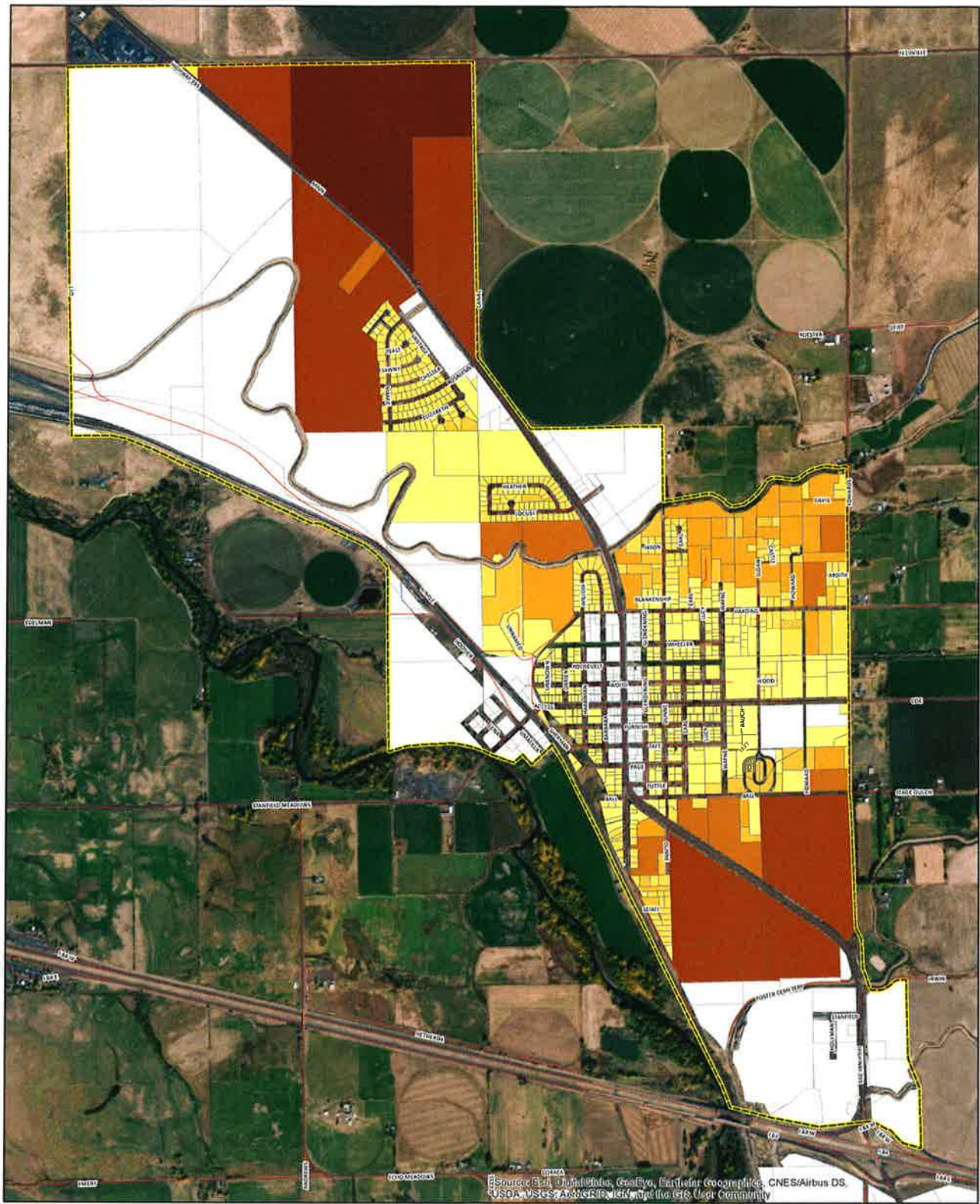
City of Stanfield: Development Status



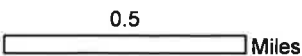
Coastal Data System
 NAD 1983 HAIN StatePlaneOregon North FIPS 4601 Feet Unit
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Prepared by:
 Angelo Planning Group
 Date: 02/04/19



West Umatilla Cities
Buildable Lands Inventory **City of Stanfield: Housing Capacity**



Coordinate System:
 NAD 1983 UTM Zone 18N
 Datum: North American 1983
 Unit: Meter
 Projection: Transverse Mercator
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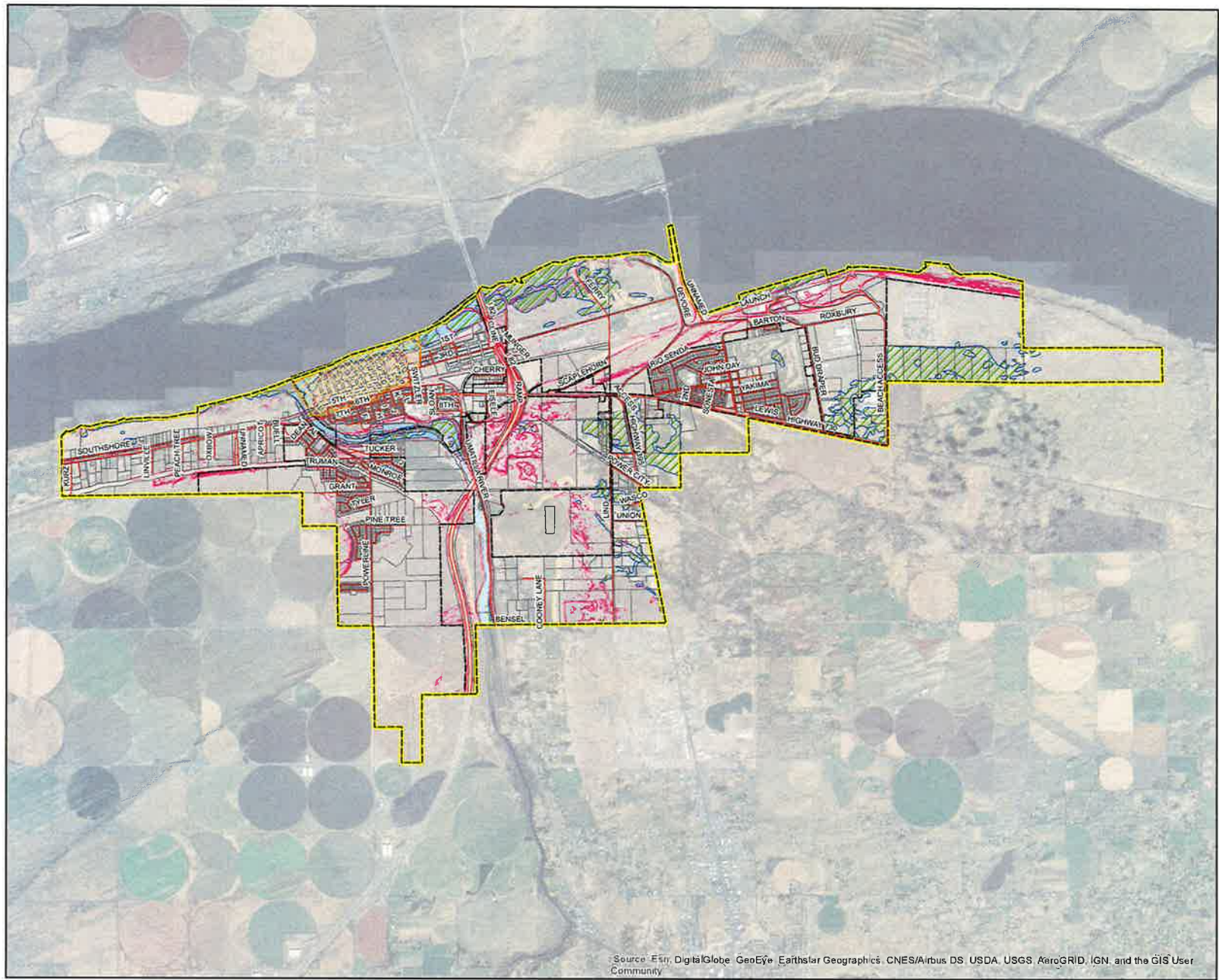
West Umatilla Cities Buildable Lands Inventory

City of Umatilla:

Constraints



*Archeological Site Displays Approximate Boundary



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Prepared by:
Angelo Planning Group
Date: 02/04/18

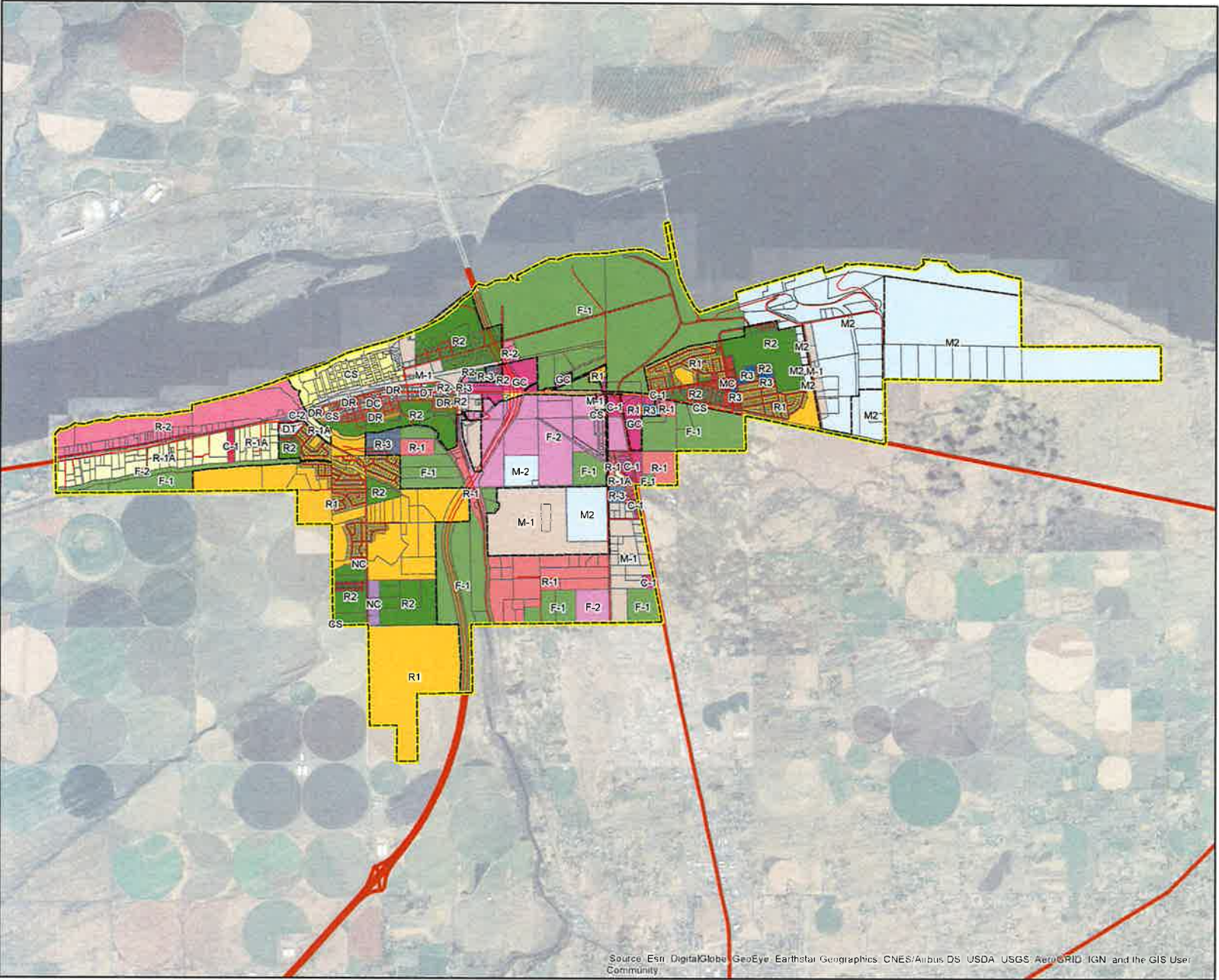
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**West Umatilla Cities
Buildable Lands Inventory**

**City of Umatilla:
Zoning**



- Streets
 - Taxlot
 - City Limits
 - Umatilla_UGB
- Zone**
- Agricultural Residential, R-1
 - Community Services, CS
 - Downtown Commercial, DC
 - Downtown Residential, DR
 - Downtown Transitional, DT
 - Exclusive Farm Use, F-1
 - General Commercial, C-1, GC
 - General Rural, F-2
 - Heavy Industrial, M-2
 - Light Industrial, M-1
 - McNary Center Commercial, MC
 - Medium Density Residential, R2
 - Multi-Family Residential, R3
 - Neighborhood Commercial, NC
 - Single-Family Residential, R1
 - Suburban Residential, R-2
 - Tourist Commercial, C-2
 - Two Acre Residential, R-1A
 - Urban Residential, R-3

Prepared by
Angus Planning Group
Date: 01/24/20

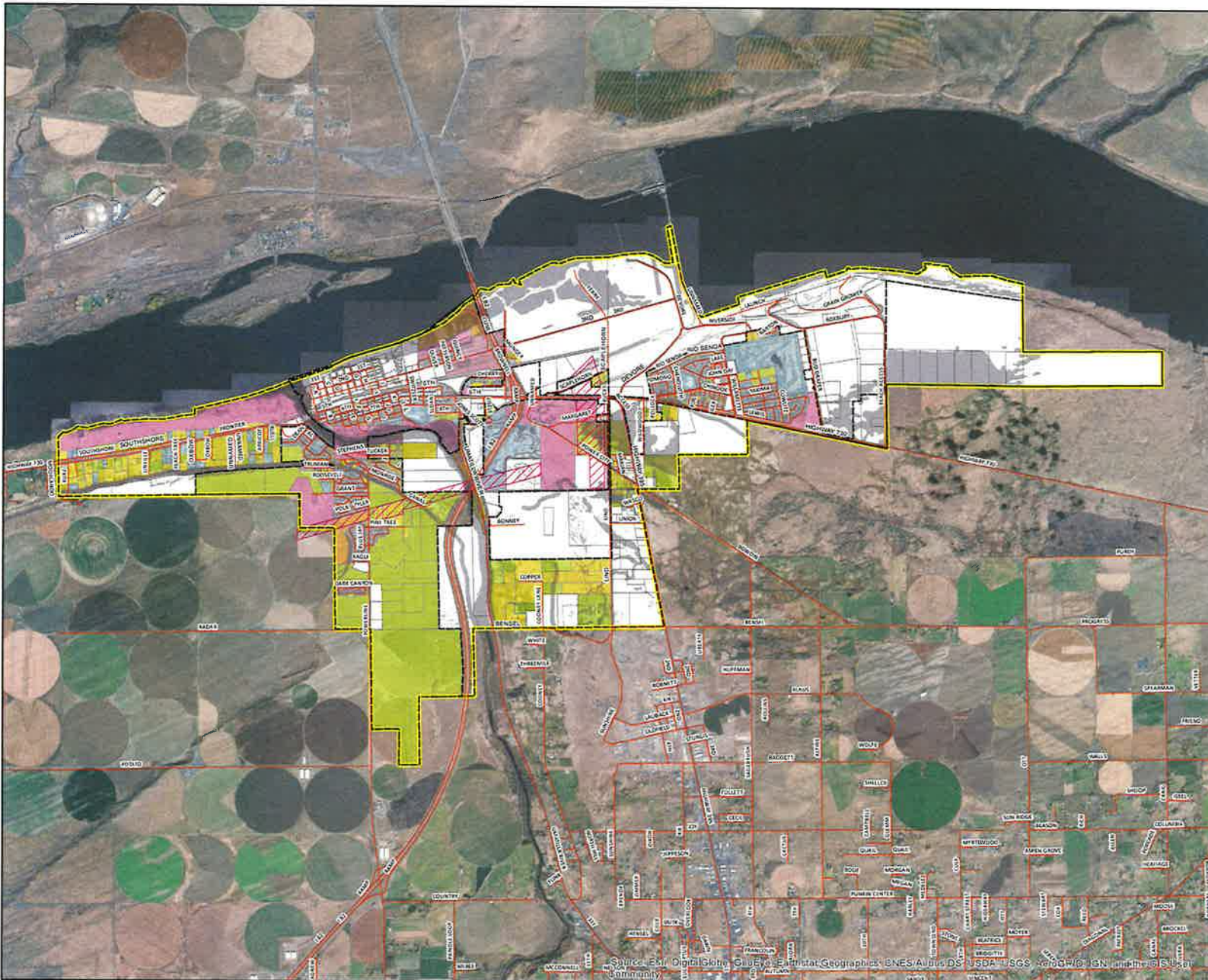


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Coordinate System:
NAD 1983 NADN MainPlane Oregon North 1983 5601 Feet Intl

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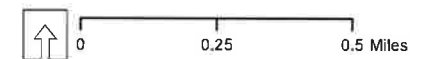


West Umatilla Cities Buildable Lands Inventory

City of Umatilla: Development Status



Prepared by:
Atalgo Planning Group
Date: 03/27/17

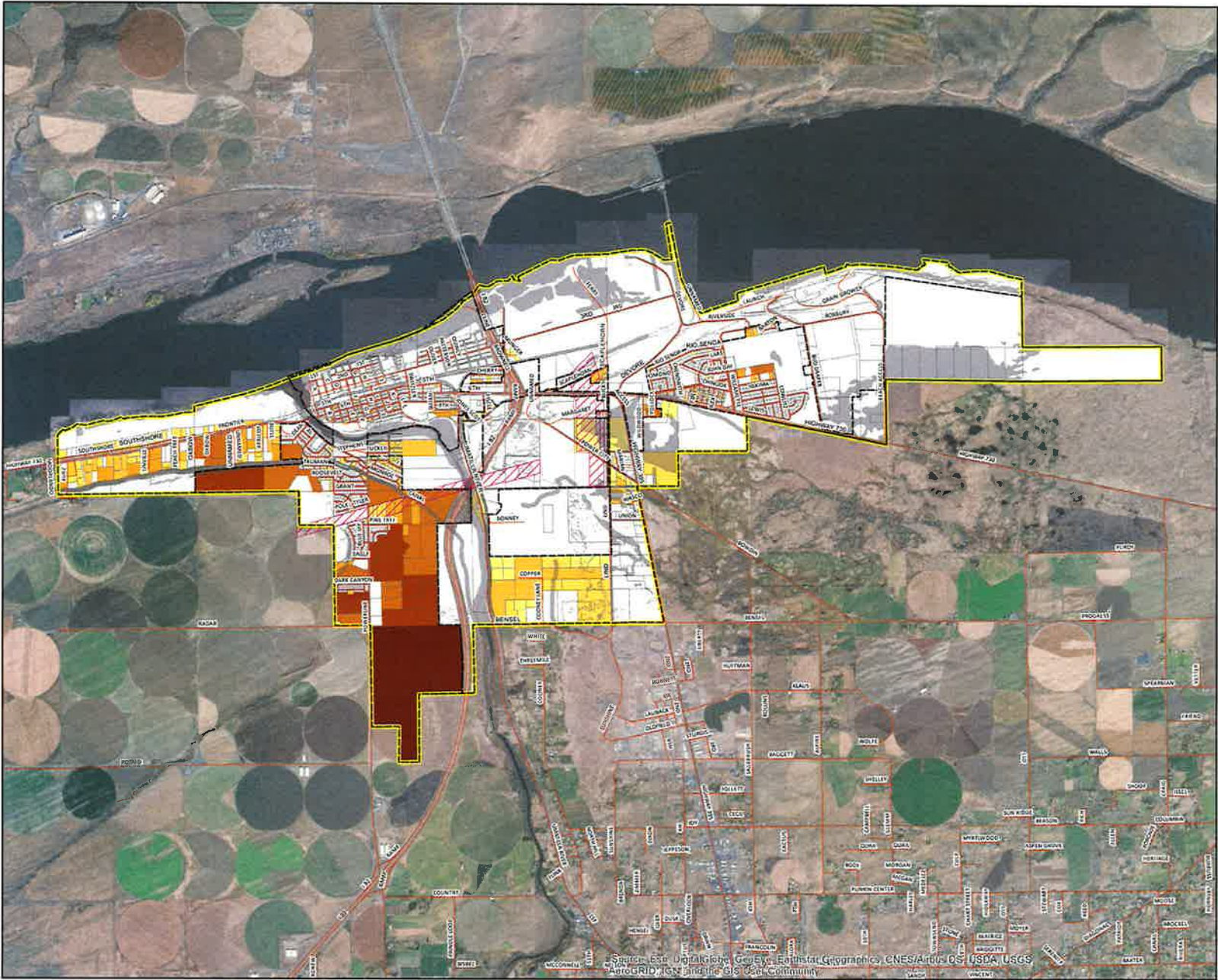


Coordinate Systems:
NAD 1983 - NAD83 StatePlane Oregon North FIPS 5002 Feet (ft)

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**West Umatilla Cities
Buildable Lands Inventory**

**City of Umatilla:
Housing Capacity**



- Streets
- ▭ City Limits
- ▭ UGB
- ▨ Easements
- ▭ All Constrained Areas
- ▭ Non-Residential Zones

Housing Unit Capacity (Residential Only)

- 0
- 1 - 2
- 3 - 5
- 6 - 20
- 21 - 100
- 101 - 500
- 500+

Prepared by:
Angela Plunzke-Globe
Date: 02/27/19




0 0.25 0.5 Miles

Coordinate System:
NAD 1983 HARN StatePlane Oregon North FIPS 5003 Feet/ft

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Sources: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, Sina, Aero, Bing, Google, Mapbox, © 2019 TomTom

Exhibit C



Source: City of Umatilla

CITY OF UMATILLA, OR

HOUSING AND RESIDENTIAL LAND NEEDS ASSESSMENT (OREGON STATEWIDE PLANNING GOAL 10)

20-YEAR HOUSING NEED 2019 - 2039

Prepared For:
CITY OF UMATILLA, OREGON
June 2019

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INTRODUCTION

This analysis outlines a forecast of housing need within the City of Umatilla. Housing need and resulting land need are forecast to 2039 consistent with 20-year need assessment requirements of periodic review. This report presents a housing need analysis (presented in number and types of housing units) and a residential land need analysis, based on those projections.

The primary data sources used in generating this forecast were:

- Portland State University Population Research Center
- U.S. Census
- Environics Analytics Inc.¹
- Oregon Employment Department
- Umatilla County GIS
- Other sources are identified as appropriate.

This analysis reflects the coordinated population forecast from the Oregon Population Forecast Program, at the Population Research Center (PRC) at PSU. State legislation passed in 2013 made the PRC responsible for generating the official population forecasts to be used in Goal 10 housing analyses in Oregon communities outside of the Portland Metro area (ORS 195.033). The population forecasts used in this analysis were generated in 2016.

This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

I. CITY OF UMATILLA DEMOGRAPHIC PROFILE

SUMMARY

The following table (Figure 1.1) presents a profile of City of Umatilla demographics from the 2000 and 2010 Census. This includes the city limits of Umatilla, as well as areas currently included within the Urban Growth Boundary (UGB). It also presents the estimated population of this area as of 2018 from PSU estimates.

- Umatilla is a City of an estimated 7,320 people (City), and 8,834 people (UGB), located in Umatilla County in Northeastern Oregon. An estimated 17% of the population in the UGB lives outside the city limits.
- Based on the UGB population, Umatilla is roughly the 64th largest city in the state by population. Within Umatilla County, Umatilla is the third largest city after Hermiston and Pendleton.
- Umatilla has experienced rapid growth, growing over 47% in population since 2000. In contrast, Umatilla County and the state experienced population growth of 14% and 21% respectively. The City of Hermiston grew 37% over this period. (US Census and PSU Population Research Center)

¹ Environics Analytics Inc. is a third-party company providing data on demographics and market segmentation. It licenses data from the Nielson Company which conducts direct market research including surveying of households across the nation. Nielson combines proprietary data with data from the U.S. Census, Postal Service, and other federal sources, as well as local-level sources such as Equifax, Vallassis and the National Association of Realtors. Projections of future growth by demographic segments are based on the continuation of long-term and emergent demographic trends identified through the above sources.

- The Umatilla UGB was home to an estimated 2,247 households in 2018, an increase of roughly 550 households since 2000. The percentage of families fell slightly between 2000 and 2018 from 78% to 74% of all households. The city has a larger share of family households than Umatilla County (68%) and the state (63%).
- Umatilla’s estimated average household size is 3.15 persons, holding fairly stable since 2000. This is higher than the Umatilla County average of 2.67 and the statewide average of 2.47.

FIGURE 1.1: UMATILLA DEMOGRAPHIC PROFILE

POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS					
	2000	2010	Growth	2018	Growth
	(Census)	(Census)	00-10	(PSU)	10-18
Population ¹	6,008	8,335	38.7%	8,834	6.0%
Households ²	1,691	2,089	23.5%	2,247	7.6%
Families ³	1,317	1,553	18%	1,671	8%
Housing Units ⁴	1,824	2,131	17%	2,240	5%
Group Quarters Population ⁵	697	1,755	152%	1,755	0%
<i>Household Size (non-group)</i>	<i>3.14</i>	<i>3.15</i>	<i>0%</i>	<i>3.15</i>	<i>0%</i>
<i>Avg. Family Size</i>	<i>3.51</i>	<i>3.59</i>	<i>2%</i>	<i>3.59</i>	<i>0%</i>
PER CAPITA AND MEDIAN HOUSEHOLD INCOME					
	2000	2010	Growth	2018	Growth
	(Census)	(Census)	00-10	(Proj.)	10-18
Per Capita (\$)	\$11,469	\$12,267	7%	\$12,864	5%
Median HH (\$)	\$33,844	\$44,643	32%	\$38,796	-13%

SOURCE: Census, PSU Population Research Center, and Johnson Economics

Census Tables: DP-1 (2000, 2010); DP-3 (2000); S1901; S19301

¹ From PSU Population Research Center, Population Forecast Program, final forecast for Umatilla Co. (2017)

² 2018 Households = (2018 population - Group Quarters Population)/2018 HH Size

³ Ratio of 2018 Families to total HH is based on 2016 ACS 5-year Estimates

⁴ 2018 housing units are the '10 Census total plus new units permitted from '10 through '18 (source: Census, Cities)

⁵ Ratio of 2018 Group Quarters Population to Total Population is kept constant from 2010.

A. POPULATION GROWTH

Since 2000, Umatilla has grown by roughly 2,825 people within the UGB, or 47% in 18 years. This is a faster growth rate than was seen in the rest of the county (14%), and the state (21%). In comparison, the population of Hermiston grew by an estimated 37% during this period.

B. HOUSEHOLD GROWTH & SIZE

As of 2018, the city has an estimated 2,250 households. Since 2000, Umatilla has added an estimated 555 households, or 33% growth. A household is defined as all the persons who occupy a single housing unit, whether or not they are related.

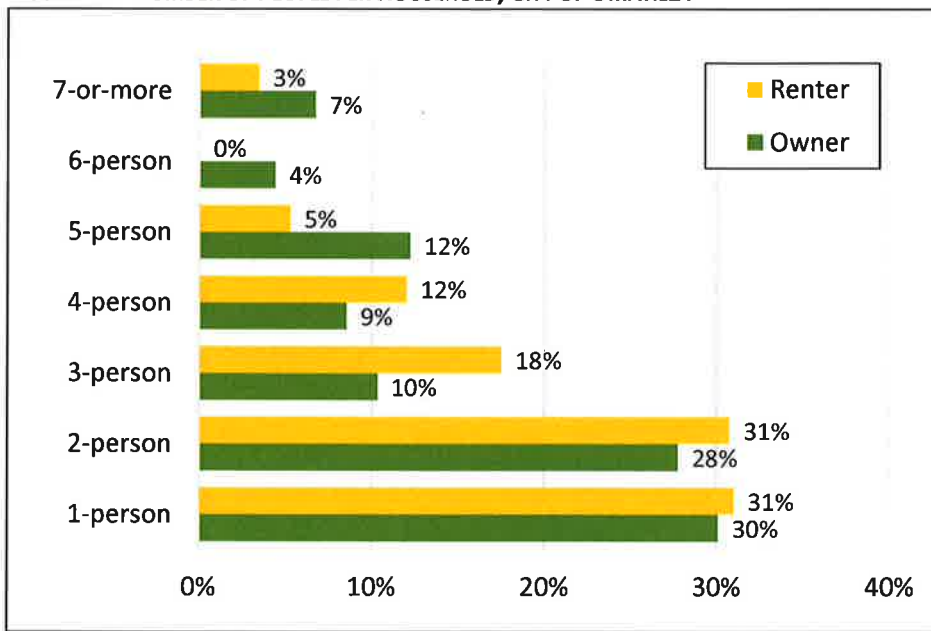
Household growth was slower than population growth reflecting that the share of the population in group housing has grown as the correctional facility has reached capacity. (Group quarters includes living situations that are

often institutional in nature such as prisons, dorms, nursing facilities, shelters, etc.). There has been a general trend in Oregon and nationwide towards declining household size as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have become empty nesters. While this trend of diminishing household size is expected to continue nationwide, there are limits to how far the average can fall. Umatilla has resisted this trend in recent decades.

Umatilla’s average household size of 3.15 people is larger than Umatilla County (2.67). (The 2017 ACS estimates that the average household size has fallen to 2.73 over the last two years. Without confirmation, this estimate seems low, and also would correspond to a growth in the number of households that seems to outnumber the housing supply.)

Figure 1.2 shows the share of households by the number of people for renter and owner households in 2017 (latest available), according to the Census. Renter households are more likely to have three or fewer persons. Owner households are more likely to have larger households.

FIGURE 1.2: NUMBER OF PEOPLE PER HOUSEHOLD, CITY OF UMATILLA



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: B25009 (2017 ACS 5-yr Estimates)

C. FAMILY HOUSEHOLDS

As of the 2017 ACS, 74% of Umatilla households were family households, down slightly from 2000 (78%). The total number of family households in Umatilla is estimated to have grown by 350 since 2000. This is 63% of all new households in this period.

The Census defines family households as two or more persons, related by marriage, birth or adoption and living together. In 2017, family households in Umatilla had an average size of 3.59 people.

D. HOUSING UNITS

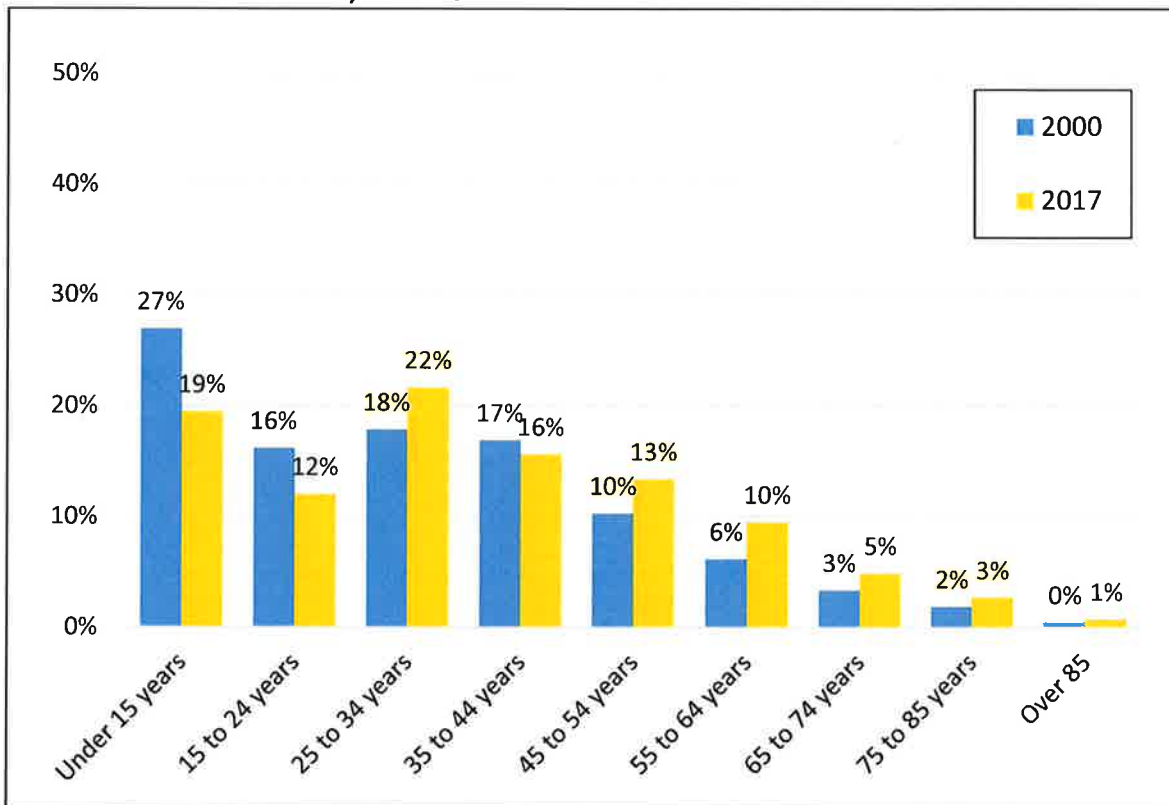
Data from the City of Umatilla and the US Census indicate that the city added a little over 100 new housing units since 2010 within the UGB. At the same time, the city has added roughly 160 households, meaning the growth in households and population is outpacing the production of new housing in the community.

As of 2018, the city had an estimated housing stock of roughly 2,240 units for its 2,247 estimated households. These estimates would mean very low or zero vacancy or unit availability in the community, which may not be literally true, but does indicate more generally that the demand and supply of housing are very nearly balanced currently.

E. AGE TRENDS

The following figure shows the share of the population falling in different age cohorts between the 2000 Census and the most recent 5-year estimates. As the chart shows, there is a general trend of younger age cohorts falling as share of total population, while older cohorts have grown in share. This is in keeping with the national trend caused by the aging of the Baby Boom generation. At the same time, the share of people aged from 25 to 34 years of age has grown slightly.

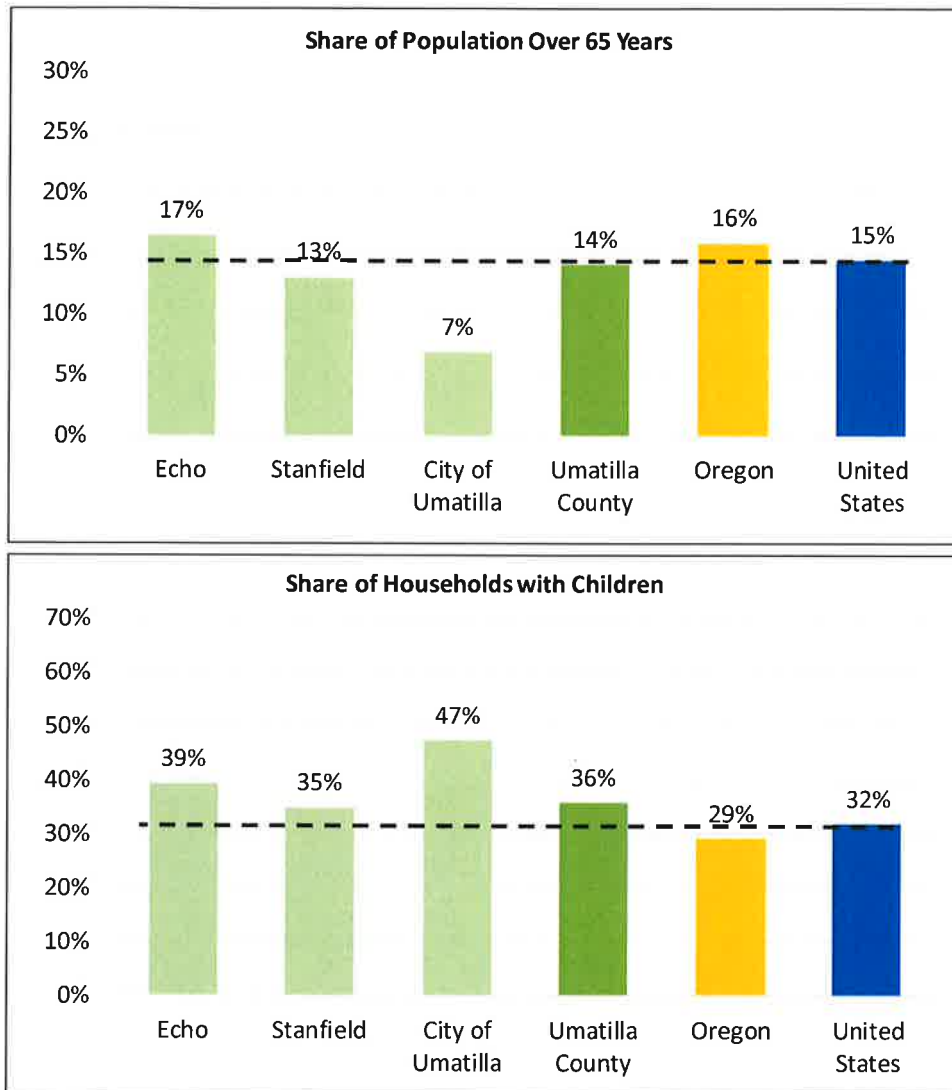
FIGURE 1.3: AGE COHORT TRENDS, 2000 - 2017



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: QT-P1 (2000); S0101 (2017 ACS 5-yr Estimates)

- The cohorts that grew in share during this period were those aged 45 and older. Still an estimated 92% of the population is under 65 years of age.
- In the 2017 ACS, the local median age was an estimated 32 years, compared to 36 years in Umatilla County, and 39 years in Oregon.
- Figure 1.4 presents the share of households with children, and the share of population over 65 years for comparison. Compared to state and national averages, Umatilla has a much larger share of households with children and a much smaller share of the population over 65.

FIGURE 1.4: SHARE OF HOUSEHOLDS WITH CHILDREN/ POPULATION OVER 65 YEARS (UMATILLA)



SOURCE: US Census, JOHNSON ECONOMICS LLC
 Census Tables: B11005; S0101 (2017 ACS 5-yr Estimates)

F. INCOME TRENDS

The following figure presents data on income trends in Umatilla.

FIGURE 1.5: INCOME TRENDS, 2000 – 2018

PER CAPITA AND MEDIAN HOUSEHOLD INCOME					
	2000 (Census)	2010 (Census)	Growth 00-10	2018 (Proj.)	Growth 10-18
Per Capita (\$)	\$11,469	\$12,267	7%	\$12,864	5%
Median HH (\$)	\$33,844	\$44,643	32%	\$38,796	-13%

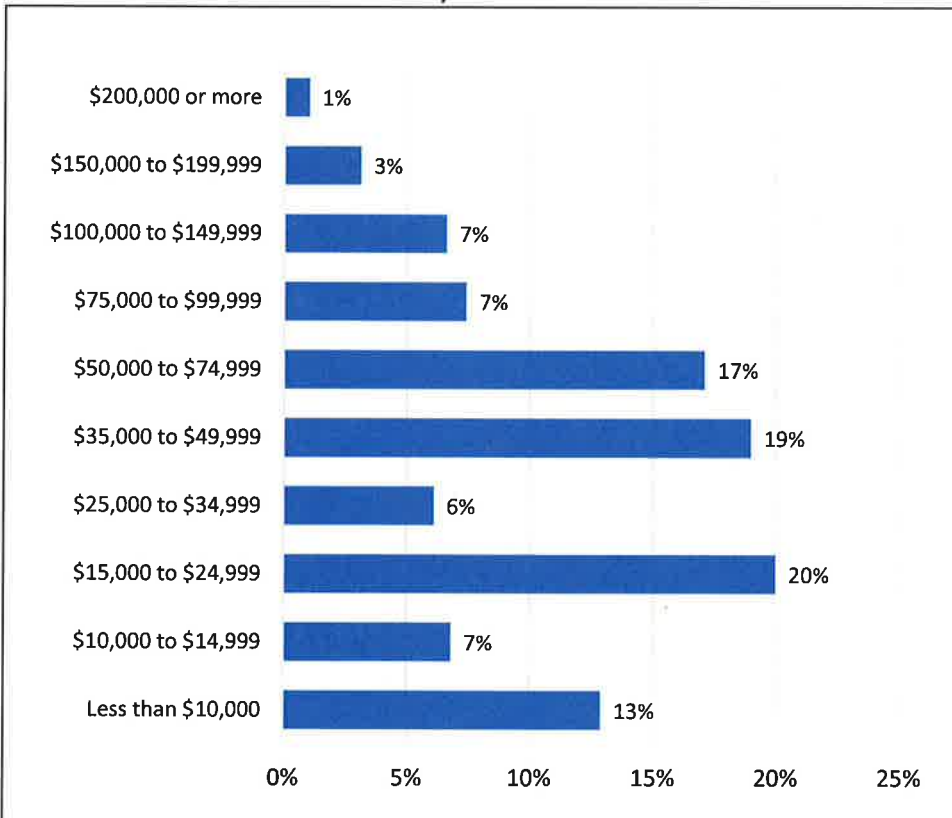
SOURCE: Census, PSU Population Research Center, and Johnson Economics
 Census Tables: DP-1 (2000, 2010); DP-3 (2000); S1901; S19301

- Umatilla’s estimated median household income was \$38,800 in 2018. This has fallen significantly from the estimated median in 2010, and is lower than the Umatilla County median of \$50,100.
- Umatilla’s per capita income is a low \$12,900.
- Median income has grown an estimated 15% between 2000 and 2018, in real dollars. Inflation was an estimated 57% over this period, so as is the case regionally and nationwide, the local median income has not kept pace with inflation.

Figure 1.6 presents the estimated distribution of households by income as of 2017. The largest income cohorts are those households earning between \$15k and \$25k, and \$35k and \$50k.

- 65% of households earn less than \$50k per year, while 35% of households earn \$50k or more.
- 40% of households earn \$25k or less.

FIGURE 1.6: HOUSEHOLD INCOME COHORTS, 2018



SOURCE: US Census
Census Tables: S1901 (2017 ACS 5-yr Est.)

A 2018 survey of households in the City of Umatilla and Power City area found that 55.9% of the total population qualifies as being low or moderate income. Low income is defined as earning 50% or less of the Area Median Income (AMI). Moderate income is defined as earning between 50% and 80% of AMI.

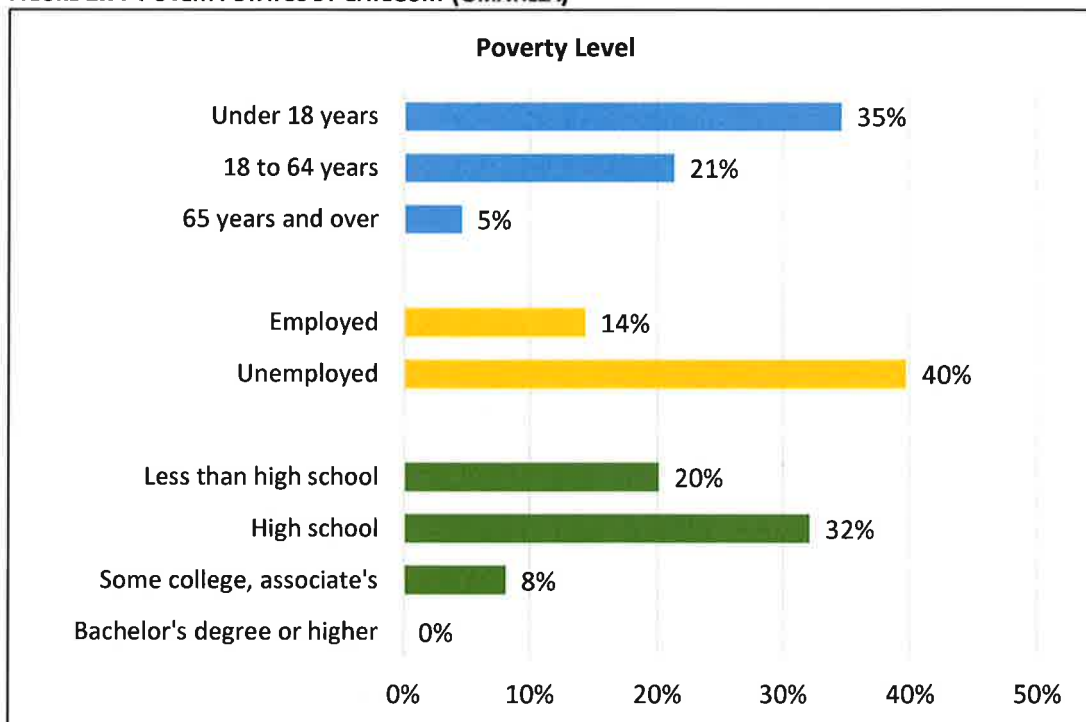
G. POVERTY STATISTICS

According to the US Census, the official poverty rate in Umatilla is an estimated 24% over the most recent period reported (2017 5-year estimates).² This is roughly 1,150 individuals in Umatilla. In comparison, the official poverty rate in Umatilla County, and at the state level are both 17%. In the 2013-17 period:

² Census Tables: S1701 (2017 ACS 5-yr Estimates)

- Umatilla poverty rate is highest among children at 35%. The rate is 21% among those 18 to 64 years of age. The rate is lowest for those 65 and older at 5%.
- For those without a high school diploma the poverty rate is 20%. For those with a high school diploma only, the estimated rate is actually higher at 32%. For those with more than high school education, the poverty rate is the lowest.
- Among those who are employed the poverty rate is 14%, while it is 40% for those who are unemployed.
- Information on affordable housing is presented in the following section of this report.

FIGURE 1.7: POVERTY STATUS BY CATEGORY (UMATILLA)



SOURCE: US Census
Census Tables: S1701 (2017 ACS 5-yr Est.)

As mentioned above, 55.9% of the population is estimated to be low or moderate income. This implies that an estimated 4,930 individuals in the UGB live in households that are low or moderate income. This is a separate measure than the official poverty rate.

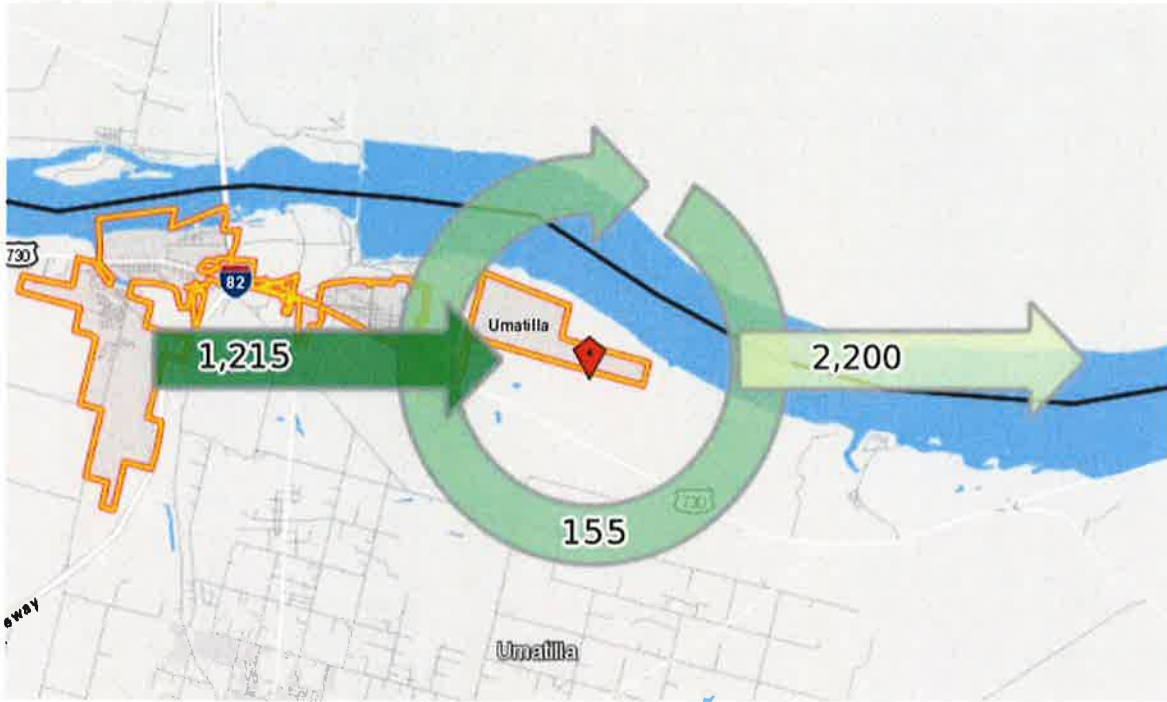
H. EMPLOYMENT LOCATION TRENDS

This section provides an overview of employment and industry trends in Umatilla that are related to housing.

Commuting Patterns: The following figure shows the inflow and outflow of commuters to Umatilla according to the Census Employment Dynamics Database. As of 2015, the most recent year available, the Census estimated there were roughly 1,370 jobs located in Umatilla. Relatively few are held by local residents, while over 1,200 employees commute into the city from elsewhere. This pattern is fairly common among many communities. While Census data is incomplete, it seems that most local workers commuting into the city live in Hermiston, Pendleton, Kennewick, or unincorporated areas.

Of the estimated 2,350 employed Umatilla residents, over 90% of them commute elsewhere for employment. Many of these residents commute to Hermiston, Pendleton or Boardman.

FIGURE 1.8: COMMUTING PATTERNS (PRIMARY JOBS), UMATILLA



Source: US Census Longitudinal Employer-Household Dynamics

Jobs/Household Ratio: Umatilla features a jobs-to-households ratio of 0.6 jobs per household. There are an estimated 1,370 jobs in the city of Umatilla, and an estimated 2,355 Umatilla residents in the labor force. This represents 0.6 jobs per working adult, meaning that Umatilla is tipped towards the housing side of the jobs/housing balance.

II. CURRENT HOUSING CONDITIONS

The following figure presents a profile of the current housing stock and market indicators in Umatilla. This profile forms the foundation to which current and future housing needs will be compared.

A. HOUSING TENURE

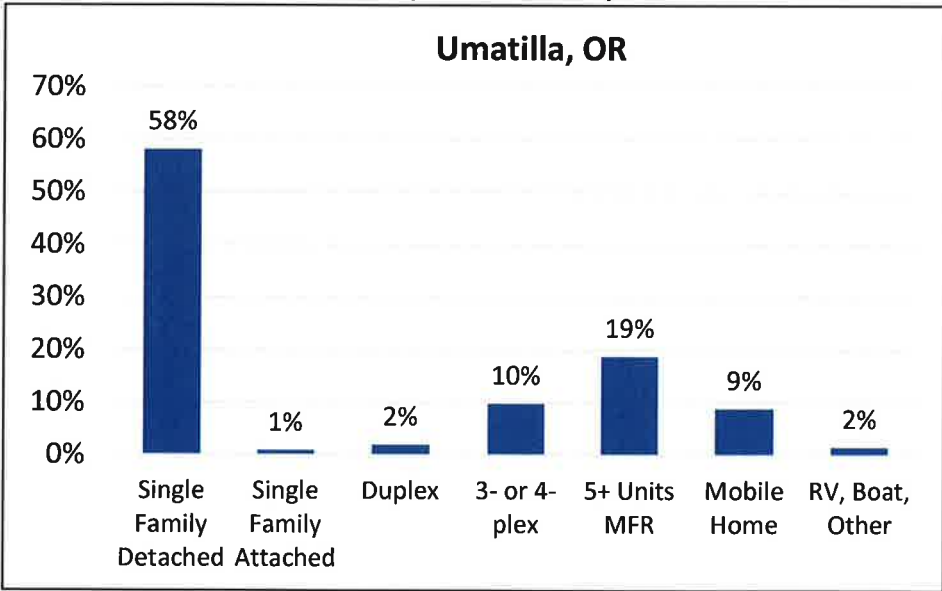
Umatilla has a close to even divide between owner households than renter households. The 2017 American Community Survey estimates that 51% of occupied units were owner occupied, and 49% renter occupied. The ownership rate in Umatilla has fallen from 60% since 2000. During this period the statewide rate fell from 64% to 62%. Nationally, the homeownership rate has nearly reached the historical average of 65%, after the rate climbed from the late 1990's to 2004 (69%).

The estimated ownership rate is higher in Umatilla County (66%) and statewide (61%).

B. HOUSING STOCK

As shown in Figure 1.1, Umatilla UGB had an estimated 2,240 housing units in 2018, with a very low estimated vacancy rate (includes ownership and rental units).

