

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 CONDITIONS AND TRENDS

10.1.100 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 Section summarizes these topics in more detail.

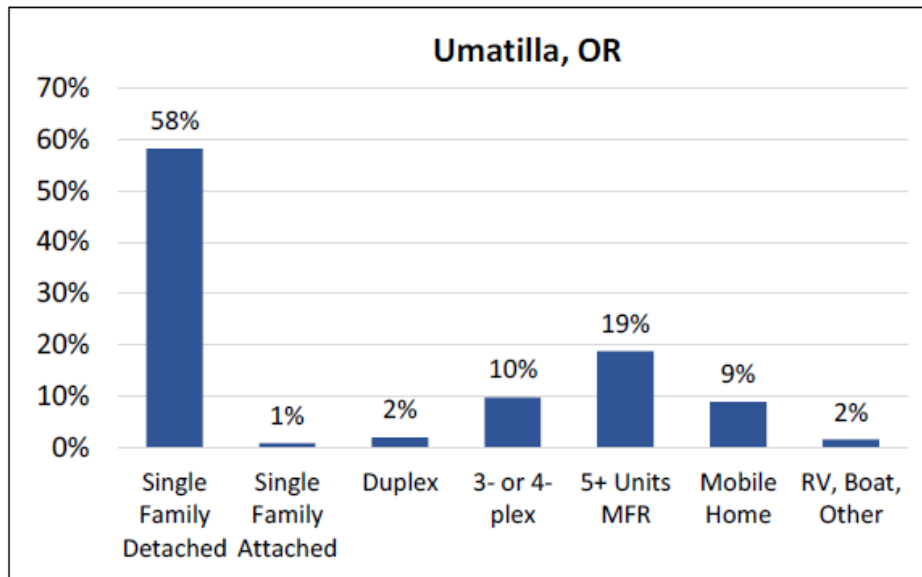
10.1.200 DEMOGRAPHIC CONDITIONS AND TRENDS

- 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.

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



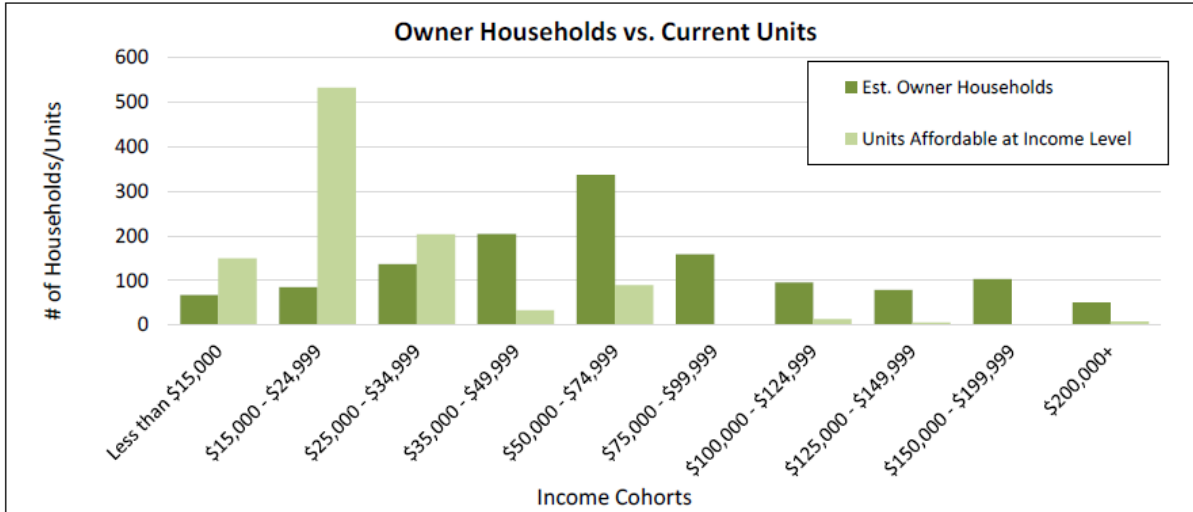
SOURCE: City of Umatilla, Census ACS 2017

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.

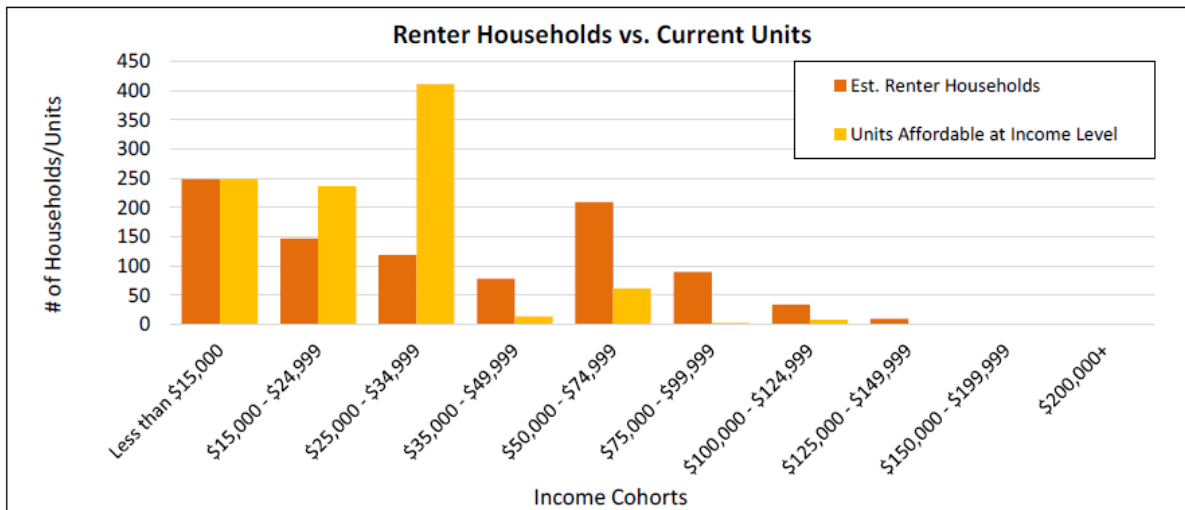
- In general, this identifies that there is currently support for more ownership housing at price ranges above \$200,000. This is because most housing in Umatilla is clustered at the low to middle price points, while analysis of household incomes and ability to pay indicates that some could afford housing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

<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
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.

- 10.9.103 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 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. 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.