FIGURE 2.1: ESTIMATED SHARE OF UNITS, BY PROPERTY TYPE, 2017



SOURCE: City of Umatilla, Census ACS 2017

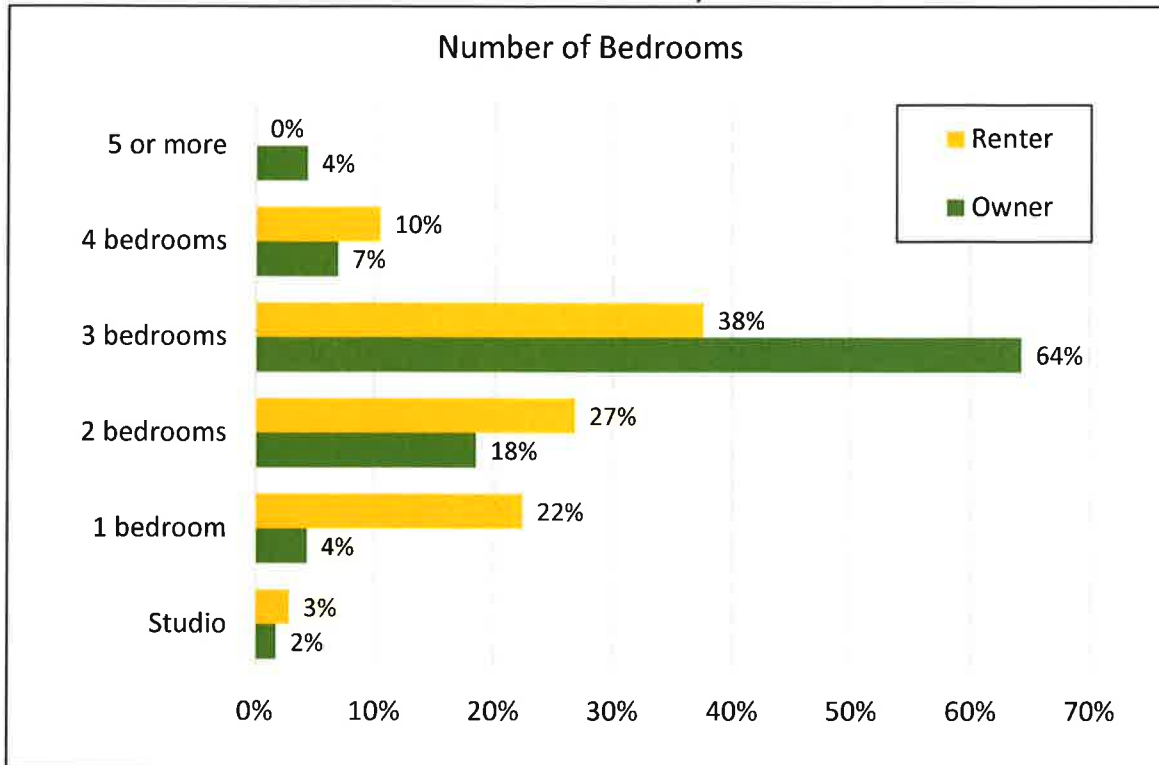
Figure 2.1 shows the estimated number of units by type in 2017. Detached single-family homes represent an estimated 58% of housing units.

Units in larger apartment complexes of 5 or more units represent 19% of units, and other types of attached homes represent an additional 13% of units. (Attached single family generally includes townhomes, some condo flats, and complexes which are separately metered.) Mobile homes represent 9% of the inventory.

C. NUMBER OF BEDROOMS

Figure 2.2 shows the share of units for owners and renters by the number of bedrooms they have. In general, owner-occupied units are more likely to have three or more bedrooms, while renter occupied units are more likely to have two or fewer bedrooms.

FIGURE 2.2: NUMBER OF BEDROOMS FOR OWNER AND RENTER UNITS, 2017



SOURCE: US Census
Census Tables: B25042 (2017 ACS 5-year Estimates)

D. UNITS TYPES BY TENURE

As Figure 2.3 and 2.4 show, a large share of owner-occupied units (86%) are detached homes, or mobile homes (12%). Renter-occupied units are more distributed among a range of structure types. 34% of rented units are estimated to be detached homes or mobile homes, while the remainder are some form of attached unit. And estimated 39% of rental units are in larger apartment complexes.

FIGURE 2.3: CURRENT INVENTORY BY UNIT TYPE, FOR OWNERSHIP AND RENTAL HOUSING

OWNERSHIP HOUSING

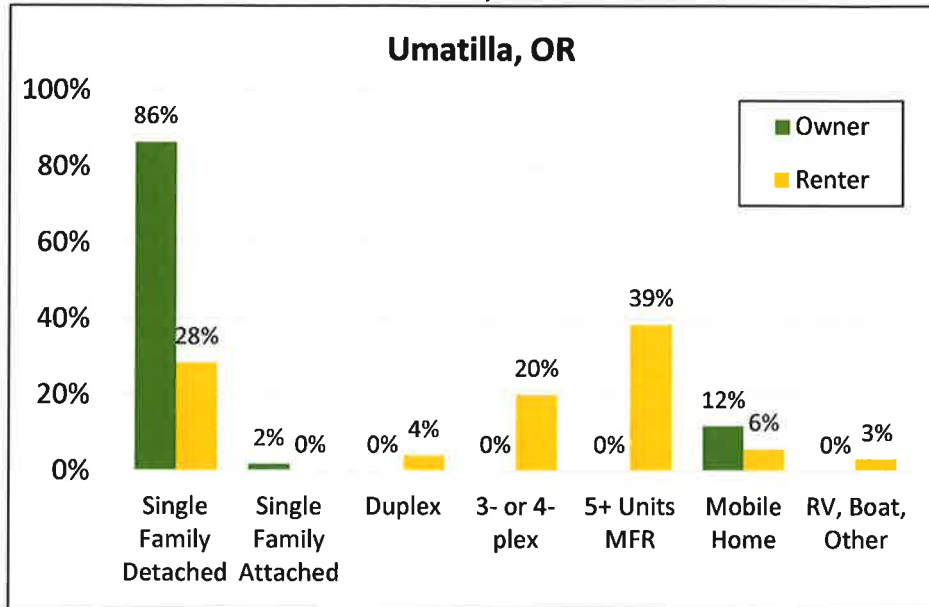
Price Range	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Mobile home	Boat, RV, other temp	Total Units
Totals:	1,014	20	0	0	0	139	0	1,173
Percentage:	86.4%	1.7%	0.0%	0.0%	0.0%	11.8%	0.0%	100.0%

RENTAL HOUSING

Price Range	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Mobile home	Boat, RV, other temp	Total Units
Totals:	304	0	43	214	411	62	34	1,067
Percentage:	28.4%	0.0%	4.1%	20.1%	38.5%	5.8%	3.1%	100.0%

Sources: US Census, JOHNSON ECONOMICS, CITY OF UMATILLA

FIGURE 2.4: CURRENT INVENTORY BY UNIT TYPE, BY SHARE

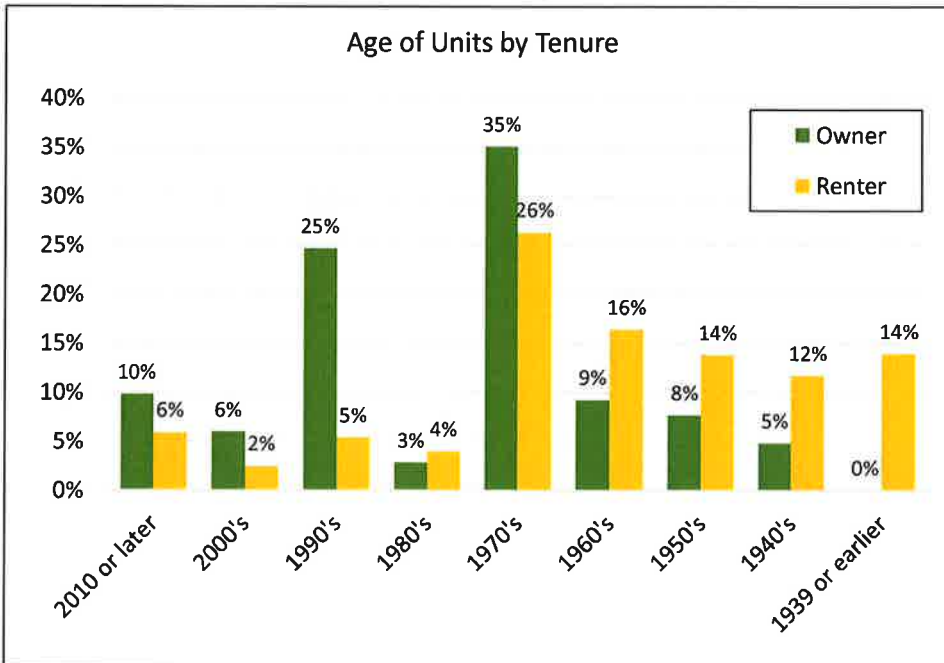


Sources: US Census, JOHNSON ECONOMICS, CITY OF UMATILLA

E. AGE OF HOUSING STOCK

Umatilla’s housing stock reflects the pattern of development in the area. 88% of the housing stock is pre-2000 with the remainder being post-2000. Roughly 31% of the housing stock was built in the 1970’s, while another 37% dates from the 1960’s or earlier. The following figure shows that owners are more likely to live in newer housing, while rental housing is more likely to live in older housing.

FIGURE 2.5: AGE OF UNITS FOR OWNERS AND RENTERS



SOURCE: US Census
Census Tables: B25036 (2017 ACS 5-year Estimates)

F. HOUSING COSTS VS. LOCAL INCOMES

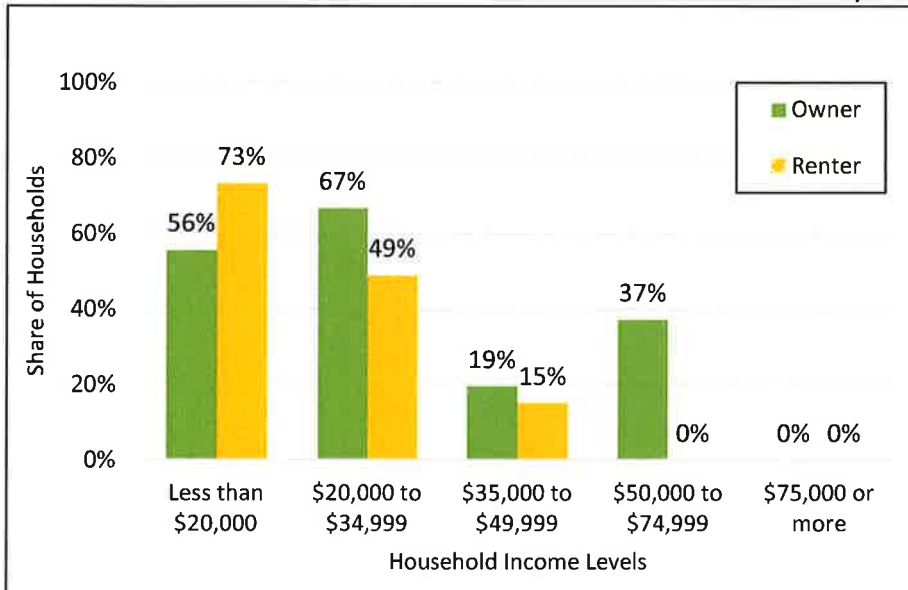
Figure 2.6 shows the share of owner and renter households who are paying more than 30% of their household income towards housing costs, by income segment. (Spending 30% or less on housing costs is a common measure of “affordability” used by HUD and others, and in the analysis presented in this report.)

In total, the US Census estimates that 35% of Umatilla households pay more than 30% of income towards housing costs (2017 American Community Survey, B25106)

As one would expect, households with lower incomes tend to spend more than 30% of their income on housing, while incrementally fewer of those in higher income groups spend more than 30% on their incomes on housing costs. Of those earning less than \$20,000, an estimated 56% of owner households and 73% of renters spend more than 30% of income on housing costs.

Roughly 15% of those households earning \$35,000 or more pay more than 30% of income towards housing costs. Only those earning more than \$75,000 do not pay more than 30%.

FIGURE 2.6: SHARE OF HOUSEHOLDS SPENDING MORE THAN 30% ON HOUSING COSTS, BY INCOME GROUP

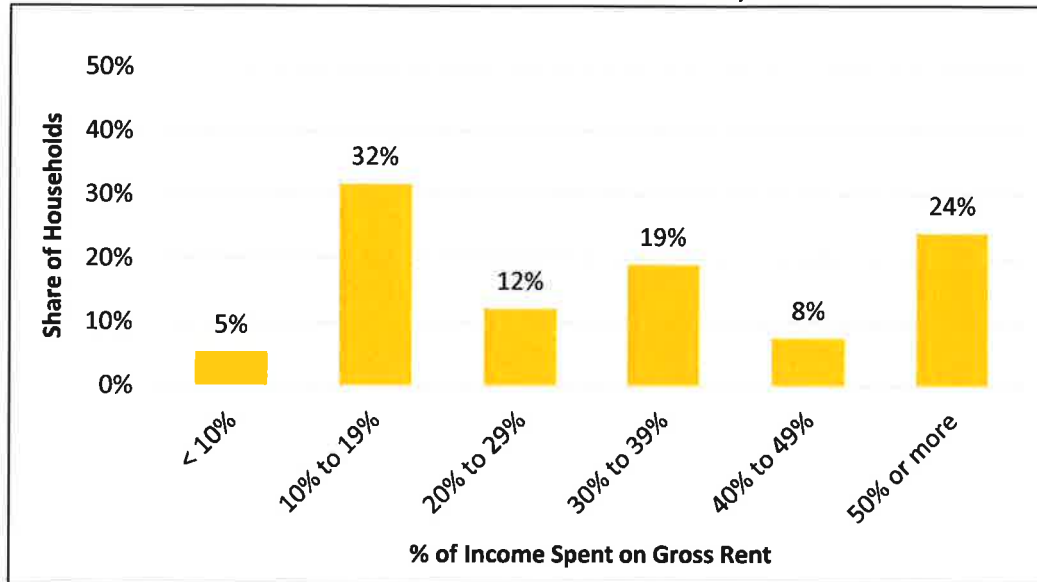


Sources: US Census, JOHNSON ECONOMICS
Census Table: B25106 (2017 ACS 5-yr Estimates)

The following figures shows the percentage of household income spent towards gross rent for local renter households only. This more fine-grained data shows that 51% of renters spending more than 30% of their income on rent, with an estimated 24% of renters are spending 50% or more of their income.

Renters are disproportionately lower income relative to homeowners. The burden of housing costs are felt more broadly for these households, and as the analysis presented in later section shows there is a need for more affordable rental units in Umatilla, as in most communities.

FIGURE 2.7: PERCENTAGE OF HOUSEHOLD INCOME SPENT ON GROSS RENT, UMATILLA RENTER HOUSEHOLDS



Sources: US Census, JOHNSON ECONOMICS
 Census Table: B25070 (2017 ACS 5-yr Estimates)

G. PUBLICLY-ASSISTED HOUSING

Currently Umatilla has two rent-subsidized properties located in the town, with a total of 130 units. Umatilla County Housing Authority operates Tri-Harbor Landing which offers 106 units for families. The Links offers 24 units for seniors.

The Housing Authority also administers 329 housing choice vouchers which may be used in Umatilla or other communities in the four-county jurisdiction.

Agricultural Worker Housing: The state of Oregon identifies 58 units dedicated agricultural workforce housing located in the city of Umatilla.

Homelessness: A Point-in-Time count of homeless individuals in Umatilla County conducted in 2017 found 55 homeless individuals on the streets, in shelters, or other temporary and/or precarious housing. *These figures are for the entire county.*³ This included:

- 24 people in emergency shelter, warming shelter, or transitional housing programs;
- 31 people unsheltered;
- 24% of counted individuals were children;
- 44% of individuals were women or girls, and 54% are male.

An analysis of the ability of current and projected housing supply to meet the needs of low-income people, and the potential shortfall is included in the following sections of this report.

³ Figures via OHCS

III. CURRENT HOUSING NEEDS (CITY OF UMATILLA)

The profile of current housing conditions in the study area is based on Census 2010, which the Portland State University Population Research Center (PRC) uses to develop yearly estimates through 2018. The PRC methodology incorporates the estimated population from within the city limits and an estimated population from those areas within the UGB, but outside of the city limits. To estimate the additional population within the UGB area, the PRC assigned a share of the population from the relevant Census tracts.

FIGURE 3.1: CURRENT HOUSING PROFILE (2018)

CURRENT HOUSING CONDITIONS (2018)		SOURCE
Total 2018 Population:	8,834	PSU Pop. Research Center
- Estimated group housing population:	1,755 (20% of Total)	US Census
Estimated Non-Group 2018 Population:	7,079 (Total - Group)	
Avg. HH Size:	3.15	US Census
Estimated Non-Group 2018 Households:	2,247 (Pop/HH Size)	
Total Housing Units:	2,240 (Occupied + Vacant)	Census 2010 + permits
Occupied Housing Units:	2,247 (= # of HH)	
Vacant Housing Units:	-7 (Total HH - Occupied)	
Current Vacancy Rate:	-0.3% (Vacant units/ Total units)	

*This table reflects population, household and housing unit projections shown in Figure 1.1

We estimate a current population of roughly 8,834 residents, living in 2,247 households (excluding group living situations). Average household size is 3.15 persons.

There are an estimated 2,247 housing units in the city, essentially equal to the number of households and indicating next to no vacancy. This includes units vacant for any reason, not just those which are currently for sale or rent.

ESTIMATE OF CURRENT HOUSING DEMAND

Following the establishment of the current housing profile, the current housing demand was determined based upon the age and income characteristics of current households.

The analysis considered the propensity of households in specific age and income levels to either rent or own their home (tenure), in order to derive the current demand for ownership and rental housing units and the appropriate housing cost level of each. This is done by combining data on tenure by age and tenure by income from the Census American Community Survey (tables: B25007 and B25118, 2017 ACS 5-yr Estimates).

The analysis takes into account the average amount that owners and renters tend to spend on housing costs. For instance, lower income households tend to spend more of their total income on housing, while upper income households spend less on a percentage basis. In this case, it was assumed that households in lower income bands would *prefer* housing costs at no more than 30% of gross income (a common measure of affordability). Higher income households pay a decreasing share down to 20% for the highest income households.

While the Census estimates that most low-income households pay more than 30% of their income for housing, this is an estimate of current *preferred* demand. It assumes that low-income households prefer (or demand) units affordable to them at no more than 30% of income, rather than more expensive units.

Figure 3.2 presents a snapshot of current housing demand (i.e. preferences) equal to the number of households in the study area (2,240). The breakdown of tenure (owners vs. renters) is slightly different from the 2017 ACS, as current demographics indicate that more households could likely afford to own their homes if opportunities were available (58% vs. 51%).

FIGURE 3.2: ESTIMATE OF CURRENT HOUSING DEMAND (2018)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$90k	67	Less than \$15,000	5.1%	5.1%
\$90k - \$130k	85	\$15,000 - \$24,999	6.4%	11.5%
\$130k - \$190k	136	\$25,000 - \$34,999	10.4%	21.9%
\$190k - \$210k	204	\$35,000 - \$49,999	15.5%	37.4%
\$210k - \$340k	337	\$50,000 - \$74,999	25.6%	63.0%
\$340k - \$360k	158	\$75,000 - \$99,999	12.1%	75.1%
\$360k - \$450k	95	\$100,000 - \$124,999	7.2%	82.3%
\$450k - \$540k	78	\$125,000 - \$149,999	6.0%	88.3%
\$540k - \$710k	103	\$150,000 - \$199,999	7.8%	96.1%
\$710k +	51	\$200,000+	3.9%	100.0%
Totals:	1,314		% of All:	58.5%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	249	Less than \$15,000	26.6%	26.6%
\$400 - \$600	147	\$15,000 - \$24,999	15.7%	42.4%
\$600 - \$900	118	\$25,000 - \$34,999	12.7%	55.0%
\$900 - \$1000	78	\$35,000 - \$49,999	8.4%	63.4%
\$1000 - \$1600	209	\$50,000 - \$74,999	22.4%	85.8%
\$1600 - \$1700	90	\$75,000 - \$99,999	9.6%	95.4%
\$1700 - \$2100	33	\$100,000 - \$124,999	3.6%	99.0%
\$2100 - \$2500	9	\$125,000 - \$149,999	1.0%	100.0%
\$2500 - \$3300	0	\$150,000 - \$199,999	0.0%	100.0%
\$3300 +	0	\$200,000+	0.0%	100.0%
Totals:	933		% of All:	41.5%

All Households	2,247
-----------------------	--------------

Sources: PSU Population Research Center, Environics Analytics., Census, JOHNSON ECONOMICS

Census Tables: B25007, B25106, B25118 (2017 ACS 5-yr Estimates)

Claritas: Estimates of income by age of householder

The estimated home price and rent ranges are irregular because they are mapped to the affordability levels of the Census income level categories. For instance, an affordable home for those in the lowest income category (less than \$15,000) would have to cost \$90,000 or less. Affordable rent for someone in this category would be \$400 or less.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5% (significantly more than the current rate, but in line with historic norms), with 15% down payment. These assumptions are designed to represent prudent lending and borrowing levels for ownership households. The 30-year mortgage commonly serves as the standard. In the 2000's, down payment requirements fell significantly, but standards have tightened somewhat since the 2008/9 credit crisis. While 20% is often cited as the standard for most buyers, it is common for homebuyers, particularly first-time buyers, to pay significantly less than this using available programs.

Interest rates are subject to disruption from national and global economic forces, and therefore impossible to forecast beyond the short term. The 5% used here is roughly the average 30-year rate over the last 20 years. The general trend has been falling interest rates since the early 1980's, but coming out of the recent recession, many economists believe that rates cannot fall farther and must begin to climb as the Federal Reserve raises its rate over the coming years.

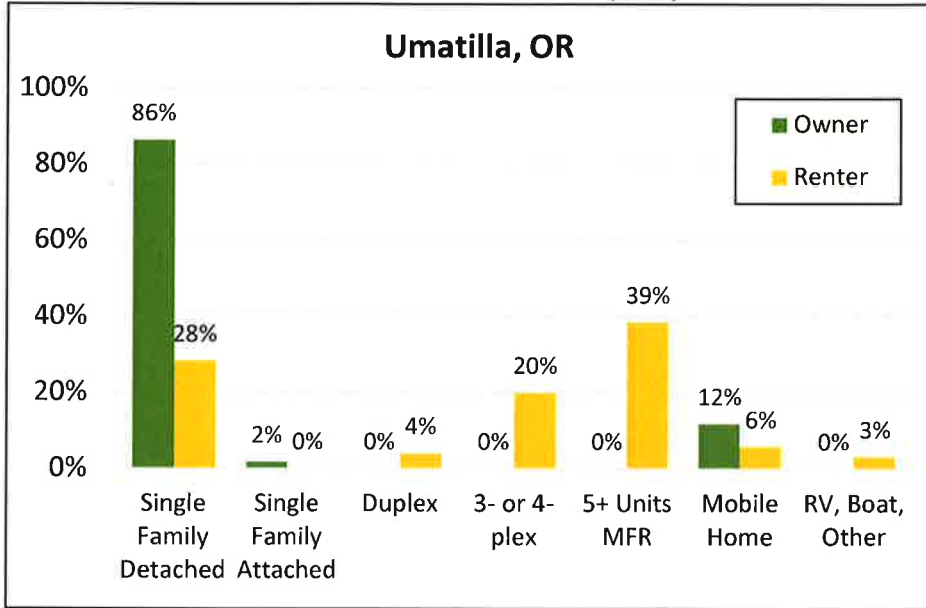
CURRENT HOUSING INVENTORY

The profile of current housing demand (Figure 3.2) represents the preference and affordability levels of households. In reality, the current housing supply (Figure 3.3 below) differs from this profile, meaning that some households may find themselves in housing units which are not optimal, either not meeting the household's own/rent preference, or being unaffordable (requiring more than 30% of gross income).

A profile of current housing supply in Umatilla was estimated based on permit data from the City of Umatilla and Census data from the most recently available 2017 ACS, which provides a profile of housing types (single family, attached, mobile home, etc.), tenure, housing values, and rent levels. The 5-year estimates from the ACS were used because 3-year and 1-year estimates are not yet available for Umatilla geography.

- An estimated 52% of housing units are ownership units, while an estimated 48% of housing units are rental units. This is close to the estimated demand profile shown in Figure 3.2, which forecasted a slightly higher ownership rate. (The inventory includes vacant units, so the breakdown of ownership vs. rental does not exactly match the tenure split of actual households.)
- 86% of ownership units are detached homes, and 12% are mobile homes. 34% of rental units are either single family homes or mobile homes, and 38% are in structures of 5 units or more.
- Of total housing units, an estimated 59% are detached homes, 9% are mobile homes, while 31% are some sort of attached type. There are a small share of households living in RV units.
- The affordability of different unit types is an approximation based on Census data on the distribution of housing units by value (ownership) or gross rent (rentals).
- Ownership housing found at the lower end of the value spectrum generally reflect mobile homes, older, smaller homes, or homes in poor condition on small or irregular lots. **It is important to note that these represent estimates of current property value or current housing cost to the owner, not the current market pricing of homes for sale in the city.** These properties may be candidates for redevelopment when next they sell but are currently estimated to have low value.

FIGURE 3.3: PROFILE OF CURRENT HOUSING SUPPLY BY TYPE (2018)



Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS
 Census Tables: B25004, B25032, B25063, B25075 (2017 ACS 5-yr Estimates)

FIGURE 3.4: PROFILE OF CURRENT HOUSING SUPPLY, ESTIMATED AFFORDABILITY (2018)

Income Range	Ownership Housing		Rental Housing		Share of Total Units
	Affordable Price Level	Estimated Units	Affordable Rent Level	Estimated Units	
Less than \$15,000	\$0k - \$90k	169	\$0 - \$400	270	20%
\$15,000 - \$24,999	\$90k - \$130k	605	\$400 - \$600	257	38%
\$25,000 - \$34,999	\$130k - \$190k	230	\$600 - \$900	447	30%
\$35,000 - \$49,999	\$190k - \$210k	37	\$900 - \$1000	15	2%
\$50,000 - \$74,999	\$210k - \$340k	102	\$1000 - \$1600	66	8%
\$75,000 - \$99,999	\$340k - \$360k	0	\$1600 - \$1700	3	0%
\$100,000 - \$124,999	\$360k - \$450k	14	\$1700 - \$2100	9	1%
\$125,000 - \$149,999	\$450k - \$540k	6	\$2100 - \$2500	0	0%
\$150,000 - \$199,999	\$540k - \$710k	0	\$2500 - \$3300	0	0%
\$200,000+	\$710k +	9	\$3300 +	0	0%
	52%	1,173	48%	1,067	0% 10% 20% 30% 40%

Sources: PSU Population Research Center, Envirionics Analytics, Census, JOHNSON ECONOMICS
 This table is a synthesis of data presented in Figures 3.2 and 3.3.

COMPARISON OF CURRENT HOUSING DEMAND WITH CURRENT SUPPLY

A comparison of estimated current housing *demand* with the existing *supply* identifies the existing discrepancies between needs and the housing which is currently available.

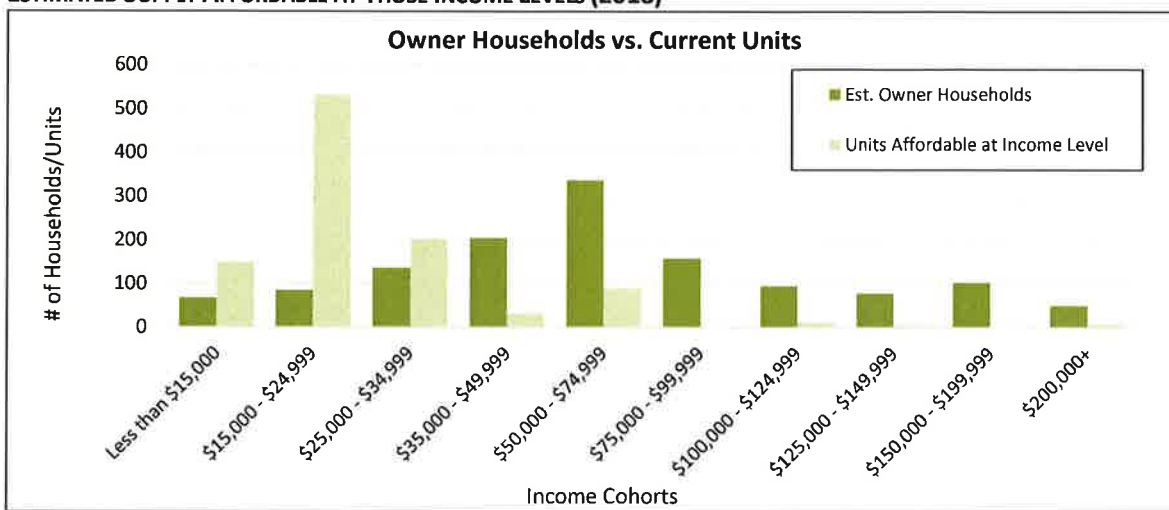
In general, this identifies that there is currently support for more ownership housing at price ranges above \$200,000. This is because most housing in Umatilla is clustered at the low to middle price points, while analysis of household incomes and ability to pay indicates that some could afford housing at higher price points.

The analysis finds that most rental units are currently found at the lower end of the rent spectrum, therefore the supply of units priced at \$900 or lower is estimated to be sufficient. This represents the current average rent prices in Umatilla, where most units can be expected to congregate. There is an indication that some renter households could support more units at higher rental levels. Rentals at more expensive levels generally represent single family homes for rent.

The estimated number of units and number of households is essentially even.

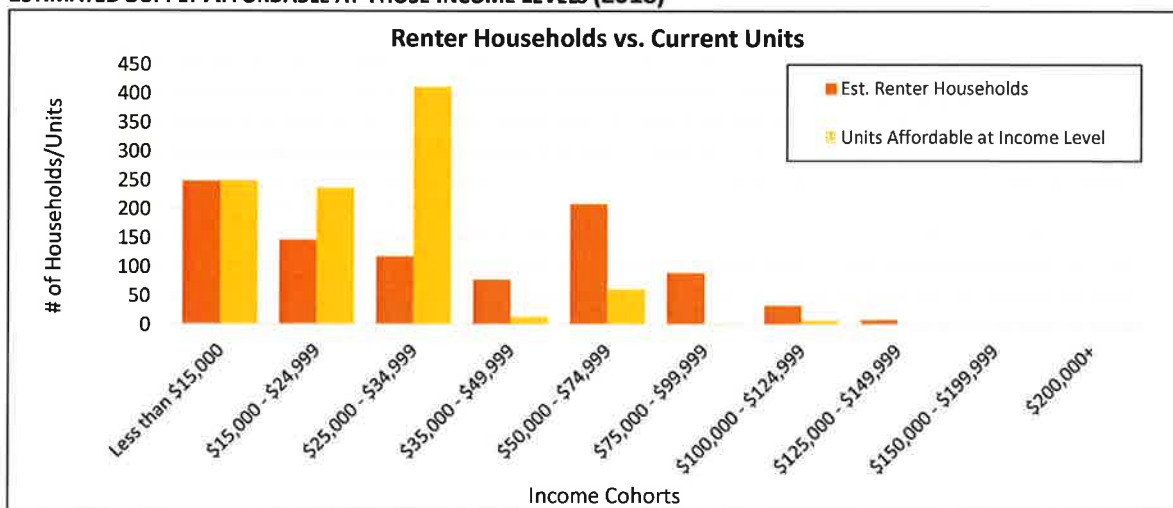
Figures 3.5 and 3.6 present this information in chart form, comparing the estimated number of households in given income ranges, and the supply of units currently affordable within those income ranges. The data is presented for owner and renter households.

FIGURE 3.5: COMPARISON OF OWNER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2018)



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

FIGURE 3.6: COMPARISON OF RENTER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2018)



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

Those price and rent segments which show a “surplus” in Figures 3.5 and 3.6 are illustrating where current property values and market rent levels are in Umatilla. Housing prices and rent levels will tend to congregate around those price levels. These levels will be too costly for some (i.e. require more than 30% in gross income) or “too affordable” for others (i.e. they have income levels that indicate they could afford more expensive housing if it were available). In general, these findings demonstrate that there are sufficient housing opportunities at lower price points than might be considered “affordable” for many owner or renter households. While the community may be able to support some new single-family housing at a higher price point, or newer units at a higher rent point.

* * *

The findings of current need form the foundation for projected future housing need, presented in a following section.

IV. FUTURE HOUSING NEEDS - 2039 (CITY OF UMATILLA)

The projected future (20-year) housing profile (Figure 4.1) in the study area is based on the current housing profile (2018), multiplied by an assumed projected future household growth rate. The projected future growth is the official forecasted annual growth rate (1.73%) for 2040 generated by the PSU Oregon Forecast Program. This rate is applied to the year 2039. (This represents a 20-year forecast period from the preparation of this report in 2019, though much of the most current data on population and current housing dated to 2018.)

FIGURE 4.1: FUTURE HOUSING PROFILE (2039)

PROJECTED FUTURE HOUSING CONDITIONS (2018 - 2039)		SOURCE
2018 Population (Minus Group Pop.)	7,079	PSU
Projected Annual Growth Rate	1.73% OR Population Forecast Program	PSU
2039 Population (Minus Group Pop.)	10,148 (Total 2039 Population - Group Housing Pop.)	
Estimated group housing population:	2,516 Share of total pop from Census	US Census
Total Estimated 2039 Population:	12,664	
Estimated Non-Group 2039 Households:	3,222 (2039 Non-Group Pop./Avg. Household Size)	
New Households 2018 to 2039	974	
Avg. Household Size:	3.15 Projected household size	US Census
Total Housing Units:	3,391 Occupied Units plus Vacant	
Occupied Housing Units:	3,222 (= Number of Non-Group Households)	
Vacant Housing Units:	170	
Projected Market Vacancy Rate:	5.0% (Vacant Units/ Total Units)	

Sources: PSU Population Research Center Oregon Population Forecast Program, Census, JOHNSON ECONOMICS LLC

*Projections are applied to estimates of 2018 population, household and housing units shown in Figure 1.1

The model projects growth in the number of non-group households over 20 years of roughly 975 households, with accompanying population growth of 3,830 new residents. (The number of households differs from the number of housing units, because the total number of housing units includes a percentage of vacancy. Projected housing unit needs are discussed below.)

PROJECTION OF FUTURE HOUSING UNIT DEMAND (2039)

The profile of future housing demand was derived using the same methodology used to produce the estimate of current housing need. This estimate includes current and future households, *but does not include a vacancy assumption. The vacancy assumption is added in the subsequent step.* Therefore the need identified below is the total need for actual households in occupied units (3,222).

The analysis considered the propensity of households at specific age and income levels to either rent or own their home, in order to derive the future need for ownership and rental housing units, and the affordable cost level of each. The projected need is for *all* 2039 households and therefore includes the needs of current households.

The price levels presented here use the same assumptions regarding the amount of gross income applied to housing costs, from 30% for low income households down to 20% for the highest income households.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5%, with 15% down payment. Because of the impossibility of predicting variables such as interest rates 20 years into the future, these assumptions were kept constant from the estimation of current housing demand. Income levels and price levels are presented in 2018 dollars.

Figure 4.2 presents the projected occupied future housing demand (current and new households, without vacancy) in 2039.

FIGURE 4.2: PROJECTED OCCUPIED FUTURE HOUSING DEMAND (2039)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$90k	92	Less than \$15,000	4.9%	4.9%
\$90k - \$130k	118	\$15,000 - \$24,999	6.4%	11.3%
\$130k - \$190k	192	\$25,000 - \$34,999	10.3%	21.7%
\$190k - \$210k	289	\$35,000 - \$49,999	15.6%	37.2%
\$210k - \$340k	476	\$50,000 - \$74,999	25.6%	62.9%
\$340k - \$360k	224	\$75,000 - \$99,999	12.1%	75.0%
\$360k - \$450k	135	\$100,000 - \$124,999	7.3%	82.2%
\$450k - \$540k	111	\$125,000 - \$149,999	6.0%	88.2%
\$540k - \$710k	146	\$150,000 - \$199,999	7.9%	96.1%
\$710k +	72	\$200,000+	3.9%	100.0%
Totals:	1,855		% of All:	57.6%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	360	Less than \$15,000	26.4%	26.4%
\$400 - \$600	213	\$15,000 - \$24,999	15.6%	42.0%
\$600 - \$900	173	\$25,000 - \$34,999	12.6%	54.6%
\$900 - \$1000	116	\$35,000 - \$49,999	8.5%	63.1%
\$1000 - \$1600	307	\$50,000 - \$74,999	22.4%	85.6%
\$1600 - \$1700	132	\$75,000 - \$99,999	9.6%	95.2%
\$1700 - \$2100	49	\$100,000 - \$124,999	3.6%	98.8%
\$2100 - \$2500	15	\$125,000 - \$149,999	1.1%	99.9%
\$2500 - \$3300	1	\$150,000 - \$199,999	0.1%	100.0%
\$3300 +	1	\$200,000+	0.0%	100.0%
Totals:	1,366		% of All:	42.4%

All Units
3,222

Sources: Census, Environics Analytics, JOHNSON ECONOMICS

It is projected that the homeownership rate in Umatilla will increase over the next 20 years to 58%, which would remain lower than the current statewide average (62%). The shift to older and marginally higher income households is moderate but is projected to increase the homeownership rate somewhat. At the same time, the number of lower income households seeking affordable rentals is also anticipated to grow.

COMPARISON OF FUTURE HOUSING DEMAND TO CURRENT HOUSING INVENTORY

The profile of occupied future housing demand presented above (Figure 4.2) was compared to the current housing inventory presented in the previous section to determine the total future need for *new* housing units by type and price range (Figure 4.3).

This estimate includes a vacancy assumption. As reflected by the most recent Census data, and as is common in most communities, the vacancy rate for rental units is typically higher than that for ownership units. An average vacancy rate of 5% is assumed for the purpose of this analysis. This analysis maintains the discrepancy between rental and ownership units going forward, so that the vacancy rate for rentals is assumed to be slightly higher than the overall average, while the vacancy rate for ownership units is assumed to be lower.

FIGURE 4.3: PROJECTED FUTURE NEED FOR NEW HOUSING UNITS (2039), UMATILLA

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	621	51	0	0	0	90	0	763	66.3%
Percentage:	81.4%	6.7%	0.0%	0.0%	0.0%	11.8%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	79	8	24	86	157	22	12	388	33.7%
Percentage:	20.4%	2.0%	6.1%	22.1%	40.5%	5.8%	3.1%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	701	59	24	86	157	113	12	1,151	100%
Percentage:	60.9%	5.1%	2.0%	7.4%	13.7%	9.8%	1.1%	100%	

Sources: PSU, City of Umatilla, Census, Environics Analytics, JOHNSON ECONOMICS

- The results show a need for 1,151 new housing units by 2039.
- Of the new units needed, roughly 66% are projected to be ownership units, while 34% are projected to be rental units. This is due to the forecast of a slightly higher homeownership rate in the future.

Needed Unit Types

The mix of needed unit types shown in Figure 4.3 reflects both past trends and anticipated future trends. Since 2000, detached single family units (including manufactured and mobile homes) have constituted nearly all of the permitted units in Umatilla. In keeping with development trends, and the buildable land available to Umatilla, single family units are expected to make up the greatest share of new housing development over the next 20 years.

- 61% of the new units are projected to be single family detached homes, while 28% is projected to be some form of attached housing, and 10% are projected to be mobile homes, and 1% are expected to be RV or other temporary housing.

- Single family attached units (townhomes on individual lots) are projected to meet 5% of future need. These are defined as units on separate tax lots, attached by a wall but separately metered, the most common example being townhome units.
- Duplex through four-plex units are projected to represent nearly 10% of the total need. Duplex units would include a detached single family home with an accessory dwelling unit on the same lot, or with a separate unit in the home (for instance, a rental basement unit.)
- 14% of all needed units are projected to be multi-family in structures of 5+ attached units.
- 10% of new needed units are projected to be mobile home units, which meet the needs of some low-income households for both ownership and rental.
- Of ownership units, 81% are projected to be single-family homes, and 12% mobile homes. Nearly 7% are projected to be attached single-family housing
- About 70% of new rental units are projected to be found in new attached buildings, with over 40% projected in rental properties of 5 or more units, and 28% in buildings of two to four units.

Needed Affordability Levels

- The needed affordability levels presented here are based on current 2018 dollars. Over time, incomes and housing costs will both inflate, so the general relationship projected here is expected to remain unchanged.
- The future needed affordability types (2039) reflect the same relationship shown in the comparison of current (2018) need and supply (shown in Figure 3.4). Generally, based on income levels there is a shortage of units in the lowest pricing levels for renter households.
- Figure 4.3 presents the *net NEW* housing unit need over the next 20 years. However, there is also a *current* need for more affordable units. In order for all households, current and new to pay 30% or less of their income towards housing in 2039, more affordable rental units would be required. This indicates that some of the current supply, while it shows up as existing available housing, would need to become less expensive to meet the needs of current households.
- There is a finding of some new need at the lowest end of the rental spectrum (\$400 and less).
- Projected needed *ownership* units show that the supply at the lowest end of the spectrum is currently sufficient. (This reflects the estimated *value* of the total housing stock, and not necessarily the average pricing for housing currently for sale.) And the community could support more some housing at higher price points, mostly in ranges above \$200,000.
- Figure 4.4 presents estimates of need at key low-income affordability levels in 2018 and new need. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and Community Services for Umatilla County, and the recent City of Umatilla Income Survey (2018). An estimated 56% of households qualify as at least “low income” or lower on the income scale, while 16% of household qualify as “extremely low income”. (The income survey used a different terminology of “low and moderate income” for these same income segments.)

FIGURE 4.4: PROJECTED NEED FOR HOUSING AFFORDABLE AT LOW INCOME LEVELS, UMATILLA

Affordability Level	Income Level		Current Need (2018)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$16,650	354	16%	153	13%
Very Low Income	50% AMI	\$27,600	613	27%	266	23%
Low Income	80% AMI	\$44,160	1,256	56%	545	47%

Sources: OHCS, Envirionics Analytics, JOHNSON ECONOMICS

* Income levels are based on OHCS guidelines for a family of four.

Agricultural Worker Housing

The State of Oregon identifies 58 units dedicated agricultural workforce housing located in four properties the city of Umatilla. This is an estimated 2.6% of the current housing supply.

Assuming that this segment of housing grows at a similar rate to all housing types, this implies a 2039 total of 88 units for the agricultural workforce, or addition of 30 units in this time.

At the same time, the State estimates numbers of migrant and seasonal farm workers (MSFW) in Umatilla County far in excess of the number of units available dedicated to this population. It is fair to estimate that the city of Umatilla, and the rest of the county, could support as much of this housing as can practically be developed given resource limitations. Therefore, continued support for such housing is appropriate.

V. RECONCILIATION OF FUTURE NEED (2039) & LAND SUPPLY (CITY OF UMATILLA)

This section summarizes the results of the Buildable Lands Inventory (BLI). The BLI is presented in detail in an accompanying memo to this report.

The following table present the estimated new unit capacity of the buildable lands identified in the City of Umatilla UGB. There is a total remaining capacity of 3,493 units of different types within the study area. Much of this capacity is within the single family and medium density residential zones.

FIGURE 5.1: ESTIMATED BUILDABLE LANDS CAPACITY BY ACREAGE AND NO. OF UNITS (2019)

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres				Housing Unit Capacity			
		Partially Vacant	Vacant	Total	Share of Total	Partially Vacant	Vacant	Total	Share of Total
Umatilla									
DR: Downtown Residential	18	0	4	4	0%	0	41	41	1%
F-2: General Rural	0.05	1	40	41	3%	0	1	1	0%
R-1: Agricultural Residential	0.25	163	63	226	18%	20	4	24	1%
R1: Single-Family Residential	5	11	558	569	45%	34	2,017	2,051	59%
R-1A: Two Acre Residential	0.5	117	36	153	12%	25	12	37	1%
R2: Medium Density Residential	8	3	200	203	16%	14	1,150	1,164	33%
R-2: Suburban Residential	1	36	1	37	3%	16	0	16	0%
R3: Multi-Family Residential	18	5	5	10	1%	60	70	130	4%
R-3: Urban Residential	5	5	5	10	1%	17	12	29	1%
Subtotal		340	912	1,253	--	186	3,307	3,493	--

Source: Angelo Planning Group

The following tables summarize the forecasted future unit need for Umatilla. These are the summarized results from Section IV of this report.

FIGURE 5.2: SUMMARY OF FORECASTED FUTURE UNIT NEED (2039)

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	701	59	24	86	157	113	12	1,151	100%
Percentage:	60.9%	5.1%	2.0%	7.4%	13.7%	9.8%	1.1%	100%	

Sources: PSU Population Research Center, Census, Johnson Economics

Comparison of Housing Need and Capacity

There is a total forecasted need for roughly 1,150 units over the next 20 years based on the PSU forecasted growth rate. This is well below the estimated capacity of nearly 3,500 units. As Figure 5.3 below demonstrates, there is sufficient capacity to accommodate all projected new unit types. After this need is accommodated, there is an estimated remaining capacity of over 2,100 additional units, mostly in the high-density residential zone.

The following table shows the same comparison, converting the forecasted residential need and capacity by acres, rather than units. There is a projected need for 193 acres of new residential development, but a buildable capacity of 1,253 acres.

FIGURE 5.3: COMPARISON OF FORECASTED FUTURE LAND NEED (2039) WITH AVAILABLE CAPACITY

<u>LAND INVENTORY VS. LAND NEED</u>	Unit Type			<u>TOTAL</u>
	Single Family Detached	Medium-Density Attached	Multi-Family	
Buildable Land Inventory (Acres):	1,036	203	14	1,253
Estimated Land Need (Acres):	163	21	9	193
<i>Land Surplus (Inventory - Need:)</i>	<i>873</i>	<i>182</i>	<i>5</i>	<i>1,060</i>

Sources: Angelo Planning Group, Johnson Economics

FINDING: There is currently sufficient buildable capacity within Umatilla to accommodate projected need. The character of this supply can help guide housing policy and strategy recommendations to be included in subsequent reports and ultimately integrated in the City’s updated Comprehensive Plan.

HOUSING STRATEGIES REPORT

CITY OF UMATILLA, OREGON

FINAL



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This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

1. Introduction and Overview

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of Umatilla is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages and specific needs. Towards that end, the City participated in the 2019 West Umatilla County Housing Study project with the Cities of Echo and Stanfield. The Housing Study included two reports, a Housing and Residential Land Needs Assessment and a Residential Buildable Lands Inventory (BLI). Findings from these reports can be used to inform future amendments to the City's Comprehensive Plan and Zoning Ordinance to support housing needs, consistent with Statewide Planning Goal 10 (Housing). Goal 10 states that the City must:

"encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density."

This report includes the following information intended to help the City update its Comprehensive Plan:

- Findings associated with existing and future housing needs that can be incorporated into narrative sections of the City's Comprehensive Plan.
- Recommended new or updated Comprehensive Plan policies for housing.
- Recommended measures that the City can consider in the future and use to help meet future housing needs.

The first two elements above have been drafted for incorporation into the City's Comprehensive Plan Housing Element as part of a subsequent legislative update. This report, the Housing and Residential Land Needs Assessment, and the Residential BLI can be referenced in the Comprehensive Plan as technical, ancillary documents that support the housing-related findings and policy direction in the Comprehensive Plan.

This report, along with the accompanying Housing and Residential Land Needs Assessment and the BLI maps, was prepared in coordination with Umatilla City staff and a Project Advisory committee that included representatives from the regional real estate and development community. Members of the community also provided input on existing conditions, opportunities, and constraints related to housing and the findings of the draft reports at two public open houses. The project was funded by a grant from the Oregon Department of Land Conservation and Development (DLCD) and DLCD staff participated in managing the grant and reviewing materials prepared for the project.

2. Housing Conditions and Trends (Comprehensive Plan Findings)

The following is introductory information, a summary of data and findings from the Housing and Residential Land Needs Assessment Report, and a brief summary of potential housing strategies that can ultimately be incorporated into the Umatilla Comprehensive Plan as supporting narrative for Chapter 10 - Housing. Unless otherwise noted, the following findings refer to the Umatilla Urban Growth Boundary (UGB) area, not the city limits.

INTRODUCTION

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of Umatilla is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages, and specific needs. The City does this primarily by regulating residential land uses within the City, as well as working with and supporting non-profit and market rate developers and other housing agencies in developing needed housing.

The City sought and received grant funding from the State of Oregon in 2019 to undertake a Housing Needs Analysis project and to proactively plan for future housing needs in Umatilla. The City has undertaken and will continue to implement and update a variety of activities to meet current and future housing needs:

- Conduct and periodically update an analysis of current and future housing conditions and needs. The City most recently conducted this analysis in 2019 through the Housing Needs Analysis planning project. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Housing and Residential Land Need Assessment Report.
- Conduct and periodically update an inventory of buildable residential land (BLI) to ensure that the City has an adequate supply of land zoned for residential use to meet projected future needs. The City most recently conducted this analysis in 2019. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Buildable Lands Inventory Report.
- Adopt and amend, as needed, a set of housing-related Comprehensive Plan policies to address future housing needs.
- Regularly update and apply regulations in the City's Zoning and Subdivision Ordinances to meet housing needs identified in the Comprehensive Plan and supporting documents.
- Implement additional strategies to address housing needs in partnership with State and County agencies and other housing organizations. Potential strategies are described in more detail in the 2019 City of Umatilla Housing Strategies Report.

The remainder of this chapter summarizes these topics in more detail.

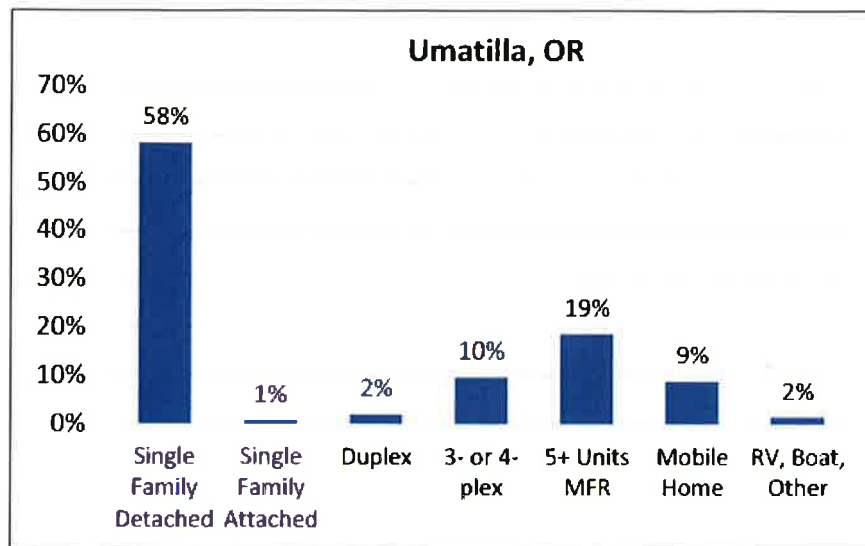
DEMOGRAPHIC CONDITIONS AND TRENDS

- Umatilla is a City of an estimated 7,320 people (City), and 8,834 people (UGB), located in Umatilla County in Northeastern Oregon. An estimated 17% of the population in the UGB lives outside the city limits.
- Umatilla has experienced rapid growth, growing over 47% in population since 2000. In contrast, Umatilla County and the state experienced population growth of 14% and 21% respectively. The City of Hermiston grew 37% over this period. (US Census and PSU Population Research Center).
- Umatilla's population is forecasted to grow to 12,664 by 2039, an increase of 3,830 people, or about 43% from the 2018 population estimate.
- The Umatilla was home to an estimated 2,247 households in 2018, an increase of roughly 550 households since 2000. The percentage of families fell slightly between 2000 and 2018 from 78% to 74% of all households. The City has a larger share of family households than Umatilla County (68%) and the state (63%).
- Umatilla's estimated average household size is 3.15 persons, holding stable since 2000. This is higher than the Umatilla County average of 2.67 and the statewide average of 2.47.

HOUSING CONDITIONS AND TRENDS

- **Housing Tenure.** Umatilla has a close to even divide between owner households than renter households. The 2017 American Community Survey estimates that 51% of occupied units were owner occupied, and 49% renter occupied. The ownership rate in Umatilla has fallen from 60% since 2000. During this period the statewide rate fell from 64% to 62%. Nationally, the homeownership rate has nearly reached the historical average of 65%, after the rate climbed from the late 1990's to 2004 (69%). The estimated ownership rate is higher in Umatilla County (66%) and statewide (61%).
- **Housing Stock.** Umatilla UGB had an estimated 2,240 housing units in 2018, with a very low estimated vacancy rate (includes ownership and rental units). Figure 1 shows the estimated number of units by type in 2017. Detached single-family homes represent an estimated 58% of housing units. Units in larger apartment complexes of 5 or more units represent 19% of units, and other types of attached homes represent an additional 13% of units. Note that in this analysis attached homes, or "attached single family" housing types generally includes townhomes, some condo flats, and complexes which are separately metered. Mobile homes represent 9% of the inventory.

Figure 1. Estimated Share of Units, By Property Type, 2017



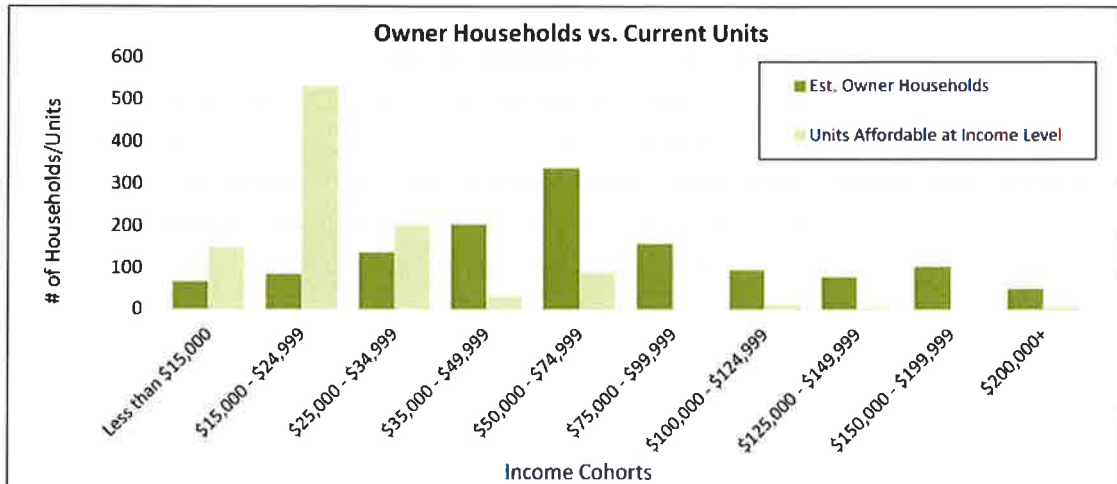
SOURCE: City of Umatilla, Census ACS 2017

CURRENT HOUSING NEEDS

A comparison of estimated current housing demand with the existing supply identifies the existing discrepancies between needs and the housing that is currently available. Figures 2 and 3 compare the estimated number of households in given income ranges, and the supply of units currently affordable within those income ranges. The data is presented for owner and renter households.

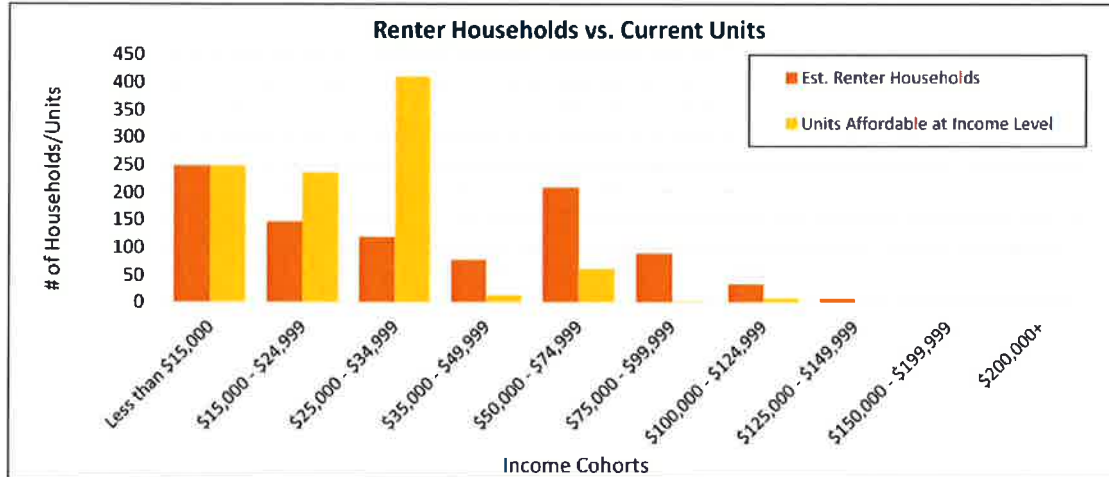
- In general, this identifies that there is currently support for more ownership housing at price ranges above \$200,000. This is because most housing in Umatilla is clustered at the low to middle price points, while analysis of household incomes and ability to pay indicates that some could afford housing at higher price points.
- The analysis finds that most rental units are currently found at the lower end of the rent spectrum, therefore the supply of units priced at \$900 or lower is estimated to be sufficient. This represents the current average rent prices in Umatilla, where most units can be expected to congregate. There is an indication that some renter households could support more units at higher rental levels. Rentals at more expensive levels generally represent single family homes for rent.
- In general, these findings demonstrate that there are sufficient housing opportunities at lower price points than might be considered “affordable” for many owner or renter households, while the community may be able to support some new single-family housing at a higher price point, or newer units at a higher rent point.

Figure 2. Comparison of Owner Household Income Groups to Estimated Supply Affordable at Those Income Levels



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

Figure 3. Comparison of Renter Household Income Groups to Estimated Supply Affordable at Those Income Levels



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

PROJECTED HOUSING NEEDS

The projected future (20-year) housing profile in the study area is based on the current housing profile (2018), multiplied by an assumed projected future household growth rate. The projected future growth is the official forecasted annual growth rate (1.73%) for 2040 generated by the PSU Oregon Forecast Program. This rate is applied to the year 2039. The profile of occupied future housing demand was

compared to the current housing inventory to determine the total future need for new housing units by type and price range.

- Figure 4 shows a projected increase of 58% in homeownership rates in Umatilla over the next 20 years, which would remain lower than the current statewide average (62%). The shift to older and marginally higher income households is moderate but is projected to increase the homeownership rate somewhat. At the same time, the number of lower income households seeking affordable rentals is also anticipated to grow.
- As shown in Figure 5, the results show a need for 1,151 new housing units by 2039. Of the new units needed, roughly 66% are projected to be ownership units, while 34% are projected to be rental units. This is due to the forecast of a slightly higher homeownership rate.
- In keeping with development trends, and the buildable land available to Umatilla, single family units are expected to make up the greatest share of new housing development over the next 20 years. 61% of the new units are projected to be single family detached homes, while 28% is projected to be some form of attached housing, and 10% are projected to be mobile homes, and 1% are expected to be RV or other temporary housing.
- There is new need at the lowest end of the rental spectrum (\$400 and less).
- Projected needed ownership units show that the supply at the lowest end of the spectrum is currently sufficient. (This reflects the estimated value of the total housing stock, and not necessarily the average pricing for housing currently for sale.) And the community could support more housing at higher price points, mostly in ranges above \$200,000

Figure 4 Projected Occupied Future Housing Demand by Income Level (2039)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$90k	92	Less than \$15,000	4.9%	4.9%
\$90k - \$130k	118	\$15,000 - \$24,999	6.4%	11.3%
\$130k - \$190k	192	\$25,000 - \$34,999	10.3%	21.7%
\$190k - \$210k	289	\$35,000 - \$49,999	15.6%	37.2%
\$210k - \$340k	476	\$50,000 - \$74,999	25.6%	62.9%
\$340k - \$360k	224	\$75,000 - \$99,999	12.1%	75.0%
\$360k - \$450k	135	\$100,000 - \$124,999	7.3%	82.2%
\$450k - \$540k	111	\$125,000 - \$149,999	6.0%	88.2%
\$540k - \$710k	146	\$150,000 - \$199,999	7.9%	96.1%
\$710k +	72	\$200,000+	3.9%	100.0%
Totals:	1,855		% of All:	57.6%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	360	Less than \$15,000	26.4%	26.4%
\$400 - \$600	213	\$15,000 - \$24,999	15.6%	42.0%
\$600 - \$900	173	\$25,000 - \$34,999	12.6%	54.6%
\$900 - \$1000	116	\$35,000 - \$49,999	8.5%	63.1%
\$1000 - \$1600	307	\$50,000 - \$74,999	22.4%	85.6%
\$1600 - \$1700	132	\$75,000 - \$99,999	9.6%	95.2%
\$1700 - \$2100	49	\$100,000 - \$124,999	3.6%	98.8%
\$2100 - \$2500	15	\$125,000 - \$149,999	1.1%	99.9%
\$2500 - \$3300	1	\$150,000 - \$199,999	0.1%	100.0%
\$3300 +	1	\$200,000+	0.0%	100.0%
Totals:	1,366		% of All:	42.4%

All Units
3,222

Sources: Census, Environics Analytics, JOHNSON ECONOMICS

Figure 5. Projected Future Need for NEW Housing Units (2039), Umatilla

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	621	51	0	0	0	90	0	763	66.3%
Percentage:	81.4%	6.7%	0.0%	0.0%	0.0%	11.8%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	79	8	24	86	157	22	12	388	33.7%
Percentage:	20.4%	2.0%	6.1%	22.1%	40.5%	5.8%	3.1%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	701	59	24	86	157	113	12	1,151	100%
Percentage:	60.9%	5.1%	2.0%	7.4%	13.7%	9.8%	1.1%	100%	

Sources: PSU, City of Umatilla, Census, Environics Analytics, JOHNSON ECONOMICS

- Figure 6 presents estimates of need at key low-income affordability levels in 2018 and new need. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and Community Services for Umatilla County, and the recent City of Umatilla Income Survey (2018). An estimated 56% of households qualify as at least “low income” or lower on the income scale, while 16% of household qualify as “extremely low income”. (The income survey used a different terminology of “low and moderate income” for these same income segments.)

Figure 6. Projected Need for Housing Affordable at Low Income Levels, Umatilla

Affordability Level	Income Level		Current Need (2018)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$16,650	354	16%	153	13%
Very Low Income	50% AMI	\$27,600	613	27%	266	23%
Low Income	80% AMI	\$44,160	1,256	56%	545	47%

Sources: OHCS, Environics Analytics, JOHNSON ECONOMICS

* Income levels are based on OHCS guidelines for a family of four.

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The State of Oregon identifies 58 units dedicated agricultural workforce housing located in four properties the City of Umatilla. This is an estimated 2.6% of the current housing supply.

Assuming that this segment of housing grows at a similar rate to all housing types, this implies a 2039 total of 88 units for the agricultural workforce, or addition of 30 units in this time.

At the same time, the State estimates numbers of migrant and seasonal farm workers (MSFW) in Umatilla County far in excess of the number of units available dedicated to this population. It is fair to estimate that the City of Umatilla, and the rest of the county, could support as much of this housing as can practically be developed given resource limitations. Therefore, continued support for such housing is appropriate.

COMPARISON OF PROJECTED NEED AND BUILDABLE LAND SUPPLY

The projected housing needs were compared with the supply of buildable residential land within the City of Umatilla UGB.

- Figure 7 presents the estimated new unit capacity of the buildable lands identified in the City of Umatilla UGB. There is a total remaining capacity of 3,493 units of different types within the study area. Much of this capacity is within the single family and medium density residential zones.
- There is a total forecasted need for roughly 1,150 units over the next 20 years based on the PSU forecasted growth rate. This is well below the estimated capacity of nearly 3,500 units. There is sufficient capacity to accommodate all projected new unit types. After this need is accommodated, there is an estimated remaining capacity of over 2,100 additional units, mostly in the high-density residential zone.
- Figure 8 shows forecasted residential need and capacity by acres, rather than units. There is a projected need for 193 acres of new residential development, but a buildable capacity of 1,253

acres. There is currently sufficient buildable capacity within Umatilla to accommodate projected need.

For more detail on these findings please refer to the Housing and Residential Land Needs Assessment Report and the Buildable Lands Inventory (BLI) maps prepared for the City.

Figure 7. Estimated Buildable Lands Capacity by Acreage and No. of Units (2019)

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres				Housing Unit Capacity			
		Partially Vacant	Vacant	Total	Share of Total	Partially Vacant	Vacant	Total	Share of Total
DR: Downtown Residential	18	0	4	4	0%	0	41	41	2%
F-2: General Rural	0.05	1	40	41	3%	0	1	1	0%
R-1: Agricultural Residential	0.25	163	63	226	18%	20	4	24	1%
R1: Single-Family Residential	5	11	558	569	45%	34	2,017	2,051	58%
R-1A: Two Acre Residential	0.5	117	36	153	12%	25	12	37	1%
R2: Medium Density Residential	8	3	200	203	16%	14	1,150	1,164	33%
R-2: Suburban Residential	1	36	1	37	3%	16	0	16	0%
R3: Multi-Family Residential	18	5	5	10	1%	60	70	130	4%
R-3: Urban Residential	5	5	5	10	1%	17	12	29	1%
Subtotal		340	912	1,253	--	186	3,307	3,493	--

Figure 8. Comparison of Forecasted Future Land Need (2039) with Available Capacity

LAND INVENTORY VS. LAND NEED	Unit Type			TOTAL
	Single Family Detached	Medium-Density Attached	Multi-Family	
Buildable Land Inventory (Acres):	1,036	203	14	1,253
Estimated Land Need (Acres):	163	21	9	193
Land Surplus (Inventory - Need:)	873	182	5	1,060

Sources: Angelo Planning Group, Johnson Economics

STRATEGIES TO ACCOMMODATE FUTURE HOUSING NEEDS

The Housing and Residential Land Needs Assessment conducted for the City in 2019 indicated that the City had an adequate supply of buildable residential land within its urban growth boundary (UGB) to meet projected housing needs during the next 20 years. If population growth occurs at a faster rate than projected at that time, the City could find that the land supply is less than projected and additional land for residential uses may be needed in the future.

Although the City is not anticipated to need to expand its UGB during the planning period, it can continue to consider and implement a variety of strategies in the future to further provide opportunities for a wide range of housing choices, efficient land use, and development of housing affordable to people with low and moderate incomes. For the planning purposes, “affordable housing” is defined as housing that is affordable to a household that spends 30% or less of its income on housing, including rent or mortgage payments and utilities. Households with low incomes are those who make 80% or less of median household income. Those with moderate incomes make 81-95% of median household income.

The City is already implementing a variety of land use and other strategies that help provide for a wide range of housing options in Umatilla. Potential strategies either not already being undertaken by the City, or with the potential to be strengthened or enhanced, are summarized in the following table. The ability to implement them will depend on available resources, community priorities and other factors.

These strategies are described in more detail in the Housing Strategies Report prepared by the City as part of its Housing Needs Analysis project in 2019.

Table 1. Overview of Recommended Housing Strategies

Potential Strategies	Primary Goal(s)
Land Supply and Regulatory Strategies	
<p>1. Urban Growth Boundary (UGB) Amendment or Adjustment (Swap) If there is a deficit of residential land and efficiency measures have been adopted to utilize existing land within the UGB, an expansion may be warranted. If land within the existing UGB is less suitable for residential development than other land outside the UGB, the City could apply to modify the UGB boundary to swap these lands.</p>	<p>Expand the supply of land available for housing.</p>
<p>2. Rezone Land Rezone land from a non-residential zone to a residential zone if there is a deficit of residential land and surplus of commercial, industrial, or other non-residential land. Rezone land from one residential zone to another residential zone to address a deficit in a certain density range or housing type.</p>	<p>Expand the supply of land available for housing.</p>
<p>3. Increase Allowed Density in Existing Zones Increase the allowed density or reduce the minimum allowed size of lots in one or more zones to allow for more compact development and/or a wider range of housing types in specific areas.</p>	<p>Use residential land efficiently, encourage diversity of housing types.</p>
<p>4. Establish Minimum Density Standards In order to ensure that land in medium or higher density zones is not consumed by lower density development, the City could consider adopting minimum density requirements.</p>	<p>Use residential land efficiently, encourage diversity of housing types.</p>
<p>5. Code Updates to Support a Variety of Housing Types Zoning code and other regulatory amendments to increase housing choices and reduce barriers to development for accessory dwelling units (ADUs), cottage clusters, townhomes, and other “missing middle” housing types.</p>	<p>Encourage diversity of housing types.</p>
<p>6. Reduce Unnecessary Barriers to Housing Development Some regulations may constrain housing development to a degree that the corresponding public benefits of the regulation do not outweigh the effect on housing development. These regulations may include off-street parking requirements, architectural design standards, landscaping standards, or other development standards such as setbacks and height regulation</p>	<p>Reduce housing development costs and barriers.</p>
<p>7. Regulatory Incentives for Affordable or Workforce Housing Creates incentives to developers to provide a community benefit (such as affordable housing), in exchange for ability to build a project that would not otherwise be allowed by the development code</p>	<p>Reduce housing development costs and barriers, promote construction of new affordable housing</p>
Incentives for Housing Development	
<p>1. System Development Charge (SDC) Reductions, Exemptions, or Deferrals Exemption or deferred payment of SDCs for affordable housing. Can be applied to regulated affordable housing and/or specific housing types (such as ADUs).</p>	<p>Reduce housing development costs and barriers.</p>

2. Expedited Development Review

Variety of strategies to reduce review and processing times for regulated affordable housing development, such as formally adopting shortened review timelines for applications or giving priority in scheduling hearings and meetings with staff.

Reduce housing development costs and barriers.

3. Tax Exemptions and Abatements

Tax exemptions or abatements offer another financial incentive to developers that can improve the long-term economic performance of a property and improve its viability. This can be a substantial incentive, but the City will forego taxes on the property, generally for ten years. Other taxing jurisdictions are not included, unless they agree to participate. Tax exemption programs are authorized by the state for specific purposes: Vertical Housing; Multiple-Unit Housing; Non-Profit Low-Income Housing.

Reduce housing development costs and barriers.

Funding Sources and Uses

1. Public-Private Partnerships (PPPs) and Community Land Trusts

Arrangements between public and private entities to create more and/or affordable housing. PPPs can promote a variety of affordable housing programs or projects and include partnerships from multiple entities (public, private, and non-profit). A Community Land Trust is a model wherein a community organization owns land and provides long-term leases to low or moderate income households to purchase the homes on the land, agreeing to purchase prices, resale prices, equity capture, and other terms.

Promote construction of new affordable housing.

2. Land Acquisition and Banking

- Land acquisition is a tool to secure sites for affordable housing. Public agencies can identify locations where prices are going up and acquire land before the market becomes too competitive, with the intention to use the land for affordable housing.
- Land banking is the acquisition and holding of properties for extended periods without immediate plans for development, but with the intent that properties eventually be developed for affordable housing. Land banks are often quasi governmental entities created by municipalities to effectively manage and repurpose an inventory of underused, abandoned, or foreclosed property.

Reduce housing development costs and barriers, promote construction of new affordable housing.

3. Construction Excise Tax

Adopt a tax on new construction of between 1 and 3% to help pay for other affordable housing strategies identified here. The tax is a one-time tax assessed on new construction. State law requires it to be spent on specific types of programs and activities.

Provide source of funding for other affordable housing programs.

4. Tenant Protection Programs and Policies

Local regulations and enforcement programs that provide protections for tenants of existing affordable housing and low cost market rate housing against evictions, excessive rent increases, discrimination, and health and safety violations.

Protect affordable units and reduce displacement

5. Subsidized Affordable Housing

Subsidized affordable housing is most often offered through a government or non-profit agency that has established the provision of housing to low-income households as part of their stated mission. Like many communities across the state, the cities of Umatilla County have a significant unmet need for more affordable rental housing. The incentives and tools discussed in this report can be used by cities to provide some funding or cost reductions to agencies that are building affordable housing.

Promote construction of new affordable housing.

6. Financial Assistance or Homebuyer Education Programs

A range of tools that can be used to maintain housing affordability or to help keep residents in their homes. Possible tools include rent assistance, home buyer education classes, loans for homeowners, or assistance to low-cost apartment owners for repairs and upgrades.

Protect affordable units, reduce displacement, promote homeownership.

3. Comprehensive Plan Housing Policies

It is essential that the Comprehensive Plan of every city in Oregon include a robust set of policies directed at meeting the current and future housing needs of each community. The consultant team reviewed the Comprehensive Plan to assess whether it includes the following types of supportive policies:

- **Supports Statewide Planning Goal 10.** Comprehensive Plans typically do and should include a general policy that mirrors Statewide Planning Goal 10 (Housing), stating that the overall goal of the jurisdiction is to *“encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”*
- **Emphasizes affordable housing needs.** Given that meeting the needs of low and moderate income households often requires public intervention or subsidy, it is important to include policies emphasizing the needs of these households.
- **Supports partnerships.** Most Comprehensive Plan housing elements include policies aimed at supporting other public agencies, non-profits and market rate developers who focus on meeting the needs of low and moderate income households and community members with special housing needs.
- **Encourages a variety of housing types.** In addition to a broad goal or policy about meeting a full range of housing needs, Plans often include policies noting the need for a variety of housing types, including single family attached housing, duplexes, triplexes, multi-family housing and townhomes, as well as less traditional forms of housing such as cottage cluster housing and accessory dwelling units.
- **Affirms Fair Housing goals.** Local governments are required to ensure that their housing policies and standards do not discriminate against or have adverse effects on the ability of “protected classes” to obtain housing, consistent with the federal Fair Housing Act.
- **Supports mixed use development.** Some Plans explicitly support the development of mixed use projects, which typically include upper story housing located above retail or commercial uses.
- **Supports accessory dwelling units.** Comprehensive Plans may include policies specifically referencing support for this form of housing. Recent Oregon legislation requires all cities above a certain size to allow for this form of housing outright in all zones where single-family detached housing is allowed.
- **Supports flexible zoning.** Some Plans include policies which emphasize the need for zoning to be flexible enough to meet a variety of housing needs and keep costs for such housing down, particularly for housing affordable to low and moderate income households.

- **Addresses land supply goals.** Many Comprehensive Plans include policies which reference the need to ensure that adequate land is zoned to meet identified housing needs, and to periodically update the jurisdiction’s inventory of such lands.
- **Supports maintenance and rehabilitation of existing housing.** Many comprehensive plans emphasize maintenance of existing housing stock as a method to prevent unsafe conditions and keep affordable housing available within the community.
- **Supports development of manufactured homes.** Oregon law requires that all zones that allow for “stick built” single family detached homes also allow for manufactured homes on individual lots. Each jurisdiction must also allow for manufactured home parks in at least one residential zone.
- **Regulates short term rentals.** Many communities, particularly those with high levels of tourism, regulate short-term rental housing to reduce its impact on the supply and affordability of long-term rental housing.

ASSESSMENT OF EXISTING GOAL 10 HOUSING POLICIES

The following housing policies are in the adopted Umatilla Comprehensive Plan Goal 10 Housing Element.

SECTION 10.9 HOUSING POLICIES

- 10.9.101 Future residential development will continue to provide prospective buyers with a variety of residential lot sizes greater than minimums, a diversity of housing types, and a range in prices.*
- 10.9.102 Building permits will not be issued until final plat approval has been given.*
- 10.9.103 Federal programs that provide monies for housing assistance will be utilized as needed.*
- 10.9.104 Housing to accommodate senior citizens will be located within easy walking distance of business and commercial areas.*
- 10.9.105 The City will re-assess Housing Needs at each Periodic Review. (Ord. 544)*

Table 2 is an evaluation of current Umatilla Housing Plan Policies, as compared to these policy topic areas. Table 2 also provides examples of policy language that can be used to amend or adopt new local policies. This initial assessment is intended to facilitate community discussion about housing and to help articulate City policy direction.

Table 2. Comprehensive Plan Policy Evaluation and Recommendation

Policy Topic	Existing Goal Language	Example Additional or Alternative Language to Consider
Supports Statewide Planning Goal 10.	N/A	The City will support Statewide Planning Goal 10, “encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type, and density.”
Emphasizes affordable housing needs	10.9.103: Federal programs that provide monies for housing assistance will be utilized as needed.	The City will emphasize affordable housing needs, given that meeting the needs of low and moderate income households often requires public interventions.
Supports partnerships	N/A	The City will maintain and/or develop partnerships aimed at supporting other public agencies, non-profits, and market rate developers who focus on meeting the needs of low and moderate income households and community members with special housing needs.
Encourages a variety of housing types	10.9.101: Future residential development will continue to provide prospective buyers with a variety of residential lot sizes greater than minimums, a diversity of housing types, and a range in prices.	A variety of housing types will be encouraged, including single family attached housing, duplexes, triplexes, multi-family housing and townhomes, as well as less traditional forms of housing such as cottage cluster housing and accessory dwelling units.
Supports mixed use development	N/A	Mixed use development will be supported. These developments typically include upper story housing located above retail or commercial uses.
Affirms Fair Housing Goals	10.9.104: Housing to accommodate senior citizens will be located within easy walking distance of business and commercial areas.	Fair housing goals will be supported to ensure that housing policies and standards do not discriminate against or have

<i>Policy Topic</i>	<i>Existing Goal Language</i>	<i>Example Additional or Alternative Language to Consider</i>
Supports ADUs	See 10.9.101	<p>adverse effects on the ability of “protected classes” to obtain housing, consistent with the federal Fair Housing Act.</p> <p>The City will allow and support the development of Accessory Dwelling Units in all residential zones in accordance with Oregon law. Accessory Dwelling Units are an important housing option that can help meet the need for affordable rental units, reduce housing costs for homeowners, and enable multi-generational living.</p>
Supports Flexible Zoning	N/A	<p>Flexible zoning will be utilized to respond to a variety of housing needs and keep the costs for such housing down, particularly for housing affordable to low and moderate income households.</p>
Addresses Land Supply Goals	10.9.105: The City will re-assess Housing Needs at each Periodic Review. (Ord. 544)	<p>Land supply goals will ensure that adequate land is zoned to meet identified housing needs, and to periodically update the jurisdiction’s inventory of such lands.</p>
Supports Development of Manufactured Homes	See 10.9.101	<p>Development of manufactured homes will be supported, as Oregon law requires that all zones that allow for “stick built” single family detached homes also allow for manufactured homes on individual lots.</p>
Supports maintenance and rehabilitation of existing housing	N/A	<p>Maintenance and rehabilitation of existing housing will be a method used to prevent unsafe conditions and keep affordable housing available within the community.</p>
Regulates Short Term Rentals	N/A	<p>Short term rentals will be regulated to reduce their impact on the supply and affordability of long-term housing.</p>

PROPOSED GOAL 10 HOUSING POLICIES

The following includes the proposed legislative amendments for Umatilla’s “adoption ready” Goal 10 Housing Element in the Comprehensive Plan:

~~SECTION 10.8 HOUSING FINDINGS~~

- ~~10.8.101 Housing should be developed in areas that reinforce and facilitate orderly and compatible community development.~~
- ~~10.8.102 The City should evaluate proposals for new housing construction in terms of the additional numbers of people with respect to impact on the natural environment, community services, utility support systems, projected housing needs, and the City’s capital improvement programming.~~
- ~~10.8.103 There is currently sufficient buildable capacity within Umatilla to accommodate projected need. The character of this supply can help guide housing policy.~~

[this section, along with Section 10.1 – Housing Background and Discussion, is proposed to be removed and replaced with the “Housing Conditions and Trends” content in Section 2 of this report]

SECTION 10.9 HOUSING POLICIES

- ~~10.9.101 Future residential development will continue to provide prospective buyers with a variety of residential lot sizes greater than minimums, a diversity of housing types, and a range in prices. A variety of housing types will be encouraged, including single-family attached housing, duplexes, triplexes, multi-family housing and townhomes, as well as less traditional forms of housing such as cottage cluster housing and accessory dwelling units.~~
- ~~10.9.102 Building permits will not be issued until final plat approval has been given.~~
- ~~10.9.102 Federal programs that provide monies for housing assistance will be utilized as needed. The City will emphasize affordable housing needs, given that meeting the needs of the low- and moderate-income households often requires public intervention or subsidy.~~
- ~~10.9.103 Housing to accommodate senior citizens will be located within easy walking distance of business and commercial areas. Fair Housing goals will be supported to ensure that housing policies and standards do not discriminate against or have adverse effects on the ability of “protected classes” to obtain housing, consistent with the federal Fair Housing Act.~~
- ~~10.9.104 The City will re-assess Housing Needs at each Periodic Review. (Ord. 544) Land Supply goals will ensure that adequate land is zoned to meet identified housing needs and the City will periodically update the inventory of residential lands to ensure that supply keeps pace with growth.~~
- ~~10.9.105 The City will support Statewide Planning Goal 10, “encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”~~

- 10.9.106 The City will allow for levels of residential density that encourage efficient use of the supply of residential land while maintaining compatibility with the character of existing neighborhoods and ensuring that appropriate standards are in place to mitigate the impacts of development.
- 10.9.107 The City will maintain and/or develop partnerships aimed at supporting other public agencies, non-profits and market rate developers who focus on meeting the needs of low and moderate income households and community members with special housing needs.
- 10.9.108 Mixed use development will be supported. These developments typically include upper story housing located above retail or commercial uses.
- 10.9.109 The City will allow and support the development of Accessory Dwelling Units in all residential zones. Accessory Dwelling Units are an important housing option that can help meet the need for affordable rental units, reduce housing costs for homeowners, and enable multi-generational living.
- 10.9.110 Flexible zoning will be utilized to respond to a variety of housing needs and keep costs for such housing down, particularly for housing affordable to low and moderate income households.
- 10.9.111 The City will periodically evaluate zoning and development code requirements for opportunities to lessen or eliminate unnecessary barriers to residential development and identify alternative regulatory approaches to achieving policy goals.
- 10.9.112 Maintenance and rehabilitation of existing housing will be a method used to prevent unsafe conditions and keep affordable housing available within the community.
- 10.9.113 The City will support development of manufactured home parks in appropriate locations in order to fulfill the need for this form of housing for people with lower or moderate incomes, consistent with state law.
- 10.9.114 Short term rentals will be regulated to reduce their impact on the supply and affordability of long-term rental housing.

4. Housing Measures

The consultant team has identified a variety of measures that the City can undertake to address current and future housing needs identified in the Housing and Residential Land Needs Assessment and BLI. Housing Needs Assessment and Buildable Lands Inventory reports. These measures have been organized into the following categories.

Land Supply and Regulatory Strategies

1. UGB Expansion or Adjustment (“Swap”)
2. Rezone Land
3. Increase Allowed Density in Existing Zones
4. Establish Minimum Density Standards
5. Code Updates to Support a Variety of Housing Types
6. Reduce Unnecessary Barriers to Housing Development
7. Regulatory Incentives for Affordable and Workforce Housing

Financial Incentives

1. System Development Charge Exemptions or Deferrals
2. Expedited Development Review
3. Tax Exemptions and Abatements

Funding Sources and Uses

1. Public-Private Partnerships (PPPs) and Community Land Trusts
2. Land Acquisition and Banking
3. Construction Excise Tax
4. Tenant Protection Programs and Policies
5. Subsidized Affordable Housing
6. Financial Assistance Programs

The remainder of this section describes these potential measures in more detail.

LAND SUPPLY AND REGULATORY STRATEGIES

1. Urban Growth Boundary Expansion or Adjustment (“Swap”)

UGB Expansion

The findings of our study do not indicate the need for a UGB expansion to accommodate projected housing needs in Umatilla between 2018 and 2038. However, in the long term, an expansion could be an option beyond the currently planning horizon or if growth rates increase beyond those currently projected. Prior to applying for a UGB expansion, the City would need to complete the following steps:

- Consider and adopt efficiency measures to ensure that land inside the UGB is being used efficiently. Many of the code update recommendations identified below are efficiency measures.
- Demonstrate that there is an insufficient supply of buildable land inside the UGB. Due to relatively low projected growth rates and new housing unit needs, the City likely will need to demonstrate that existing vacant or partially vacant land in the UGB cannot be served with public facilities.

UGB Adjustment (“Swap”)

Although the findings of the study do not demonstrate the need for a UGB expansion, anecdotally, the city has faced limitations on the current supply of buildable land because owners of large parcels are uninterested or unwilling to develop or sell their properties for future residential development. In small communities with a limited number of large developable properties, this can create a significant barrier to development, at least during the short and medium term. If owners hold onto their properties without a willingness to development over the longer term (e.g., decades), it effectively reduces the community’s supply of buildable land. At the same time, because property ownership and/or owners’ desires to develop can shift, the state of Oregon’s land use planning framework does not allow cities to exclude such land from their BLIs.

One way to address this situation is to remove such parcels from the UGB and add other properties whose owners are more willing or likely to develop their land for housing. State statutes and administrative rules allow for these UGB “swaps.” These exchanges are possible through a process of simultaneously removing and adding land to the UGB to make up for capacity lost by removing land. This process is guided by Oregon Revised Statutes (ORS) 197.764. This ORS section provides specific eligibility requirements and standards for land removed; subsection (3)(b) of this section states that “A local government that approves an application under this section shall either expand the urban growth boundary to compensate for any resulting reduction in available buildable lands or increase the development capacity of the remaining supply of buildable lands.” In exchanging land inside the UGB for land outside the boundary, cities must identify an equivalent supply of land in terms of the land’s

capacity for residential development, considering the presence of natural resource constraints and zoning or allowed density.

While permitted, UGB swaps must comply with several requirements applied to other UGB amendments or expansions, including the following:

- **Location of expansion areas.** The location of the land to be added to replace the land being removed must use OAR 660-024-0065 to determine appropriate study areas. For a city with a UGB population less than 10,000, the city must consider all land within ½ mile of the existing UGB boundary.
- **Exclusion areas.** In considering expansion areas, the city can exclude areas that cannot be reasonably serviced with public facilities, are subject to significant natural hazards, have some a high level of environmental or natural resource value, or are owned by the federal government.
- **Prioritization.** The city needs to prioritize potential expansion areas in terms of rural residential “exception” lands vs. farm and forest lands, with exception lands having first priority, and farm and forest land having the maximum protection from development.
- **Criteria for evaluating expansion areas.** Cities must look at alternative expansion areas and evaluate them using the four locational factors found in Goal 14. These include 1) efficient urban form, 2) public facilities, 3) Economic, Social, Environmental, and Energy (ESEE) consequences, and 4) impact on adjacent farm and forest activities in rural areas. The city’s analysis must consider and analyze all four factors, but the city can weigh and balance those factors based upon a set of findings and policy judgments which, unless they are without merit, will be upheld on judicial review.

In addition to meeting these state requirements, the City will want to consider other factors in this process such as:

- Will potential expansion areas have direct access to roads, sewer or water lines or will they be even more difficult or costly to serve with these facilities than land proposed to be removed from the UGB?
- Will areas proposed for inclusion be in relative proximity to commercial and other services? This is particularly important if new areas are proposed for higher density development.
- Will the areas have any other practical barriers or impediments to residential development or conflict with other strategies to meet future housing needs?

2. Rezone Land

One potential strategy to address a deficit of residential land, or of a certain category of residential land, is for the City to initiate a rezoning process. As identified in the Housing and Residential Land Needs Assessment, the City of Umatilla does not have a deficit of residential land in general or in a specific category of residential land, so there is not a basis for rezoning land to meet citywide residential land

supply needs. However, there is a relatively smaller surplus of land available for multi-family development. There is a projected need for 10 acres of land for multi-family housing, and there are 14 acres of buildable land, primarily in the R3 – Multi-Family Residential Zone. If growth rates are higher than projected, then it is more likely the City will experience a deficit of land zoned for multi-family housing than for single-family detached or medium density housing.

It is recommended that the City research opportunities to rezone land from the R1 or R2 zone to the R3 zone in order to expand the supply of land for multi-family housing. In considering the most appropriate location for rezoning land, the city should use the following criteria or factors:

- **Proximity to existing high-density areas.** Extending an existing area of high-density land would reduce impacts on the transition between lower and higher density areas and could increase the level or potential for support from surrounding property owners.
- **Proximity to services.** Ideally, higher density areas should be close to supporting commercial areas (such as downtown Umatilla) and other services (schools, parks, etc.) to help ensure that residents can easily access these services and daily needs.
- **Size and ownership.** The City should prioritize relatively large sites (3-10 acres) and sites under a single ownership or smaller number of owners. Larger sites will be more attractive for development and provide more flexibility for site design. Sites with fewer owners will make it easier to acquire land.

An alternative to rezoning lands into the R3 zone is to increase the allowed density of the R2 zone to ensure that larger multi-family developments (more than 5 units) can also be built in this zone. This alternative is addressed under Strategy #3, below.

3. Increase Allowed Density in Existing Zones

This study found that the City of Umatilla has a sufficient supply of residential land if land is built at or near the planned density levels, based on existing zoning. Increasing allowed density in existing zones is not strictly necessary to meet projected housing needs within the existing UGB, however, there are two key benefits to allowing higher densities that should be considered:

- **Housing affordability.** Smaller lot sizes and higher densities allow for some of the major costs of development—such as acquiring land and building infrastructure—to be divided among more units. This decreases the per-unit cost of development and can enable lower sale prices or rental rates.
- **Efficiency of land use and infrastructure provision.** Higher density also helps to ensure that residential land is used efficiently. If growth rates accelerate more quickly than projected, then it will be more important for the City to efficiently use land within the existing UGB. It is also more efficient for the City to provide and maintain roads, sewer, and water systems (on a per-unit basis) to higher density development.

The City’s Zoning Ordinance regulates density primarily through minimum lot size requirements in residential zones. Potential amendments to minimum lot size standards are presented in Table 3. These amendments are intended to allow for higher density development while considering the existing character and stated purpose of the zone. Minimum lot width, lot depth, or setback standards may also need to be modified to ensure they are consistent with any changes to minimum lot size standards.

Table 3. Potential Minimum Lot Size Amendments

Zone	Existing Minimum Lot Size	Proposed Minimum Lot Size
R1 – Single-Family Residential	Single-Family Detached: 8,000 sq. ft.	Single-Family Detached: 5,000-7,000 sq. ft. Duplex: 5,000-7,000 sq. ft. (same as SFD) ²
R2 – Medium Density Residential	Single-Family Detached: 5,000 sq. ft. Duplex and Multi-Family: 1 dwelling per 3,500 sq. ft	Single-Family Detached: 5,000 sq. ft. Duplex: 5,000 sq. ft. Triplex: 5,000 sq. ft. ¹ Multi-Family: 1 dwelling per 2,500 sq. ft
R3 – Multi-Family Residential	Single-Family Attached: 5,000 sq. ft. Multi-Family: 1 dwelling per 2,000 sq. ft	Single-Family Attached: 2,000 sq. ft. Duplex: 4,000 sq. ft. ² Triplex: 4,000 sq. ft. ¹ Multi-Family: 1 dwelling per 1,500 sq. ft
R4 – Downtown Residential	Single-Family Attached: 2,000 sq. ft. Multi-Family: 1 dwelling per 2,000 sq. ft	Single-Family Attached: 2,000 sq. ft. Duplex: 4,000 sq. ft. ² Triplex: 4,000 sq. ft. ¹ Multi-Family: 1 dwelling per 1,500 sq. ft

¹ Triplexes currently defined as Multi-Family, recommendation is to define separately, see Strategy #5

² Duplexes not currently permitted. Recommendation is to make a permitted use, see Strategy #5.

4. Establish Minimum Density Standards

As identified in this study, the City of Umatilla has a sufficient supply of residentially zoned land to meet the projected 20-year housing needs. However, it remains important that the buildable land be used efficiently by developing at or near the maximum density of the zoning district, particularly if there is a chance that growth rates will exceed the projections.

The most direct method to ensure land is used efficiently is to adopt minimum density standards for each residential zone. A minimum density standard would prohibit residential developments that do not meet the intent of the zone.¹ For example, large lot, detached homes would be prohibited in a higher density residential zone, but the minimum density standard may allow for smaller lot detached houses,

¹ Additionally, the City may prohibit housing types that are not consistent with the purpose of the zone. For example, in the City’s higher density zones, such as the R3 – Multi-Family Residential and R-4 Downtown Residential zone, the City prohibits detached single-family dwellings and manufactured dwellings on individual lots.

cottage cluster housing, or townhomes. The minimum density standard can be tailored to local conditions and needs but is most effective if it is set at between 50 and 80 percent of the maximum density standard in the zone. Potential minimum density standards for each of Umatilla’s zones is presented in Table 4.

Table 4. Potential Minimum Density Standards

Zone	Existing Minimum Lot Size	Proposed Minimum Density
R1 – Single-Family Residential	Single-Family Detached: 8,000 sq. ft. <i>Equivalent density: ~4 units/net acre</i>	Minimum Density: 3 units/net acre
R2 – Medium Density Residential	Single-Family Detached: 5,000 sq. ft. Duplex and Multi-Family: 1 dwelling per 3,500 sq. ft. <i>Equivalent density: ~9 units/net acre</i>	Minimum Density: 6 units/net acre
R3 – Multi-Family Residential	Single-Family Attached: 5,000 sq. ft. Multi-Family: 1 dwelling per 2,000 sq. ft. <i>Equivalent density: ~16 units/net acre</i>	Minimum Density: 12 units/net acre
R4 – Downtown Residential	Single-Family Attached: 2,000 sq. ft. Multi-Family: 1 dwelling per 2,000 sq. ft. <i>Equivalent density: ~16 units/net acre</i>	Minimum Density: 12 units/net acre

5. Code Updates to Support a Variety of Housing Types

This study found that the City of Umatilla has sufficient land zoned for single-family detached housing, medium density housing, and multi-family housing. However, there are opportunities to support development of a variety of housing types by reducing unnecessary barriers, providing more flexibility, and tailoring standards to fit a variety of housing types.

There are some housing types that are can be more difficult to develop because development code standards do not address unique characteristics of this housing type or the standards are unnecessarily restrictive. These types include Accessory Dwelling Units (ADUs), cottage cluster housing, duplexes, triplexes, and townhomes. These housing types are considered part of “missing middle housing” because they fall between high density apartments and low density, detached single-family housing. If regulated appropriately, these housing types can be compatible with detached, single-family houses and, therefore, could be permitted outright in most residential zones.

Another common characteristic of these housing types is that they are often smaller individual dwelling units. Given the demographic trends summarized in this study, and the ongoing challenge of providing enough housing options for people with moderate incomes, smaller sized, modest housing units will

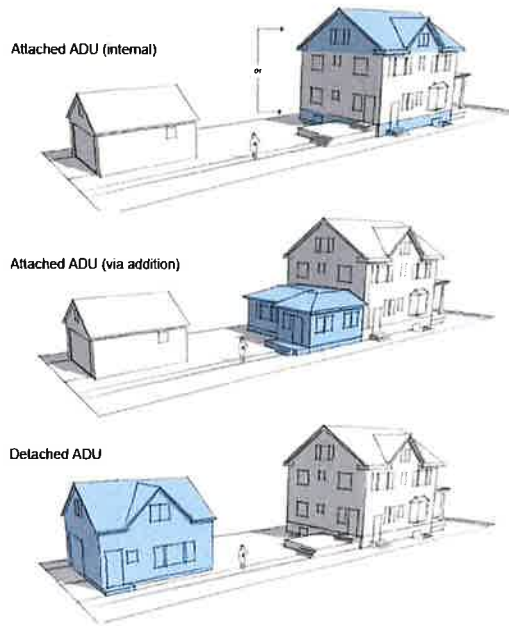
continue to be an important need in the City of Umatilla. As demonstrated by the Housing and Residential Land Needs Assessment, there is a need for ownership housing options for households with incomes between \$35,000-\$100,000. Due to the costs of land, infrastructure, and construction, it can be difficult for builders to produce new single-family detached housing that is affordable to households at this income level. These “middle housing” types can be more feasible to provide for this income level because they require less land per unit and can be more efficient to serve with infrastructure.

Accessory Dwelling Units

An Accessory Dwelling Unit (ADU) is a secondary dwelling unit on the same lot as a single-family house that is smaller than the primary dwelling. ADUs can come in three forms: a detached structure, an attached addition, or a conversion of internal living space in the primary dwelling (Figure 9). As ADUs are often invisible from the street or may be perceived as a part of the primary dwelling, they offer a method of increasing density with minimal visual impact on the character of the neighborhood.

Figure 9. Types of ADUs

ADUs in blue; main residence in white



Source: City of St. Paul, MN

ADUs are a viable housing option with several benefits:

- Building and renting an ADU can raise income for a homeowner and help offset the homeowner’s mortgage and housing costs.
- ADUs can add to the local supply of rental units and can provide a relatively affordable rental option for a person or household that prefers living in a detached unit rather than an apartment or other attached housing.

- ADUs offer flexibility for homeowners to either rent the unit or to host a family member. The proximity to the main house can be particularly beneficial for hosting an elderly family member that may need care and assistance.

The state legislature recently adopted a statute that requires cities with a population of over 2,500 and counties with a population over 10,000 to allow ADUs outright on any lot where single-family housing is allowed. This requirement applies to the City of Umatilla. The City complies with this requirement by allowing ADUs in the R1 and R2 zones, where single-family detached houses are allowed.

The Oregon Department of Land Conservation and Development has published a model code for ADUs. The model code is intended to provide basic regulations while ensuring that the standards do not present unnecessary barriers. Umatilla’s standards are generally supportive of ADU development; however, the following two amendments are recommended to better support development of ADUs:

- **Number of ADUs (10-11-11.A).** Consider allowing two ADUs on the same lot if one of the ADUs is internal or an attached addition. In these cases, the internal ADU would not be visible from the street and would have a minimal impact on the visual character of the property.
- **Off-Street Parking (10-11-11.E).** Do not require an off-street parking space for the ADU in addition to the spaces required for the primary dwelling. On some lots, it can be difficult or costly to provide an additional parking space if the house and lot were not designed to provide more parking spaces than required at the time of construction.

Cottage Clusters

Cottage clusters are groups of small, detached homes, usually oriented around a common green or courtyard. The units may be located on individual lots that are individually owned or the property may be structured as a condominium with common ownership of the land and private ownership of the houses.

Figure 10. Example of a Cottage Cluster Development



Cottage clusters are growing more popular and their development potential is significant. They provide many of the same features of conventional detached houses, but in a smaller footprint, with shared common areas, and arranged in a way that can facilitate a more community-oriented environment (see Figure 10). Cottage clusters can be developed on relatively small lots, as access and parking is shared and the units are relatively small, usually between 500 and 1,200 square feet. The visual character of cottage clusters—detached dwellings with substantial shared yard space—is generally compatible with neighborhoods of detached homes.

A cottage cluster project would be difficult to develop in the City of Umatilla today because it would need variances or adjustments to multiple standards, such as minimum lot size, minimum lot width, setbacks, and density. To support cottage cluster development, it is recommended that cottage cluster housing be defined as an allowed housing type and a specific set of standards developed. Cottage clusters should be permitted through an administrative review process with clear and objective standards. The following are some best practices for creating cottage cluster standards:

- **Density bonus in exchange for maximum unit size.** Allow for increased densities over the base zone in exchange for a cap on the size of individual dwelling units. This combination allows for more dwelling units while ensuring an efficient use of land and compatibility with detached houses on larger lots.
- **Low minimum unit size.** Given maximum house sizes of 1,000-1,200 square feet, allow a wide range of sizes—even as small as 400 square feet—and consider allowing both attached and detached housing.
- **Flexible ownership arrangements.** Do not require a single ownership structure; allow the site to be divided into individual lots, built as rental units on one lot, or developed as condominiums.
- **Supportive lot standards.** Ensure that minimum lot size, setbacks and building coverage requirements do not prohibit cottage cluster development on smaller lots.
- **Balanced design standards.** Draft basic design requirements that ensure neighborhood compatibility and efficient use of land, but that are not so specific as to restrict the ability to adapt to varying neighborhood contexts.

Duplexes, Triplexes, and Townhomes

Duplexes, triplexes, and townhomes are forms of attached housing that can be compatible with detached, single-family housing while allowing for smaller, more affordable units. The City of Umatilla defines duplexes as “Two-Family Dwellings,” includes triplexes in the definition of “Multi-Family Dwellings,” and uses the term “attached single-family residences” for townhomes. In addition to the minimum lot size adjustments identified under Strategy #3, the following code updates are recommended to better support development of these housing types:

- **Permit Duplexes in the R1 Zone.** There is substantial amount of buildable land that is zoned R1 (approximately 570 acres). There may be opportunities to provide more flexibility in this zone by

allowing duplexes along with single-family housing. Additionally, as identified above in relation to Strategy #3, it is recommended to allow duplexes on the same minimum size of lot as single-family detached houses but to limit the overall size of the building through a maximum lot coverage, maximum Floor Area Ratio (FAR), or maximum unit size standard. If the City requires duplexes to be built on larger lots then this can result in a structure that is larger than most detached houses in the area, because the builder is likely to maximize the floor area of the structure. Allowing duplexes on the same size lots while limiting the size of the structure encourages smaller individual dwelling units and building sizes that are more compatible with single-family houses.

- **Permit Duplexes in the R3 and R4 Zones.** Duplexes are not currently permitted in the R3 and R4 zones, though these zones permit townhomes and multi-family development. A duplex can be built at density level equivalent to a townhome or even a lower density apartment development if it is allowed to be built on a smaller lot. Thus, it is appropriate to allow duplexes in these zones to provide this option where existing lot sizes or market demand may call for this housing type.
- **Regulate Triplexes separately from Multi-Family.** It is recommended to separate triplexes from the definition of Multi-Family Dwellings so they may be regulated separately, where appropriate. This approach is used in the recommended minimum lot size amendments under Strategy #3.

Tiny Homes

Tiny homes have no formal definition, but generally are considered detached dwellings that are less than 400 square feet in size. The demand for tiny houses has grown considerably in recent years and they appeal to a diverse range of people and households. Some are attracted to the prospect of a low-cost, low-impact lifestyle, even if they could potentially afford a conventional home. Local governments and non-profits have also begun to experiment with using tiny homes as either temporary/transitional or permanent shelter for people with very low incomes or those experiencing homelessness.

From a regulatory perspective, one of the key challenges for tiny homes is how they are classified and permitted under the building code. Tiny homes can be built to comply with several different construction standards, and the construction standard they are built to should be considered in determining where and how they can be sited pursuant to the zoning and development code. Broadly, tiny homes can be classified as either intended to be sited permanently or temporarily.²

- Permanent tiny homes are attached to an approved foundation. Permanent tiny homes may be built either to the conventional building code—the Oregon Residential Specialty Code (ORSC)—

² For more information on building codes and tiny homes, see this policy brief from the state Legislative and Policy Research Office: <https://www.oregonlegislature.gov/lpro/Publications/Background-Brief-Tiny-Home-Regulation-2018.pdf>

ORDINANCE NO. 839

AN ORDINANCE AMENDING THE CITY'S COMPREHENSIVE LAND USE PLAN BY REMOVING THE 1997 RESIDENTIAL BUILDABLE LANDS INVENTORY FROM CHAPTER 14 AND INCORPORATING THE 2019 RESIDENTIAL LAND NEEDS ASSESSMENT AND RESIDENTIAL BUILDABLE LANDS INVENTORY INTO CHAPTER 10

WHEREAS, the City of Umatilla's Comprehensive Land Use Plan was codified, reformatted and re-adopted as Ordinance No. 779 on January 8, 2013; and

WHEREAS, The City of Umatilla made application for a comprehensive plan amendment under application PA-1-19 to incorporate the results of the 2019 residential land needs assessment and buildable lands inventory; and

WHEREAS, the Planning Commission held a public hearing on August 13, 2019 to consider plan amendment PA-1-19 an amendment of chapters 10 and 14 of the City's Comprehensive Plan, and recommended approval to the City Council; and

WHEREAS, the Umatilla City Council conducted a public hearing on September 3, 2019 to consider the Planning Commission's recommendation for plan amendment PA-1-19 and adopted the Planning Commission's findings and conclusions as its own in approving the application, as contained in the *Umatilla City Council Report and Decision for Plan Amendment PA-1-19*.

NOW THEREFORE, THE CITY OF UMATILLA DOES ORDAIN AS FOLLOWS:

Section 1. The Umatilla City Council does hereby adopt the findings and conclusions recommended by the City Planning Commission as its own in support of this amendment to the Umatilla Comprehensive Plan, as contained in the *Umatilla City Council Report and Decision for Plan Amendment, PA-2-18*.

Section 2. Chapters 10 (Housing) and 14 (Urbanization) of the City of Umatilla Comprehensive Plan is hereby amended to read as follow:

Underlined language to be added; ~~Strikethrough~~ language for deletion by Plan Amendment application PA-1-19

**CHAPTER 10
GOAL 10: HOUSING**

SECTION 10.0 HOUSING GOAL

To increase the supply of housing commensurate with population growth, and the peoples' needs.

SECTION 10.1 ~~HOUSING BACKGROUND AND DISCUSSION~~ HOUSING CONDITIONS AND TRENDS

10.1.100 ~~HOUSING DEMAND~~ INTRODUCTION

~~Since about 1974, the demand for housing has been acute with population in the area increasing at about 34% annually. At the present time, demand for local housing is such that people are temporarily living in rental housing awaiting the completion of their new homes. Based on an enumeration from December 1976, the vacancy rate for area housing is almost 6%.[†]~~

~~The nature of anticipated growth is such that the future demand for housing will continue to rise sharply to a peak and then decline before resuming a sustained rate of growth. The following overall estimate of housing demand is shown in Table 10.1-1 and based on the population forecast in Figure 10.1-1. As can be seen in the forecast, the peak demand for housing occurs in 1980 which corresponds to the peak in area construction employment. Due to the nature of this employment, it will strongly influence the type of housing needed.~~

~~During construction of projects such as PGE, Alumax, I-82, McNary Second Powerhouse, etc., the demand for interim housing will exceed that for single family homes. As construction is completed on these projects and permanent employees arrive, the demand for single family homes will increase and the demand for apartments and mobile homes will generally decline.~~

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of Umatilla is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages, and specific needs. The City does this primarily by regulating residential land uses within the City, as well as working with and supporting non-profit and market rate developers and other housing agencies in developing needed housing.

The City sought and received grant funding from the State of Oregon in 2019 to undertake a Housing Needs Analysis project and to proactively plan for future housing needs in Umatilla. The City has undertaken and will continue to implement and update a variety of activities to meet current and future housing needs:

- Conduct and periodically update an analysis of current and future housing conditions and needs. The City most recently conducted this analysis in 2019 through the Housing Needs Analysis planning project. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Housing and Residential Land Need Assessment Report.
- Conduct and periodically update an inventory of buildable residential land (BLI) to ensure that the City has an adequate supply of land zoned for residential use to meet projected future needs. The City most recently conducted this analysis in 2019. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Buildable Lands Inventory Report.

[†]Center for Population Research & Census, December, 1976.

- Adopt and amend, as needed, a set of housing-related Comprehensive Plan policies to address future housing needs.
- Regularly update and apply regulations in the City’s Zoning and Subdivision Ordinances to meet housing needs identified in the Comprehensive Plan and supporting documents.
- Implement additional strategies to address housing needs in partnership with State and County agencies and other housing organizations. Potential strategies are described in more detail in the 2019 City of Umatilla Housing Strategies Report.

The remainder of this Section summarizes these topics in more detail.

10.1.11200 *Housing Demand Summary* DEMOGRAPHIC CONDITIONS AND TRENDS

~~Assuming that the various new industries programmed for the Umatilla area materialize, the demand for additional housing will continue. In the near term, the demand for mobile homes or mobile home space will be the greatest. Additionally, it is possible that as the cost of the single-family home continues to increase that more families will demand a multi-family unit, if the purchase price is lower than for single family homes.~~

~~The housing demand forecast that follows is derived from the population forecast. Additionally, the forecast is based on different demand factors for construction and permanent residents. The forecast utilizes the following distribution:~~

Table 10.1-1 Projected Housing Distribution

Employment Category	Single Family	Multi Family	Mobile Homes
Permanent*	48%	29%	23%
Construction**	7%	28%	65%

~~*Based on current distribution.~~

~~**Based on Community Impacts of Alumax, p. 36.~~

~~Insert Figure 10.1-1 (fig. 8 from old comp plan)~~

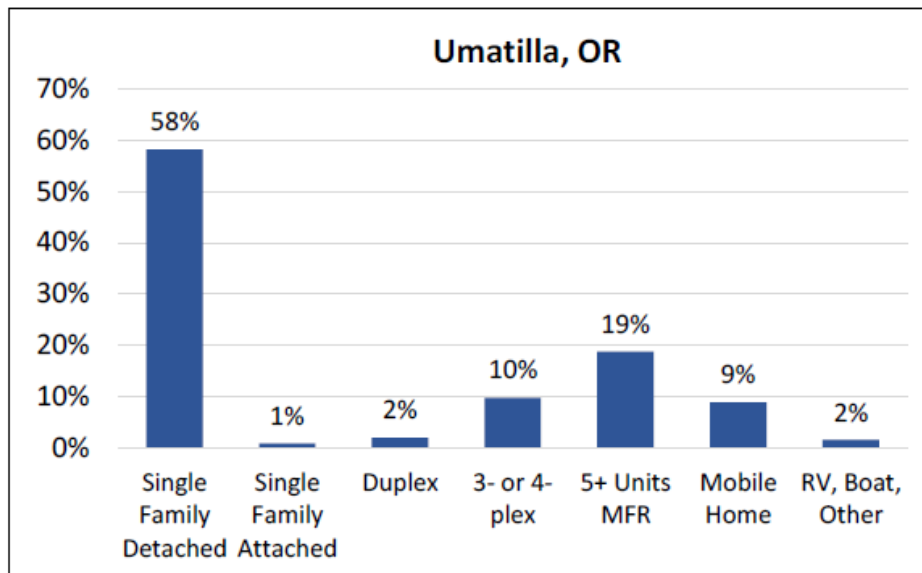
- Umatilla is a City of an estimated 7,320 people (City), and 8,834 people (UGB), located in Umatilla County in Northeastern Oregon. An estimated 17% of the population in the UGB lives outside the city limits.
- Umatilla has experienced rapid growth, growing over 47% in population since 2000. In contrast, Umatilla County and the state experienced population growth of 14% and 21% respectively. The City of Hermiston grew 37% over this period. (US Census and PSU Population Research Center).
- Umatilla’s population is forecasted to grow to 12,664 by 2039, an increase of 3,830 people, or about 43% from the 2018 population estimate.
- The Umatilla was home to an estimated 2,247 households in 2018, an increase of roughly 550 households since 2000. The percentage of families fell slightly between 2000 and 2018 from 78% to 74% of all households. The City has a larger share of family households than Umatilla County (68%) and the state (63%).

- Umatilla’s estimated average household size is 3.15 persons, holding stable since 2000. This is higher than the Umatilla County average of 2.67 and the statewide average of 2.47.

10.1.300 HOUSING CONDITIONS AND TRENDS

- **Housing Tenure.** Umatilla has a close to even divide between owner households and renter households. The 2017 American Community Survey estimates that 51% of occupied units were owner occupied, and 49% renter occupied. The ownership rate in Umatilla has fallen from 60% since 2000. During this period the statewide rate fell from 64% to 62%. Nationally, the homeownership rate has nearly reached the historical average of 65%, after the rate climbed from the late 1990’s to 2004 (69%). The estimated ownership rate is higher in Umatilla County (66%) and statewide (61%).
- **Housing Stock.** Umatilla UGB had an estimated 2,240 housing units in 2018, with a very low estimated vacancy rate (includes ownership and rental units). Figure 1 shows the estimated number of units by type in 2017. Detached single-family homes represent an estimated 58% of housing units. Units in larger apartment complexes of 5 or more units represent 19% of units, and other types of attached homes represent an additional 13% of units. Note that in this analysis attached homes, or “attached single family” housing types generally includes townhomes, some condo flats, and complexes which are separately metered. Mobile homes represent 9% of the inventory.

Figure 1. Estimated Share of Units, By Property Type, 2017



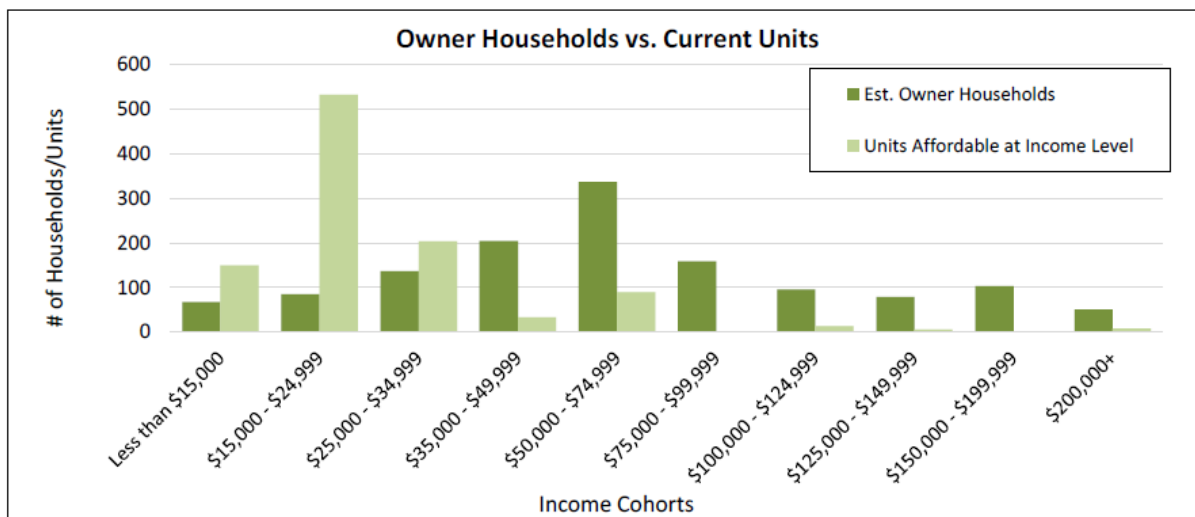
SOURCE: City of Umatilla, Census ACS 2017

10.1.400 CURRENT HOUSING NEEDS

A comparison of estimated current housing demand with the existing supply identifies the existing discrepancies between needs and the housing that is currently available. Figures 2 and 3 compare the estimated number of households in given income ranges, and the supply of units currently affordable within those income ranges. The data is presented for owner and renter households.

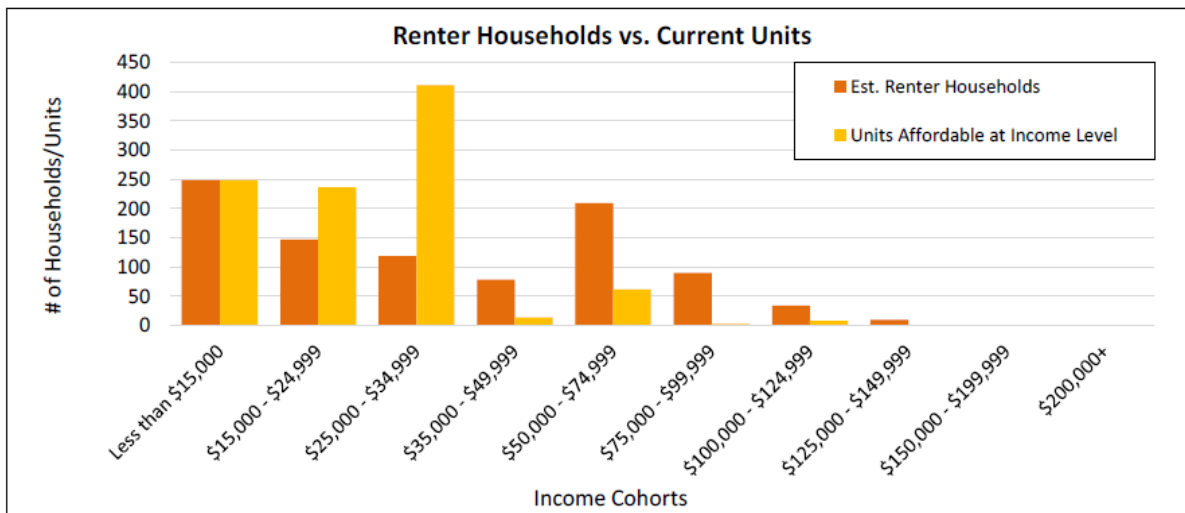
- In general, this identifies that there is currently support for more ownership housing at price ranges above \$200,000. This is because most housing in Umatilla is clustered at the low to middle price points, while analysis of household incomes and ability to pay indicates that some could afford housing at higher price points.
- The analysis finds that most rental units are currently found at the lower end of the rent spectrum, therefore the supply of units priced at \$900 or lower is estimated to be sufficient. This represents the current average rent prices in Umatilla, where most units can be expected to congregate. There is an indication that some renter households could support more units at higher rental levels. Rentals at more expensive levels generally represent single family homes for rent.
- In general, these findings demonstrate that there are sufficient housing opportunities at lower price points than might be considered “affordable” for many owner or renter households, while the community may be able to support some new single-family housing at a higher price point, or newer units at a higher rent point.

Figure 2. Comparison of Owner Household Income Groups to Estimated Supply Affordable at Those Income Levels



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

Figure 3. Comparison of Renter Household Income Groups to Estimated Supply Affordable at Those Income Levels



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

10.1.500 PROJECTED HOUSING NEEDS

The projected future (20-year) housing profile in the study area is based on the current housing profile (2018), multiplied by an assumed projected future household growth rate. The projected future growth is the official forecasted annual growth rate (1.73%) for 2040 generated by the PSU Oregon Forecast Program. This rate is applied to the year 2039. The profile of occupied future housing demand was compared to the current housing inventory to determine the total future need for new housing units by type and price range.

- Figure 4 shows a projected increase of 58% in homeownership rates in Umatilla over the next 20 years, which would remain lower than the current statewide average (62%). The shift to older and marginally higher income households is moderate but is projected to increase the homeownership rate somewhat. At the same time, the number of lower income households seeking affordable rentals is also anticipated to grow.
- As shown in Figure 5, the results show a need for 1,151 new housing units by 2039. Of the new units needed, roughly 66% are projected to be ownership units, while 34% are projected to be rental units. This is due to the forecast of a slightly higher homeownership rate.
- In keeping with development trends, and the buildable land available to Umatilla, single family units are expected to make up the greatest share of new housing development over the next 20 years. 61% of the new units are projected to be single family detached homes, while 28% is projected to be some form of attached housing, and 10% are projected to be mobile homes, and 1% are expected to be RV or other temporary housing.
- There is new need at the lowest end of the rental spectrum (\$400 and less).
- Projected needed ownership units show that the supply at the lowest end of the spectrum is currently sufficient. (This reflects the estimated value of the total housing stock, and not necessarily the average pricing for housing currently for sale.) And the

community could support more housing at higher price points, mostly in ranges above \$200,000

Figure 4 Projected Occupied Future Housing Demand by Income Level (2039)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$90k	92	Less than \$15,000	4.9%	4.9%
\$90k - \$130k	118	\$15,000 - \$24,999	6.4%	11.3%
\$130k - \$190k	192	\$25,000 - \$34,999	10.3%	21.7%
\$190k - \$210k	289	\$35,000 - \$49,999	15.6%	37.2%
\$210k - \$340k	476	\$50,000 - \$74,999	25.6%	62.9%
\$340k - \$360k	224	\$75,000 - \$99,999	12.1%	75.0%
\$360k - \$450k	135	\$100,000 - \$124,999	7.3%	82.2%
\$450k - \$540k	111	\$125,000 - \$149,999	6.0%	88.2%
\$540k - \$710k	146	\$150,000 - \$199,999	7.9%	96.1%
\$710k +	72	\$200,000+	3.9%	100.0%
Totals:	1,855		% of All:	57.6%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	360	Less than \$15,000	26.4%	26.4%
\$400 - \$600	213	\$15,000 - \$24,999	15.6%	42.0%
\$600 - \$900	173	\$25,000 - \$34,999	12.6%	54.6%
\$900 - \$1000	116	\$35,000 - \$49,999	8.5%	63.1%
\$1000 - \$1600	307	\$50,000 - \$74,999	22.4%	85.6%
\$1600 - \$1700	132	\$75,000 - \$99,999	9.6%	95.2%
\$1700 - \$2100	49	\$100,000 - \$124,999	3.6%	98.8%
\$2100 - \$2500	15	\$125,000 - \$149,999	1.1%	99.9%
\$2500 - \$3300	1	\$150,000 - \$199,999	0.1%	100.0%
\$3300 +	1	\$200,000+	0.0%	100.0%
Totals:	1,366		% of All:	42.4%

All Units
3,222

Sources: Census, Environics Analytics, JOHNSON ECONOMICS

Figure 5. Projected Future Need for NEW Housing Units (2039), Umatilla

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	621	51	0	0	0	90	0	763	66.3%
Percentage:	81.4%	6.7%	0.0%	0.0%	0.0%	11.8%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	79	8	24	86	157	22	12	388	33.7%
Percentage:	20.4%	2.0%	6.1%	22.1%	40.5%	5.8%	3.1%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	701	59	24	86	157	113	12	1,151	100%
Percentage:	60.9%	5.1%	2.0%	7.4%	13.7%	9.8%	1.1%	100%	

Sources: PSU, City of Umatilla, Census, Environics Analytics, JOHNSON ECONOMICS

- Figure 6 presents estimates of need at key low-income affordability levels in 2018 and new need. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and Community Services for Umatilla County, and the recent City of Umatilla Income Survey (2018). An estimated 56% of households qualify as at least “low income” or lower on the income scale, while 16% of household qualify as “extremely low income”. (The income survey used a different terminology of “low and moderate income” for these same income segments.)

Figure 6. Projected Need for Housing Affordable at Low Income Levels, Umatilla

Affordability Level	Income Level		Current Need (2018)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$16,650	354	16%	153	13%
Very Low Income	50% AMI	\$27,600	613	27%	266	23%
Low Income	80% AMI	\$44,160	1,256	56%	545	47%

Sources: OHCS, Environics Analytics, JOHNSON ECONOMICS

* Income levels are based on OHCS guidelines for a family of four.

The State of Oregon identifies 58 units dedicated agricultural workforce housing located in four properties the City of Umatilla. This is an estimated 2.6% of the current housing supply.

Assuming that this segment of housing grows at a similar rate to all housing types, this implies a 2039 total of 88 units for the agricultural workforce, or addition of 30 units in this time.

At the same time, the State estimates numbers of migrant and seasonal farm workers (MSFW) in Umatilla County far in excess of the number of units available dedicated to this population. It is fair to estimate that the City of Umatilla, and the rest of the county, could support as much of this housing as can practically be developed given resource limitations. Therefore, continued support for such housing is appropriate.

101.1.700 COMPARISON OF PROJECTED NEED AND BUILDABLE LAND SUPPLY

The projected housing needs were compared with the supply of buildable residential land within the City of Umatilla UGB.

- Figure 7 presents the estimated new unit capacity of the buildable lands identified in the City of Umatilla UGB. There is a total remaining capacity of 3,493 units of different types within the study area. Much of this capacity is within the single family and medium density residential zones.
- There is a total forecasted need for roughly 1,150 units over the next 20 years based on the PSU forecasted growth rate. This is well below the estimated capacity of nearly 3,500 units. There is sufficient capacity to accommodate all projected new unit types. After this need is accommodated, there is an estimated remaining capacity of over 2,100 additional units, mostly in the high-density residential zone.
- Figure 8 shows forecasted residential need and capacity by acres, rather than units. There is a projected need for 193 acres of new residential development, but a buildable capacity of 1,253 acres. There is currently sufficient buildable capacity within Umatilla to accommodate projected need.

For more detail on these findings please refer to the Housing and Residential Land Needs Assessment Report and the Buildable Lands Inventory (BLI) maps prepared for the City.

Figure 7. Estimated Buildable Lands Capacity by Acreage and No. of Units (2019)

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres				Housing Unit Capacity			
		Partially Vacant	Vacant	Total	Share of Total	Partially Vacant	Vacant	Total	Share of Total
DR: Downtown Residential	18	0	4	4	0%	0	41	41	2%
F-2: General Rural	0.05	1	40	41	3%	0	1	1	0%
R-1: Agricultural Residential	0.25	163	63	226	18%	20	4	24	1%
R1: Single-Family Residential	5	11	558	569	45%	34	2,017	2,051	58%
R-1A: Two Acre Residential	0.5	117	36	153	12%	25	12	37	1%
R2: Medium Density Residential	8	3	200	203	16%	14	1,150	1,164	33%
R-2: Suburban Residential	1	36	1	37	3%	16	0	16	0%
R3: Multi-Family Residential	18	5	5	10	1%	60	70	130	4%
R-3: Urban Residential	5	5	5	10	1%	17	12	29	1%

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres				Housing Unit Capacity			
		Partially Vacant	Vacant	Total	Share of Total	Partially Vacant	Vacant	Total	Share of Total
Subtotal		340	912	1,253	--	186	3,307	3,493	--

Figure 8. Comparison of Forecasted Future Land Need (2039) with Available Capacity

<u>LAND INVENTORY VS. LAND NEED</u>	Unit Type			<u>TOTAL</u>
	Single Family Detached	Medium-Density Attached	Multi-Family	
Buildable Land Inventory (Acres):	1,036	203	14	1,253
Estimated Land Need (Acres):	163	21	9	193
<i>Land Surplus (Inventory - Need:)</i>	<i>873</i>	<i>182</i>	<i>5</i>	<i>1,060</i>

Sources: Angelo Planning Group, Johnson Economics

10.1.800 STRATEGIES TO ACCOMMODATE FUTURE HOUSING NEEDS

The Housing and Residential Land Needs Assessment conducted for the City in 2019 indicated that the City had an adequate supply of buildable residential land within its urban growth boundary (UGB) to meet projected housing needs during the next 20 years. If population growth occurs at a faster rate than projected at that time, the City could find that the land supply is less than projected and additional land for residential uses may be needed in the future.

Although the City does not anticipate a need to expand its UGB during the planning period, it can continue to consider and implement a variety of strategies in the future to further provide opportunities for a wide range of housing choices, efficient land use, and development of housing affordable to people with low and moderate incomes. For the planning purposes, “affordable housing” is defined as housing that is affordable to a household that spends 30% or less of its income on housing, including rent or mortgage payments and utilities. Households with low incomes are those who make 80% or less of median household income. Those with moderate incomes make 81-95% of median household income.

The City is already implementing a variety of land use and other strategies that help provide for a wide range of housing options in Umatilla. Potential strategies either not already being undertaken by the City, or with the potential to be strengthened or enhanced, are summarized in the Housing Strategies Report. The ability to implement them will depend on available resources, community priorities and other factors.

These strategies are described in detail in the Housing Strategies Report prepared by the City as part of its Housing Needs Analysis project in 2019.

SECTION 10.2 *(Reserved for expansion)*

SECTION 10.3 *(Reserved for expansion)*

SECTION 10.4 *(Reserved for expansion)*

SECTION 10.5 *(Reserved for expansion)*

SECTION 10.6 *(Reserved for expansion)*

SECTION 10.7 *(Reserved for expansion)*

SECTION 10.8 ~~HOUSING FINDINGS~~ *(Reserved for expansion)*

~~10.8.101 Housing should be developed in areas that reinforce and facilitate orderly and compatible community development.~~

~~10.8.102 The City should evaluate proposals for new housing construction in terms of the additional numbers of people with respect to impact on the natural environment, community services, utility support systems, projected housing needs, and the City's capital improvement programming.~~

SECTION 10.9 HOUSING POLICIES

~~10.9.101 Future residential development will continue to provide prospective buyers with a variety of residential lot sizes greater than minimums, a diversity of housing types, and a range in prices.~~ A variety of housing types will be encouraged, including single-family attached housing, duplexes, multi-family housing and townhomes, as well as less traditional forms of housing.

~~10.9.102 Building permits will not be issued until final plat approval has been given.~~ The City will emphasize affordable housing needs, given that meeting the needs of the low- and moderate-income households often requires public intervention or subsidy.

~~10.9.103 Federal programs that provide monies for housing assistance will be utilized as needed.~~ Fair Housing goals will be supported to ensure that housing policies and standards do not discriminate against or have adverse effects on the ability of "protected classes" to obtain housing, consistent with the federal Fair Housing Act. The City will support housing to accommodate senior citizens to be located within easy walking distance of business and commercial areas.

~~10.9.104 Housing to accommodate senior citizens will be located within easy walking distance of business and commercial areas.~~ Land Supply goals will ensure that adequate land is zoned to meet identified housing needs and the City will periodically update the inventory of residential lands to ensure that supply keeps pace with growth.

- 10.9.105 ~~The City will re-assess Housing Needs at each Periodic Review. (Ord. 544)~~ The City will support Statewide Planning Goal 10, “encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”

- 10.9.106 The City will allow for levels of residential density that encourage efficient use of the supply of residential land while maintaining compatibility with the character of existing neighborhoods and ensuring that appropriate standards are in place to mitigate the impacts of development.

- 10.9.107 The City will maintain and/or develop partnerships aimed at supporting other public agencies, non-profits and market rate developers who focus on meeting the needs of low and moderate income households and community members with special housing needs.

- 10.9.108 Mixed use development will be supported. These developments typically include upper story housing located above retail or commercial uses.

- 10.9.109 The City will allow and support the development of Accessory Dwelling Units. Accessory Dwelling Units are an important housing option that can help meet the need for affordable rental units, reduce housing costs for homeowners, and enable multi-generational living.

- 10.9.110 Flexible zoning will be utilized to respond to a variety of housing needs and keep costs for such housing down, particularly for housing affordable to low and moderate income households.

- 10.9.111 The City will periodically evaluate zoning and development code requirements for opportunities to lessen or eliminate unnecessary barriers to residential development and identify alternative regulatory approaches to achieving policy goals.

- 10.9.112 Maintenance and rehabilitation of existing housing will be a method used to prevent unsafe conditions and keep affordable housing available within the community.

- 10.9.113 The City will support development of manufactured home parks in appropriate locations in order to fulfill the need for this form of housing for people with lower or moderate incomes, consistent with state law.

- 10.9.114 Short term rentals will be regulated to reduce their impact on the supply and affordability of long-term rental housing.

ADOPTED by the City Council this _____ day of _____, 2019.

Council members voting yes: _____

Council members voting no: _____

Absent Council members: _____

Abstaining Council members: _____

And **SIGNED** by the Mayor this _____ day of _____, 2019.

Mary Dedrick, Mayor

ATTEST:

Nanci Sandoval, City Recorder

CITY OF UMATILLA, OREGON
AGENDA BILL

Agenda Title: Zone Change (ZC-2-19) and Ordinance No. 840	Meeting Date: 2019-09-03
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Department: Community Development	Director: Tamra Mabbott	Contact Person: Brandon Seitz	Phone Number: 541-922-3226 ext 103
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Cost of Proposal: Legal fees to prepare Amount Budgeted: NA	Fund(s) Name and Number(s):
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Reviewed by Finance Department:	Previously Presented: June 18, 2019
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Attachments to Agenda Packet Item:
[ZC-2-19 CC Report & Recommendation.pdf](#)
[Ord No. 840.pdf](#)

Summary Statement: Planning Commission recommended approval of zone change (ZC-2-19) and implementing ordinance number 840
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Consistent with Council Goals: Goal 1: Promote a Vibrant and Growing Community by Investing in and Support of Quality of Life Improvements.

**UMATILLA CITY COUNCIL
REPORT AND RECOMMENDATION
FOR
ZONE CHANGE ZC-2-19**

DATE OF HEARING: September 3, 2019

REPORT PREPARED BY: Brandon Seitz, City Planner

I. GENERAL INFORMATION AND FACTS

Applicant: City of Umatilla, 700 6th Street, Umatilla, OR 97882.

Land Use Review: Zone Change application to amend the City of Umatilla Zoning Ordinance. The proposed amendment updates and adds housing type definitions, decrease the minimum lot sizes in the Single-Family Residential (R-1), Medium Density Residential (R-2), Multi-Family Residential (R-3) and Downtown Residential (DR) zoning districts, allow duplexes in the R-3 zone and adopts townhouse site standards.

II. NATURE OF REQUEST AND GENERAL FACTS

The City of Umatilla participated in the 2019 West Umatilla County Housing Study project with the Cities of Echo and Stanfield. The Housing Study included two reports, a Housing and Residential Land Needs Assessment and a Residential Buildable Lands Inventory (BLI). The Housing Strategies Report includes a number of recommendations to address current and future housing needs. The proposed amendment updates and adds housing type definitions, decrease the minimum lot sizes in the Single-Family Residential (R-1), Medium Density Residential (R-2), Multi-Family Residential (R-3) and Downtown Residential (DR) zoning districts, allow duplexes in the R-3 zone and adopts townhouse site standards. Also included are a number of minor updates to provide consistency with terminology and identify when site plan review is required for residential development.

A majority of the findings and analysis relied on for the proposed amendments are included in the attached reports and are incorporated into the record. The relevant criteria for an amendment to the zoning text is provided below.

III. ANALYSIS

The criteria applicable to this request are shown in underlined text and the responses are shown in standard text. All of the following criteria must be satisfied in order for this request to be approved.

CUZO 10-13-3: AMENDMENTS TO THE ZONING TEXT OR MAP:

- A. Type IV Procedure: Amendments to the zoning title text or official map are considered a type IV procedure. A map change may be legislative or quasi-judicial, depending on the number of

properties and area involved. A text change is always a legislative decision.

- B. Initiation Of Application: An application may be initiated by a property owner or authorized agent, the planning commission, or the city council.
- C. Narrative, Identification Required: An application shall include a narrative that demonstrates compliance with the approval criteria and a site and vicinity map identifying the property and adjacent properties. A traffic impact analysis (TIA), pursuant to section 10-11-10 of this title, shall also be submitted with all plan and zoning amendment applications.

- D. Approval Criteria: An amendment to this title or official map shall comply with the following criteria:

- 1. The proposed designation is consistent with and supports the purposes of the portions of the city's comprehensive plan not proposed for amendment, or circumstances have changed to justify a change in the comprehensive plan.

Conclusion: The proposed amendment is a text amendment of CUZO not an amendment of the comprehensive plan. While not part of this applicant a Plan Amendment application (PA-1-19) is being considered as part of the larger comprehensive plan and zoning text amendments. The housing strategies report summarizes the results of the Buildable Land Analysis and show the City has a surplus of available residential lands to meet the projected 20-year need. In addition, the report identifies barriers and make recommendations to address current and future housing needs identified in the housing and residential land needs assessment and BLI.

- 2. The proposed change will not affect the land supply for the existing zoning designation as related to projected need for the particular land use.

- 3. The proposed designation will not negatively impact existing or planned public facilities and services. In particular, pursuant to the Oregon transportation planning rule, proposed text and map amendments shall determine whether the proposed change will significantly affect a collector or arterial transportation facility and must comply with the requirements of Oregon administrative rule (OAR) 660-012-0060 as applicable. In the I-82/U.S. 730 interchange area management plan (IAMP) management area, proposed access shall be consistent with the access management plan in section 7 of the IAMP.

Conclusion: The proposed text amendment will not change the existing zoning designations for any property within the City's Urban Growth Boundary (UGB). Therefore, the proposed text amendment will not affect the land supply of the existing zoning designations or negatively impact existing or planned public facilities and services.

- 4. The site is suitable for the proposed use, considering the topography, adjacent streets, access, size of the site, availability of public facilities, and any other pertinent physical features.

- 5. Other sites in the city or the vicinity are unsuitable for the proposed use. In other words, ownership and desire to develop a particular use in themselves provide insufficient rationale for changing a zoning designation that does not support the interests of the city as a whole.

Conclusion: The intent of these standards are to show that a proposed amendment is necessary to accommodate a proposed use and to show that other sites within the City are not readily available to develop the propose use. The proposed changes would apply to all residential properties located throughout the City not a specific site. In addition, as addressed above no properties will be rezoned as a result of this amendment.

IV. SUMMARY AND RECOMMENDATION

The applicant, City of Umatilla, is proposing to amend the City of Umatilla Zoning Ordinance. The proposed amendment updates and adds housing type definitions, decrease the minimum lot sizes in the Single-Family Residential (R-1), Medium Density Residential (R-2), Multi-Family Residential (R-3) and Downtown Residential (DR) zoning districts, allow duplexes in the R-3 zone and adopts townhouse site standards. Also included are a number of minor updates to provide consistency with terminology and identify when site plan review is required for residential development. The request appears to meet all of the applicable criteria and standards for this type of request. Therefore, based on the information in Sections I and II of this report, and the above criteria, findings of fact and conclusions addressed in Section III, the City of Umatilla Planning Commission held a public hearing at is August 13, 2019, meeting and recommended approval of Zone Change (ZC-2-19) to the City Council.

VI. EXHIBITS

Exhibit A – Draft Text Change

Exhibit B – Residential Buildable Lands Inventory

Exhibit C – Housing and Residential Land Needs Assessment

Exhibit D – Housing Strategies Report

City of Umatilla Zone Change Application (ZC-2-19)
Exhibit A

Underlined language proposed to be added; ~~Strikethrough~~ language proposed for deletion by
Zone Change application ZC-2-19

NOTE: Items in **bold** are to identify articles or sections of the code for ease of reading.

The following definitions are proposed to be added or amended in Section 10-1-6 of the City of Umatilla Zoning Ordinance:

DUPLEX: A residential structure containing 2 dwelling units and share a common wall, floor or ceiling, built on a single lot or parcel.

~~DWELLING, SINGLE-FAMILY: A detached or attached residential dwelling unit other than a mobile home, occupied by one family and located on its own lot.~~

~~DWELLING, MULTI-FAMILY: A building containing three (3) or more dwelling units, each occupied by a family living independently of other families, and having separate housekeeping and cooking facilities for each family.~~

~~DWELLING, SINGLE-FAMILY: A detached or attached residential dwelling unit other than a mobile home, occupied by one family and located on its own lot.~~

~~DWELLING, TWO-FAMILY: A building containing two (2) dwelling units; also called a duplex.~~

MULTI-FAMILY DWELLING: A residential structure containing 3 or more dwelling units.

SINGLE FAMILY DWELLING: A detached dwelling unit occupied by one family and located on its own lot.

TOWNHOUSE: A dwelling unit constructed in a row of two or more attached units, where each dwelling unit is located on an individual lot or parcel and shares at least one common wall or architectural feature with an adjacent unit; also called attached single-family dwelling or townhome.

Chapter 3
RESIDENTIAL DISTRICTS
ARTICLE A. SINGLE-FAMILY RESIDENTIAL (R-1)

10-3A-1: PURPOSE:

The R-1 District is intended for low density, urban single-family residential uses. The R-1 District corresponds to the R-1 designation of the Comprehensive Plan.

10-3A-2: USES PERMITTED:

The following uses and their accessory uses are permitted in the R-1 District:

- A. Single-family dwelling subject to the provision of section 10-11-9 of this title;
- B. One manufactured home on an individual lot subject to the provisions of section 10-11-8 of this title;
- C. Residential home;
- D. Family day care provider;
- E. Home occupation subject to the provision of section 10-11-1 of this title; and
- F. Accessory uses, including an accessory dwelling subject to the provisions of section 10-11-11 of this title.

~~Family daycare providers and residential homes.~~

~~Home occupations subject to provisions of section 10-11-1 of this title.~~

~~One single family detached dwelling structure or one manufactured home subject to provisions of section 10-11-8 of this title is permitted on each lot.~~

10-3A-3: CONDITIONAL USES PERMITTED:

The following primary uses and their accessory uses may be permitted when authorized in accordance with the requirements of chapter 12 of this title:

- A. Community services uses as provided by chapter 6 of this title.

10-3A-4: DEVELOPMENT STANDARDS:

DIMENSIONAL STANDARDS

City of Umatilla Zone Change Application (ZC-2-19)
Exhibit A

Minimum lot area	8,000 <u>7,000</u> square feet
Minimum lot width	50 feet
Minimum lot depth	90 feet
Minimum yard setbacks:	
Front and rear yard	25 feet total, with minimum yard, 10 feet
Side yard	5 feet
Side street yard	10 feet
Garage	18 feet from any street except an alley
Maximum building height	35 <u>40</u> feet

DRAFT

ARTICLE B. MEDIUM DENSITY RESIDENTIAL (R-2)

10-3B-1: PURPOSE:

The purpose of the R-2 District is to allow single-family ~~detached and attached residences~~ dwellings on smaller lots, ~~two-family~~ duplexes, townhouses and multi-family ~~housing~~ dwellings at moderate density. Site review is required for most uses. The R-2 District corresponds to the R-2 designation of the Comprehensive Plan.

10-3B-2: USES PERMITTED:

The following uses and their accessory uses are permitted in the R-2 District:

- A. Single-family dwelling subject to the provision of section 10-11-9 of this title;
- B. Townhouse subject to the provision of section 10-11-12 of this title;
- C. Duplex;
- D. Multi-family dwellings;
- E. One manufactured home on an individual lot subject to the provisions of section 10-11-8 of this title;
- F. Residential home;
- G. Residential facilities;
- H. Family day care provider;
- I. Home occupations subject to the provision of section 10-11-1; and
- J. Accessory uses, including an accessory dwelling subject to the provisions of section 10-11-11 of this title.

~~Family daycare providers, residential homes, and residential facilities.~~

~~Home occupations subject to provisions of section 10-11-1 of this title.~~

~~Single-family detached residences, including manufactured homes on individual lots subject to provisions of section 10-11-8 of this title.~~

~~Two family and multi family housing.~~

10-3B-3: CONDITIONAL USES PERMITTED:

The following uses and their accessory uses may be permitted subject to the provisions of chapter 12 of this title:

- A. Boarding house.
- B. Community services uses as provided by chapter 6 of this title.
- C. Manufactured home parks.
- D. Office or clinic for a doctor, dentist or other practitioner of the healing arts, attorney, architect, engineer, surveyor or accountant.

10-3B-4: DEVELOPMENT STANDARDS:

- A. Density: One dwelling unit per ~~three thousand five hundred (3,500)~~ 3,000 square feet.
- B. Landscaping: Except for lots intended for single-family ~~detached~~ dwellings, a minimum of fifteen percent (15%) of lot area shall be devoted to landscaping, exclusive of landscaping required for parking areas. The minimum dimension of any landscaped area shall be five feet (5').
- C. Open Space: At least two hundred (200) square feet of outdoor open area easily accessible from the interior of the dwelling shall be provided for each ground floor dwelling unit. Part of the required area may include a private screened patio.

DIMENSIONAL STANDARDS

Minimum lot area	5,000 square feet <u>Single-Family Dwelling: 5,000 square feet</u> <u>Townhouse: 3,000 square feet</u> <u>Duplex: 6,000 square feet</u> <u>Multi-Family: 3,000 square feet per dwelling unit</u>
Minimum lot width	50 <u>45 feet and 25 feet for Townhouse lots</u>
Minimum lot depth	90 feet
Front and rear yard	10 feet
Side yard	5 feet <u>or 0 feet for townhouse lots where abutting a common wall</u>
Side street yard	10 feet

City of Umatilla Zone Change Application (ZC-2-19)
Exhibit A

Garage	18 feet from any street except an alley
Maximum building height	35 40 feet

10-3B-5: LIMITATIONS ON USE:

Uses other than single-family dwellings ~~detached residences~~, accessory uses to single-family dwellings ~~detached residences~~, duplexes and home occupations are subject to site plan review.

DRAFT

ARTICLE C. MULTI-FAMILY RESIDENTIAL (R-3)

10-3C-1: PURPOSE:

The purpose of the R-3 District is to provide for multi-family dwellings. Typical housing types include apartments, townhouses, condominiums, and cluster developments. Site review is required for most uses. The R-3 District corresponds to the R-3 designation of the Comprehensive Plan.

10-3C-2: USES PERMITTED:

The following uses and their accessory uses are permitted in the R-3 District:

A. Townhouse subject to the provision of section 10-11-12 of this title;

B. Duplex;

C. Multi-family dwellings;

D. Residential home;

E. Residential facilities;

F. Family day care provider;

~~Attached single family residences.~~

~~Family daycare providers, residential homes and residential facilities.~~

~~Two family and multi family dwellings.~~

10-3C-3: CONDITIONAL USES PERMITTED:

The following uses and their accessory uses may be permitted subject to the provisions of Chapter 12 of this Title:

A. Boarding house.

B. Community Services uses as provided by Chapter 6 of this Title.

C. Office or clinic for a doctor, dentist or other practitioner of the healing arts, attorney, architect, engineer, surveyor or accountant.

10-3C-4: DEVELOPMENT STANDARDS:

- A. Density: One dwelling unit per ~~two thousand (2,000)~~ square feet for the first 3 dwelling units, plus 1,500 square feet for each additional dwelling unit.
- B. Landscaping: Except for lots intended for single-family dwellings, a minimum of fifteen percent (15%) of lot area shall be devoted to landscaping, exclusive of landscaping required for parking areas. The minimum dimension of any landscaped area shall be five feet (5').
- C. Open Space: At least two hundred (200) square feet of outdoor open area easily accessible from the interior of the dwelling shall be provided for each ground floor dwelling unit. Part of the required area may include a private screened patio.

DIMENSIONAL STANDARDS

Minimum lot area	5,000 square feet <u>Townhouse: 2,000 square feet</u> <u>Duplex: 4,000 square feet</u> <u>Multi-Family: 6,000 square feet, plus 1,500 square feet for each additional dwelling unit</u>
Minimum lot width	50 feet <u>and 20 feet for Townhouse lots</u>
Minimum lot depth	90 feet
Minimum yard setbacks:	
Front and rear yard	12 feet
Side yard	8 <u>5 feet or 0 feet for townhouse lots where abutting a common wall</u>
Side street yard	12 feet
Garage	18 feet from any street except an alley
Maximum building height	35 <u>45</u> feet

10-3C-5: LIMITATIONS ON USE:

~~All uses are subject to site review.~~ Uses other than duplexes are subject to site plan review.

ARTICLE D. DOWNTOWN RESIDENTIAL (DR)

10-3D-1: PURPOSE:

The purpose of the downtown residential district is to accommodate higher density residential developments and office uses in the downtown area. Typical housing types include attached housing, apartments, townhouses, and condominiums.

10-3D-2: USES PERMITTED:

The following uses and their accessory uses are permitted in the DR district:

A. Townhouse subject to the provision of section 10-11-12 of this title;

B. Multi-family dwellings;

C. Residential home;

D. Residential facilities;

E. Family day care provider;

~~Attached single family dwellings or multi family dwellings.~~

F. Expansion of existing commercial businesses with frontage along 6th Street shall be permitted within the DR district provided that the entire expansion site is located within a distance of two hundred feet (200') of the 6th Street curb. Such expansion includes parking and service areas that directly support such businesses.

~~Family daycare provider, residential homes and residential facilities.~~

G. Professional, financial, business, medical, dental and professional service offices are permitted only if the entire site is located within a distance of three hundred fifty feet (350') of the 6th Street curb.

H. Single-family dwellings existing at the time of the adoption of this article. The owner of an occupied single-family dwelling may upgrade that dwelling provided said dwelling is used for the same purpose.

10-3D-3: CONDITIONAL USES PERMITTED:

A. Community service uses as provided by Chapter 6 of this Title. ~~(See standards and limitations on community services uses of this title.)~~

10-3D-4: DEVELOPMENT STANDARDS:

- A. Density: For residential uses, the maximum allowable density shall be one dwelling unit per ~~two thousand (2,000)~~ square feet for the first 3 dwelling units, plus 1,500 square feet for each additional dwelling unit.
- B. Landscaping: A minimum of fifteen percent (15%) of lot area shall be devoted to landscaping, exclusive of landscaping required for parking areas. The minimum dimension of any landscaped area shall be five feet (5'). Landscaping shall be located between a structure and the fronting street, or as best provides a pleasant environment for pedestrians. Landscaping may include street furniture and pedestrian amenities, including public plazas and similar features.
- C. Open Space: At least two hundred (200) square feet of outdoor open area easily assessable from the interior of the dwelling shall be provided for each ground floor dwelling unit. Part of the required area may include a private screened patio.

DIMENSIONAL STANDARDS

	Freestanding Dwellings Or Structure	Attached Dwellings Or Structures
Minimum lot area	5,000 square feet Townhouse: 2,000 square feet Duplex: 4,000 square feet Multi-Family: 6,000 square feet, plus 1,500 square feet for each additional dwelling unit	2,000 square feet
Minimum lot width	50 feet and <u>20 feet for Townhouse lots</u>	20 feet
Minimum lot depth	90 <u>80</u> feet	90 feet
Minimum yard setbacks:		
Front and rear yards	12 feet	12 feet
Side yard	8 <u>5</u> feet or 0 feet for townhouse lots where <u>abutting a common wall</u>	0 feet
Side street yard	12 feet	12 feet

City of Umatilla Zone Change Application (ZC-2-19)
Exhibit A

Garage	18 feet from any street except an alley	18 feet from any street except an alley
Maximum building height	45 35 feet	35 feet

- D. Building Orientation: Buildings shall have their primary entrances oriented toward the street. On corner lots, building entrances shall face the primary street or may face the corner.
- E. Building Materials: No special standards for building materials apply.
- F. Parking: Parking lots ~~are~~ **is** not allowed in the front yard setback or in a side yard setback closer to the street than the adjacent building facade. Parking lots shall not be located between the building and the public street.
- G. Garages and Carports: Garages and carports shall be located so that the garage door or carport opening is set back further from a street than the facade of the building. Garage doors shall be recessed a minimum of two feet (2') from the building facade for any garage that fronts on a public street other than an alley.
- H. Pedestrian Walkways: ~~For~~ **All** multi-family dwellings and townhouses ~~including attached single family dwellings, pedestrian walkways~~ shall **be** provided pedestrian walkways between buildings and the public right of way. When not connected to a public sidewalk, walkways between adjacent buildings shall be provided. All pedestrian walkways shall not be less than five feet (5') in width and constructed of concrete or other material easily distinguishable from vehicular pavements.

10-3D-5: LIMITATIONS ON USE:

- A. All uses, including expansion or change of any existing use or structure except for modification of a single-family dwelling ~~residence~~, are subject to site review.
- B. If office and residential uses occupy a single structure or parcel of land, the total minimum number of required off street parking spaces shall be either the required number of spaces for the office use or the required number of spaces for the residential use, whichever is greater.

Chapter 11
SUPPLEMENTARY PROVISIONS

10-11-12: TOWNHOUSE SITE STANDARDS:

A. There shall be no setback for townhouse units where abutting a common wall. The side yard setback on each end of a townhouse block shall be the same as the underlying zone.

B. Each building shall contain not more than six (6) consecutively attached dwelling units except in the Downtown Residential Zone. Building in the Downtown Residential Zone shall contain not more than eight (8) consecutively attached units.

C. The primary entrance of each dwelling unit shall orient to a street or interior courtyard that is not less than 20 feet in width.

D. Each townhouse shall have a garage or carport.

E. The maximum allowable driveway width facing the street is 12 feet per dwelling unit. The maximum combined garage width per unit is 50 percent of the total building width. For example, a 24-foot wide unit may have one 12-foot wide garage facing the street.

F. The development standards of the underlying zone and the residential site design criteria and standards as contained in Section 10-13-2 of this title shall be met.

10-13-2: SITE REVIEW:

The purpose of site review is to provide a process to review proposals to verify compliance with requirements of this Title, including requirements of this Section, and any other applicable provisions of this Code.

A. General Provisions:

1. Applicability: Site review is required for multi-family residential, commercial, and industrial developments as specified in each zoning district.
2. Procedure: Site review is a type II permit, unless incorporated into a type III review such as a community services or conditional use permit.
3. Exemptions: The following developments are exempt from site review:
 - a. Single-family dwellings ~~residences~~, manufactured homes on individual lots, and duplexes. ~~two family attached residences~~.
 - b. A development that adds less than twenty five percent (25%) to existing floor area or outdoor use area when the primary use on the site remains unchanged and required parking does not increase.
 - c. An addition to an existing development when the primary use on the site remains unchanged.

10-14-2: SUMMARY OF THE CITY'S DECISION MAKING PROCESSES:

- A. Type I decisions do not require interpretation or the exercise of policy or legal judgment in evaluating approval criteria and include zoning approval for single-family dwellings, duplexes, ~~residences~~ and final subdivision and planned unit development plans generally in conformance with approved preliminary plans. The city administrator issues a type I decision. Type I decisions are not conditional use or limited land use decisions. There is no right to approval of a type I decision.
- B. Type II decisions involve the exercise of limited interpretation and discretion in evaluating approval criteria. Applications evaluated through this process are assumed to be allowed in the underlying district. The review focuses on what form the use will take or how it will look. Notice of application and an invitation to comment is mailed to the applicant and property owners within one hundred feet (100'). When the application pertains to a parcel or parcels in the I-82/U.S. 730 interchange area management plan (IAMP) management area, the city shall provide written notification to ODOT when the application is deemed complete. The city administrator accepts comments for fourteen (14) days and renders a decision. The city administrator's decision may be appealed to the planning commission by any party with standing (i.e., the applicant and any party who submitted comments in writing during the 14 day period). The planning commission's decision is the city's final decision and may be appealed to the land use board of appeals within twenty one (21) days of becoming final. The city administrator issues a type II decision.
- C. Type III decisions involve the greatest amount of discretion and evaluation of subjective approval standards. Applications evaluated through this process include conditional use

City of Umatilla Zone Change Application (ZC-2-19)
Exhibit A

permits, preliminary planned unit development plans, variances, code interpretations, and similar determinations (the process for these land use decisions is controlled by Oregon Revised Statutes 197.763). Notice of the application and the planning commission hearing is published in the newspaper of record and mailed to the applicant, property owners within one hundred feet (100'), and interested agencies. When the application pertains to a parcel or parcels in the I-82/U.S. 730 interchange area management plan (IAMP) management area, the city shall provide written notification to ODOT when the application is deemed complete. Notice must be issued at least twenty (20) days before the hearing and the staff report must be available at least seven (7) days before the hearing. At the hearing held before the planning commission, all issues must be addressed. The planning commission's decision may be appealed to the city council. The city council's decision is the city's final decision and may be appealed to the land use board of appeals.

- D. Type IV decisions include only annexations and both legislative and quasi-judicial amendments to the comprehensive plan text and map or to the zoning ordinance text and map. These applications involve the greatest amount of discretion and evaluation of subjective approval criteria. The process for these land use decisions is controlled by Oregon Revised Statutes 197.763. Notice of the application and planning commission hearing is published and mailed to the applicant, property owners within one hundred feet (100'), and interested agencies. When the application pertains to a parcel or parcels in the I-82/U.S. 730 interchange area management plan (IAMP) management area, the city shall provide written notification to ODOT when the application is deemed complete. Notice must be issued at least twenty (20) days before the hearing and the staff report must be available at least seven (7) days before the hearing. The planning commission's decision is a recommendation to the city council. Notice is given for the city council hearing as for the planning commission hearing. The city council's decision is the final decision and may be appealed to the land use board of appeals.

SUMMARY OF THE APPROVAL PROCESS

Permit Type	I	II	III	IV
Site review ¹		X		
Review of a single-family <u>dwelling or duplex</u> residence for zoning compliance	X			
Conditional use permit			X	
Planned unit development			X	
Adjustment		X		

City of Umatilla Zone Change Application (ZC-2-19)
Exhibit A

Variance			X	
Subdivision (see title 11 of this code)			X	
Final plat for subdivision or planned development	X			
Code interpretation or use determination			X	
Comprehensive plan amendment or zone change				X
Annexation				X
Verification of nonconforming status		X		
Revocation of permit		X		
Appeal of a type II design			X	
Appeal of a type III quasi-judicial decision				X

Note:

1. Site review may be included with a type III review for conditional use permit, planned unit development, or other permit.



Exhibit B

LAND USE PLANNING
TRANSPORTATION PLANNING
PROJECT MANAGEMENT

MEMORANDUM

Residential Buildable Lands Inventory (BLI) **FINAL** West Umatilla County Housing Study

DATE March 29, 2019
TO West Umatilla County Housing Study Project Management Team and Advisory Committee
FROM Darci Rudzinski, Jamin Kimmell, and Brandon Crawford, Angelo Planning Group
CC File

The cities of Stanfield, Echo, and Umatilla have received a grant from the Department of Land Conservation and Development (DLCD) to enable technical assistance for the purpose of increasing the supply and affordability of housing within the boundaries of each of the cities. This grant project, the West Umatilla County Housing Study, will provide complete products needed to update comprehensive plans and zoning codes, or adopt other housing strategies, to help ensure that each of the cities can satisfy its housing needs. The expected outcome of this grant project is a Housing Needs Analysis (HNA) that includes: a housing needs projection, a Buildable Lands Inventory (BLI), a Residential Lands Needs Analysis (RLNA), and identified measures for accommodating needed housing.

A critical input into an HNA is an inventory of buildable residential land in the study area. The purpose of this memo is to summarize the methodology and initial results of a residential BLI for the three subject cities. The memo explains the BLI methodology step-by-step, then presents the results in a series of tables and maps.

METHODOLOGY

Step 1 – Identify Environmental Constraints

In order to estimate the amount of land that may be buildable for residential uses, it is necessary to remove any areas where development is constrained and not feasible due to environmental resources, hazards, or topography. The following environmentally constrained areas were removed from the BLI:

- **Floodplains:** FEMA Special Flood Hazard areas were removed from the BLI in accordance with development restrictions found in each city's land use ordinance or development code. This includes the floodways in all cities, the 100-year floodplain in all cities, and the 500-year floodplain in Stanfield.

- **Wetlands:** All wetlands mapped by the U.S. Department of Fish and Wildlife for the National Wetland Inventory were removed from the inventory, consistent with adopted Goal 5 protections for these wetlands in each city’s comprehensive plan and zoning code.
- **Steep Slopes:** Lidar elevation data from the Oregon Department of Geology and Mineral Industries (DOGAMI) was used to estimate areas with slopes over 25 percent. In accordance with Oregon Administrative Rules (OAR) that define buildable land, all areas with slopes of over 25 percent were removed from the BLI.¹
- **Powerline Easements:** Portland General Electric power transmission lines run through the City of Umatilla. There are easements associated with each of the lines on several properties in the City. The easements were classified as a constraint due to development restrictions within them, and they were therefore removed from the BLI.

These lands were combined and then overlaid with Umatilla County tax lot data to estimate the amount of land in each parcel where development is limited by these environmental constraints. Constrained areas were deducted from the gross area of the parcel to estimate the area of the parcel that is unconstrained and potentially buildable.

An additional constraint that was identified but not removed from the BLI is Archaeological Resource Site 35UM1. This area is located north of downtown Umatilla and has been identified as an archaeological site with cultural and historic significance (also known as the “Old Town Site”). The area is a known pre-historic and Native American settlement. Detailed mapping of the boundaries of the area have not been prepared and the degree to which the archaeological resources affect the development capacity of the land is unclear.

Step 2 – Classify Parcels by Development Status

Each parcel in the Urban Growth Boundary (UGB) of each city was classified based on the potential for new development on the parcel. This classification is intended to separate parcels that have capacity for development from those that do not. The classification is based on the amount of unconstrained area on the parcel and the valuation of improvements (buildings, other structures). Improvement values are sourced from Umatilla County Tax Assessor data. The following five categories identify the “development status” of parcels and were used to classify parcels:

- **Developed:** Parcels that have an improvement value of more than \$10,000 and do not meet the definition of Partially Vacant or Constrained.
- **Constrained:** Parcels with less than 3,000 square feet unconstrained land. These parcels are assumed to not be developable due to the small area on the lot that is potentially buildable.
- **Partially Vacant:** Parcels that meet the state definition as Partially Vacant under the “Simplified UGB Method” for residential buildable land inventories.² These parcels are at

¹ See OAR 660-008-0005(2).

² OAR 660-038-0060 - Buildable Lands Inventory (BLI) for Residential Land within the UGB

(3) The city must identify all partially vacant lots and parcels with a residential comprehensive plan designation, as follows:

least a half-acre in size and contain an existing structure worth more than \$10,000 but may have some capacity for additional development. The amount of potentially buildable area on a parcel was estimated based on the type of structure, value of structure, and size of parcel, as follows:

- All parcels with a single-family dwelling that were more than a half-acre in size were classified Partially Vacant, and a quarter-acre was removed from the unconstrained area of these parcels to account for the existing dwelling. If less than a quarter acre of unconstrained land remained after removing a quarter-acre of land for the existing dwelling, then the parcel was classified as Developed.
- Parcels with an existing multi-family structure, commercial structure, farm building, or other non-residential structure were manually classified as Partially Vacant or Developed based on the size of the parcel relative to the value of the improvements. Larger parcels (more than 3 acres) with low improvement values were generally classified Partially Vacant, while smaller parcels or parcels with high improvement values were classified Developed. A quarter-acre was removed from all parcels classified as Partially Vacant. The Simplified UGB Method requires cities to review aerial imagery for each of these parcels to estimate the remaining buildable area. With assistance from staff, this level of refinement may be possible for Draft 2 of the BLI.
- Vacant: Parcels with more than 3,000 square feet of unconstrained land and improvement value less than \$10,000. These parcels have sufficient area for development and little to no improvements.
- Difficult to Serve: These parcels either meet the definition of Vacant or Partially Vacant; however, due to a variety of factors, may be difficult or infeasible to serve with adequate infrastructure to support urban development. No parcels were classified as Difficult to Serve in the BLI. For the purposes of this analysis, these parcels will be considered potentially buildable, but the lack of infrastructure and expense of providing infrastructure to these sites may present a major barrier to development.

The results of this analysis are presented in Tables 1-3 in this memo. Table 1 and Table 2 provide a summary of the amount of residential and commercial land in the three cities by development status. While the focus of this study is residential land, a summary of land available in commercial zones is provided for context because most commercial zones allow residential development.

(a) For lots and parcels at least one-half acre in size that contain a single-family residence, the city must subtract one-quarter acre for the residence, and count the remainder of the lot or parcel as vacant land, and

(b) For lots and parcels at least one-half acre in size that contain more than one single-family residence, multiple-family residences, non-residential uses, or ancillary uses such as parking areas and recreational facilities, the city must identify vacant areas using an orthophoto or other map of comparable geometric accuracy. For the purposes of this identification, all publicly owned park land shall be considered developed. If the vacant area is at least one-quarter acre, the city shall consider that portion of the lot or parcel to be vacant land.

Housing unit projections are not provided for commercial zones, however, as each city should be able to meet housing needs through adequate provision of residentially zoned lands.

Step 3 – Estimate Net Buildable Lands and Housing Unit Capacity

The final step of the BLI is to estimate the capacity for new housing units on each parcel. There are four steps in the calculation:

- **Unconstrained Acres:** The amount of land remaining in each parcel after deducting any constrained areas and, on Partially Vacant parcels, a quarter-acre general reduction for existing structures.
- **Net Buildable Acres:** The amount of unconstrained land in each parcel is reduced by 25% to account for land needed for public facilities (primarily streets) to support new development.
- **Projected Density:** For each residential zone, a projected density (units per net buildable acre) was identified based on the housing types that are permitted in the zone, minimum lot size standards, and maximum density standards. Parcels that span multiple zones (i.e., split zoned) were divided based on zone boundaries and housing unit capacity was calculated for each portion of the parcel. The projected density levels are presented in Table 4. These assumptions are generally consistent with the approach for the Simplified UGB Method.
- **Housing Unit Capacity:** The projected density is multiplied by the net buildable acres to estimate the housing unit capacity of each parcel. Finally, the housing unit capacity of each parcel was rounded down to a whole number to reflect the actual maximum allowable number of units that could be permitted.

Table 3 in the *Results* section of this memo breaks down this data by city, showing the number of unconstrained acres and the housing capacity in residential zones for each jurisdiction. Figure 1 graphically depicts the amount of vacant and partially vacant land available for areas that are unconstrained in each of the cities; Figure 2 shows the number of residential units (housing capacity) that can potentially be accommodated on vacant and partially vacant land in each city.

RESULTS

Table 1. BLI Summary by Development Status, Residential Zones, All Cities

Development Status	Total Parcels	Gross Acres	Constrained Acres³	Unconstrained Acres
Constrained	444	140	136	--
Developed	1,959	848	142	--
Public	69	536	132	
Total Not Buildable	2,472	1,524	410	--
Difficult to Serve	--	--	--	--
Partially Vacant	166	665	70	554
Vacant	460	1,430	180	1,257
Total Potentially Buildable	626	2,095	250	1,812

Table 2. BLI Summary by Development Status, Commercial Zones, All Cities

Development Status	Total Parcels	Gross Acres	Constrained Acres	Unconstrained Acres
Constrained	142	24	23	--
Developed	147	134	7	--
Public	13	7	1	
Total Not Buildable	302	165	31	--
Difficult to Serve	--	--	--	--
Partially Vacant	3	3	0	3
Vacant	93	172	27	145
Total Potentially Buildable	96	175	27	148

³ Constrained acres for "Partially Vacant" does not include the quarter-acre deducted from each parcel to account for single-family dwellings.

Table 3. Unconstrained Acres and Housing Unit Capacity by Jurisdiction, Residential Zones

Jurisdiction	Unconstrained Acres				Housing Unit Capacity			
	Difficult to Serve	Partially Vacant	Vacant	Total	Difficult to Serve	Partially Vacant	Vacant	Total
Echo	--	53	58	111	--	310	229	539
Stanfield	--	161	287	448	--	951	1,696	2,647
Umatilla	--	340	912	1,252	--	318	3,342	3,660
Total	--	554	1,257	1,811	--	1,579	5,267	6,846

Figure 1. Unconstrained Acres by Jurisdiction, All Cities, Residential Zones

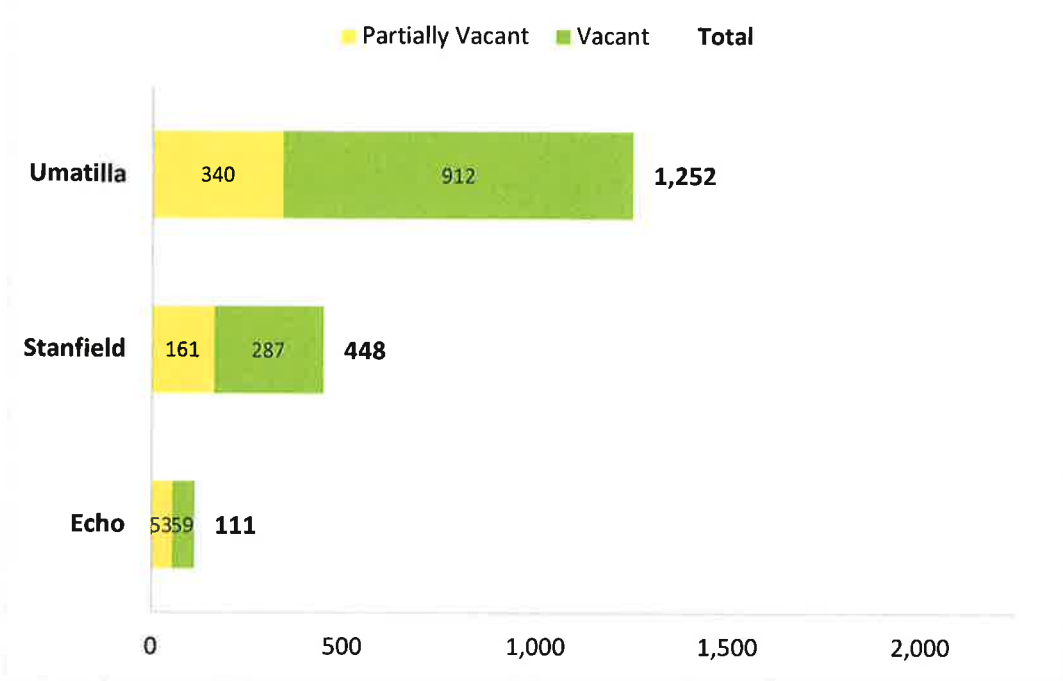


Figure 2. Housing Unit Capacity by Jurisdiction, Residential Zones

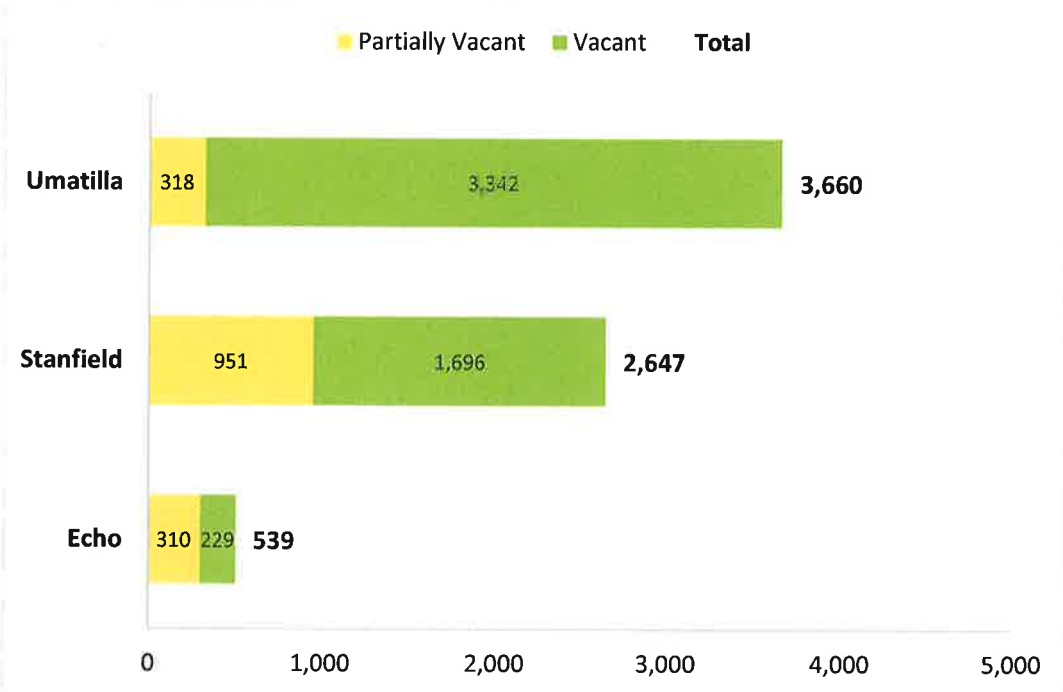
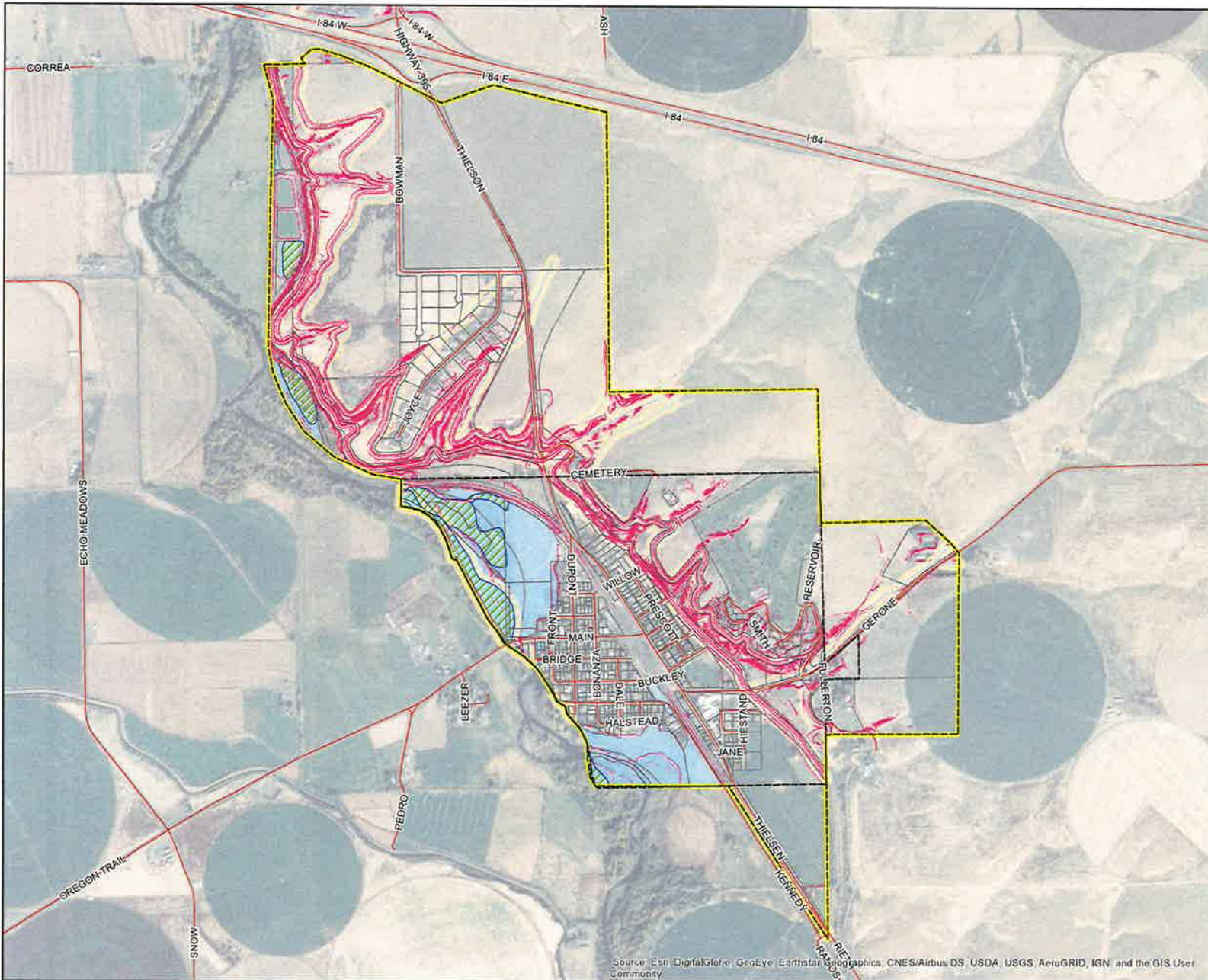


Table 4. Potentially Buildable Acres and Housing Unit Capacity by Zone, Residential Zones

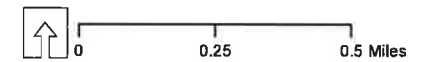
Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres					Housing Unit Capacity				
		Difficult to Serve	Partially Vacant	Vacant	Total	Share of Total	Difficult to Serve	Partially Vacant	Vacant	Total	Share of Total
Echo											
R-1: General Residential	5	--	10	11	21	19%	--	38	16	54	10%
R-2: Limited Residential	5	--	17	19	36	33%	--	61	64	125	23%
R-3: High Density Residential	18	--	15	10	24	22%	--	196	129	325	60%
R-4: Farm Residential	1	--	11	18	29	26%	--	2	0	2	0%
RC: Residential Commercial	5	--	0	1	1	1%	--	13	20	33	6%
	Subtotal	--	52	58	110	--	--	310	229	539	--
Stanfield											
R/MF: Residential/Multi-Family	18	--	0	0	0	0%	--	0	0	0	0%
R/MH: Residential/MF Park	8	--	0	44	44	10%	--	0	265	265	10%
R/NC: Residential/N'hood Comm.	8	--	0	11	11	2%	--	0	64	64	2%
R/UH: Residential/Urban Holding	8	--	34	187	314	70%	--	758	1,115	1,873	71%
R: Residential	8	--	127	45	79	18%	--	193	252	445	17%
	Subtotal	--	161	287	448	--	--	951	1,696	2,647	--
Umatilla											
DR: Downtown Residential	18	--	0	4	4	0%	--	0	41	41	1%
F-2: General Rural	0.05	--	1	40	41	3%	--	0	1	1	0%
R-1: Agricultural Residential	0.25	--	163	63	226	18%	--	20	4	24	1%
R1: Single-Family Residential	5	--	11	558	569	45%	--	34	2,017	2,051	56%
R-1A: Two Acre Residential	2	--	117	36	153	12%	--	157	47	204	6%
R2: Medium Density Residential	8	--	3	200	203	16%	--	14	1,150	1,164	32%
R-2: Suburban Residential	1	--	36	1	37	3%	--	16	0	16	0%
R3: Multi-Family Residential	18	--	5	5	10	1%	--	60	70	130	4%
R-3: Urban Residential	5	--	5	5	10	1%	--	17	12	29	1%
	Subtotal	--	340	912	1,253	--	--	318	3,342	3,660	--

West Umatilla Cities Buildable Lands Inventory

City of Echo: Constraints



Prepared by:
Angelo Planning Group
Date: 01/14/19



Coordinate System:
NAD 1983 HARN StatePlane Oregon North FIPS 5603 Feet (ft)

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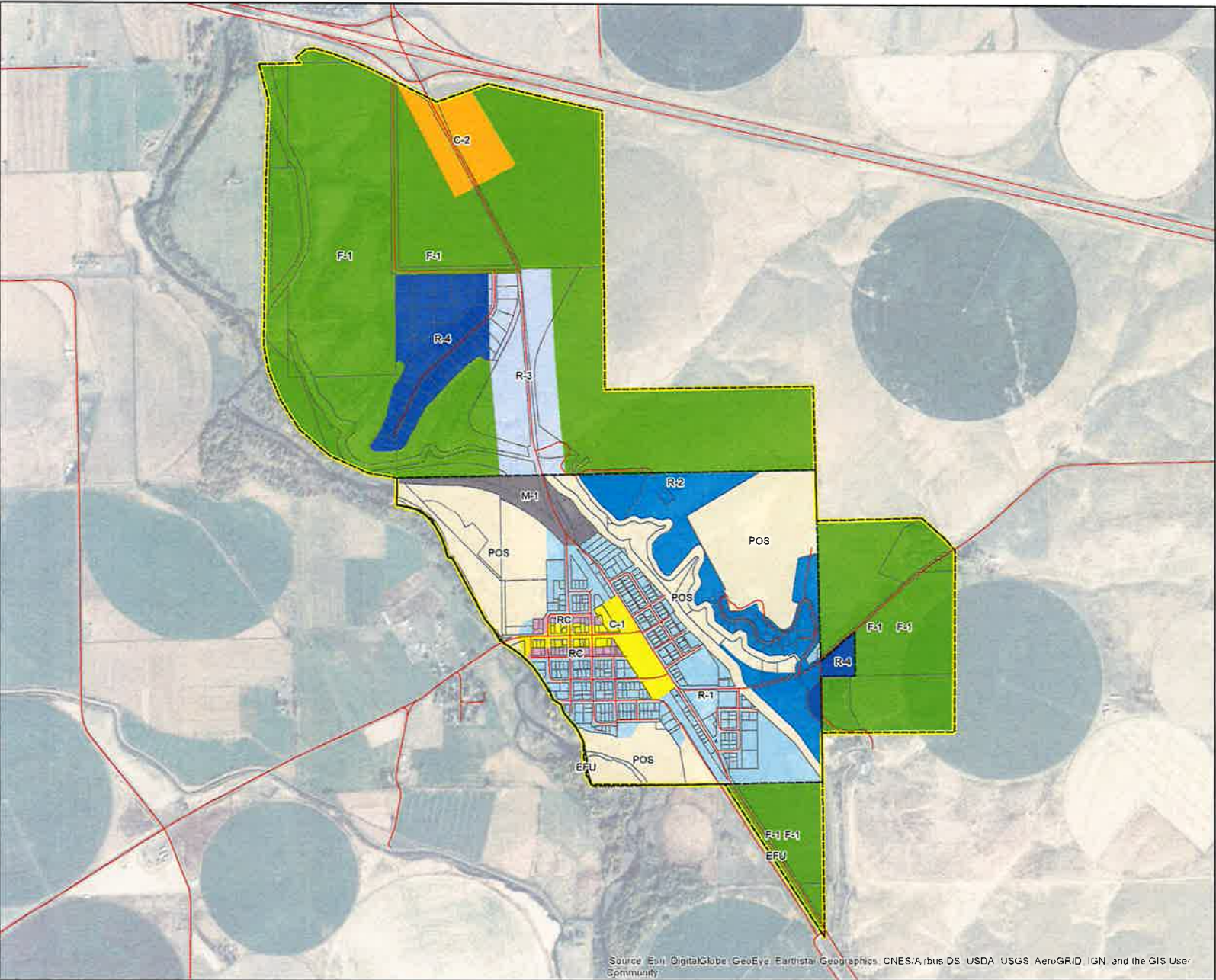
**West Umatilla Cities
Buildable Lands Inventory**

**City of Echo:
Zoning**

-  Streets
-  City Limits
-  UGB
-  Taxlots

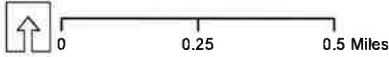
Zone

-  Central Commercial, C-1
-  Exclusive Farm Use, EFU/F-1
-  Exclusive Farm Use (County), F-1
-  Farm Residential, R-4
-  General Residential, R-1
-  High Density Residential, R-3
-  Light Industrial, M-1
-  Limited Residential, R-2
-  Permanent Open Space, POS
-  Residential Commercial, RC
-  Tourist Commercial, C-2



Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Prepared by:
Aurora Planning Group
Date: 01/14/18

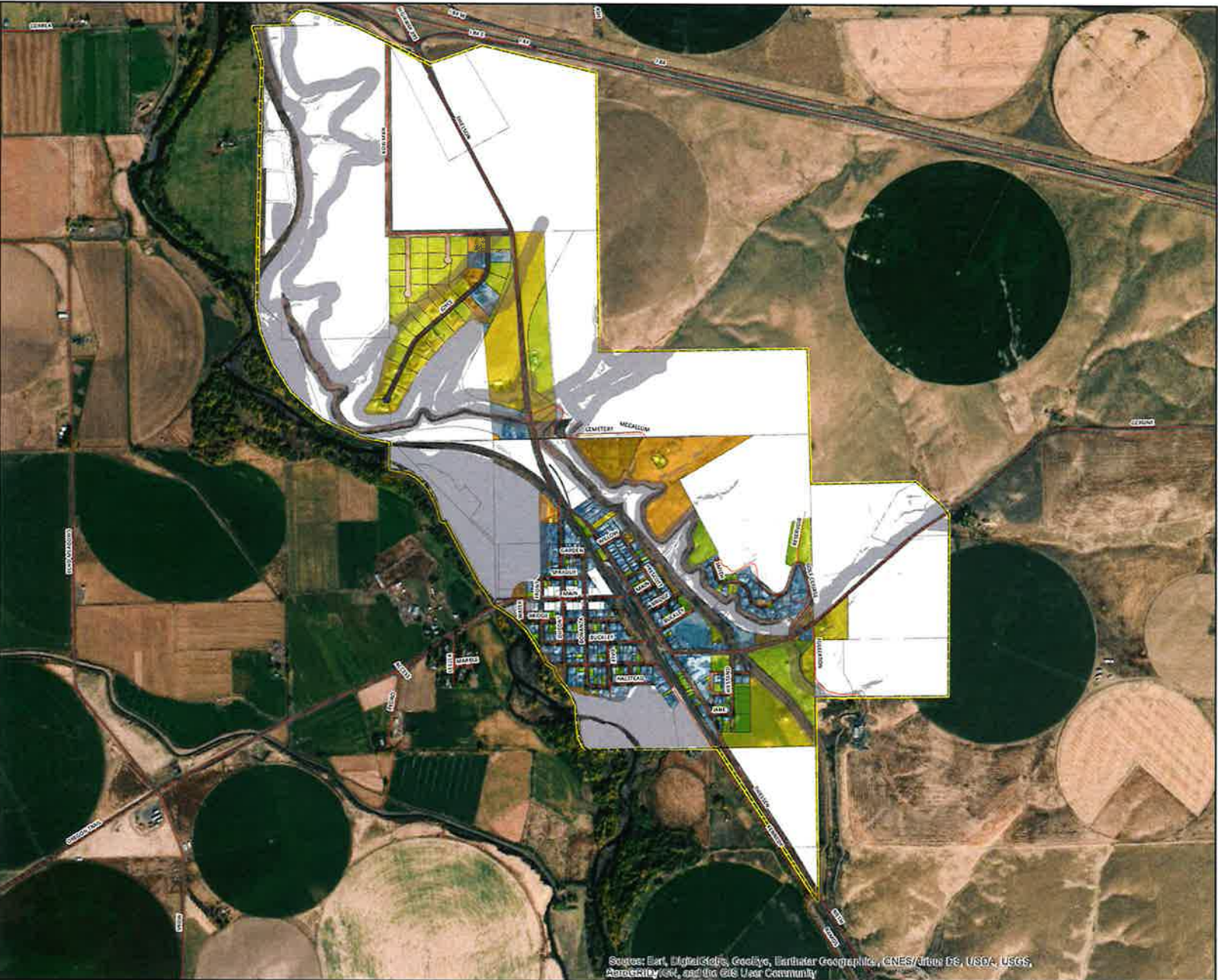


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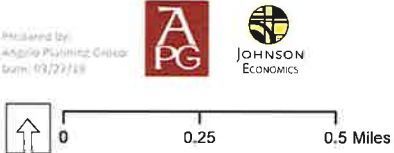
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**West Umatilla Cities
Buildable Lands Inventory**

**City of Echo:
Development Status**



Sources: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

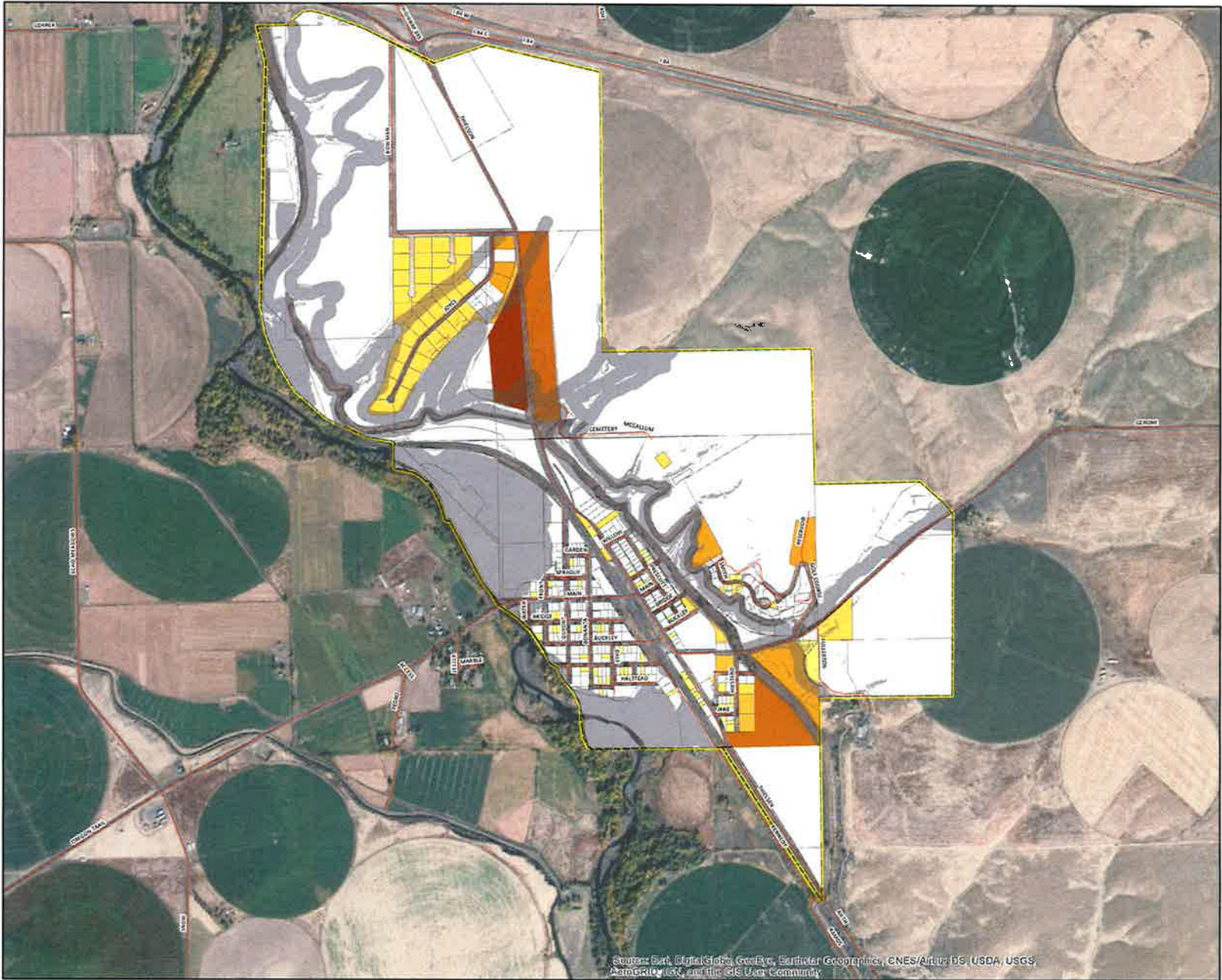


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**West Umatilla Cities
Buildable Lands Inventory**

**City of Echo:
Housing Capacity**



--- Streets
 City Limits
 UGB
 All Constrained Areas
 Non-Residential Zones

Housing Unit Capacity (Residential Only)

	0
	1 - 2
	3 - 5
	6 - 20
	21 - 100
	101 - 500
	500+

Prepared by:
 ARUP Planning Group
 Date: 03/27/18



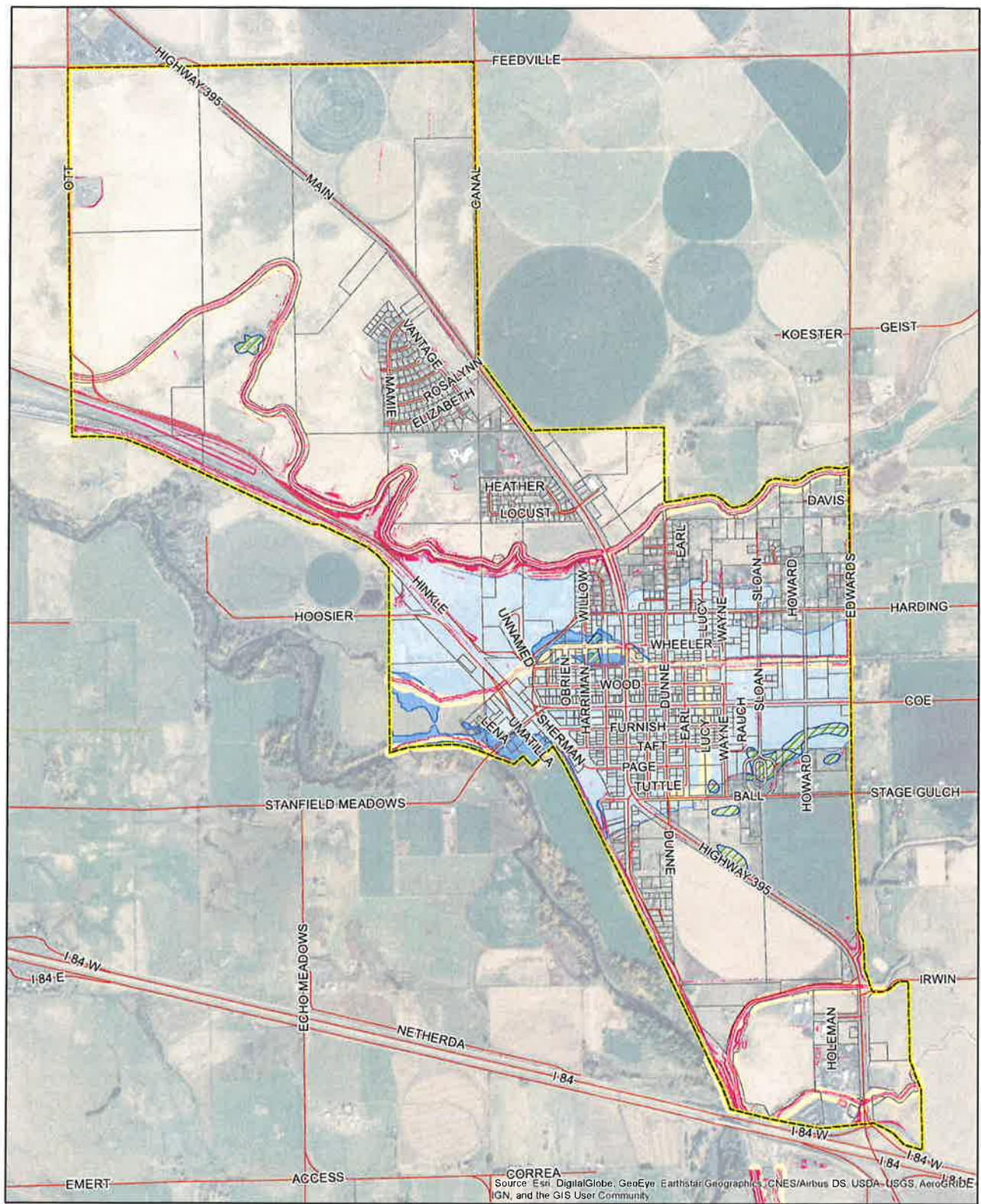


↑
0
0.25
0.5 Miles

Coordinate System:
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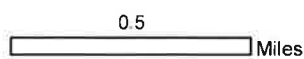
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**West Umatilla Cities
Buildable Lands Inventory**



**City of Stanfield:
Constraints**

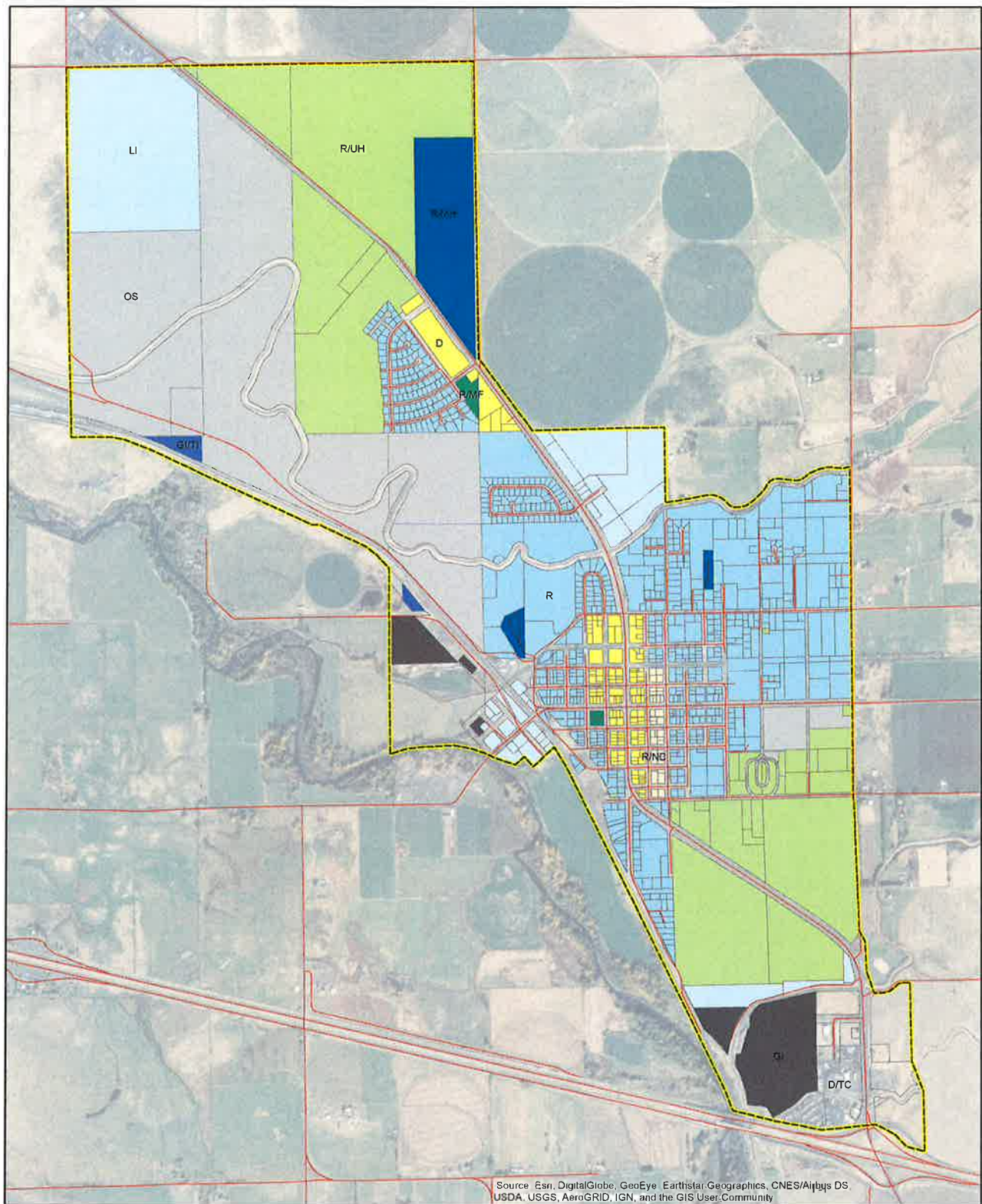


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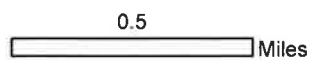


Prepared by:
Angelo Planning Group
Date: 01/18/19



**West Umatilla Cities
Buildable Lands Inventory**

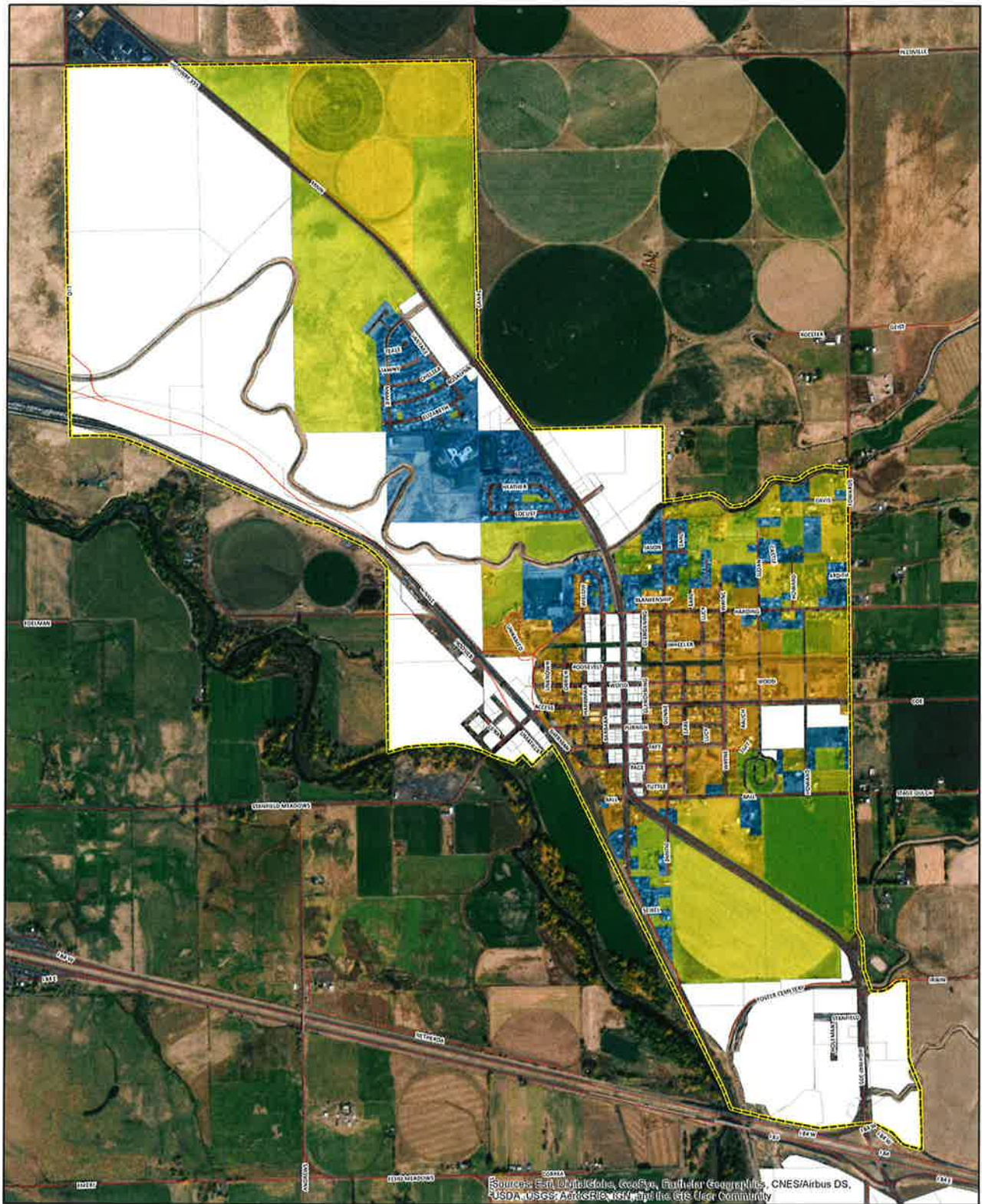
City of Stanfield: Zoning



City of Stanfield
 1400 23rd Street SE
 Stanfield, Oregon 97138
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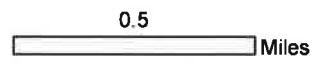


Prepared by:
 Angalis Planning Group
 Date: 01/14/20



**West Umatilla Cities
Buildable Lands Inventory**

City of Stanfield: Development Status

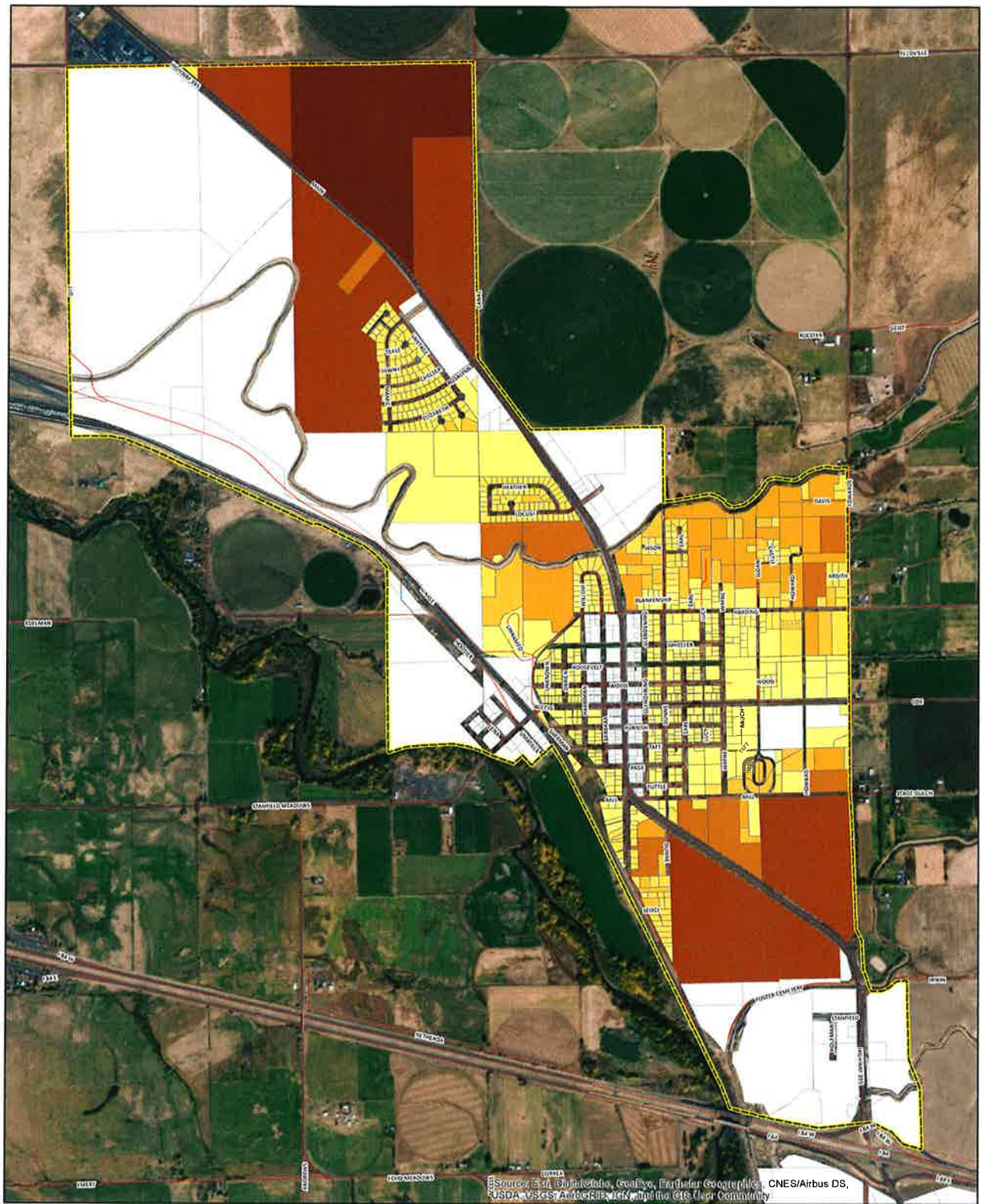


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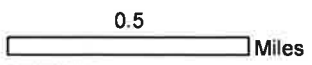
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Prepared by:
Angelo Planning Group
Date: 02/04/19



West Umatilla Cities
Buildable Lands Inventory **City of Stanfield: Housing Capacity**

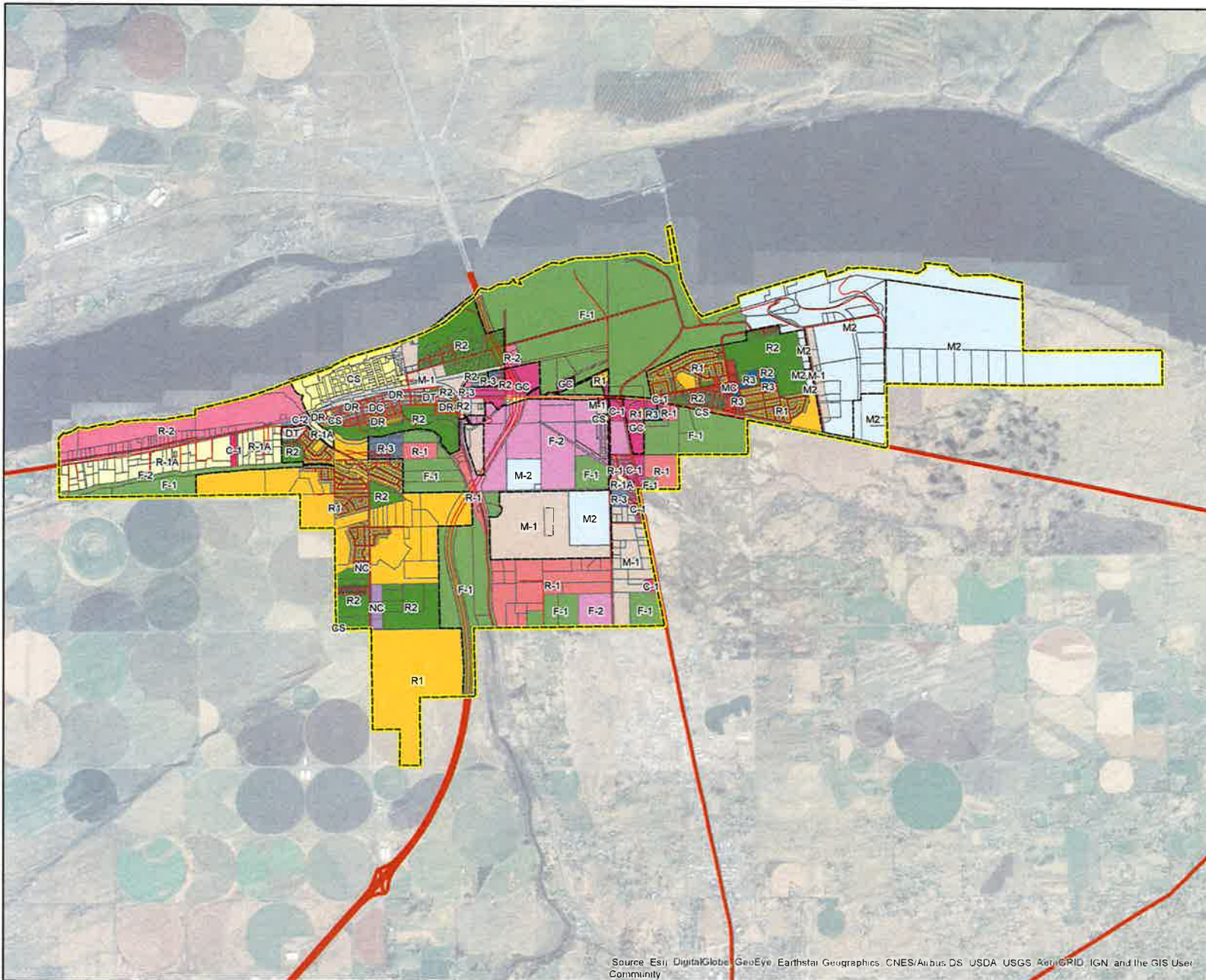


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 Spheroid: GRS 80
 Prime Meridian: -114.00000000000000
 Units: Meter
 Authority: EPSG:31482

Prepared by:
 Angelo Planning Group
 Date: 02/04/19

West Umatilla Cities Buildable Lands Inventory

City of Umatilla: Zoning



- Streets
 - Taxlot
 - City Limits
 - Umatilla_UGB
- Zone**
- Agricultural Residential, R-1
 - Community Services, CS
 - Downtown Commercial, DC
 - Downtown Residential, DR
 - Downtown Transitional, DT
 - Exclusive Farm Use, F-1
 - General Commercial, C-1, GC
 - General Rural, F-2
 - Heavy Industrial, M-2
 - Light Industrial, M-1
 - McNary Center Commercial, MC
 - Medium Density Residential, R2
 - Multi-Family Residential, R3
 - Neighborhood Commercial, NC
 - Single-Family Residential, R1
 - Suburban Residential, R-2
 - Tourist Commercial, C-2
 - Two Acre Residential, R-1A
 - Urban Residential, R-3

Prepared by:
Angelo Planning Group
Date: 10/15/19



0 0.25 0.5 1 Miles

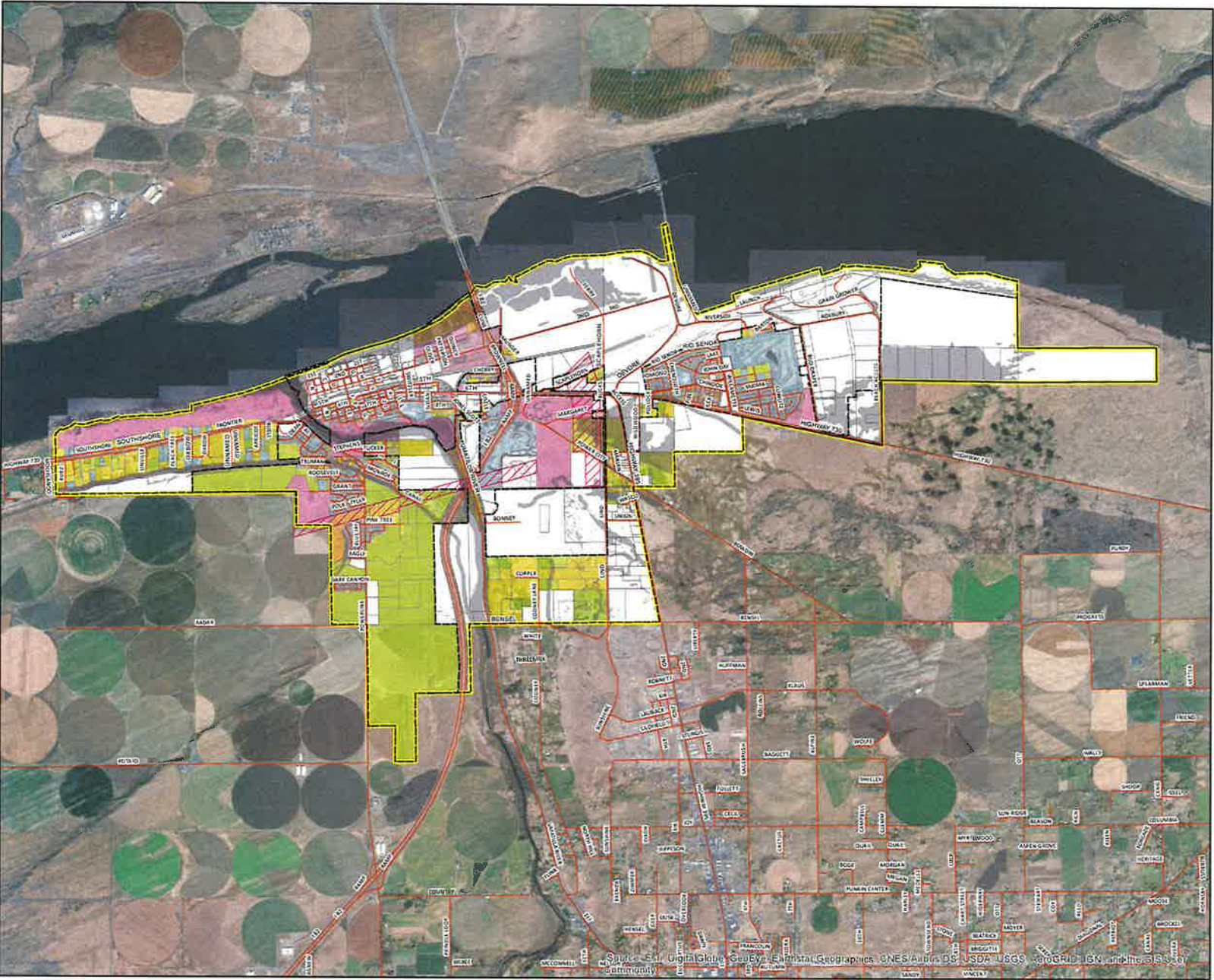
Coordinate System:
NAD 1983 NAD83 StatePlane Oregon North FIPS 1603 Feet Unit

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Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

**West Umatilla Cities
Buildable Lands Inventory**

City of Umatilla:
Development Status

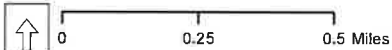


- Streets
- City Limits
- UGB
- Easements
- All Constrained Areas
- Non-Residential Zones

Development Status

- Constrained
- Developed
- Public
- Partially Vacant
- Vacant

Prepared by
Angelo Planning Group
Date: 03/27/21



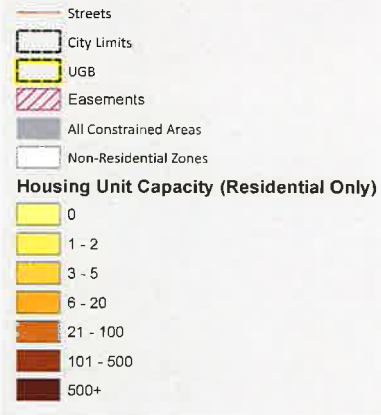
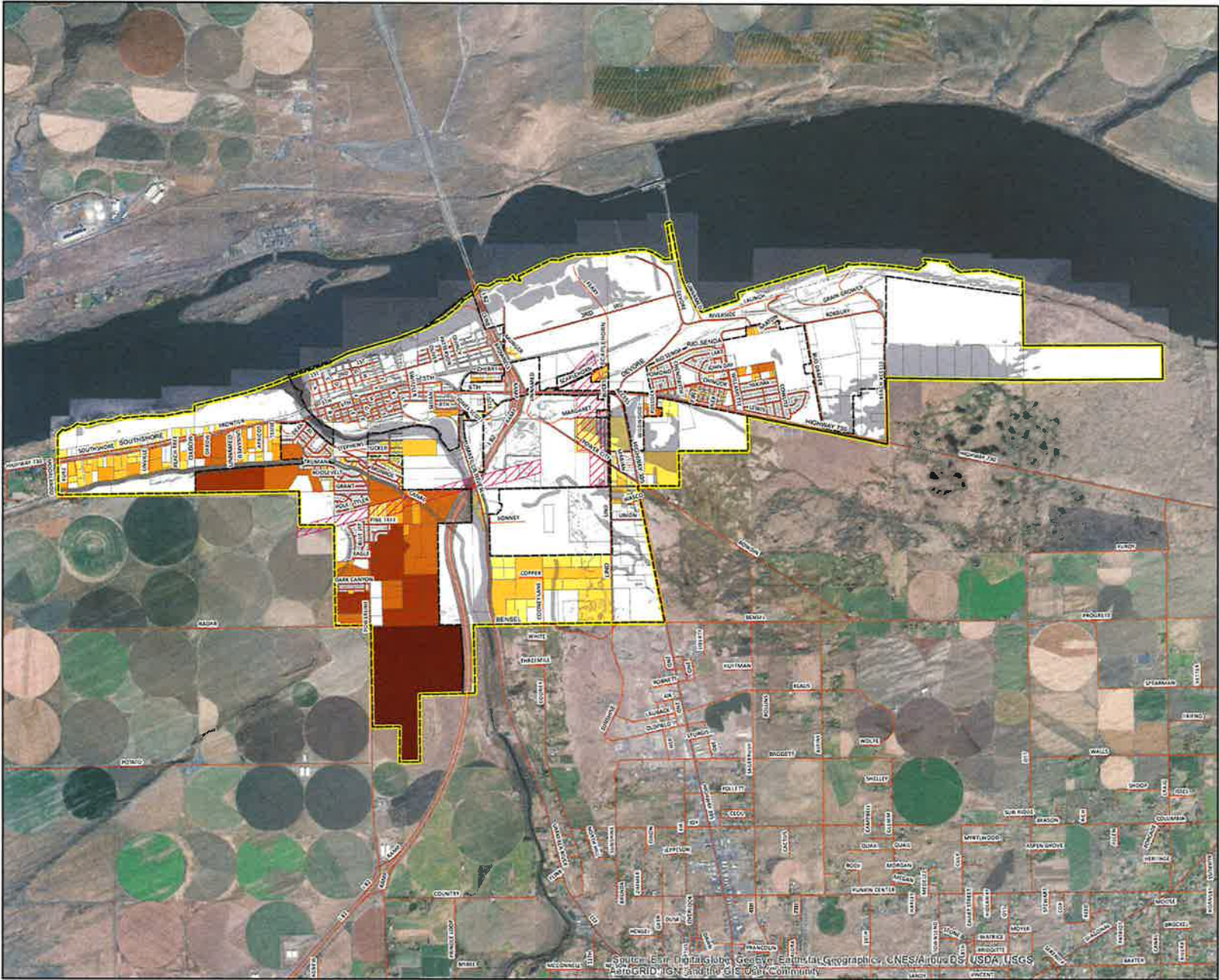
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NAD 1983 NAD StatePlane Oregon North FIPS 5003 Foot Unit

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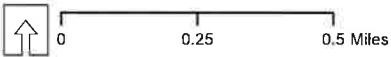
Source: SA Digital Globe, Google Earth, Esri, Geographics, ONES/Aurora GIS, USDA, USGS, ArcGRID, IGN, and the GIS User Community

**West Umatilla Cities
Buildable Lands Inventory**

City of Umatilla:
Housing Capacity



Prepared by:
Angela Planning Group
Date: 03/27/18



Coordinate System:
NAD 1983 HARN StatePlane Oregon North FIPS 5001 Feet Unit

This map is intended for informational purposes only. While this map represents the best data available at the time of publication, APG makes no claim, representation, or warranties as to its accuracy or completeness. Modifiable available upon request.

Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Exhibit C



Source: City of Umatilla

CITY OF UMATILLA, OR

HOUSING AND RESIDENTIAL LAND NEEDS ASSESSMENT (OREGON STATEWIDE PLANNING GOAL 10)

20-YEAR HOUSING NEED 2019 - 2039

Prepared For:
CITY OF UMATILLA, OREGON
June 2019

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INTRODUCTION

This analysis outlines a forecast of housing need within the City of Umatilla. Housing need and resulting land need are forecast to 2039 consistent with 20-year need assessment requirements of periodic review. This report presents a housing need analysis (presented in number and types of housing units) and a residential land need analysis, based on those projections.

The primary data sources used in generating this forecast were:

- Portland State University Population Research Center
- U.S. Census
- Environics Analytics Inc.¹
- Oregon Employment Department
- Umatilla County GIS
- Other sources are identified as appropriate.

This analysis reflects the coordinated population forecast from the Oregon Population Forecast Program, at the Population Research Center (PRC) at PSU. State legislation passed in 2013 made the PRC responsible for generating the official population forecasts to be used in Goal 10 housing analyses in Oregon communities outside of the Portland Metro area (ORS 195.033). The population forecasts used in this analysis were generated in 2016.

This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

I. CITY OF UMATILLA DEMOGRAPHIC PROFILE

SUMMARY

The following table (Figure 1.1) presents a profile of City of Umatilla demographics from the 2000 and 2010 Census. This includes the city limits of Umatilla, as well as areas currently included within the Urban Growth Boundary (UGB). It also presents the estimated population of this area as of 2018 from PSU estimates.

- Umatilla is a City of an estimated 7,320 people (City), and 8,834 people (UGB), located in Umatilla County in Northeastern Oregon. An estimated 17% of the population in the UGB lives outside the city limits.
- Based on the UGB population, Umatilla is roughly the 64th largest city in the state by population. Within Umatilla County, Umatilla is the third largest city after Hermiston and Pendleton.
- Umatilla has experienced rapid growth, growing over 47% in population since 2000. In contrast, Umatilla County and the state experienced population growth of 14% and 21% respectively. The City of Hermiston grew 37% over this period. (US Census and PSU Population Research Center)

¹ Environics Analytics Inc. is a third-party company providing data on demographics and market segmentation. It licenses data from the Nielson Company which conducts direct market research including surveying of households across the nation. Nielson combines proprietary data with data from the U.S. Census, Postal Service, and other federal sources, as well as local-level sources such as Equifax, Vallassis and the National Association of Realtors. Projections of future growth by demographic segments are based on the continuation of long-term and emergent demographic trends identified through the above sources.

- The Umatilla UGB was home to an estimated 2,247 households in 2018, an increase of roughly 550 households since 2000. The percentage of families fell slightly between 2000 and 2018 from 78% to 74% of all households. The city has a larger share of family households than Umatilla County (68%) and the state (63%).
- Umatilla’s estimated average household size is 3.15 persons, holding fairly stable since 2000. This is higher than the Umatilla County average of 2.67 and the statewide average of 2.47.

FIGURE 1.1: UMATILLA DEMOGRAPHIC PROFILE

POPULATION, HOUSEHOLDS, FAMILIES, AND YEAR-ROUND HOUSING UNITS					
	2000	2010	Growth	2018	Growth
	(Census)	(Census)	00-10	(PSU)	10-18
Population ¹	6,008	8,335	38.7%	8,834	6.0%
Households ²	1,691	2,089	23.5%	2,247	7.6%
Families ³	1,317	1,553	18%	1,671	8%
Housing Units ⁴	1,824	2,131	17%	2,240	5%
Group Quarters Population ⁵	697	1,755	152%	1,755	0%
<i>Household Size (non-group)</i>	<i>3.14</i>	<i>3.15</i>	<i>0%</i>	<i>3.15</i>	<i>0%</i>
<i>Avg. Family Size</i>	<i>3.51</i>	<i>3.59</i>	<i>2%</i>	<i>3.59</i>	<i>0%</i>
PER CAPITA AND MEDIAN HOUSEHOLD INCOME					
	2000	2010	Growth	2018	Growth
	(Census)	(Census)	00-10	(Proj.)	10-18
Per Capita (\$)	\$11,469	\$12,267	7%	\$12,864	5%
Median HH (\$)	\$33,844	\$44,643	32%	\$38,796	-13%

SOURCE: Census, PSU Population Research Center, and Johnson Economics

Census Tables: DP-1 (2000, 2010); DP-3 (2000); S1901; S19301

¹ From PSU Population Research Center, Population Forecast Program, final forecast for Umatilla Co. (2017)

² 2018 Households = (2018 population - Group Quarters Population)/2018 HH Size

³ Ratio of 2018 Families to total HH is based on 2016 ACS 5-year Estimates

⁴ 2018 housing units are the '10 Census total plus new units permitted from '10 through '18 (source: Census, Cities)

⁵ Ratio of 2018 Group Quarters Population to Total Population is kept constant from 2010.

A. POPULATION GROWTH

Since 2000, Umatilla has grown by roughly 2,825 people within the UGB, or 47% in 18 years. This is a faster growth rate than was seen in the rest of the county (14%), and the state (21%). In comparison, the population of Hermiston grew by an estimated 37% during this period.

B. HOUSEHOLD GROWTH & SIZE

As of 2018, the city has an estimated 2,250 households. Since 2000, Umatilla has added an estimated 555 households, or 33% growth. A household is defined as all the persons who occupy a single housing unit, whether or not they are related.

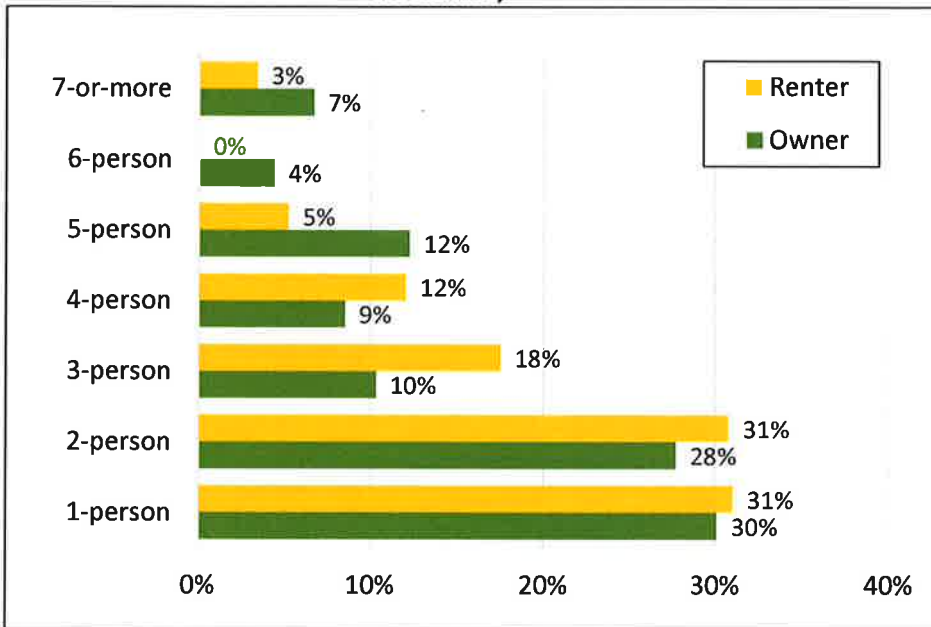
Household growth was slower than population growth reflecting that the share of the population in group housing has grown as the correctional facility has reached capacity. (Group quarters includes living situations that are

often institutional in nature such as prisons, dorms, nursing facilities, shelters, etc.). There has been a general trend in Oregon and nationwide towards declining household size as birth rates have fallen, more people have chosen to live alone, and the Baby Boomers have become empty nesters. While this trend of diminishing household size is expected to continue nationwide, there are limits to how far the average can fall. Umatilla has resisted this trend in recent decades.

Umatilla’s average household size of 3.15 people is larger than Umatilla County (2.67). (The 2017 ACS estimates that the average household size has fallen to 2.73 over the last two years. Without confirmation, this estimate seems low, and also would correspond to a growth in the number of households that seems to outnumber the housing supply.)

Figure 1.2 shows the share of households by the number of people for renter and owner households in 2017 (latest available), according to the Census. Renter households are more likely to have three or fewer persons. Owner households are more likely to have larger households.

FIGURE 1.2: NUMBER OF PEOPLE PER HOUSEHOLD, CITY OF UMATILLA



SOURCE: US Census, JOHNSON ECONOMICS LLC
Census Tables: B25009 (2017 ACS 5-yr Estimates)

C. FAMILY HOUSEHOLDS

As of the 2017 ACS, 74% of Umatilla households were family households, down slightly from 2000 (78%). The total number of family households in Umatilla is estimated to have grown by 350 since 2000. This is 63% of all new households in this period.

The Census defines family households as two or more persons, related by marriage, birth or adoption and living together. In 2017, family households in Umatilla had an average size of 3.59 people.

D. HOUSING UNITS

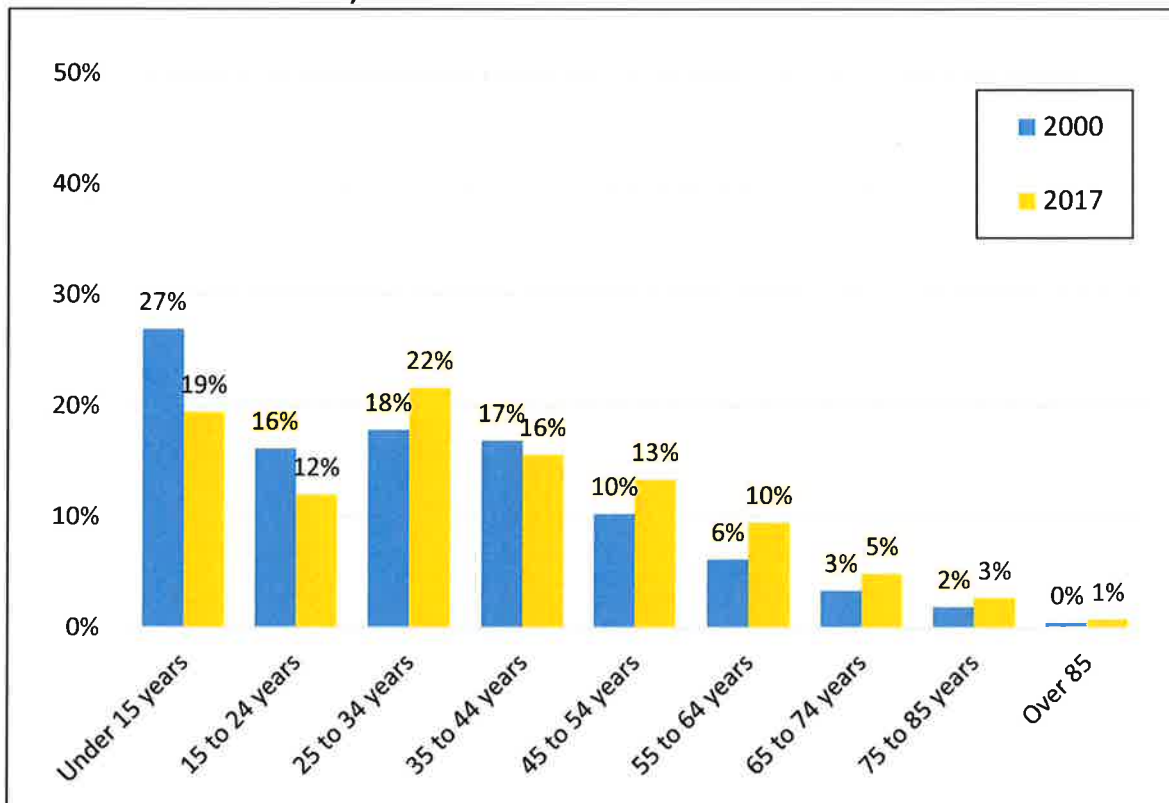
Data from the City of Umatilla and the US Census indicate that the city added a little over 100 new housing units since 2010 within the UGB. At the same time, the city has added roughly 160 households, meaning the growth in households and population is outpacing the production of new housing in the community.

As of 2018, the city had an estimated housing stock of roughly 2,240 units for its 2,247 estimated households. These estimates would mean very low or zero vacancy or unit availability in the community, which may not be literally true, but does indicate more generally that the demand and supply of housing are very nearly balanced currently.

E. AGE TRENDS

The following figure shows the share of the population falling in different age cohorts between the 2000 Census and the most recent 5-year estimates. As the chart shows, there is a general trend of younger age cohorts falling as share of total population, while older cohorts have grown in share. This is in keeping with the national trend caused by the aging of the Baby Boom generation. At the same time, the share of people aged from 25 to 34 years of age has grown slightly.

FIGURE 1.3: AGE COHORT TRENDS, 2000 - 2017

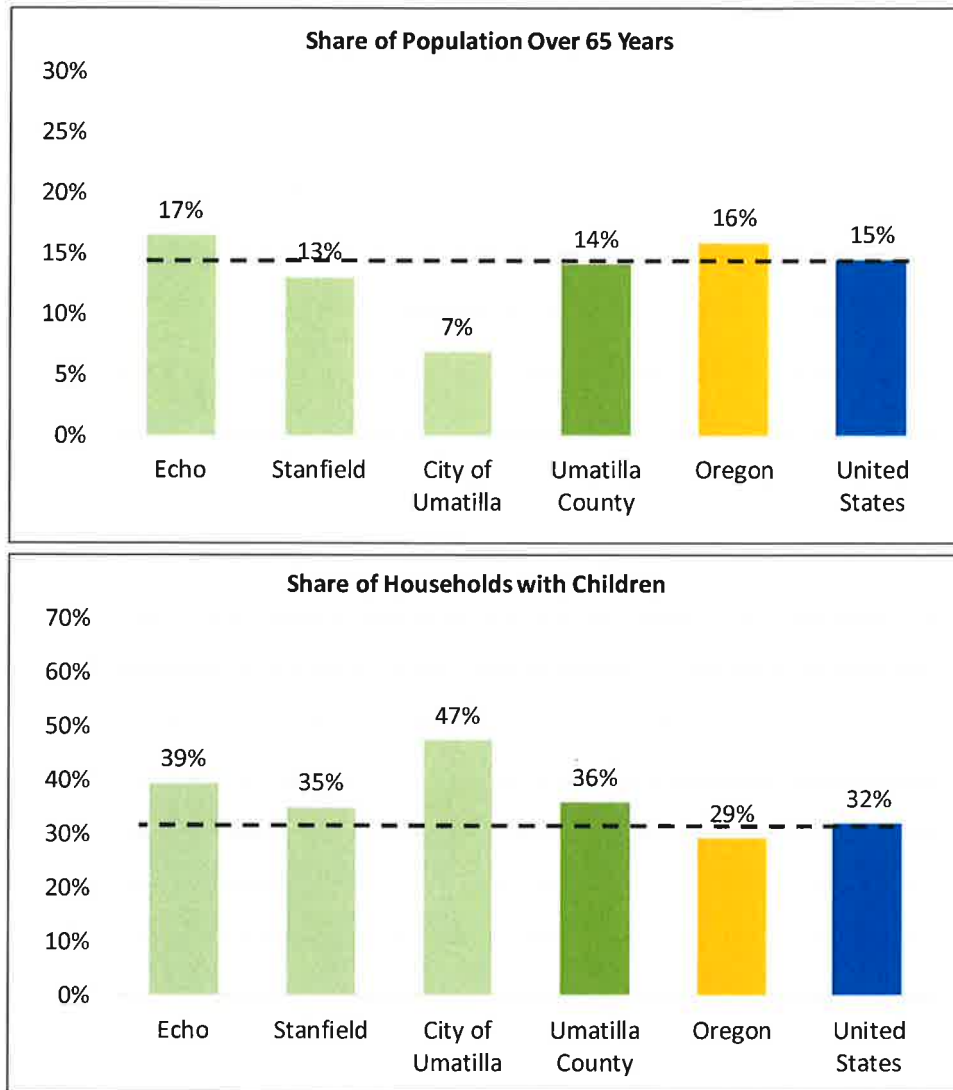


SOURCE: US Census, JOHNSON ECONOMICS LLC

Census Tables: QT-P1 (2000); S0101 (2017 ACS 5-yr Estimates)

- The cohorts that grew in share during this period were those aged 45 and older. Still an estimated 92% of the population is under 65 years of age.
- In the 2017 ACS, the local median age was an estimated 32 years, compared to 36 years in Umatilla County, and 39 years in Oregon.
- Figure 1.4 presents the share of households with children, and the share of population over 65 years for comparison. Compared to state and national averages, Umatilla has a much larger share of households with children and a much smaller share of the population over 65.

FIGURE 1.4: SHARE OF HOUSEHOLDS WITH CHILDREN/ POPULATION OVER 65 YEARS (UMATILLA)



SOURCE: US Census, JOHNSON ECONOMICS LLC
 Census Tables: B11005; S0101 (2017 ACS 5-yr Estimates)

F. INCOME TRENDS

The following figure presents data on income trends in Umatilla.

FIGURE 1.5: INCOME TRENDS, 2000 – 2018

PER CAPITA AND MEDIAN HOUSEHOLD INCOME					
	2000 (Census)	2010 (Census)	Growth 00-10	2018 (Proj.)	Growth 10-18
Per Capita (\$)	\$11,469	\$12,267	7%	\$12,864	5%
Median HH (\$)	\$33,844	\$44,643	32%	\$38,796	-13%

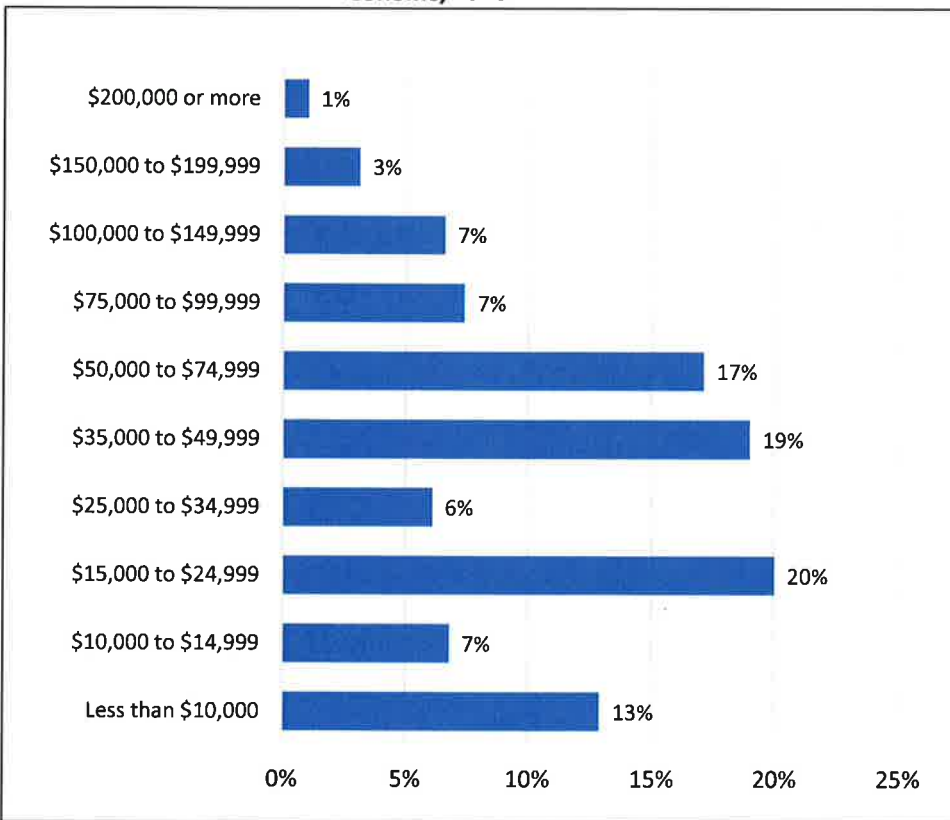
SOURCE: Census, PSU Population Research Center, and Johnson Economics
 Census Tables: DP-1 (2000, 2010); DP-3 (2000); S1901; S19301

- Umatilla’s estimated median household income was \$38,800 in 2018. This has fallen significantly from the estimated median in 2010, and is lower than the Umatilla County median of \$50,100.
- Umatilla’s per capita income is a low \$12,900.
- Median income has grown an estimated 15% between 2000 and 2018, in real dollars. Inflation was an estimated 57% over this period, so as is the case regionally and nationwide, the local median income has not kept pace with inflation.

Figure 1.6 presents the estimated distribution of households by income as of 2017. The largest income cohorts are those households earning between \$15k and \$25k, and \$35k and \$50k.

- 65% of households earn less than \$50k per year, while 35% of households earn \$50k or more.
- 40% of households earn \$25k or less.

FIGURE 1.6: HOUSEHOLD INCOME COHORTS, 2018



SOURCE: US Census
Census Tables: S1901 (2017 ACS 5-yr Est.)

A 2018 survey of households in the City of Umatilla and Power City area found that 55.9% of the total population qualifies as being low or moderate income. Low income is defined as earning 50% or less of the Area Median Income (AMI). Moderate income is defined as earning between 50% and 80% of AMI.

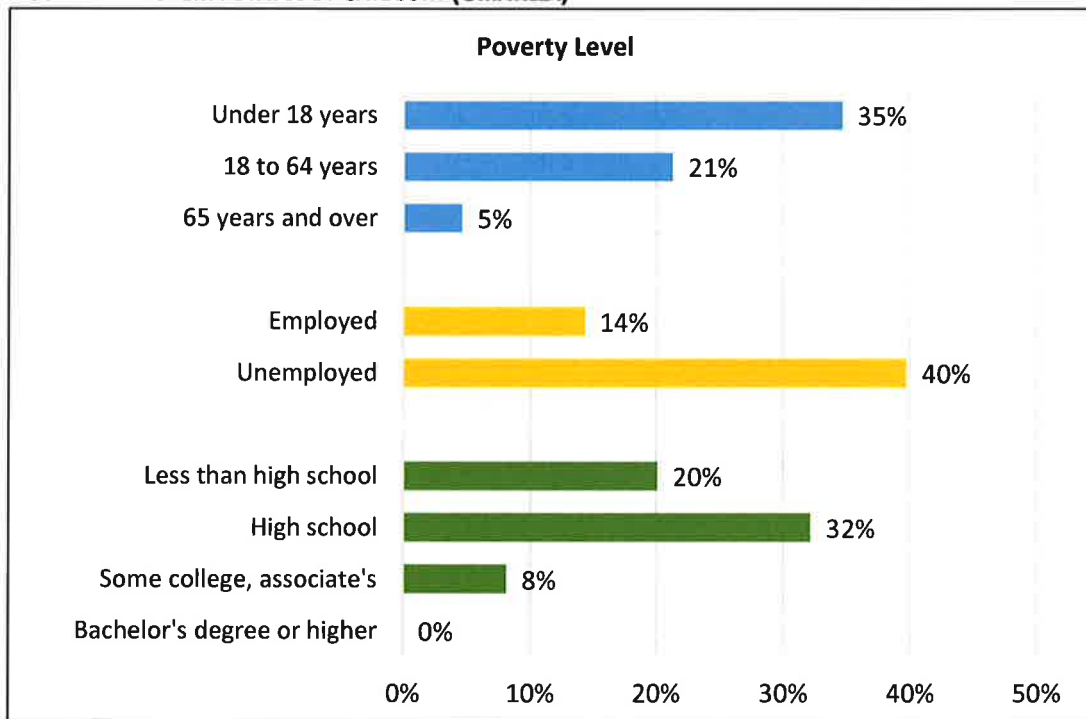
G. POVERTY STATISTICS

According to the US Census, the official poverty rate in Umatilla is an estimated 24% over the most recent period reported (2017 5-year estimates).² This is roughly 1,150 individuals in Umatilla. In comparison, the official poverty rate in Umatilla County, and at the state level are both 17%. In the 2013-17 period:

² Census Tables: S1701 (2017 ACS 5-yr Estimates)

- Umatilla poverty rate is highest among children at 35%. The rate is 21% among those 18 to 64 years of age. The rate is lowest for those 65 and older at 5%.
- For those without a high school diploma the poverty rate is 20%. For those with a high school diploma only, the estimated rate is actually higher at 32%. For those with more than high school education, the poverty rate is the lowest.
- Among those who are employed the poverty rate is 14%, while it is 40% for those who are unemployed.
- Information on affordable housing is presented in the following section of this report.

FIGURE 1.7: POVERTY STATUS BY CATEGORY (UMATILLA)



SOURCE: US Census
 Census Tables: S1701 (2017 ACS 5-yr Est.)

As mentioned above, 55.9% of the population is estimated to be low or moderate income. This implies that an estimated 4,930 individuals in the UGB live in households that are low or moderate income. This is a separate measure than the official poverty rate.

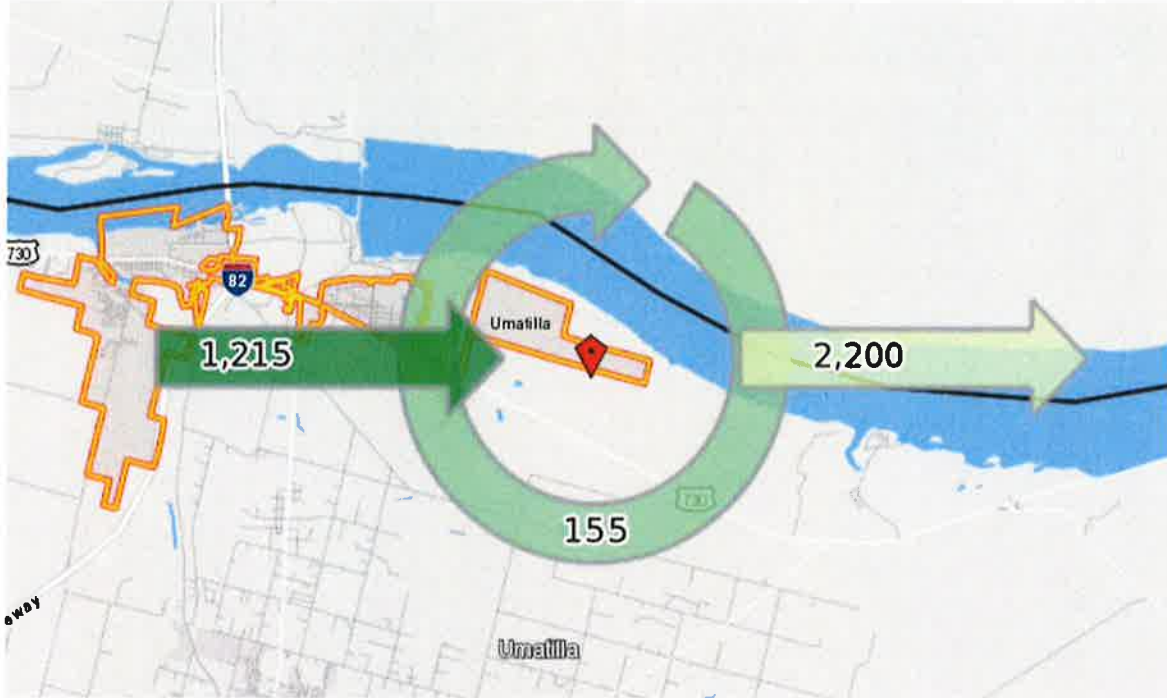
H. EMPLOYMENT LOCATION TRENDS

This section provides an overview of employment and industry trends in Umatilla that are related to housing.

Commuting Patterns: The following figure shows the inflow and outflow of commuters to Umatilla according to the Census Employment Dynamics Database. As of 2015, the most recent year available, the Census estimated there were roughly 1,370 jobs located in Umatilla. Relatively few are held by local residents, while over 1,200 employees commute into the city from elsewhere. This pattern is fairly common among many communities. While Census data is incomplete, it seems that most local workers commuting into the city live in Hermiston, Pendleton, Kennewick, or unincorporated areas.

Of the estimated 2,350 employed Umatilla residents, over 90% of them commute elsewhere for employment. Many of these residents commute to Hermiston, Pendleton or Boardman.

FIGURE 1.8: COMMUTING PATTERNS (PRIMARY JOBS), UMATILLA



Source: US Census Longitudinal Employer-Household Dynamics

Jobs/Household Ratio: Umatilla features a jobs-to-households ratio of 0.6 jobs per household. There are an estimated 1,370 jobs in the city of Umatilla, and an estimated 2,355 Umatilla residents in the labor force. This represents 0.6 jobs per working adult, meaning that Umatilla is tipped towards the housing side of the jobs/housing balance.

II. CURRENT HOUSING CONDITIONS

The following figure presents a profile of the current housing stock and market indicators in Umatilla. This profile forms the foundation to which current and future housing needs will be compared.

A. HOUSING TENURE

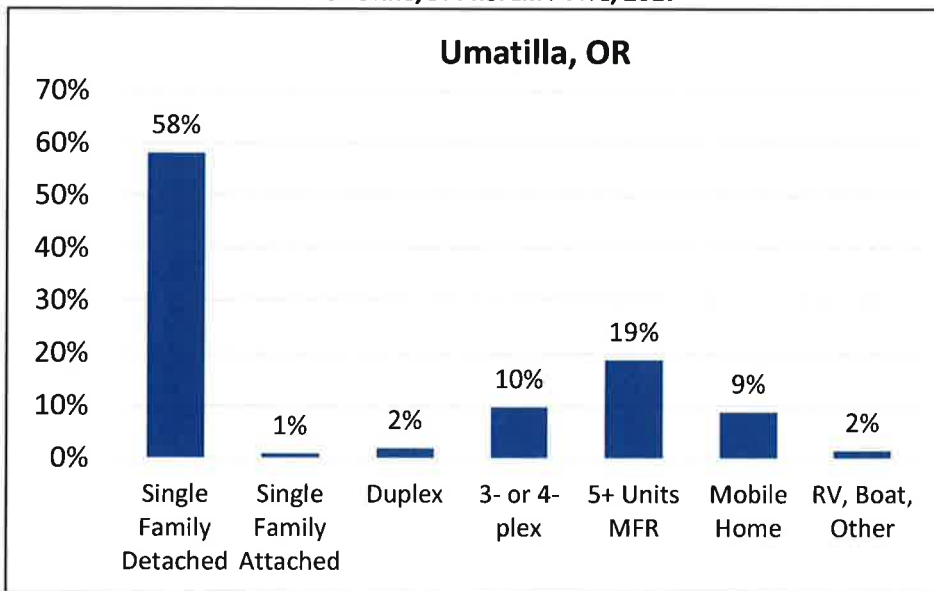
Umatilla has a close to even divide between owner households than renter households. The 2017 American Community Survey estimates that 51% of occupied units were owner occupied, and 49% renter occupied. The ownership rate in Umatilla has fallen from 60% since 2000. During this period the statewide rate fell from 64% to 62%. Nationally, the homeownership rate has nearly reached the historical average of 65%, after the rate climbed from the late 1990's to 2004 (69%).

The estimated ownership rate is higher in Umatilla County (66%) and statewide (61%).

B. HOUSING STOCK

As shown in Figure 1.1, Umatilla UGB had an estimated 2,240 housing units in 2018, with a very low estimated vacancy rate (includes ownership and rental units).

FIGURE 2.1: ESTIMATED SHARE OF UNITS, BY PROPERTY TYPE, 2017



SOURCE: City of Umatilla, Census ACS 2017

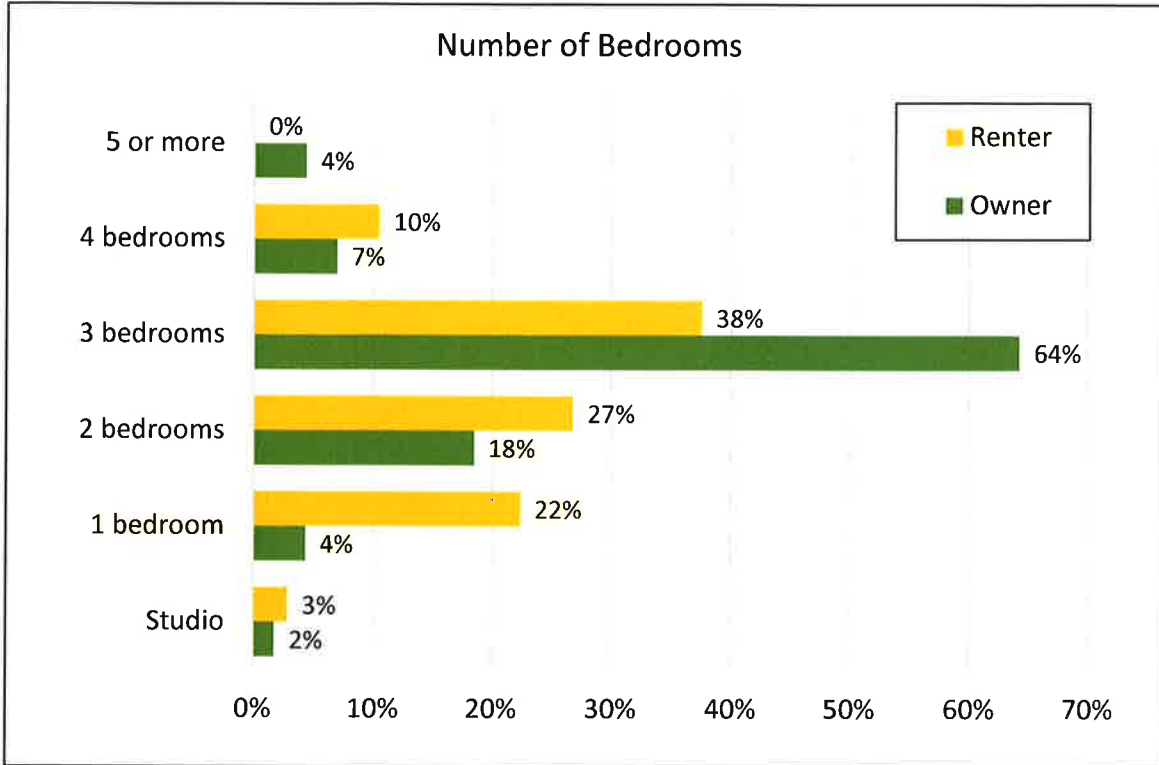
Figure 2.1 shows the estimated number of units by type in 2017. Detached single-family homes represent an estimated 58% of housing units.

Units in larger apartment complexes of 5 or more units represent 19% of units, and other types of attached homes represent an additional 13% of units. (Attached single family generally includes townhomes, some condo flats, and complexes which are separately metered.) Mobile homes represent 9% of the inventory.

C. NUMBER OF BEDROOMS

Figure 2.2 shows the share of units for owners and renters by the number of bedrooms they have. In general, owner-occupied units are more likely to have three or more bedrooms, while renter occupied units are more likely to have two or fewer bedrooms.

FIGURE 2.2: NUMBER OF BEDROOMS FOR OWNER AND RENTER UNITS, 2017



SOURCE: US Census
Census Tables: B25042 (2017 ACS 5-year Estimates)

D. UNITS TYPES BY TENURE

As Figure 2.3 and 2.4 show, a large share of owner-occupied units (86%) are detached homes, or mobile homes (12%). Renter-occupied units are more distributed among a range of structure types. 34% of rented units are estimated to be detached homes or mobile homes, while the remainder are some form of attached unit. And estimated 39% of rental units are in larger apartment complexes.

FIGURE 2.3: CURRENT INVENTORY BY UNIT TYPE, FOR OWNERSHIP AND RENTAL HOUSING

OWNERSHIP HOUSING

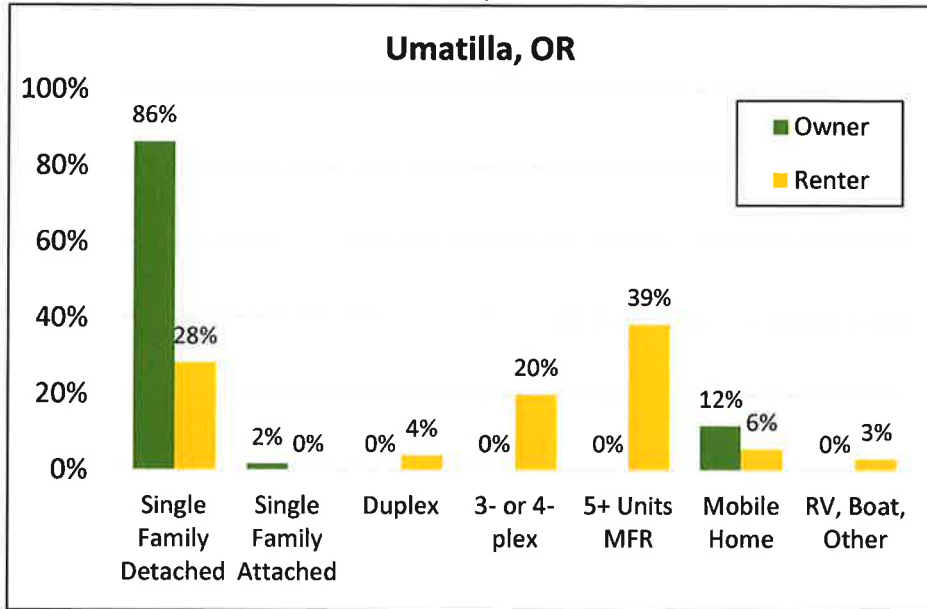
Price Range	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Mobile home	Boat, RV, other temp	Total Units
Totals:	1,014	20	0	0	0	139	0	1,173
Percentage:	86.4%	1.7%	0.0%	0.0%	0.0%	11.8%	0.0%	100.0%

RENTAL HOUSING

Price Range	Single Family Detached	Single Family Attached	Duplex	3- or 4-plex	5+ Units MFR	Mobile home	Boat, RV, other temp	Total Units
Totals:	304	0	43	214	411	62	34	1,067
Percentage:	28.4%	0.0%	4.1%	20.1%	38.5%	5.8%	3.1%	100.0%

Sources: US Census, JOHNSON ECONOMICS, CITY OF UMATILLA

FIGURE 2.4: CURRENT INVENTORY BY UNIT TYPE, BY SHARE

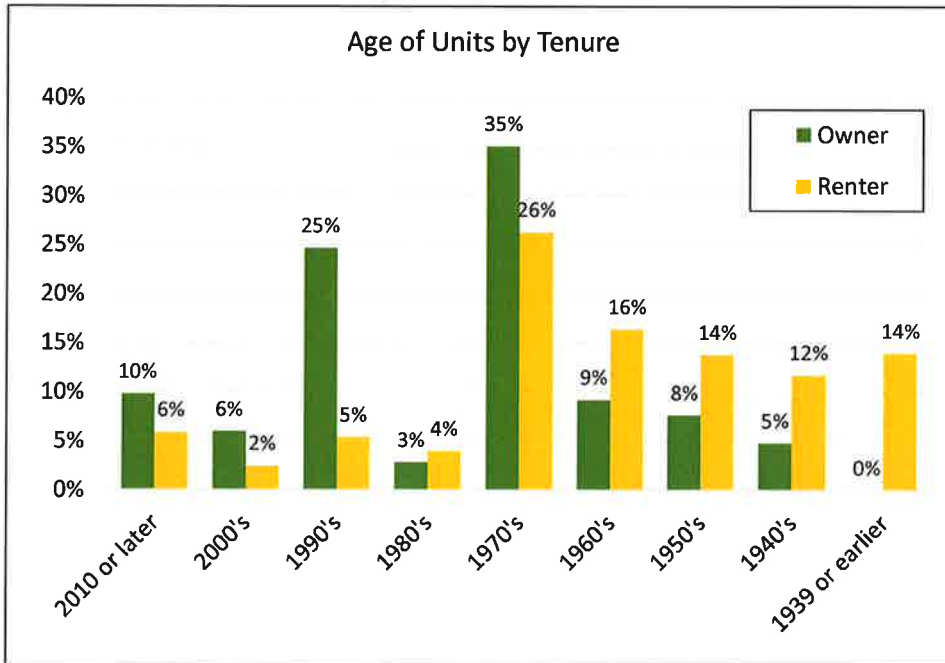


Sources: US Census, JOHNSON ECONOMICS, CITY OF UMATILLA

E. AGE OF HOUSING STOCK

Umatilla’s housing stock reflects the pattern of development in the area. 88% of the housing stock is pre-2000 with the remainder being post-2000. Roughly 31% of the housing stock was built in the 1970’s, while another 37% dates from the 1960’s or earlier. The following figure shows that owners are more likely to live in newer housing, while rental housing is more likely to live in older housing.

FIGURE 2.5: AGE OF UNITS FOR OWNERS AND RENTERS



SOURCE: US Census
Census Tables: B25036 (2017 ACS 5-year Estimates)

F. HOUSING COSTS VS. LOCAL INCOMES

Figure 2.6 shows the share of owner and renter households who are paying more than 30% of their household income towards housing costs, by income segment. (Spending 30% or less on housing costs is a common measure of “affordability” used by HUD and others, and in the analysis presented in this report.)

In total, the US Census estimates that 35% of Umatilla households pay more than 30% of income towards housing costs (2017 American Community Survey, B25106)

As one would expect, households with lower incomes tend to spend more than 30% of their income on housing, while incrementally fewer of those in higher income groups spend more than 30% on their incomes on housing costs. Of those earning less than \$20,000, an estimated 56% of owner households and 73% of renters spend more than 30% of income on housing costs.

Roughly 15% of those households earning \$35,000 or more pay more than 30% of income towards housing costs. Only those earning more than \$75,000 do not pay more than 30%.

FIGURE 2.6: SHARE OF HOUSEHOLDS SPENDING MORE THAN 30% ON HOUSING COSTS, BY INCOME GROUP

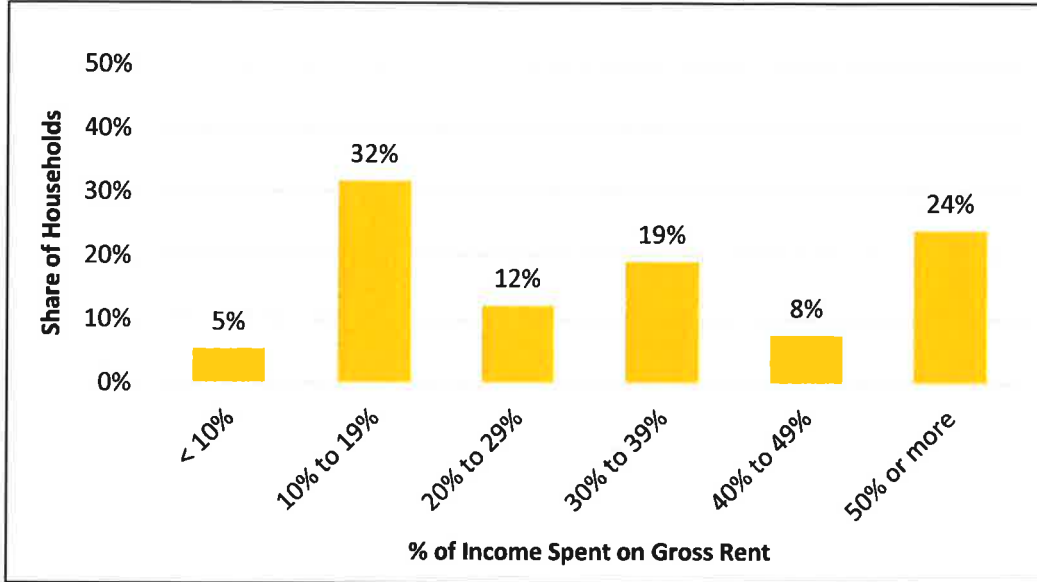


Sources: US Census, JOHNSON ECONOMICS
Census Table: B25106 (2017 ACS 5-yr Estimates)

The following figures shows the percentage of household income spent towards gross rent for local renter households only. This more fine-grained data shows that 51% of renters spending more than 30% of their income on rent, with an estimated 24% of renters are spending 50% or more of their income.

Renters are disproportionately lower income relative to homeowners. The burden of housing costs are felt more broadly for these households, and as the analysis presented in later section shows there is a need for more affordable rental units in Umatilla, as in most communities.

FIGURE 2.7: PERCENTAGE OF HOUSEHOLD INCOME SPENT ON GROSS RENT, UMATILLA RENTER HOUSEHOLDS



Sources: US Census, JOHNSON ECONOMICS
Census Table: B25070 (2017 ACS 5-yr Estimates)

G. PUBLICLY-ASSISTED HOUSING

Currently Umatilla has two rent-subsidized properties located in the town, with a total of 130 units. Umatilla County Housing Authority operates Tri-Harbor Landing which offers 106 units for families. The Links offers 24 units for seniors.

The Housing Authority also administers 329 housing choice vouchers which may be used in Umatilla or other communities in the four-county jurisdiction.

Agricultural Worker Housing: The state of Oregon identifies 58 units dedicated agricultural workforce housing located in the city of Umatilla.

Homelessness: A Point-in-Time count of homeless individuals in Umatilla County conducted in 2017 found 55 homeless individuals on the streets, in shelters, or other temporary and/or precarious housing. *These figures are for the entire county.*³ This included:

- 24 people in emergency shelter, warming shelter, or transitional housing programs;
- 31 people unsheltered;
- 24% of counted individuals were children;
- 44% of individuals were women or girls, and 54% are male.

An analysis of the ability of current and projected housing supply to meet the needs of low-income people, and the potential shortfall is included in the following sections of this report.

³ Figures via OHCS

III. CURRENT HOUSING NEEDS (CITY OF UMATILLA)

The profile of current housing conditions in the study area is based on Census 2010, which the Portland State University Population Research Center (PRC) uses to develop yearly estimates through 2018. The PRC methodology incorporates the estimated population from within the city limits and an estimated population from those areas within the UGB, but outside of the city limits. To estimate the additional population within the UGB area, the PRC assigned a share of the population from the relevant Census tracts.

FIGURE 3.1: CURRENT HOUSING PROFILE (2018)

CURRENT HOUSING CONDITIONS (2018)		SOURCE
Total 2018 Population:	8,834	PSU Pop. Research Center
- Estimated group housing population:	1,755 (20% of Total)	US Census
Estimated Non-Group 2018 Population:	7,079 (Total - Group)	
Avg. HH Size:	3.15	US Census
Estimated Non-Group 2018 Households:	2,247 (Pop/HH Size)	
Total Housing Units:	2,240 (Occupied + Vacant)	Census 2010 + permits
Occupied Housing Units:	2,247 (= # of HH)	
Vacant Housing Units:	-7 (Total HH - Occupied)	
Current Vacancy Rate:	-0.3% (Vacant units/ Total units)	

*This table reflects population, household and housing unit projections shown in Figure 1.1

We estimate a current population of roughly 8,834 residents, living in 2,247 households (excluding group living situations). Average household size is 3.15 persons.

There are an estimated 2,247 housing units in the city, essentially equal to the number of households and indicating next to no vacancy. This includes units vacant for any reason, not just those which are currently for sale or rent.

ESTIMATE OF CURRENT HOUSING DEMAND

Following the establishment of the current housing profile, the current housing demand was determined based upon the age and income characteristics of current households.

The analysis considered the propensity of households in specific age and income levels to either rent or own their home (tenure), in order to derive the current demand for ownership and rental housing units and the appropriate housing cost level of each. This is done by combining data on tenure by age and tenure by income from the Census American Community Survey (tables: B25007 and B25118, 2017 ACS 5-yr Estimates).

The analysis takes into account the average amount that owners and renters tend to spend on housing costs. For instance, lower income households tend to spend more of their total income on housing, while upper income households spend less on a percentage basis. In this case, it was assumed that households in lower income bands would *prefer* housing costs at no more than 30% of gross income (a common measure of affordability). Higher income households pay a decreasing share down to 20% for the highest income households.

While the Census estimates that most low-income households pay more than 30% of their income for housing, this is an estimate of current *preferred* demand. It assumes that low-income households prefer (or demand) units affordable to them at no more than 30% of income, rather than more expensive units.

Figure 3.2 presents a snapshot of current housing demand (i.e. preferences) equal to the number of households in the study area (2,240). The breakdown of tenure (owners vs. renters) is slightly different from the 2017 ACS, as current demographics indicate that more households could likely afford to own their homes if opportunities were available (58% vs. 51%).

FIGURE 3.2: ESTIMATE OF CURRENT HOUSING DEMAND (2018)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$90k	67	Less than \$15,000	5.1%	5.1%
\$90k - \$130k	85	\$15,000 - \$24,999	6.4%	11.5%
\$130k - \$190k	136	\$25,000 - \$34,999	10.4%	21.9%
\$190k - \$210k	204	\$35,000 - \$49,999	15.5%	37.4%
\$210k - \$340k	337	\$50,000 - \$74,999	25.6%	63.0%
\$340k - \$360k	158	\$75,000 - \$99,999	12.1%	75.1%
\$360k - \$450k	95	\$100,000 - \$124,999	7.2%	82.3%
\$450k - \$540k	78	\$125,000 - \$149,999	6.0%	88.3%
\$540k - \$710k	103	\$150,000 - \$199,999	7.8%	96.1%
\$710k +	51	\$200,000+	3.9%	100.0%
Totals:	1,314		% of All:	58.5%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	249	Less than \$15,000	26.6%	26.6%
\$400 - \$600	147	\$15,000 - \$24,999	15.7%	42.4%
\$600 - \$900	118	\$25,000 - \$34,999	12.7%	55.0%
\$900 - \$1000	78	\$35,000 - \$49,999	8.4%	63.4%
\$1000 - \$1600	209	\$50,000 - \$74,999	22.4%	85.8%
\$1600 - \$1700	90	\$75,000 - \$99,999	9.6%	95.4%
\$1700 - \$2100	33	\$100,000 - \$124,999	3.6%	99.0%
\$2100 - \$2500	9	\$125,000 - \$149,999	1.0%	100.0%
\$2500 - \$3300	0	\$150,000 - \$199,999	0.0%	100.0%
\$3300 +	0	\$200,000+	0.0%	100.0%
Totals:	933		% of All:	41.5%

All Households	2,247
-----------------------	--------------

Sources: PSU Population Research Center, Environics Analytics., Census, JOHNSON ECONOMICS

Census Tables: B25007, B25106, B25118 (2017 ACS 5-yr Estimates)

Claritas: Estimates of income by age of householder

The estimated home price and rent ranges are irregular because they are mapped to the affordability levels of the Census income level categories. For instance, an affordable home for those in the lowest income category (less than \$15,000) would have to cost \$90,000 or less. Affordable rent for someone in this category would be \$400 or less.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5% (significantly more than the current rate, but in line with historic norms), with 15% down payment. These assumptions are designed to represent prudent lending and borrowing levels for ownership households. The 30-year mortgage commonly serves as the standard. In the 2000's, down payment requirements fell significantly, but standards have tightened somewhat since the 2008/9 credit crisis. While 20% is often cited as the standard for most buyers, it is common for homebuyers, particularly first-time buyers, to pay significantly less than this using available programs.

Interest rates are subject to disruption from national and global economic forces, and therefore impossible to forecast beyond the short term. The 5% used here is roughly the average 30-year rate over the last 20 years. The general trend has been falling interest rates since the early 1980's, but coming out of the recent recession, many economists believe that rates cannot fall farther and must begin to climb as the Federal Reserve raises its rate over the coming years.

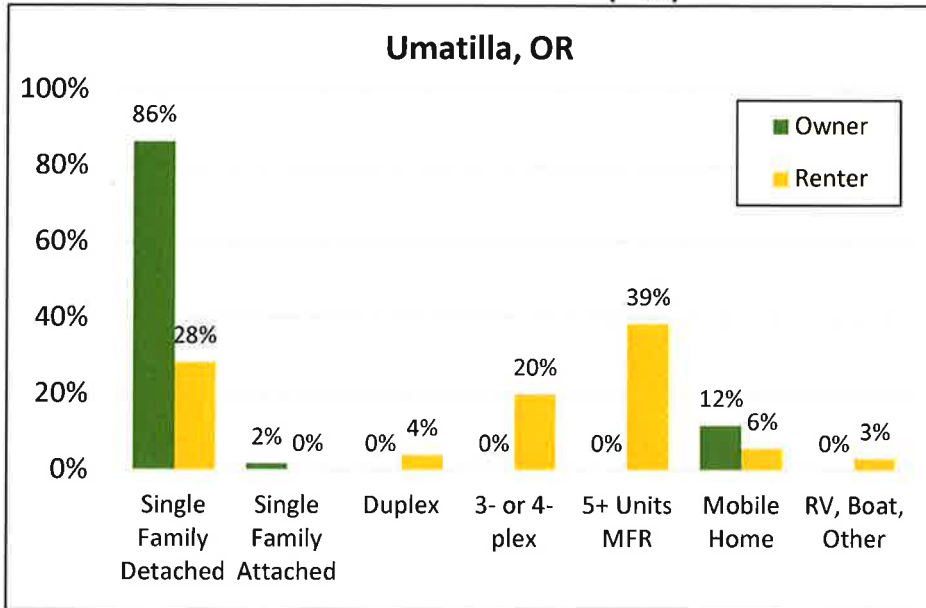
CURRENT HOUSING INVENTORY

The profile of current housing demand (Figure 3.2) represents the preference and affordability levels of households. In reality, the current housing supply (Figure 3.3 below) differs from this profile, meaning that some households may find themselves in housing units which are not optimal, either not meeting the household's own/rent preference, or being unaffordable (requiring more than 30% of gross income).

A profile of current housing supply in Umatilla was estimated based on permit data from the City of Umatilla and Census data from the most recently available 2017 ACS, which provides a profile of housing types (single family, attached, mobile home, etc.), tenure, housing values, and rent levels. The 5-year estimates from the ACS were used because 3-year and 1-year estimates are not yet available for Umatilla geography.

- An estimated 52% of housing units are ownership units, while an estimated 48% of housing units are rental units. This is close to the estimated demand profile shown in Figure 3.2, which forecasted a slightly higher ownership rate. (The inventory includes vacant units, so the breakdown of ownership vs. rental does not exactly match the tenure split of actual households.)
- 86% of ownership units are detached homes, and 12% are mobile homes. 34% of rental units are either single family homes or mobile homes, and 38% are in structures of 5 units or more.
- Of total housing units, an estimated 59% are detached homes, 9% are mobile homes, while 31% are some sort of attached type. There are a small share of households living in RV units.
- The affordability of different unit types is an approximation based on Census data on the distribution of housing units by value (ownership) or gross rent (rentals).
- Ownership housing found at the lower end of the value spectrum generally reflect mobile homes, older, smaller homes, or homes in poor condition on small or irregular lots. **It is important to note that these represent estimates of current property value or current housing cost to the owner, not the current market pricing of homes for sale in the city.** These properties may be candidates for redevelopment when next they sell but are currently estimated to have low value.

FIGURE 3.3: PROFILE OF CURRENT HOUSING SUPPLY BY TYPE (2018)



Sources: US Census, PSU Population Research Center, JOHNSON ECONOMICS
 Census Tables: B25004, B25032, B25063, B25075 (2017 ACS 5-yr Estimates)

FIGURE 3.4: PROFILE OF CURRENT HOUSING SUPPLY, ESTIMATED AFFORDABILITY (2018)

Income Range	Ownership Housing		Rental Housing		Share of Total Units
	Affordable Price Level	Estimated Units	Affordable Rent Level	Estimated Units	
Less than \$15,000	\$0k - \$90k	169	\$0 - \$400	270	20%
\$15,000 - \$24,999	\$90k - \$130k	605	\$400 - \$600	257	38%
\$25,000 - \$34,999	\$130k - \$190k	230	\$600 - \$900	447	30%
\$35,000 - \$49,999	\$190k - \$210k	37	\$900 - \$1000	15	2%
\$50,000 - \$74,999	\$210k - \$340k	102	\$1000 - \$1600	66	8%
\$75,000 - \$99,999	\$340k - \$360k	0	\$1600 - \$1700	3	0%
\$100,000 - \$124,999	\$360k - \$450k	14	\$1700 - \$2100	9	1%
\$125,000 - \$149,999	\$450k - \$540k	6	\$2100 - \$2500	0	0%
\$150,000 - \$199,999	\$540k - \$710k	0	\$2500 - \$3300	0	0%
\$200,000+	\$710k +	9	\$3300 +	0	0%
	52%	1,173	48%	1,067	0% 10% 20% 30% 40%

Sources: PSU Population Research Center, Envrionics Analytics, Census, JOHNSON ECONOMICS
 This table is a synthesis of data presented in Figures 3.2 and 3.3.

COMPARISON OF CURRENT HOUSING DEMAND WITH CURRENT SUPPLY

A comparison of estimated current housing *demand* with the existing *supply* identifies the existing discrepancies between needs and the housing which is currently available.

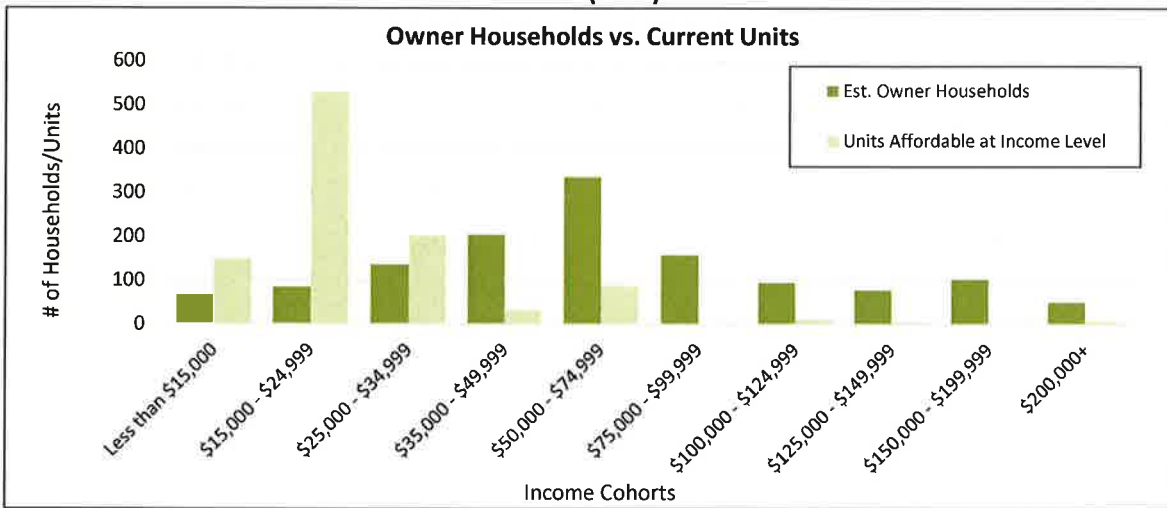
In general, this identifies that there is currently support for more ownership housing at price ranges above \$200,000. This is because most housing in Umatilla is clustered at the low to middle price points, while analysis of household incomes and ability to pay indicates that some could afford housing at higher price points.

The analysis finds that most rental units are currently found at the lower end of the rent spectrum, therefore the supply of units priced at \$900 or lower is estimated to be sufficient. This represents the current average rent prices in Umatilla, where most units can be expected to congregate. There is an indication that some renter households could support more units at higher rental levels. Rentals at more expensive levels generally represent single family homes for rent.

The estimated number of units and number of households is essentially even.

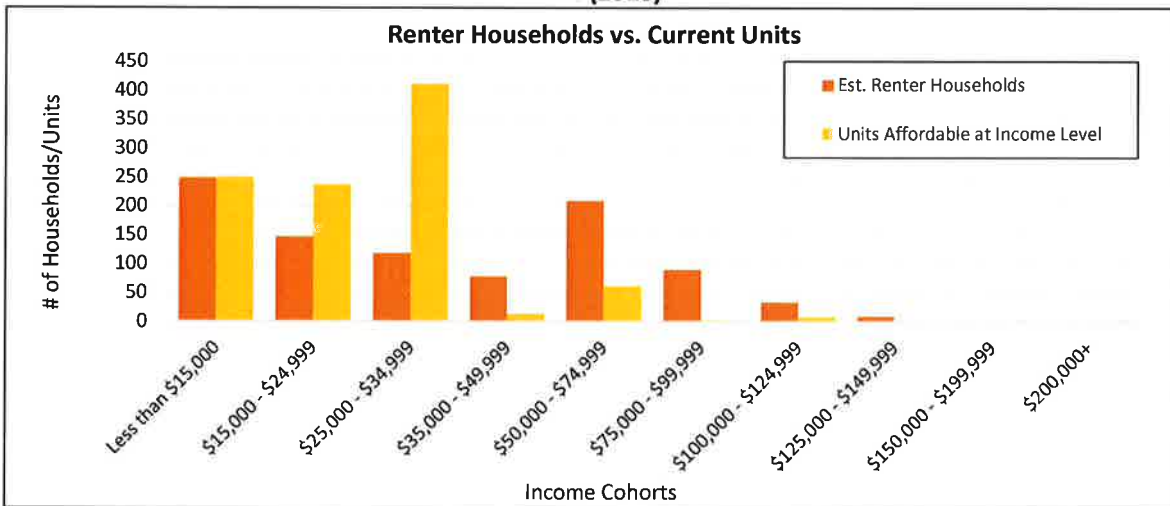
Figures 3.5 and 3.6 present this information in chart form, comparing the estimated number of households in given income ranges, and the supply of units currently affordable within those income ranges. The data is presented for owner and renter households.

FIGURE 3.5: COMPARISON OF OWNER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2018)



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

FIGURE 3.6: COMPARISON OF RENTER HOUSEHOLD INCOME GROUPS TO ESTIMATED SUPPLY AFFORDABLE AT THOSE INCOME LEVELS (2018)



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

Those price and rent segments which show a “surplus” in Figures 3.5 and 3.6 are illustrating where current property values and market rent levels are in Umatilla. Housing prices and rent levels will tend to congregate around those price levels. These levels will be too costly for some (i.e. require more than 30% in gross income) or “too affordable” for others (i.e. they have income levels that indicate they could afford more expensive housing if it were available). In general, these findings demonstrate that there are sufficient housing opportunities at lower price points than might be considered “affordable” for many owner or renter households. While the community may be able to support some new single-family housing at a higher price point, or newer units at a higher rent point.

* * *

The findings of current need form the foundation for projected future housing need, presented in a following section.

IV. FUTURE HOUSING NEEDS - 2039 (CITY OF UMATILLA)

The projected future (20-year) housing profile (Figure 4.1) in the study area is based on the current housing profile (2018), multiplied by an assumed projected future household growth rate. The projected future growth is the official forecasted annual growth rate (1.73%) for 2040 generated by the PSU Oregon Forecast Program. This rate is applied to the year 2039. (This represents a 20-year forecast period from the preparation of this report in 2019, though much of the most current data on population and current housing dated to 2018.)

FIGURE 4.1: FUTURE HOUSING PROFILE (2039)

PROJECTED FUTURE HOUSING CONDITIONS (2018 - 2039)		SOURCE
2018 Population (Minus Group Pop.)	7,079	PSU
Projected Annual Growth Rate	1.73% OR Population Forecast Program	PSU
2039 Population (Minus Group Pop.)	10,148 (Total 2039 Population - Group Housing Pop.)	
Estimated group housing population:	2,516 Share of total pop from Census	US Census
Total Estimated 2039 Population:	12,664	
Estimated Non-Group 2039 Households:	3,222 (2039 Non-Group Pop./Avg. Household Size)	
New Households 2018 to 2039	974	
Avg. Household Size:	3.15 Projected household size	US Census
Total Housing Units:	3,391 Occupied Units plus Vacant	
Occupied Housing Units:	3,222 (= Number of Non-Group Households)	
Vacant Housing Units:	170	
Projected Market Vacancy Rate:	5.0% (Vacant Units/ Total Units)	

Sources: PSU Population Research Center Oregon Population Forecast Program, Census, JOHNSON ECONOMICS LLC

*Projections are applied to estimates of 2018 population, household and housing units shown in Figure 1.1

The model projects growth in the number of non-group households over 20 years of roughly 975 households, with accompanying population growth of 3,830 new residents. (The number of households differs from the number of housing units, because the total number of housing units includes a percentage of vacancy. Projected housing unit needs are discussed below.)

PROJECTION OF FUTURE HOUSING UNIT DEMAND (2039)

The profile of future housing demand was derived using the same methodology used to produce the estimate of current housing need. This estimate includes current and future households, *but does not include a vacancy assumption. The vacancy assumption is added in the subsequent step.* Therefore the need identified below is the total need for actual households in occupied units (3,222).

The analysis considered the propensity of households at specific age and income levels to either rent or own their home, in order to derive the future need for ownership and rental housing units, and the affordable cost level of each. The projected need is for *all* 2039 households and therefore includes the needs of current households.

The price levels presented here use the same assumptions regarding the amount of gross income applied to housing costs, from 30% for low income households down to 20% for the highest income households.

The affordable price level for ownership housing assumes 30-year amortization, at an interest rate of 5%, with 15% down payment. Because of the impossibility of predicting variables such as interest rates 20 years into the future, these assumptions were kept constant from the estimation of current housing demand. Income levels and price levels are presented in 2018 dollars.

Figure 4.2 presents the projected occupied future housing demand (current and new households, without vacancy) in 2039.

FIGURE 4.2: PROJECTED OCCUPIED FUTURE HOUSING DEMAND (2039)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$90k	92	Less than \$15,000	4.9%	4.9%
\$90k - \$130k	118	\$15,000 - \$24,999	6.4%	11.3%
\$130k - \$190k	192	\$25,000 - \$34,999	10.3%	21.7%
\$190k - \$210k	289	\$35,000 - \$49,999	15.6%	37.2%
\$210k - \$340k	476	\$50,000 - \$74,999	25.6%	62.9%
\$340k - \$360k	224	\$75,000 - \$99,999	12.1%	75.0%
\$360k - \$450k	135	\$100,000 - \$124,999	7.3%	82.2%
\$450k - \$540k	111	\$125,000 - \$149,999	6.0%	88.2%
\$540k - \$710k	146	\$150,000 - \$199,999	7.9%	96.1%
\$710k +	72	\$200,000+	3.9%	100.0%
Totals:	1,855		% of All:	57.6%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	360	Less than \$15,000	26.4%	26.4%
\$400 - \$600	213	\$15,000 - \$24,999	15.6%	42.0%
\$600 - \$900	173	\$25,000 - \$34,999	12.6%	54.6%
\$900 - \$1000	116	\$35,000 - \$49,999	8.5%	63.1%
\$1000 - \$1600	307	\$50,000 - \$74,999	22.4%	85.6%
\$1600 - \$1700	132	\$75,000 - \$99,999	9.6%	95.2%
\$1700 - \$2100	49	\$100,000 - \$124,999	3.6%	98.8%
\$2100 - \$2500	15	\$125,000 - \$149,999	1.1%	99.9%
\$2500 - \$3300	1	\$150,000 - \$199,999	0.1%	100.0%
\$3300 +	1	\$200,000+	0.0%	100.0%
Totals:	1,366		% of All:	42.4%

All Units
3,222

Sources: Census, EnviroNics Analytics, JOHNSON ECONOMICS

It is projected that the homeownership rate in Umatilla will increase over the next 20 years to 58%, which would remain lower than the current statewide average (62%). The shift to older and marginally higher income households is moderate but is projected to increase the homeownership rate somewhat. At the same time, the number of lower income households seeking affordable rentals is also anticipated to grow.

COMPARISON OF FUTURE HOUSING DEMAND TO CURRENT HOUSING INVENTORY

The profile of occupied future housing demand presented above (Figure 4.2) was compared to the current housing inventory presented in the previous section to determine the total future need for *new* housing units by type and price range (Figure 4.3).

This estimate includes a vacancy assumption. As reflected by the most recent Census data, and as is common in most communities, the vacancy rate for rental units is typically higher than that for ownership units. An average vacancy rate of 5% is assumed for the purpose of this analysis. This analysis maintains the discrepancy between rental and ownership units going forward, so that the vacancy rate for rentals is assumed to be slightly higher than the overall average, while the vacancy rate for ownership units is assumed to be lower.

FIGURE 4.3: PROJECTED FUTURE NEED FOR NEW HOUSING UNITS (2039), UMATILLA

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	621	51	0	0	0	90	0	763	66.3%
Percentage:	81.4%	6.7%	0.0%	0.0%	0.0%	11.8%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	79	8	24	86	157	22	12	388	33.7%
Percentage:	20.4%	2.0%	6.1%	22.1%	40.5%	5.8%	3.1%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	701	59	24	86	157	113	12	1,151	100%
Percentage:	60.9%	5.1%	2.0%	7.4%	13.7%	9.8%	1.1%	100%	

Sources: PSU, City of Umatilla, Census, Environics Analytics, JOHNSON ECONOMICS

- The results show a need for 1,151 new housing units by 2039.
- Of the new units needed, roughly 66% are projected to be ownership units, while 34% are projected to be rental units. This is due to the forecast of a slightly higher homeownership rate in the future.

Needed Unit Types

The mix of needed unit types shown in Figure 4.3 reflects both past trends and anticipated future trends. Since 2000, detached single family units (including manufactured and mobile homes) have constituted nearly all of the permitted units in Umatilla. In keeping with development trends, and the buildable land available to Umatilla, single family units are expected to make up the greatest share of new housing development over the next 20 years.

- 61% of the new units are projected to be single family detached homes, while 28% is projected to be some form of attached housing, and 10% are projected to be mobile homes, and 1% are expected to be RV or other temporary housing.

- Single family attached units (townhomes on individual lots) are projected to meet 5% of future need. These are defined as units on separate tax lots, attached by a wall but separately metered, the most common example being townhome units.
- Duplex through four-plex units are projected to represent nearly 10% of the total need. Duplex units would include a detached single family home with an accessory dwelling unit on the same lot, or with a separate unit in the home (for instance, a rental basement unit.)
- 14% of all needed units are projected to be multi-family in structures of 5+ attached units.
- 10% of new needed units are projected to be mobile home units, which meet the needs of some low-income households for both ownership and rental.
- Of ownership units, 81% are projected to be single-family homes, and 12% mobile homes. Nearly 7% are projected to be attached single-family housing
- About 70% of new rental units are projected to be found in new attached buildings, with over 40% projected in rental properties of 5 or more units, and 28% in buildings of two to four units.

Needed Affordability Levels

- The needed affordability levels presented here are based on current 2018 dollars. Over time, incomes and housing costs will both inflate, so the general relationship projected here is expected to remain unchanged.
- The future needed affordability types (2039) reflect the same relationship shown in the comparison of current (2018) need and supply (shown in Figure 3.4). Generally, based on income levels there is a shortage of units in the lowest pricing levels for renter households.
- Figure 4.3 presents the *net NEW* housing unit need over the next 20 years. However, there is also a *current* need for more affordable units. In order for all households, current and new to pay 30% or less of their income towards housing in 2039, more affordable rental units would be required. This indicates that some of the current supply, while it shows up as existing available housing, would need to become less expensive to meet the needs of current households.
- There is a finding of some new need at the lowest end of the rental spectrum (\$400 and less).
- Projected needed *ownership* units show that the supply at the lowest end of the spectrum is currently sufficient. (This reflects the estimated *value* of the total housing stock, and not necessarily the average pricing for housing currently for sale.) And the community could support more some housing at higher price points, mostly in ranges above \$200,000.
- Figure 4.4 presents estimates of need at key low-income affordability levels in 2018 and new need. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and Community Services for Umatilla County, and the recent City of Umatilla Income Survey (2018). An estimated 56% of households qualify as at least “low income” or lower on the income scale, while 16% of household qualify as “extremely low income”. (The income survey used a different terminology of “low and moderate income” for these same income segments.)

FIGURE 4.4: PROJECTED NEED FOR HOUSING AFFORDABLE AT LOW INCOME LEVELS, UMATILLA

Affordability Level	Income Level		Current Need (2018)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$16,650	354	16%	153	13%
Very Low Income	50% AMI	\$27,600	613	27%	266	23%
Low Income	80% AMI	\$44,160	1,256	56%	545	47%

Sources: OHCS, Environics Analytics, JOHNSON ECONOMICS

* Income levels are based on OHCS guidelines for a family of four.

Agricultural Worker Housing

The State of Oregon identifies 58 units dedicated agricultural workforce housing located in four properties the city of Umatilla. This is an estimated 2.6% of the current housing supply.

Assuming that this segment of housing grows at a similar rate to all housing types, this implies a 2039 total of 88 units for the agricultural workforce, or addition of 30 units in this time.

At the same time, the State estimates numbers of migrant and seasonal farm workers (MSFW) in Umatilla County far in excess of the number of units available dedicated to this population. It is fair to estimate that the city of Umatilla, and the rest of the county, could support as much of this housing as can practically be developed given resource limitations. Therefore, continued support for such housing is appropriate.

V. RECONCILIATION OF FUTURE NEED (2039) & LAND SUPPLY (CITY OF UMATILLA)

This section summarizes the results of the Buildable Lands Inventory (BLI). The BLI is presented in detail in an accompanying memo to this report.

The following table present the estimated new unit capacity of the buildable lands identified in the City of Umatilla UGB. There is a total remaining capacity of 3,493 units of different types within the study area. Much of this capacity is within the single family and medium density residential zones.

FIGURE 5.1: ESTIMATED BUILDABLE LANDS CAPACITY BY ACREAGE AND NO. OF UNITS (2019)

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres				Housing Unit Capacity			
		Partially Vacant	Vacant	Total	Share of Total	Partially Vacant	Vacant	Total	Share of Total
Umatilla									
DR: Downtown Residential	18	0	4	4	0%	0	41	41	1%
F-2: General Rural	0.05	1	40	41	3%	0	1	1	0%
R-1: Agricultural Residential	0.25	163	63	226	18%	20	4	24	1%
R1: Single-Family Residential	5	11	558	569	45%	34	2,017	2,051	59%
R-1A: Two Acre Residential	0.5	117	36	153	12%	25	12	37	1%
R2: Medium Density Residential	8	3	200	203	16%	14	1,150	1,164	33%
R-2: Suburban Residential	1	36	1	37	3%	16	0	16	0%
R3: Multi-Family Residential	18	5	5	10	1%	60	70	130	4%
R-3: Urban Residential	5	5	5	10	1%	17	12	29	1%
Subtotal		340	912	1,253	--	186	3,307	3,493	--

Source: Angelo Planning Group

The following tables summarize the forecasted future unit need for Umatilla. These are the summarized results from Section IV of this report.

FIGURE 5.2: SUMMARY OF FORECASTED FUTURE UNIT NEED (2039)

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	701	59	24	86	157	113	12	1,151	100%
Percentage:	60.9%	5.1%	2.0%	7.4%	13.7%	9.8%	1.1%	100%	

Sources: PSU Population Research Center, Census, Johnson Economics

Comparison of Housing Need and Capacity

There is a total forecasted need for roughly 1,150 units over the next 20 years based on the PSU forecasted growth rate. This is well below the estimated capacity of nearly 3,500 units. As Figure 5.3 below demonstrates, there is sufficient capacity to accommodate all projected new unit types. After this need is accommodated, there is an estimated remaining capacity of over 2,100 additional units, mostly in the high-density residential zone.

The following table shows the same comparison, converting the forecasted residential need and capacity by acres, rather than units. There is a projected need for 193 acres of new residential development, but a buildable capacity of 1,253 acres.

FIGURE 5.3: COMPARISON OF FORECASTED FUTURE LAND NEED (2039) WITH AVAILABLE CAPACITY

<u>LAND INVENTORY VS. LAND NEED</u>	Unit Type			<u>TOTAL</u>
	Single Family Detached	Medium-Density Attached	Multi-Family	
Buildable Land Inventory (Acres):	1,036	203	14	1,253
Estimated Land Need (Acres):	163	21	9	193
<i>Land Surplus (Inventory - Need:)</i>	<i>873</i>	<i>182</i>	<i>5</i>	<i>1,060</i>

Sources: Angelo Planning Group, Johnson Economics

FINDING: There is currently sufficient buildable capacity within Umatilla to accommodate projected need. The character of this supply can help guide housing policy and strategy recommendations to be included in subsequent reports and ultimately integrated in the City’s updated Comprehensive Plan.

HOUSING STRATEGIES REPORT

CITY OF UMATILLA, OREGON

FINAL



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This project is funded by Oregon general fund dollars through the Department of Land Conservation and Development. The contents of this document do not necessarily reflect the views or policies of the State of Oregon.

1. Introduction and Overview

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of Umatilla is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages and specific needs. Towards that end, the City participated in the 2019 West Umatilla County Housing Study project with the Cities of Echo and Stanfield. The Housing Study included two reports, a Housing and Residential Land Needs Assessment and a Residential Buildable Lands Inventory (BLI). Findings from these reports can be used to inform future amendments to the City's Comprehensive Plan and Zoning Ordinance to support housing needs, consistent with Statewide Planning Goal 10 (Housing). Goal 10 states that the City must:

“encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”

This report includes the following information intended to help the City update its Comprehensive Plan:

- Findings associated with existing and future housing needs that can be incorporated into narrative sections of the City's Comprehensive Plan.
- Recommended new or updated Comprehensive Plan policies for housing.
- Recommended measures that the City can consider in the future and use to help meet future housing needs.

The first two elements above have been drafted for incorporation into the City's Comprehensive Plan Housing Element as part of a subsequent legislative update. This report, the Housing and Residential Land Needs Assessment, and the Residential BLI can be referenced in the Comprehensive Plan as technical, ancillary documents that support the housing-related findings and policy direction in the Comprehensive Plan.

This report, along with the accompanying Housing and Residential Land Needs Assessment and the BLI maps, was prepared in coordination with Umatilla City staff and a Project Advisory committee that included representatives from the regional real estate and development community. Members of the community also provided input on existing conditions, opportunities, and constraints related to housing and the findings of the draft reports at two public open houses. The project was funded by a grant from the Oregon Department of Land Conservation and Development (DLCD) and DLCD staff participated in managing the grant and reviewing materials prepared for the project.

2. Housing Conditions and Trends (Comprehensive Plan Findings)

The following is introductory information, a summary of data and findings from the Housing and Residential Land Needs Assessment Report, and a brief summary of potential housing strategies that can ultimately be incorporated into the Umatilla Comprehensive Plan as supporting narrative for Chapter 10 - Housing. Unless otherwise noted, the following findings refer to the Umatilla Urban Growth Boundary (UGB) area, not the city limits.

INTRODUCTION

Having affordable, quality housing in safe neighborhoods with access to community services is essential for all Oregonians. Like other cities in Oregon, the City of Umatilla is responsible for helping to ensure that its residents have access to a variety of housing types that meet the housing needs of households and residents of all incomes, ages, and specific needs. The City does this primarily by regulating residential land uses within the City, as well as working with and supporting non-profit and market rate developers and other housing agencies in developing needed housing.

The City sought and received grant funding from the State of Oregon in 2019 to undertake a Housing Needs Analysis project and to proactively plan for future housing needs in Umatilla. The City has undertaken and will continue to implement and update a variety of activities to meet current and future housing needs:

- Conduct and periodically update an analysis of current and future housing conditions and needs. The City most recently conducted this analysis in 2019 through the Housing Needs Analysis planning project. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Housing and Residential Land Need Assessment Report.
- Conduct and periodically update an inventory of buildable residential land (BLI) to ensure that the City has an adequate supply of land zoned for residential use to meet projected future needs. The City most recently conducted this analysis in 2019. The results are summarized in this element of the Comprehensive Plan and described in more detail in a supporting Buildable Lands Inventory Report.
- Adopt and amend, as needed, a set of housing-related Comprehensive Plan policies to address future housing needs.
- Regularly update and apply regulations in the City's Zoning and Subdivision Ordinances to meet housing needs identified in the Comprehensive Plan and supporting documents.
- Implement additional strategies to address housing needs in partnership with State and County agencies and other housing organizations. Potential strategies are described in more detail in the 2019 City of Umatilla Housing Strategies Report.

The remainder of this chapter summarizes these topics in more detail.

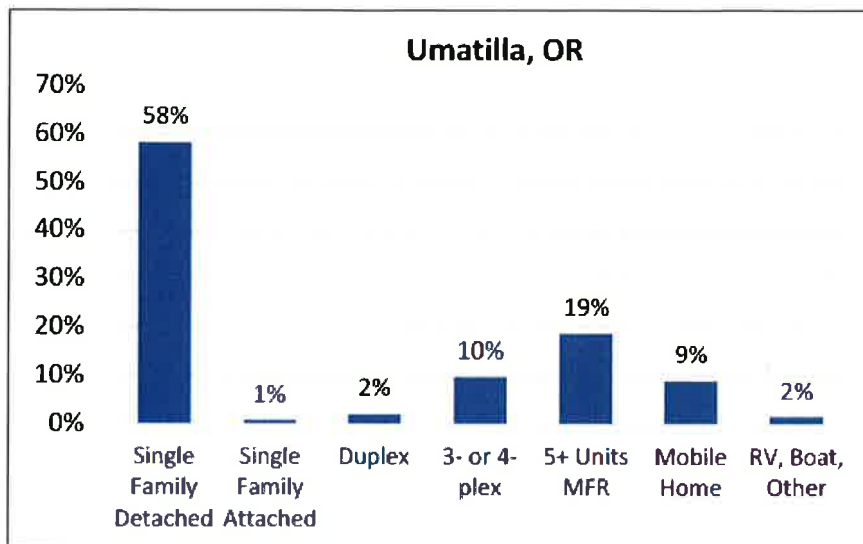
DEMOGRAPHIC CONDITIONS AND TRENDS

- Umatilla is a City of an estimated 7,320 people (City), and 8,834 people (UGB), located in Umatilla County in Northeastern Oregon. An estimated 17% of the population in the UGB lives outside the city limits.
- Umatilla has experienced rapid growth, growing over 47% in population since 2000. In contrast, Umatilla County and the state experienced population growth of 14% and 21% respectively. The City of Hermiston grew 37% over this period. (US Census and PSU Population Research Center).
- Umatilla's population is forecasted to grow to 12,664 by 2039, an increase of 3,830 people, or about 43% from the 2018 population estimate.
- The Umatilla was home to an estimated 2,247 households in 2018, an increase of roughly 550 households since 2000. The percentage of families fell slightly between 2000 and 2018 from 78% to 74% of all households. The City has a larger share of family households than Umatilla County (68%) and the state (63%).
- Umatilla's estimated average household size is 3.15 persons, holding stable since 2000. This is higher than the Umatilla County average of 2.67 and the statewide average of 2.47.

HOUSING CONDITIONS AND TRENDS

- **Housing Tenure.** Umatilla has a close to even divide between owner households than renter households. The 2017 American Community Survey estimates that 51% of occupied units were owner occupied, and 49% renter occupied. The ownership rate in Umatilla has fallen from 60% since 2000. During this period the statewide rate fell from 64% to 62%. Nationally, the homeownership rate has nearly reached the historical average of 65%, after the rate climbed from the late 1990's to 2004 (69%). The estimated ownership rate is higher in Umatilla County (66%) and statewide (61%).
- **Housing Stock.** Umatilla UGB had an estimated 2,240 housing units in 2018, with a very low estimated vacancy rate (includes ownership and rental units). Figure 1 shows the estimated number of units by type in 2017. Detached single-family homes represent an estimated 58% of housing units. Units in larger apartment complexes of 5 or more units represent 19% of units, and other types of attached homes represent an additional 13% of units. Note that in this analysis attached homes, or "attached single family" housing types generally includes townhomes, some condo flats, and complexes which are separately metered. Mobile homes represent 9% of the inventory.

Figure 1. Estimated Share of Units, By Property Type, 2017



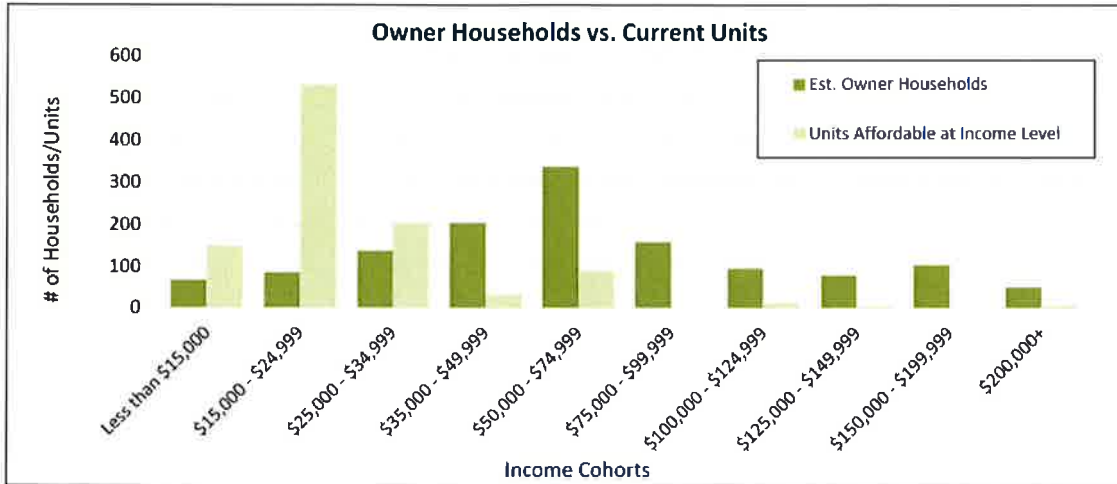
SOURCE: City of Umatilla, Census ACS 2017

CURRENT HOUSING NEEDS

A comparison of estimated current housing demand with the existing supply identifies the existing discrepancies between needs and the housing that is currently available. Figures 2 and 3 compare the estimated number of households in given income ranges, and the supply of units currently affordable within those income ranges. The data is presented for owner and renter households.

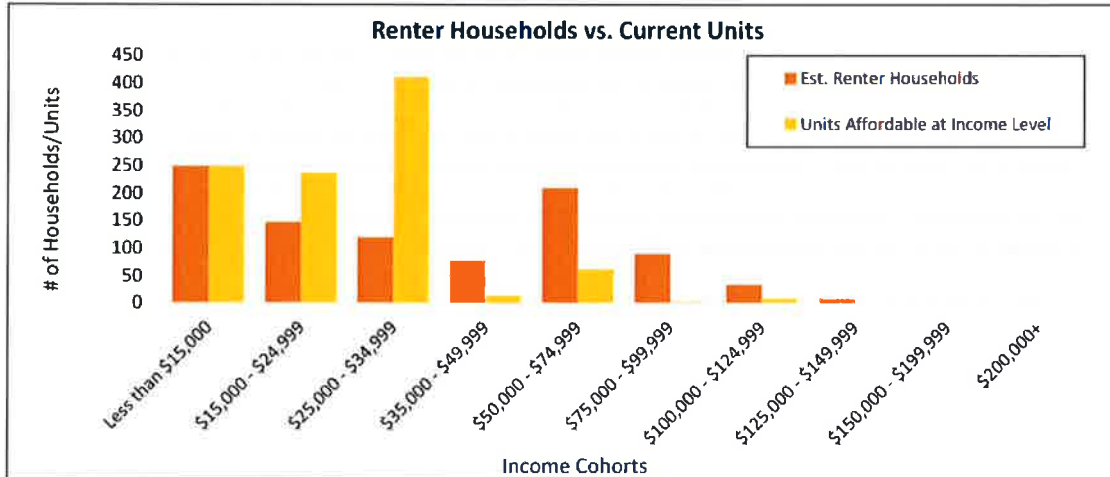
- In general, this identifies that there is currently support for more ownership housing at price ranges above \$200,000. This is because most housing in Umatilla is clustered at the low to middle price points, while analysis of household incomes and ability to pay indicates that some could afford housing at higher price points.
- The analysis finds that most rental units are currently found at the lower end of the rent spectrum, therefore the supply of units priced at \$900 or lower is estimated to be sufficient. This represents the current average rent prices in Umatilla, where most units can be expected to congregate. There is an indication that some renter households could support more units at higher rental levels. Rentals at more expensive levels generally represent single family homes for rent.
- In general, these findings demonstrate that there are sufficient housing opportunities at lower price points than might be considered “affordable” for many owner or renter households, while the community may be able to support some new single-family housing at a higher price point, or newer units at a higher rent point.

Figure 2. Comparison of Owner Household Income Groups to Estimated Supply Affordable at Those Income Levels



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

Figure 3. Comparison of Renter Household Income Groups to Estimated Supply Affordable at Those Income Levels



Sources: PSU Population Research Center, City of Umatilla, Census, JOHNSON ECONOMICS

PROJECTED HOUSING NEEDS

The projected future (20-year) housing profile in the study area is based on the current housing profile (2018), multiplied by an assumed projected future household growth rate. The projected future growth is the official forecasted annual growth rate (1.73%) for 2040 generated by the PSU Oregon Forecast Program. This rate is applied to the year 2039. The profile of occupied future housing demand was

compared to the current housing inventory to determine the total future need for new housing units by type and price range.

- Figure 4 shows a projected increase of 58% in homeownership rates in Umatilla over the next 20 years, which would remain lower than the current statewide average (62%). The shift to older and marginally higher income households is moderate but is projected to increase the homeownership rate somewhat. At the same time, the number of lower income households seeking affordable rentals is also anticipated to grow.
- As shown in Figure 5, the results show a need for 1,151 new housing units by 2039. Of the new units needed, roughly 66% are projected to be ownership units, while 34% are projected to be rental units. This is due to the forecast of a slightly higher homeownership rate.
- In keeping with development trends, and the buildable land available to Umatilla, single family units are expected to make up the greatest share of new housing development over the next 20 years. 61% of the new units are projected to be single family detached homes, while 28% is projected to be some form of attached housing, and 10% are projected to be mobile homes, and 1% are expected to be RV or other temporary housing.
- There is new need at the lowest end of the rental spectrum (\$400 and less).
- Projected needed ownership units show that the supply at the lowest end of the spectrum is currently sufficient. (This reflects the estimated value of the total housing stock, and not necessarily the average pricing for housing currently for sale.) And the community could support more housing at higher price points, mostly in ranges above \$200,000

Figure 4 Projected Occupied Future Housing Demand by Income Level (2039)

Ownership				
Price Range	# of Households	Income Range	% of Total	Cumulative
\$0k - \$90k	92	Less than \$15,000	4.9%	4.9%
\$90k - \$130k	118	\$15,000 - \$24,999	6.4%	11.3%
\$130k - \$190k	192	\$25,000 - \$34,999	10.3%	21.7%
\$190k - \$210k	289	\$35,000 - \$49,999	15.6%	37.2%
\$210k - \$340k	476	\$50,000 - \$74,999	25.6%	62.9%
\$340k - \$360k	224	\$75,000 - \$99,999	12.1%	75.0%
\$360k - \$450k	135	\$100,000 - \$124,999	7.3%	82.2%
\$450k - \$540k	111	\$125,000 - \$149,999	6.0%	88.2%
\$540k - \$710k	146	\$150,000 - \$199,999	7.9%	96.1%
\$710k +	72	\$200,000+	3.9%	100.0%
Totals:	1,855		% of All:	57.6%

Rental				
Rent Level	# of Households	Income Range	% of Total	Cumulative
\$0 - \$400	360	Less than \$15,000	26.4%	26.4%
\$400 - \$600	213	\$15,000 - \$24,999	15.6%	42.0%
\$600 - \$900	173	\$25,000 - \$34,999	12.6%	54.6%
\$900 - \$1000	116	\$35,000 - \$49,999	8.5%	63.1%
\$1000 - \$1600	307	\$50,000 - \$74,999	22.4%	85.6%
\$1600 - \$1700	132	\$75,000 - \$99,999	9.6%	95.2%
\$1700 - \$2100	49	\$100,000 - \$124,999	3.6%	98.8%
\$2100 - \$2500	15	\$125,000 - \$149,999	1.1%	99.9%
\$2500 - \$3300	1	\$150,000 - \$199,999	0.1%	100.0%
\$3300 +	1	\$200,000+	0.0%	100.0%
Totals:	1,366		% of All:	42.4%

All Units
3,222

Sources: Census, EnviroNics Analytics, JOHNSON ECONOMICS

Figure 5. Projected Future Need for NEW Housing Units (2039), Umatilla

OWNERSHIP HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	621	51	0	0	0	90	0	763	66.3%
Percentage:	81.4%	6.7%	0.0%	0.0%	0.0%	11.8%	0.0%	100%	

RENTAL HOUSING									
Unit Type:	Single Family Detached	Single Family Attached	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	79	8	24	86	157	22	12	388	33.7%
Percentage:	20.4%	2.0%	6.1%	22.1%	40.5%	5.8%	3.1%	100%	

TOTAL HOUSING UNITS									
Unit Type:	Single Family Detached	Single Family Attached*	Multi-Family			Mobile home	Boat, RV, other temp	Total Units	% of Units
			2-unit	3- or 4-plex	5+ Units MFR				
Totals:	701	59	24	86	157	113	12	1,151	100%
Percentage:	60.9%	5.1%	2.0%	7.4%	13.7%	9.8%	1.1%	100%	

Sources: PSU, City of Umatilla, Census, EnviroNics Analytics, JOHNSON ECONOMICS

- Figure 6 presents estimates of need at key low-income affordability levels in 2018 and new need. There is existing and on-going need at these levels, based on income levels specified by Oregon Housing and Community Services for Umatilla County, and the recent City of Umatilla Income Survey (2018). An estimated 56% of households qualify as at least “low income” or lower on the income scale, while 16% of household qualify as “extremely low income”. (The income survey used a different terminology of “low and moderate income” for these same income segments.)

Figure 6. Projected Need for Housing Affordable at Low Income Levels, Umatilla

Affordability Level	Income Level		Current Need (2018)		NEW Need (20-Year)	
			# of HH	% of All	# of HH	% of All
Extremely Low Inc.	30% AMI	\$16,650	354	16%	153	13%
Very Low Income	50% AMI	\$27,600	613	27%	266	23%
Low Income	80% AMI	\$44,160	1,256	56%	545	47%

Sources: OHCS, Environics Analytics, JOHNSON ECONOMICS

* Income levels are based on OHCS guidelines for a family of four.

AGRICULTURAL WORKER HOUSING

The State of Oregon identifies 58 units dedicated agricultural workforce housing located in four properties the City of Umatilla. This is an estimated 2.6% of the current housing supply.

Assuming that this segment of housing grows at a similar rate to all housing types, this implies a 2039 total of 88 units for the agricultural workforce, or addition of 30 units in this time.

At the same time, the State estimates numbers of migrant and seasonal farm workers (MSFW) in Umatilla County far in excess of the number of units available dedicated to this population. It is fair to estimate that the City of Umatilla, and the rest of the county, could support as much of this housing as can practically be developed given resource limitations. Therefore, continued support for such housing is appropriate.

COMPARISON OF PROJECTED NEED AND BUILDABLE LAND SUPPLY

The projected housing needs were compared with the supply of buildable residential land within the City of Umatilla UGB.

- Figure 7 presents the estimated new unit capacity of the buildable lands identified in the City of Umatilla UGB. There is a total remaining capacity of 3,493 units of different types within the study area. Much of this capacity is within the single family and medium density residential zones.
- There is a total forecasted need for roughly 1,150 units over the next 20 years based on the PSU forecasted growth rate. This is well below the estimated capacity of nearly 3,500 units. There is sufficient capacity to accommodate all projected new unit types. After this need is accommodated, there is an estimated remaining capacity of over 2,100 additional units, mostly in the high-density residential zone.
- Figure 8 shows forecasted residential need and capacity by acres, rather than units. There is a projected need for 193 acres of new residential development, but a buildable capacity of 1,253

acres. There is currently sufficient buildable capacity within Umatilla to accommodate projected need.

For more detail on these findings please refer to the Housing and Residential Land Needs Assessment Report and the Buildable Lands Inventory (BLI) maps prepared for the City.

Figure 7. Estimated Buildable Lands Capacity by Acreage and No. of Units (2019)

Jurisdiction and Zone	Projected Density (units/net acre)	Unconstrained Acres				Housing Unit Capacity			
		Partially Vacant	Vacant	Total	Share of Total	Partially Vacant	Vacant	Total	Share of Total
DR: Downtown Residential	18	0	4	4	0%	0	41	41	2%
F-2: General Rural	0.05	1	40	41	3%	0	1	1	0%
R-1: Agricultural Residential	0.25	163	63	226	18%	20	4	24	1%
R1: Single-Family Residential	5	11	558	569	45%	34	2,017	2,051	58%
R-1A: Two Acre Residential	0.5	117	36	153	12%	25	12	37	1%
R2: Medium Density Residential	8	3	200	203	16%	14	1,150	1,164	33%
R-2: Suburban Residential	1	36	1	37	3%	16	0	16	0%
R3: Multi-Family Residential	18	5	5	10	1%	60	70	130	4%
R-3: Urban Residential	5	5	5	10	1%	17	12	29	1%
Subtotal		340	912	1,253	--	186	3,307	3,493	--

Figure 8. Comparison of Forecasted Future Land Need (2039) with Available Capacity

LAND INVENTORY VS. LAND NEED	Unit Type			TOTAL
	Single Family Detached	Medium-Density Attached	Multi-Family	
Buildable Land Inventory (Acres):	1,036	203	14	1,253
Estimated Land Need (Acres):	163	21	9	193
Land Surplus (Inventory - Need:)	873	182	5	1,060

Sources: Angelo Planning Group, Johnson Economics

STRATEGIES TO ACCOMMODATE FUTURE HOUSING NEEDS

The Housing and Residential Land Needs Assessment conducted for the City in 2019 indicated that the City had an adequate supply of buildable residential land within its urban growth boundary (UGB) to meet projected housing needs during the next 20 years. If population growth occurs at a faster rate than projected at that time, the City could find that the land supply is less than projected and additional land for residential uses may be needed in the future.

Although the City is not anticipated to need to expand its UGB during the planning period, it can continue to consider and implement a variety of strategies in the future to further provide opportunities for a wide range of housing choices, efficient land use, and development of housing affordable to people with low and moderate incomes. For the planning purposes, “affordable housing” is defined as housing that is affordable to a household that spends 30% or less of its income on housing, including rent or mortgage payments and utilities. Households with low incomes are those who make 80% or less of median household income. Those with moderate incomes make 81-95% of median household income.

The City is already implementing a variety of land use and other strategies that help provide for a wide range of housing options in Umatilla. Potential strategies either not already being undertaken by the City, or with the potential to be strengthened or enhanced, are summarized in the following table. The ability to implement them will depend on available resources, community priorities and other factors.

These strategies are described in more detail in the Housing Strategies Report prepared by the City as part of its Housing Needs Analysis project in 2019.

Table 1. Overview of Recommended Housing Strategies

Potential Strategies	Primary Goal(s)
Land Supply and Regulatory Strategies	
<p>1. Urban Growth Boundary (UGB) Amendment or Adjustment (Swap) If there is a deficit of residential land and efficiency measures have been adopted to utilize existing land within the UGB, an expansion may be warranted. If land within the existing UGB is less suitable for residential development than other land outside the UGB, the City could apply to modify the UGB boundary to swap these lands.</p>	Expand the supply of land available for housing.
<p>2. Rezone Land Rezone land from a non-residential zone to a residential zone if there is a deficit of residential land and surplus of commercial, industrial, or other non-residential land. Rezone land from one residential zone to another residential zone to address a deficit in a certain density range or housing type.</p>	Expand the supply of land available for housing.
<p>3. Increase Allowed Density in Existing Zones Increase the allowed density or reduce the minimum allowed size of lots in one or more zones to allow for more compact development and/or a wider range of housing types in specific areas.</p>	Use residential land efficiently, encourage diversity of housing types.
<p>4. Establish Minimum Density Standards In order to ensure that land in medium or higher density zones is not consumed by lower density development, the City could consider adopting minimum density requirements.</p>	Use residential land efficiently, encourage diversity of housing types.
<p>5. Code Updates to Support a Variety of Housing Types Zoning code and other regulatory amendments to increase housing choices and reduce barriers to development for accessory dwelling units (ADUs), cottage clusters, townhomes, and other “missing middle” housing types.</p>	Encourage diversity of housing types.
<p>6. Reduce Unnecessary Barriers to Housing Development Some regulations may constrain housing development to a degree that the corresponding public benefits of the regulation do not outweigh the effect on housing development. These regulations may include off-street parking requirements, architectural design standards, landscaping standards, or other development standards such as setbacks and height regulation</p>	Reduce housing development costs and barriers.
<p>7. Regulatory Incentives for Affordable or Workforce Housing Creates incentives to developers to provide a community benefit (such as affordable housing), in exchange for ability to build a project that would not otherwise be allowed by the development code</p>	Reduce housing development costs and barriers, promote construction of new affordable housing
Incentives for Housing Development	
<p>1. System Development Charge (SDC) Reductions, Exemptions, or Deferrals Exemption or deferred payment of SDCs for affordable housing. Can be applied to regulated affordable housing and/or specific housing types (such as ADUs).</p>	Reduce housing development costs and barriers.

2. Expedited Development Review

Variety of strategies to reduce review and processing times for regulated affordable housing development, such as formally adopting shortened review timelines for applications or giving priority in scheduling hearings and meetings with staff.

Reduce housing development costs and barriers.

3. Tax Exemptions and Abatements

Tax exemptions or abatements offer another financial incentive to developers that can improve the long-term economic performance of a property and improve its viability. This can be a substantial incentive, but the City will forego taxes on the property, generally for ten years. Other taxing jurisdictions are not included, unless they agree to participate. Tax exemption programs are authorized by the state for specific purposes: Vertical Housing; Multiple-Unit Housing; Non-Profit Low-Income Housing.

Reduce housing development costs and barriers.

Funding Sources and Uses

1. Public-Private Partnerships (PPPs) and Community Land Trusts

Arrangements between public and private entities to create more and/or affordable housing. PPPs can promote a variety of affordable housing programs or projects and include partnerships from multiple entities (public, private, and non-profit). A Community Land Trust is a model wherein a community organization owns land and provides long-term leases to low or moderate income households to purchase the homes on the land, agreeing to purchase prices, resale prices, equity capture, and other terms.

Promote construction of new affordable housing.

2. Land Acquisition and Banking

- Land acquisition is a tool to secure sites for affordable housing. Public agencies can identify locations where prices are going up and acquire land before the market becomes too competitive, with the intention to use the land for affordable housing.
- Land banking is the acquisition and holding of properties for extended periods without immediate plans for development, but with the intent that properties eventually be developed for affordable housing. Land banks are often quasi governmental entities created by municipalities to effectively manage and repurpose an inventory of underused, abandoned, or foreclosed property.

Reduce housing development costs and barriers, promote construction of new affordable housing.

3. Construction Excise Tax

Adopt a tax on new construction of between 1 and 3% to help pay for other affordable housing strategies identified here. The tax is a one-time tax assessed on new construction. State law requires it to be spent on specific types of programs and activities.

Provide source of funding for other affordable housing programs.

4. Tenant Protection Programs and Policies

Local regulations and enforcement programs that provide protections for tenants of existing affordable housing and low cost market rate housing against evictions, excessive rent increases, discrimination, and health and safety violations.

Protect affordable units and reduce displacement

5. Subsidized Affordable Housing

Subsidized affordable housing is most often offered through a government or non-profit agency that has established the provision of housing to low-income households as part of their stated mission. Like many communities across the state, the cities of Umatilla County have a significant unmet need for more affordable rental housing. The incentives and tools discussed in this report can be used by cities to provide some funding or cost reductions to agencies that are building affordable housing.

Promote construction of new affordable housing.

6. Financial Assistance or Homebuyer Education Programs

A range of tools that can be used to maintain housing affordability or to help keep residents in their homes. Possible tools include rent assistance, home buyer education classes, loans for homeowners, or assistance to low-cost apartment owners for repairs and upgrades.

Protect affordable units, reduce displacement, promote homeownership.

3. Comprehensive Plan Housing Policies

It is essential that the Comprehensive Plan of every city in Oregon include a robust set of policies directed at meeting the current and future housing needs of each community. The consultant team reviewed the Comprehensive Plan to assess whether it includes the following types of supportive policies:

- **Supports Statewide Planning Goal 10.** Comprehensive Plans typically do and should include a general policy that mirrors Statewide Planning Goal 10 (Housing), stating that the overall goal of the jurisdiction is to *“encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density.”*
- **Emphasizes affordable housing needs.** Given that meeting the needs of low and moderate income households often requires public intervention or subsidy, it is important to include policies emphasizing the needs of these households.
- **Supports partnerships.** Most Comprehensive Plan housing elements include policies aimed at supporting other public agencies, non-profits and market rate developers who focus on meeting the needs of low and moderate income households and community members with special housing needs.
- **Encourages a variety of housing types.** In addition to a broad goal or policy about meeting a full range of housing needs, Plans often include policies noting the need for a variety of housing types, including single family attached housing, duplexes, triplexes, multi-family housing and townhomes, as well as less traditional forms of housing such as cottage cluster housing and accessory dwelling units.
- **Affirms Fair Housing goals.** Local governments are required to ensure that their housing policies and standards do not discriminate against or have adverse effects on the ability of “protected classes” to obtain housing, consistent with the federal Fair Housing Act.
- **Supports mixed use development.** Some Plans explicitly support the development of mixed use projects, which typically include upper story housing located above retail or commercial uses.
- **Supports accessory dwelling units.** Comprehensive Plans may include policies specifically referencing support for this form of housing. Recent Oregon legislation requires all cities above a certain size to allow for this form of housing outright in all zones where single-family detached housing is allowed.
- **Supports flexible zoning.** Some Plans include policies which emphasize the need for zoning to be flexible enough to meet a variety of housing needs and keep costs for such housing down, particularly for housing affordable to low and moderate income households.

- **Addresses land supply goals.** Many Comprehensive Plans include policies which reference the need to ensure that adequate land is zoned to meet identified housing needs, and to periodically update the jurisdiction’s inventory of such lands.
- **Supports maintenance and rehabilitation of existing housing.** Many comprehensive plans emphasize maintenance of existing housing stock as a method to prevent unsafe conditions and keep affordable housing available within the community.
- **Supports development of manufactured homes.** Oregon law requires that all zones that allow for “stick built” single family detached homes also allow for manufactured homes on individual lots. Each jurisdiction must also allow for manufactured home parks in at least one residential zone.
- **Regulates short term rentals.** Many communities, particularly those with high levels of tourism, regulate short-term rental housing to reduce its impact on the supply and affordability of long-term rental housing.

ASSESSMENT OF EXISTING GOAL 10 HOUSING POLICIES

The following housing policies are in the adopted Umatilla Comprehensive Plan Goal 10 Housing Element.

SECTION 10.9 HOUSING POLICIES

- 10.9.101 Future residential development will continue to provide prospective buyers with a variety of residential lot sizes greater than minimums, a diversity of housing types, and a range in prices.*
- 10.9.102 Building permits will not be issued until final plat approval has been given.*
- 10.9.103 Federal programs that provide monies for housing assistance will be utilized as needed.*
- 10.9.104 Housing to accommodate senior citizens will be located within easy walking distance of business and commercial areas.*
- 10.9.105 The City will re-assess Housing Needs at each Periodic Review. (Ord. 544)*

Table 2 is an evaluation of current Umatilla Housing Plan Policies, as compared to these policy topic areas. Table 2 also provides examples of policy language that can be used to amend or adopt new local policies. This initial assessment is intended to facilitate community discussion about housing and to help articulate City policy direction.

Table 2. Comprehensive Plan Policy Evaluation and Recommendation

Policy Topic	Existing Goal Language	Example Additional or Alternative Language to Consider
Supports Statewide Planning Goal 10.	N/A	The City will support Statewide Planning Goal 10, “encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type, and density.”
Emphasizes affordable housing needs	10.9.103: Federal programs that provide monies for housing assistance will be utilized as needed.	The City will emphasize affordable housing needs, given that meeting the needs of low and moderate income households often requires public interventions.
Supports partnerships	N/A	The City will maintain and/or develop partnerships aimed at supporting other public agencies, non-profits, and market rate developers who focus on meeting the needs of low and moderate income households and community members with special housing needs.
Encourages a variety of housing types	10.9.101: Future residential development will continue to provide prospective buyers with a variety of residential lot sizes greater than minimums, a diversity of housing types, and a range in prices.	A variety of housing types will be encouraged, including single family attached housing, duplexes, triplexes, multi-family housing and townhomes, as well as less traditional forms of housing such as cottage cluster housing and accessory dwelling units.
Supports mixed use development	N/A	Mixed use development will be supported. These developments typically include upper story housing located above retail or commercial uses.
Affirms Fair Housing Goals	10.9.104: Housing to accommodate senior citizens will be located within easy walking distance of business and commercial areas.	Fair housing goals will be supported to ensure that housing policies and standards do not discriminate against or have

Policy Topic	Existing Goal Language	Example Additional or Alternative Language to Consider
Supports ADUs	See 10.9.101	<p>adverse effects on the ability of “protected classes” to obtain housing, consistent with the federal Fair Housing Act.</p> <p>The City will allow and support the development of Accessory Dwelling Units in all residential zones in accordance with Oregon law. Accessory Dwelling Units are an important housing option that can help meet the need for affordable rental units, reduce housing costs for homeowners, and enable multi-generational living.</p>
Supports Flexible Zoning	N/A	<p>Flexible zoning will be utilized to respond to a variety of housing needs and keep the costs for such housing down, particularly for housing affordable to low and moderate income households.</p>
Addresses Land Supply Goals	10.9.105: The City will re-assess Housing Needs at each Periodic Review. (Ord. 544)	<p>Land supply goals will ensure that adequate land is zoned to meet identified housing needs, and to periodically update the jurisdiction’s inventory of such lands.</p>
Supports Development of Manufactured Homes	See 10.9.101	<p>Development of manufactured homes will be supported, as Oregon law requires that all zones that allow for “stick built” single family detached homes also allow for manufactured homes on individual lots.</p>
Supports maintenance and rehabilitation of existing housing	N/A	<p>Maintenance and rehabilitation of existing housing will be a method used to prevent unsafe conditions and keep affordable housing available within the community.</p>
Regulates Short Term Rentals	N/A	<p>Short term rentals will be regulated to reduce their impact on the supply and affordability of long-term housing.</p>

PROPOSED GOAL 10 HOUSING POLICIES

The following includes the proposed legislative amendments for Umatilla's "adoption ready" Goal 10 Housing Element in the Comprehensive Plan:

~~SECTION 10.8 HOUSING FINDINGS~~

- ~~10.8.101 Housing should be developed in areas that reinforce and facilitate orderly and compatible community development.~~
- ~~10.8.102 The City should evaluate proposals for new housing construction in terms of the additional numbers of people with respect to impact on the natural environment, community services, utility support systems, projected housing needs, and the City's capital improvement programming.~~
- ~~10.8.103 There is currently sufficient buildable capacity within Umatilla to accommodate projected need. The character of this supply can help guide housing policy.~~

[this section, along with Section 10.1 – Housing Background and Discussion, is proposed to be removed and replaced with the "Housing Conditions and Trends" content in Section 2 of this report]

SECTION 10.9 HOUSING POLICIES

- 10.9.101 Future residential development will continue to provide prospective buyers with a variety of residential lot sizes greater than minimums, a diversity of housing types, and a range in prices. A variety of housing types will be encouraged, including single-family attached housing, duplexes, triplexes, multi-family housing and townhomes, as well as less traditional forms of housing such as cottage cluster housing and accessory dwelling units.
- 10.9.102 Building permits will not be issued until final plat approval has been given.
- 10.9.102 Federal programs that provide monies for housing assistance will be utilized as needed. The City will emphasize affordable housing needs, given that meeting the needs of the low- and moderate-income households often requires public intervention or subsidy.
- 10.9.103 Housing to accommodate senior citizens will be located within easy walking distance of business and commercial areas. Fair Housing goals will be supported to ensure that housing policies and standards do not discriminate against or have adverse effects on the ability of "protected classes" to obtain housing, consistent with the federal Fair Housing Act.
- 10.9.104 The City will re-assess Housing Needs at each Periodic Review. (Ord. 544) Land Supply goals will ensure that adequate land is zoned to meet identified housing needs and the City will periodically update the inventory of residential lands to ensure that supply keeps pace with growth.
- 10.9.105 The City will support Statewide Planning Goal 10, "encourage the availability of adequate numbers of needed housing units at price ranges and rent levels which are commensurate with the financial capabilities of Oregon households and allow for flexibility of housing location, type and density."

- 10.9.106 The City will allow for levels of residential density that encourage efficient use of the supply of residential land while maintaining compatibility with the character of existing neighborhoods and ensuring that appropriate standards are in place to mitigate the impacts of development.
- 10.9.107 The City will maintain and/or develop partnerships aimed at supporting other public agencies, non-profits and market rate developers who focus on meeting the needs of low and moderate income households and community members with special housing needs.
- 10.9.108 Mixed use development will be supported. These developments typically include upper story housing located above retail or commercial uses.
- 10.9.109 The City will allow and support the development of Accessory Dwelling Units in all residential zones. Accessory Dwelling Units are an important housing option that can help meet the need for affordable rental units, reduce housing costs for homeowners, and enable multi-generational living.
- 10.9.110 Flexible zoning will be utilized to respond to a variety of housing needs and keep costs for such housing down, particularly for housing affordable to low and moderate income households.
- 10.9.111 The City will periodically evaluate zoning and development code requirements for opportunities to lessen or eliminate unnecessary barriers to residential development and identify alternative regulatory approaches to achieving policy goals.
- 10.9.112 Maintenance and rehabilitation of existing housing will be a method used to prevent unsafe conditions and keep affordable housing available within the community.
- 10.9.113 The City will support development of manufactured home parks in appropriate locations in order to fulfill the need for this form of housing for people with lower or moderate incomes, consistent with state law.
- 10.9.114 Short term rentals will be regulated to reduce their impact on the supply and affordability of long-term rental housing.

4. Housing Measures

The consultant team has identified a variety of measures that the City can undertake to address current and future housing needs identified in the Housing and Residential Land Needs Assessment and BLI. Housing Needs Assessment and Buildable Lands Inventory reports. These measures have been organized into the following categories.

Land Supply and Regulatory Strategies

1. UGB Expansion or Adjustment (“Swap”)
2. Rezone Land
3. Increase Allowed Density in Existing Zones
4. Establish Minimum Density Standards
5. Code Updates to Support a Variety of Housing Types
6. Reduce Unnecessary Barriers to Housing Development
7. Regulatory Incentives for Affordable and Workforce Housing

Financial Incentives

1. System Development Charge Exemptions or Deferrals
2. Expedited Development Review
3. Tax Exemptions and Abatements

Funding Sources and Uses

1. Public-Private Partnerships (PPPs) and Community Land Trusts
2. Land Acquisition and Banking
3. Construction Excise Tax
4. Tenant Protection Programs and Policies
5. Subsidized Affordable Housing
6. Financial Assistance Programs

The remainder of this section describes these potential measures in more detail.

LAND SUPPLY AND REGULATORY STRATEGIES

1. Urban Growth Boundary Expansion or Adjustment (“Swap”)

UGB Expansion

The findings of our study do not indicate the need for a UGB expansion to accommodate projected housing needs in Umatilla between 2018 and 2038. However, in the long term, an expansion could be an option beyond the currently planning horizon or if growth rates increase beyond those currently projected. Prior to applying for a UGB expansion, the City would need to complete the following steps:

- Consider and adopt efficiency measures to ensure that land inside the UGB is being used efficiently. Many of the code update recommendations identified below are efficiency measures.
- Demonstrate that there is an insufficient supply of buildable land inside the UGB. Due to relatively low projected growth rates and new housing unit needs, the City likely will need to demonstrate that existing vacant or partially vacant land in the UGB cannot be served with public facilities.

UGB Adjustment (“Swap”)

Although the findings of the study do not demonstrate the need for a UGB expansion, anecdotally, the city has faced limitations on the current supply of buildable land because owners of large parcels are uninterested or unwilling to develop or sell their properties for future residential development. In small communities with a limited number of large developable properties, this can create a significant barrier to development, at least during the short and medium term. If owners hold onto their properties without a willingness to development over the longer term (e.g., decades), it effectively reduces the community’s supply of buildable land. At the same time, because property ownership and/or owners’ desires to develop can shift, the state of Oregon’s land use planning framework does not allow cities to exclude such land from their BLIs.

One way to address this situation is to remove such parcels from the UGB and add other properties whose owners are more willing or likely to develop their land for housing. State statutes and administrative rules allow for these UGB “swaps.” These exchanges are possible through a process of simultaneously removing and adding land to the UGB to make up for capacity lost by removing land. This process is guided by Oregon Revised Statutes (ORS) 197.764. This ORS section provides specific eligibility requirements and standards for land removed; subsection (3)(b) of this section states that “A local government that approves an application under this section shall either expand the urban growth boundary to compensate for any resulting reduction in available buildable lands or increase the development capacity of the remaining supply of buildable lands.” In exchanging land inside the UGB for land outside the boundary, cities must identify an equivalent supply of land in terms of the land’s

capacity for residential development, considering the presence of natural resource constraints and zoning or allowed density.

While permitted, UGB swaps must comply with several requirements applied to other UGB amendments or expansions, including the following:

- **Location of expansion areas.** The location of the land to be added to replace the land being removed must use OAR 660-024-0065 to determine appropriate study areas. For a city with a UGB population less than 10,000, the city must consider all land within ½ mile of the existing UGB boundary.
- **Exclusion areas.** In considering expansion areas, the city can exclude areas that cannot be reasonably serviced with public facilities, are subject to significant natural hazards, have some a high level of environmental or natural resource value, or are owned by the federal government.
- **Prioritization.** The city needs to prioritize potential expansion areas in terms of rural residential “exception” lands vs. farm and forest lands, with exception lands having first priority, and farm and forest land having the maximum protection from development.
- **Criteria for evaluating expansion areas.** Cities must look at alternative expansion areas and evaluate them using the four locational factors found in Goal 14. These include 1) efficient urban form, 2) public facilities, 3) Economic, Social, Environmental, and Energy (ESEE) consequences, and 4) impact on adjacent farm and forest activities in rural areas. The city’s analysis must consider and analyze all four factors, but the city can weigh and balance those factors based upon a set of findings and policy judgments which, unless they are without merit, will be upheld on judicial review.

In addition to meeting these state requirements, the City will want to consider other factors in this process such as:

- Will potential expansion areas have direct access to roads, sewer or water lines or will they be even more difficult or costly to serve with these facilities than land proposed to be removed from the UGB?
- Will areas proposed for inclusion be in relative proximity to commercial and other services? This is particularly important if new areas are proposed for higher density development.
- Will the areas have any other practical barriers or impediments to residential development or conflict with other strategies to meet future housing needs?

2. Rezone Land

One potential strategy to address a deficit of residential land, or of a certain category of residential land, is for the City to initiate a rezoning process. As identified in the Housing and Residential Land Needs Assessment, the City of Umatilla does not have a deficit of residential land in general or in a specific category of residential land, so there is not a basis for rezoning land to meet citywide residential land

supply needs. However, there is a relatively smaller surplus of land available for multi-family development. There is a projected need for 10 acres of land for multi-family housing, and there are 14 acres of buildable land, primarily in the R3 – Multi-Family Residential Zone. If growth rates are higher than projected, then it is more likely the City will experience a deficit of land zoned for multi-family housing than for single-family detached or medium density housing.

It is recommended that the City research opportunities to rezone land from the R1 or R2 zone to the R3 zone in order to expand the supply of land for multi-family housing. In considering the most appropriate location for rezoning land, the city should use the following criteria or factors:

- **Proximity to existing high-density areas.** Extending an existing area of high-density land would reduce impacts on the transition between lower and higher density areas and could increase the level or potential for support from surrounding property owners.
- **Proximity to services.** Ideally, higher density areas should be close to supporting commercial areas (such as downtown Umatilla) and other services (schools, parks, etc.) to help ensure that residents can easily access these services and daily needs.
- **Size and ownership.** The City should prioritize relatively large sites (3-10 acres) and sites under a single ownership or smaller number of owners. Larger sites will be more attractive for development and provide more flexibility for site design. Sites with fewer owners will make it easier to acquire land.

An alternative to rezoning lands into the R3 zone is to increase the allowed density of the R2 zone to ensure that larger multi-family developments (more than 5 units) can also be built in this zone. This alternative is addressed under Strategy #3, below.

3. Increase Allowed Density in Existing Zones

This study found that the City of Umatilla has a sufficient supply of residential land if land is built at or near the planned density levels, based on existing zoning. Increasing allowed density in existing zones is not strictly necessary to meet projected housing needs within the existing UGB, however, there are two key benefits to allowing higher densities that should be considered:

- **Housing affordability.** Smaller lot sizes and higher densities allow for some of the major costs of development—such as acquiring land and building infrastructure—to be divided among more units. This decreases the per-unit cost of development and can enable lower sale prices or rental rates.
- **Efficiency of land use and infrastructure provision.** Higher density also helps to ensure that residential land is used efficiently. If growth rates accelerate more quickly than projected, then it will be more important for the City to efficiently use land within the existing UGB. It is also more efficient for the City to provide and maintain roads, sewer, and water systems (on a per-unit basis) to higher density development.

The City’s Zoning Ordinance regulates density primarily through minimum lot size requirements in residential zones. Potential amendments to minimum lot size standards are presented in Table 3. These amendments are intended to allow for higher density development while considering the existing character and stated purpose of the zone. Minimum lot width, lot depth, or setback standards may also need to be modified to ensure they are consistent with any changes to minimum lot size standards.

Table 3. Potential Minimum Lot Size Amendments

Zone	Existing Minimum Lot Size	Proposed Minimum Lot Size
R1 – Single-Family Residential	Single-Family Detached: 8,000 sq. ft.	Single-Family Detached: 5,000-7,000 sq. ft. Duplex: 5,000-7,000 sq. ft. (same as SFD) ²
R2 – Medium Density Residential	Single-Family Detached: 5,000 sq. ft. Duplex and Multi-Family: 1 dwelling per 3,500 sq. ft	Single-Family Detached: 5,000 sq. ft. Duplex: 5,000 sq. ft. Triplex: 5,000 sq. ft. ¹ Multi-Family: 1 dwelling per 2,500 sq. ft
R3 – Multi-Family Residential	Single-Family Attached: 5,000 sq. ft. Multi-Family: 1 dwelling per 2,000 sq. ft	Single-Family Attached: 2,000 sq. ft. Duplex: 4,000 sq. ft. ² Triplex: 4,000 sq. ft. ¹ Multi-Family: 1 dwelling per 1,500 sq. ft
R4 – Downtown Residential	Single-Family Attached: 2,000 sq. ft. Multi-Family: 1 dwelling per 2,000 sq. ft	Single-Family Attached: 2,000 sq. ft. Duplex: 4,000 sq. ft. ² Triplex: 4,000 sq. ft. ¹ Multi-Family: 1 dwelling per 1,500 sq. ft

¹ Triplexes currently defined as Multi-Family, recommendation is to define separately, see Strategy #5

² Duplexes not currently permitted. Recommendation is to make a permitted use, see Strategy #5.

4. Establish Minimum Density Standards

As identified in this study, the City of Umatilla has a sufficient supply of residentially zoned land to meet the projected 20-year housing needs. However, it remains important that the buildable land be used efficiently by developing at or near the maximum density of the zoning district, particularly if there is a chance that growth rates will exceed the projections.

The most direct method to ensure land is used efficiently is to adopt minimum density standards for each residential zone. A minimum density standard would prohibit residential developments that do not meet the intent of the zone.¹ For example, large lot, detached homes would be prohibited in a higher density residential zone, but the minimum density standard may allow for smaller lot detached houses,

¹ Additionally, the City may prohibit housing types that are not consistent with the purpose of the zone. For example, in the City’s higher density zones, such as the R3 – Multi-Family Residential and R-4 Downtown Residential zone, the City prohibits detached single-family dwellings and manufactured dwellings on individual lots.

cottage cluster housing, or townhomes. The minimum density standard can be tailored to local conditions and needs but is most effective if it is set at between 50 and 80 percent of the maximum density standard in the zone. Potential minimum density standards for each of Umatilla’s zones is presented in Table 4.

Table 4. Potential Minimum Density Standards

Zone	Existing Minimum Lot Size	Proposed Minimum Density
R1 – Single-Family Residential	Single-Family Detached: 8,000 sq. ft. <i>Equivalent density: ~4 units/net acre</i>	Minimum Density: 3 units/net acre
R2 – Medium Density Residential	Single-Family Detached: 5,000 sq. ft. Duplex and Multi-Family: 1 dwelling per 3,500 sq. ft <i>Equivalent density: ~9 units/net acre</i>	Minimum Density: 6 units/net acre
R3 – Multi-Family Residential	Single-Family Attached: 5,000 sq. ft. Multi-Family: 1 dwelling per 2,000 sq. ft <i>Equivalent density: ~16 units/net acre</i>	Minimum Density: 12 units/net acre
R4 – Downtown Residential	Single-Family Attached: 2,000 sq. ft. Multi-Family: 1 dwelling per 2,000 sq. ft <i>Equivalent density: ~16 units/net acre</i>	Minimum Density: 12 units/net acre

5. Code Updates to Support a Variety of Housing Types

This study found that the City of Umatilla has sufficient land zoned for single-family detached housing, medium density housing, and multi-family housing. However, there are opportunities to support development of a variety of housing types by reducing unnecessary barriers, providing more flexibility, and tailoring standards to fit a variety of housing types.

There are some housing types that are can be more difficult to develop because development code standards do not address unique characteristics of this housing type or the standards are unnecessarily restrictive. These types include Accessory Dwelling Units (ADUs), cottage cluster housing, duplexes, triplexes, and townhomes. These housing types are considered part of “missing middle housing” because they fall between high density apartments and low density, detached single-family housing. If regulated appropriately, these housing types can be compatible with detached, single-family houses and, therefore, could be permitted outright in most residential zones.

Another common characteristic of these housing types is that they are often smaller individual dwelling units. Given the demographic trends summarized in this study, and the ongoing challenge of providing enough housing options for people with moderate incomes, smaller sized, modest housing units will

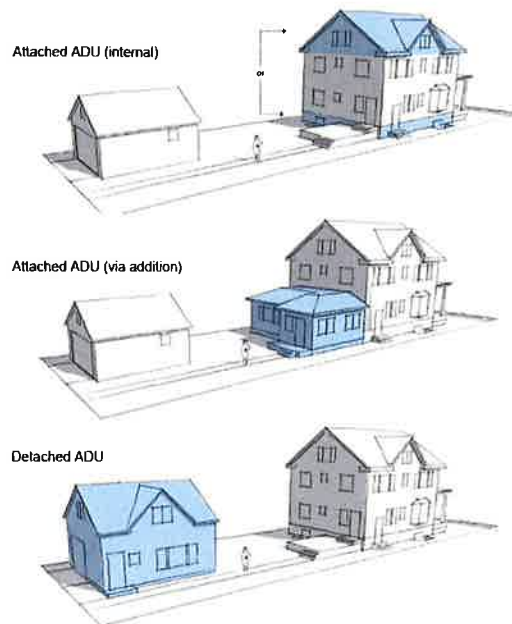
continue to be an important need in the City of Umatilla. As demonstrated by the Housing and Residential Land Needs Assessment, there is a need for ownership housing options for households with incomes between \$35,000-\$100,000. Due to the costs of land, infrastructure, and construction, it can be difficult for builders to produce new single-family detached housing that is affordable to households at this income level. These “middle housing” types can be more feasible to provide for this income level because they require less land per unit and can be more efficient to serve with infrastructure.

Accessory Dwelling Units

An Accessory Dwelling Unit (ADU) is a secondary dwelling unit on the same lot as a single-family house that is smaller than the primary dwelling. ADUs can come in three forms: a detached structure, an attached addition, or a conversion of internal living space in the primary dwelling (Figure 9). As ADUs are often invisible from the street or may be perceived as a part of the primary dwelling, they offer a method of increasing density with minimal visual impact on the character of the neighborhood.

Figure 9. Types of ADUs

ADUs in blue; main residence in white



Source: City of St. Paul, MN

ADUs are a viable housing option with several benefits:

- Building and renting an ADU can raise income for a homeowner and help offset the homeowner’s mortgage and housing costs.
- ADUs can add to the local supply of rental units and can provide a relatively affordable rental option for a person or household that prefers living in a detached unit rather than an apartment or other attached housing.

- ADUs offer flexibility for homeowners to either rent the unit or to host a family member. The proximity to the main house can be particularly beneficial for hosting an elderly family member that may need care and assistance.

The state legislature recently adopted a statute that requires cities with a population of over 2,500 and counties with a population over 10,000 to allow ADUs outright on any lot where single-family housing is allowed. This requirement applies to the City of Umatilla. The City complies with this requirement by allowing ADUs in the R1 and R2 zones, where single-family detached houses are allowed.

The Oregon Department of Land Conservation and Development has published a model code for ADUs. The model code is intended to provide basic regulations while ensuring that the standards do not present unnecessary barriers. Umatilla’s standards are generally supportive of ADU development; however, the following two amendments are recommended to better support development of ADUs:

- **Number of ADUs (10-11-11.A).** Consider allowing two ADUs on the same lot if one of the ADUs is internal or an attached addition. In these cases, the internal ADU would not be visible from the street and would have a minimal impact on the visual character of the property.
- **Off-Street Parking (10-11-11.E).** Do not require an off-street parking space for the ADU in addition to the spaces required for the primary dwelling. On some lots, it can be difficult or costly to provide an additional parking space if the house and lot were not designed to provide more parking spaces than required at the time of construction.

Cottage Clusters

Cottage clusters are groups of small, detached homes, usually oriented around a common green or courtyard. The units may be located on individual lots that are individually owned or the property may be structured as a condominium with common ownership of the land and private ownership of the houses.

Figure 10. Example of a Cottage Cluster Development



Cottage clusters are growing more popular and their development potential is significant. They provide many of the same features of conventional detached houses, but in a smaller footprint, with shared common areas, and arranged in a way that can facilitate a more community-oriented environment (see Figure 10). Cottage clusters can be developed on relatively small lots, as access and parking is shared and the units are relatively small, usually between 500 and 1,200 square feet. The visual character of cottage clusters—detached dwellings with substantial shared yard space—is generally compatible with neighborhoods of detached homes.

A cottage cluster project would be difficult to develop in the City of Umatilla today because it would need variances or adjustments to multiple standards, such as minimum lot size, minimum lot width, setbacks, and density. To support cottage cluster development, it is recommended that cottage cluster housing be defined as an allowed housing type and a specific set of standards developed. Cottage clusters should be permitted through an administrative review process with clear and objective standards. The following are some best practices for creating cottage cluster standards:

- **Density bonus in exchange for maximum unit size.** Allow for increased densities over the base zone in exchange for a cap on the size of individual dwelling units. This combination allows for more dwelling units while ensuring an efficient use of land and compatibility with detached houses on larger lots.
- **Low minimum unit size.** Given maximum house sizes of 1,000-1,200 square feet, allow a wide range of sizes—even as small as 400 square feet—and consider allowing both attached and detached housing.
- **Flexible ownership arrangements.** Do not require a single ownership structure; allow the site to be divided into individual lots, built as rental units on one lot, or developed as condominiums.
- **Supportive lot standards.** Ensure that minimum lot size, setbacks and building coverage requirements do not prohibit cottage cluster development on smaller lots.
- **Balanced design standards.** Draft basic design requirements that ensure neighborhood compatibility and efficient use of land, but that are not so specific as to restrict the ability to adapt to varying neighborhood contexts.

Duplexes, Triplexes, and Townhomes

Duplexes, triplexes, and townhomes are forms of attached housing that can be compatible with detached, single-family housing while allowing for smaller, more affordable units. The City of Umatilla defines duplexes as “Two-Family Dwellings,” includes triplexes in the definition of “Multi-Family Dwellings,” and uses the term “attached single-family residences” for townhomes. In addition to the minimum lot size adjustments identified under Strategy #3, the following code updates are recommended to better support development of these housing types:

- **Permit Duplexes in the R1 Zone.** There is substantial amount of buildable land that is zoned R1 (approximately 570 acres). There may be opportunities to provide more flexibility in this zone by

allowing duplexes along with single-family housing. Additionally, as identified above in relation to Strategy #3, it is recommended to allow duplexes on the same minimum size of lot as single-family detached houses but to limit the overall size of the building through a maximum lot coverage, maximum Floor Area Ratio (FAR), or maximum unit size standard. If the City requires duplexes to be built on larger lots then this can result in a structure that is larger than most detached houses in the area, because the builder is likely to maximize the floor area of the structure. Allowing duplexes on the same size lots while limiting the size of the structure encourages smaller individual dwelling units and building sizes that are more compatible with single-family houses.

- **Permit Duplexes in the R3 and R4 Zones.** Duplexes are not currently permitted in the R3 and R4 zones, though these zones permit townhomes and multi-family development. A duplex can be built at density level equivalent to a townhome or even a lower density apartment development if it is allowed to be built on a smaller lot. Thus, it is appropriate to allow duplexes in these zones to provide this option where existing lot sizes or market demand may call for this housing type.
- **Regulate Triplexes separately from Multi-Family.** It is recommended to separate triplexes from the definition of Multi-Family Dwellings so they may be regulated separately, where appropriate. This approach is used in the recommended minimum lot size amendments under Strategy #3.

Tiny Homes

Tiny homes have no formal definition, but generally are considered detached dwellings that are less than 400 square feet in size. The demand for tiny houses has grown considerably in recent years and they appeal to a diverse range of people and households. Some are attracted to the prospect of a low-cost, low-impact lifestyle, even if they could potentially afford a conventional home. Local governments and non-profits have also begun to experiment with using tiny homes as either temporary/transitional or permanent shelter for people with very low incomes or those experiencing homelessness.

From a regulatory perspective, one of the key challenges for tiny homes is how they are classified and permitted under the building code. Tiny homes can be built to comply with several different construction standards, and the construction standard they are built to should be considered in determining where and how they can be sited pursuant to the zoning and development code. Broadly, tiny homes can be classified as either intended to be sited permanently or temporarily.²

- Permanent tiny homes are attached to an approved foundation. Permanent tiny homes may be built either to the conventional building code—the Oregon Residential Specialty Code (ORSC)—

² For more information on building codes and tiny homes, see this policy brief from the state Legislative and Policy Research Office: <https://www.oregonlegislature.gov/lpro/Publications/Background-Brief-Tiny-Home-Regulation-2018.pdf>

ORDINANCE NO. 840

AN ORDINANCE AMENDING TITLE TEN OF THE CITY CODE OF THE CITY OF UMATILLA TO ADD HOUSING TYPE DEFINITIONS, DECREASE THE MINIMUM LOT SIZE IN THE SINGLE-FAMILY RESIDENTIAL (R-1), MEDIUM DENSITY RESIDENTIAL (R-2), MULTI-FAMILY RESIDENTIAL (R-3) AND DOWNTOWN RESIDENTIAL (DR) ZONING DISTRICTS, ALLOW DUPLEXES IN THE R-3 ZONE AND ADOPTS TOWNHOUSE SITE STANDARDS

WHEREAS, the City of Umatilla Planning Commission duly considered the goals and policies of the Comprehensive Plan and requirements of the Zoning Ordinance as those applied to the application during public hearing held on August 13, 2019 and subsequently recommended approval of the request to the City Council; and

WHEREAS, the Umatilla City Council conducted a public hearing on September 3, 2019 to consider the Planning Commission's recommendation for zone change ZC-2-19 and adopted the Planning Commission's findings and conclusions as its own in approving the application, as contained in the *Umatilla City Council Report and Decision for Zone Change ZC-2-19*.

NOW THEREFORE, THE CITY OF UMATILLA DOES ORDAIN AS FOLLOWS:

Section 1. The Umatilla City Council does hereby adopt the findings and conclusions recommended by the City Planning Commission as its own in support of this amendment to the Umatilla Comprehensive Plan, as contained in the *Umatilla City Council Report and Decision for Zone Change ZC-2-19*.

Section 2. Title ten – Zoning of the City Code of the City of Umatilla is hereby amended to read as follow:

Underlined language to be added; ~~Strikethrough~~ language for deletion by Zone Change application ZC-2-19

The following definitions are proposed to be added or removed in Section 10-1-6 of the City of Umatilla Zoning Ordinance:

DUPLEX: A residential structure containing 2 dwelling units and share a common wall, floor or ceiling, built on a single lot or parcel.

~~DWELLING, SINGLE-FAMILY: A detached or attached residential dwelling unit other than a mobile home, occupied by one family and located on its own lot.~~

~~DWELLING, MULTI-FAMILY: A building containing three (3) or more dwelling units, each occupied by a family living independently of other families, and having separate housekeeping and cooking facilities for each family.~~

~~DWELLING, SINGLE-FAMILY: A detached or attached residential dwelling unit other than a mobile home, occupied by one family and located on its own lot.~~

~~DWELLING, TWO-FAMILY: A building containing two (2) dwelling units; also called a~~

~~duplex.~~

MULTI-FAMILY DWELLING: A residential structure containing 3 or more dwelling units.

SINGLE FAMILY DWELLING: A detached dwelling unit occupied by one family and located on its own lot.

TOWNHOUSE: A dwelling unit constructed in a row of two or more attached units, where each dwelling unit is located on an individual lot or parcel and shares at least one common wall or architectural feature with an adjacent unit; also called attached single-family dwelling or townhome.

Chapter 3
RESIDENTIAL DISTRICTS
ARTICLE A. SINGLE-FAMILY RESIDENTIAL (R-1)

10-3A-1: PURPOSE:

The R-1 District is intended for low density, urban single-family residential uses. The R-1 District corresponds to the R-1 designation of the Comprehensive Plan.

10-3A-2: USES PERMITTED:

The following uses and their accessory uses are permitted in the R-1 District:

- A. Single-family dwelling subject to the provision of section 10-11-9 of this title;
- B. One manufactured home on an individual lot subject to the provisions of section 10-11-8 of this title;
- C. Residential home;
- D. Family day care provider;
- E. Home occupation subject to the provision of section 10-11-1 of this title; and
- F. Accessory uses, including an accessory dwelling subject to the provisions of section 10-11-11 of this title.

~~Family daycare providers and residential homes.~~

~~Home occupations subject to provisions of section 10-11-1 of this title.~~

~~One single family detached dwelling structure or one manufactured home subject to provisions of section 10-11-8 of this title is permitted on each lot.~~

10-3A-3: CONDITIONAL USES PERMITTED:

The following primary uses and their accessory uses may be permitted when authorized in accordance with the requirements of chapter 12 of this title:

- A. Community services uses as provided by chapter 6 of this title.

10-3A-4: DEVELOPMENT STANDARDS:

DIMENSIONAL STANDARDS

Minimum lot area	8,000 <u>7,000</u> square feet
Minimum lot width	50 feet
Minimum lot depth	90 feet

Minimum yard setbacks:	
Front and rear yard	25 feet total, with minimum yard, 10 feet
Side yard	5 feet
Side street yard	10 feet
Garage	18 feet from any street except an alley
Maximum building height	35 40 feet

ARTICLE B. MEDIUM DENSITY RESIDENTIAL (R-2)

10-3B-1: PURPOSE:

The purpose of the R-2 District is to allow single-family ~~detached and attached residences~~ dwellings on smaller lots, ~~two-family~~ duplexes, townhouses and multi-family ~~housing~~ dwellings at moderate density. Site review is required for most uses. The R-2 District corresponds to the R-2 designation of the Comprehensive Plan.

10-3B-2: USES PERMITTED:

The following uses and their accessory uses are permitted in the R-2 District:

A. Single-family dwelling subject to the provision of section 10-11-9 of this title;

B. Townhouse subject to the provision of section 10-11-12 of this title;

C. Duplex;

D. Multi-family dwellings;

E. One manufactured home on an individual lot subject to the provisions of section 10-11-8 of this title;

F. Residential home;

G. Residential facilities;

H. Family day care provider;

I. Home occupations subject to the provision of section 10-11-1; and

J. Accessory uses, including an accessory dwelling subject to the provisions of section 10-11-11 of this title.

~~Family daycare providers, residential homes, and residential facilities.~~

~~Home occupations subject to provisions of section 10-11-1 of this title.~~

~~Single family detached residences, including manufactured homes on individual lots subject to provisions of section 10-11-8 of this title.~~

~~Two-family and multi-family housing.~~

10-3B-3: CONDITIONAL USES PERMITTED:

The following uses and their accessory uses may be permitted subject to the provisions of chapter 12 of this title:

A. Boarding house.

B. Community services uses as provided by chapter 6 of this title.

C. Manufactured home parks.

D. Office or clinic for a doctor, dentist or other practitioner of the healing arts, attorney, architect, engineer, surveyor or accountant.

10-3B-4: DEVELOPMENT STANDARDS:

- A. Density: One dwelling unit per ~~three thousand five hundred (3,500)~~ 3,000 square feet.
- B. Landscaping: Except for lots intended for single-family ~~detached~~ dwellings, a minimum of fifteen percent (15%) of lot area shall be devoted to landscaping, exclusive of landscaping required for parking areas. The minimum dimension of any landscaped area shall be five feet (5').
- C. Open Space: At least two hundred (200) square feet of outdoor open area easily accessible from the interior of the dwelling shall be provided for each ground floor dwelling unit. Part of the required area may include a private screened patio.

DIMENSIONAL STANDARDS

Minimum lot area	5,000 square feet <u>Single-Family Dwelling: 5,000 square feet</u> <u>Townhouse: 3,000 square feet</u> <u>Duplex: 6,000 square feet</u> <u>Multi-Family: 3,000 square feet per dwelling unit</u>
Minimum lot width	50 <u>45 feet and 25 feet for Townhouse lots</u>
Minimum lot depth	90 feet
Front and rear yard	10 feet
Side yard	5 feet <u>or 0 feet for townhouse lots where abutting a common wall</u>
Side street yard	10 feet
Garage	18 feet from any street except an alley
Maximum building height	35 <u>40 feet</u>

10-3B-5: LIMITATIONS ON USE:

Uses other than single-family dwellings ~~detached residences~~, accessory uses to single-family dwellings ~~detached residences~~, duplexes and home occupations are subject to site plan review.

ARTICLE C. MULTI-FAMILY RESIDENTIAL (R-3)

10-3C-1: PURPOSE:

The purpose of the R-3 District is to provide for multi-family dwellings. Typical housing types include apartments, townhouses, condominiums, and cluster developments. Site review is required for most uses. The R-3 District corresponds to the R-3 designation of the Comprehensive Plan.

10-3C-2: USES PERMITTED:

The following uses and their accessory uses are permitted in the R-3 District:

A. Townhouse subject to the provision of section 10-11-12 of this title;

B. Duplex;

C. Multi-family dwellings;

D. Residential home;

E. Residential facilities;

F. Family day care provider;

~~Attached single family residences.~~

~~Family daycare providers, residential homes and residential facilities.~~

~~Two family and multi-family dwellings.~~

10-3C-3: CONDITIONAL USES PERMITTED:

The following uses and their accessory uses may be permitted subject to the provisions of Chapter 12 of this Title:

A. Boarding house.

B. Community Services uses as provided by Chapter 6 of this Title.

C. Office or clinic for a doctor, dentist or other practitioner of the healing arts, attorney, architect, engineer, surveyor or accountant.

10-3C-4: DEVELOPMENT STANDARDS:

A. Density: One dwelling unit per ~~two thousand (2,000)~~ square feet for the first 3 dwelling units, plus 1,500 square feet for each additional dwelling unit.

B. Landscaping: Except for lots intended for single-family dwellings, a minimum of fifteen percent (15%) of lot area shall be devoted to landscaping, exclusive of landscaping required for parking areas. The minimum dimension of any landscaped area shall be five feet (5').

C. Open Space: At least two hundred (200) square feet of outdoor open area easily accessible from the interior of the dwelling shall be provided for each ground floor dwelling unit. Part of the required area may include a private screened patio.

DIMENSIONAL STANDARDS

Minimum lot area	5,000 square feet Townhouse: <u>2,000 square feet</u> Duplex: <u>4,000 square feet</u> Multi-Family: <u>6,000 square feet, plus 1,500 square feet for each additional dwelling unit</u>
Minimum lot width	50 feet <u>and 20 feet for Townhouse lots</u>
Minimum lot depth	90 feet
Minimum yard setbacks:	
Front and rear yard	12 feet
Side yard	8 <u>5 feet or 0 feet for townhouse lots where abutting a common wall</u>
Side street yard	12 feet
Garage	18 feet from any street except an alley
Maximum building height	35 <u>45</u> feet

10-3C-5: LIMITATIONS ON USE:

~~All uses are subject to site review.~~ Uses other than duplexes are subject to site plan review.

ARTICLE D. DOWNTOWN RESIDENTIAL (DR)

10-3D-1: PURPOSE:

The purpose of the downtown residential district is to accommodate higher density residential developments and office uses in the downtown area. Typical housing types include attached housing, apartments, townhouses, and condominiums.

10-3D-2: USES PERMITTED:

The following uses and their accessory uses are permitted in the DR district:

A. Townhouse subject to the provision of section 10-11-12 of this title;

B. Multi-family dwellings;

C. Residential home;

D. Residential facilities;

E. Family day care provider;

~~Attached single family dwellings or multi family dwellings.~~

F. Expansion of existing commercial businesses with frontage along 6th Street shall be permitted within the DR district provided that the entire expansion site is located within a distance of two hundred feet (200') of the 6th Street curb. Such expansion includes parking and service areas that directly support such businesses.

~~Family daycare provider, residential homes and residential facilities.~~

G. Professional, financial, business, medical, dental and professional service offices are permitted only if the entire site is located within a distance of three hundred fifty feet (350') of the 6th Street curb.

H. Single-family dwellings existing at the time of the adoption of this article. The owner of an occupied single-family dwelling may upgrade that dwelling provided said dwelling is used for the same purpose.

10-3D-3: CONDITIONAL USES PERMITTED:

A. Community service uses as provided by Chapter 6 of this Title. ~~(See standards and limitations on community services uses of this title.)~~

10-3D-4: DEVELOPMENT STANDARDS:

A. Density: For residential uses, the maximum allowable density shall be one dwelling unit per ~~two thousand (2,000)~~ square feet for the first 3 dwelling units, plus 1,500 square feet for each additional dwelling unit.

B. Landscaping: A minimum of fifteen percent (15%) of lot area shall be devoted to landscaping, exclusive of landscaping required for parking areas. The minimum dimension of any landscaped area shall be five feet (5'). Landscaping shall be located between a structure and the fronting street, or as best provides a pleasant environment for pedestrians. Landscaping

may include street furniture and pedestrian amenities, including public plazas and similar features.

- C. Open Space: At least two hundred (200) square feet of outdoor open area easily assessable from the interior of the dwelling shall be provided for each ground floor dwelling unit. Part of the required area may include a private screened patio.

DIMENSIONAL STANDARDS

	Freestanding Dwellings Or Structure	Attached Dwellings Or Structures
Minimum lot area	5,000 square feet <u>Townhouse: 2,000 square feet</u> <u>Duplex: 4,000 square feet</u> <u>Multi-Family: 6,000 square feet, plus 1,500 square feet for each additional dwelling unit</u>	2,000 square feet
Minimum lot width	50 feet <u>and 20 feet for Townhouse lots</u>	20 feet
Minimum lot depth	90 <u>80</u> feet	90 feet
Minimum yard setbacks:		
Front and rear yards	12 feet	12 feet
Side yard	8 <u>5</u> feet <u>or 0 feet for townhouse lots where abutting a common wall</u>	0 feet
Side street yard	12 feet	12 feet
Garage	18 feet from any street except an alley	18 feet from any street except an alley
Maximum building height	45 <u>35</u> feet	35 feet

- D. Building Orientation: Buildings shall have their primary entrances oriented toward the street. On corner lots, building entrances shall face the primary street or may face the corner.

- E. Building Materials: No special standards for building materials apply.

- F. Parking: Parking lots are ~~is~~ not allowed in the front yard setback or in a side yard setback closer to the street than the adjacent building facade. Parking lots shall not be located between the building and the public street.
- G. Garages and Carports: Garages and carports shall be located so that the garage door or carport opening is set back further from a street than the facade of the building. Garage doors shall be recessed a minimum of two feet (2') from the building facade for any garage that fronts on a public street other than an alley.
- H. Pedestrian Walkways: ~~For~~ All multi-family dwellings and townhouses including attached single-family dwellings, pedestrian walkways shall ~~be~~ provided pedestrian walkways between buildings and the public right of way. When not connected to a public sidewalk, walkways between adjacent buildings shall be provided. All pedestrian walkways shall not be less than five feet (5') in width and constructed of concrete or other material easily distinguishable from vehicular pavements.

10-3D-5: LIMITATIONS ON USE:

- A. All uses, including expansion or change of any existing use or structure except for modification of a single-family dwelling ~~residence~~, are subject to site review.
- B. If office and residential uses occupy a single structure or parcel of land, the total minimum number of required off street parking spaces shall be either the required number of spaces for the office use or the required number of spaces for the residential use, whichever is greater.

Chapter 11
SUPPLEMENTARY PROVISIONS

10-11-12: TOWNHOUSE SITE STANDARDS:

- A. There shall be no setback for townhouse units where abutting a common wall. The side yard setback on each end of a townhouse block shall be the same as the underlying zone.
- B. Each building shall contain not more than six (6) consecutively attached dwelling units except in the Downtown Residential Zone. Building in the Downtown Residential Zone shall contain not more than eight (8) consecutively attached units.
- C. The primary entrance of each dwelling unit shall orient to a street or interior courtyard that is not less than 20 feet in width.
- D. Each townhouse shall have a garage or carport.
- E. The maximum allowable driveway width facing the street is 12 feet per dwelling unit. The maximum combined garage width per unit is 50 percent of the total building width. For example, a 24-foot wide unit may have one 12-foot wide garage facing the street.
- F. The development standards of the underlying zone and the residential site design criteria and standards as contained in Section 10-13-2 of this title shall be met.

10-13-2: SITE REVIEW:

The purpose of site review is to provide a process to review proposals to verify compliance with requirements of this Title, including requirements of this Section, and any other applicable provisions of this Code.

A. General Provisions:

1. Applicability: Site review is required for multi-family residential, commercial, and industrial developments as specified in each zoning district.
2. Procedure: Site review is a type II permit, unless incorporated into a type III review such as a community services or conditional use permit.
3. Exemptions: The following developments are exempt from site review:
 - a. Single-family dwellings ~~residences~~, manufactured homes on individual lots, and duplexes. ~~two-family attached residences~~.
 - b. A development that adds less than twenty five percent (25%) to existing floor area or outdoor use area when the primary use on the site remains unchanged and required parking does not increase.
 - c. An addition to an existing development when the primary use on the site remains unchanged.

10-14-2: SUMMARY OF THE CITY'S DECISION MAKING PROCESSES:

- A. Type I decisions do not require interpretation or the exercise of policy or legal judgment in evaluating approval criteria and include zoning approval for single-family dwellings, duplexes, ~~residences~~ and final subdivision and planned unit development plans generally in conformance with approved preliminary plans. The city administrator issues a type I decision. Type I decisions are not conditional use or limited land use decisions. There is no right to approval of a type I decision.
- B. Type II decisions involve the exercise of limited interpretation and discretion in evaluating approval criteria. Applications evaluated through this process are assumed to be allowed in the underlying district. The review focuses on what form the use will take or how it will look. Notice of application and an invitation to comment is mailed to the applicant and property owners within one hundred feet (100'). When the application pertains to a parcel or parcels in the I-82/U.S. 730 interchange area management plan (IAMP) management area, the city shall provide written notification to ODOT when the application is deemed complete. The city administrator accepts comments for fourteen (14) days and renders a decision. The city administrator's decision may be appealed to the planning commission by any party with standing (i.e., the applicant and any party who submitted comments in writing during the 14 day period). The planning commission's decision is the city's final decision and may be appealed to the land use board of appeals within twenty one (21) days of becoming final. The city administrator issues a type II decision.
- C. Type III decisions involve the greatest amount of discretion and evaluation of subjective approval standards. Applications evaluated through this process include conditional use permits, preliminary planned unit development plans, variances, code interpretations, and similar determinations (the process for these land use decisions is controlled by Oregon Revised Statutes 197.763). Notice of the application and the planning commission hearing is published in the newspaper of record and mailed to the applicant, property owners within one hundred feet (100'), and interested agencies. When the application pertains to a parcel or parcels in the I-82/U.S. 730 interchange area management plan (IAMP) management area, the city shall provide written notification to ODOT when the application is deemed complete.

Notice must be issued at least twenty (20) days before the hearing and the staff report must be available at least seven (7) days before the hearing. At the hearing held before the planning commission, all issues must be addressed. The planning commission's decision may be appealed to the city council. The city council's decision is the city's final decision and may be appealed to the land use board of appeals.

D. Type IV decisions include only annexations and both legislative and quasi-judicial amendments to the comprehensive plan text and map or to the zoning ordinance text and map. These applications involve the greatest amount of discretion and evaluation of subjective approval criteria. The process for these land use decisions is controlled by Oregon Revised Statutes 197.763. Notice of the application and planning commission hearing is published and mailed to the applicant, property owners within one hundred feet (100'), and interested agencies. When the application pertains to a parcel or parcels in the I-82/U.S. 730 interchange area management plan (IAMP) management area, the city shall provide written notification to ODOT when the application is deemed complete. Notice must be issued at least twenty (20) days before the hearing and the staff report must be available at least seven (7) days before the hearing. The planning commission's decision is a recommendation to the city council. Notice is given for the city council hearing as for the planning commission hearing. The city council's decision is the final decision and may be appealed to the land use board of appeals.

SUMMARY OF THE APPROVAL PROCESS

Permit Type	I	II	III	IV
Site review ¹		X		
Review of a single-family <u>dwelling or duplex</u> residence for zoning compliance	X			
Conditional use permit			X	
Planned unit development			X	
Adjustment		X		
Variance			X	
Subdivision (see title 11 of this code)			X	
Final plat for subdivision or planned development	X			
Code interpretation or use determination			X	

Comprehensive plan amendment or zone change				X
Annexation				X
Verification of nonconforming status		X		
Revocation of permit		X		
Appeal of a type II design			X	
Appeal of a type III quasi-judicial decision				X

Note:

1. Site review may be included with a type III review for conditional use permit, planned unit development, or other permit.

ADOPTED by the City Council this _____ day of _____, 2019.

Council members voting yes: _____

Council members voting no: _____

Absent Council members: _____

Abstaining Council members: _____

And **SIGNED** by the Mayor this _____ day of _____, 2019.

Mary Dedrick, Mayor

ATTEST:

Nanci Sandoval, City Recorder