

To: Dana Smith and Dan Chandler, City of Bandon
Date: April 24, 2023
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CC: Hui Rodomsky, Oregon DLCD
RE Bandon **Housing Land Needs Reconciliation – Revised DRAFT**

INTRODUCTION

This Memorandum summarizes the housing-related land needs forecast for long-range planning purposes. The housing land needs forecast represents a 20-year forecast from 2023 through year 2043. These technical findings are consistent with State of Oregon requirements for determining housing needs per Oregon land use planning Goals 10 and 14, OAR Chapter 660, Division 8, and applicable provision of *ORS 197.296 to 197.314 and 197.475 to 197.490*.

METHODOLOGY

The methodology for projecting housing land needs within the Bandon Urban Growth Boundary (UGB) builds upon the housing needs projection that was described in our prior Memorandum dated April 24, 2023. **Exhibit 1** identifies the housing types that are most consistent with the projected housing need for Bandon.

Exhibit 1: Projected 20-year Housing Needs Forecast, Bandon UGB Strategic Housing Scenario (dwelling units)

Housing Type	Projected Need (Units)	Projected Dist. (%)
Single Family Detached	140	28%
Cottages/Townhomes	68	13%
Plexes / Apts	124	24%
Mfg. homes/ADUs/Subsidized	176	35%
Total Dwelling Units	507	100%
Group quarters (rooms)	60	

Reflects baseline demand plus share of pent-up rental apartment demand.

This Memorandum compares the 20-year residential land needs (demand) relative to the residential buildable land inventory (BLI) that was developed by 3J Consulting. This provides a means of reconciling housing land demand with buildable land supply within the Bandon UGB. The evaluation of UGB land requirements to accommodate the planned housing need included three steps.

Step 1 takes into account the forecasted number of dwelling units by housing type, including single family detached, townhomes, plexes, multifamily and manufactured homes as well as group quarters population (see **Exhibit 1**).

Step 2 considers the amount of land required to accommodate the future housing demand based on the expected average development density for each general housing type (see **Exhibit 2**).

Step 3 includes a comparison (reconciliation) between the land need determined in Step 2 and the residential buildable land inventory (BLI) presented in **Appendix A**.

Strategic Housing Need Forecast

As discussed above, the forecasted housing need to address the Strategic growth forecast for Bandon is a total of 507 dwelling units plus 60 rooms for people living in group quarters. The expected distribution of housing demand documented in the HNA includes:

- » Single Family Detached: 140 dwellings (including standard lot and small lot single family detached housing)
- » Townhomes and Cottages: 68 dwelling units
- » Multifamily and Plexes: 124 dwelling units (includes apartments with 3+ units per structure).
- » Group quarters: 60 rooms (multifamily structures with shared living arrangements)

Residential Land Need

The second step in the reconciliation of land needs estimates the amount of net buildable land area required to address projected housing growth forecast. This step applies average density assumptions based on local experience (dwellings per acre) to each of the general residential development categories listed in Step 1 to arrive at a total residential land need forecast.

As shown in **Exhibit 2**, the forecasted housing need of 436 dwelling units and 60 rooms for group quarters is expected to require at least 84 net acres of buildable land area. The next step in the analysis includes adjusting the net land area to gross land area to account for future public facilities (25% factor used to account for roads, utilities and easements).

Exhibit 2: Bandon Residential Classifications and Density Assumptions

Dwelling Type	20-Year Dwelling Unit Demand	Typical Density (DU per Ac)	Avg. Development Density (net DU per Ac)	Net Buildable Land Requirement (net acres)**
Single Family Detached	140	3 to 6	4.0	35
Cottages/ Townhomes / Plexes	68	6 to 12	7.0	10
Mobile Home Park	176	8 to 12	10.0	18
Multifamily (5+ units)	124	14 to 24	16.0	8
Group Quarters (rooms)	60	varies	10.0	6
Total	567			76

Source: observations based on local development/market conditions.

* Excludes steep slopes, wetlands and floodzones (as described in the Appendix).

UGB SUFFICIENCY ANALYSIS

As indicated in **Exhibit 3**, the UGB Buildable Land Inventory (BLI) includes a total of approximately 629 gross buildable acres (after accounting for environmental constraint factors). The top 3 land use zones with vacant residential land include: R1; CD-1, and UR-2 categories, as indicated in **Exhibit 3** and Appendix Table A-1.

As indicated in **Exhibit 3**, based on current city zoning and general land use standards which allows residential in most zones of the city, the residential land base includes approximately 627 gross buildable acres and 401 net buildable acres (after adjusting for smaller part-vacant lots and accounting for future streets and public facilities).

Exhibit 3: Bandon UGB Buildable Land Inventory (Gross Unconstrained Acres)

Land Use Designation (Zones)	Total Unconstrained BLI (gross acres)	Less Reduction for Small Lots in Part Vacant Inventory*	Adjusted BLI (acres)	Allocation for Public Facilities (acres)**	Adjusted Net Buildable Acres
Residential (R1, R2, CD, RR)	199	(35)	163	41	123
Urban Residential (UR-1, UR-2)	162	(27)	134	34	101
Commercial & Mixed Use (C1, C2, Old Town)	62	(9)	53	13	40
Controlled Development (CD zones)	190	(18)	172	43	129
Industrial (LI, I)	15	(2)	12	3	9
Exclusive Farm Use/Other	-	-	-	-	-
Grand Total	627	(92)	535	134	401

Source: Bandon Buildable Land Inventory; 3J Consulting, Jan 2023.

* assumes 50% participation by owners of part vacant and redevelopment lands.

** assumes 25% allocation for future roadways and public facilities.

As shown in **Exhibit 4**, these findings also indicate that there is an overall residential land surplus within the existing Bandon UGB of approximately 325 net buildable acres. **The BLI and HNA findings indicate that the existing amount of vacant, part vacant and redevelopable land within the Bandon UGB is sufficient to accommodate planned 20-year housing needs.**

Exhibit 4: Reconciliation of Land Inventory by Land Use Designation, Bandon UGB

Dwelling Unit Type	Net Buildable Land Requirement (net acres)	Net Buildable Land Inventory (net acres)	Net Buildable Land Surplus (net acres)
Single Family	35		
Townhomes / Plexes	10		
Manufactured homes & ADUs	18		
Multifamily (5+ units)	8		
Group quarters	6		
Total	76	401	325

Source: based on preceding tables.

NEXT STEPS

During the next phase of the HNA process the consultant team will work with City staff, public officials, the Bandon housing advisory committee and the community at large to identify new housing policies that would help preserve and enhance the housing inventory, and help foster development of a variety of housing types--particularly attainable “middle housing” such as townhomes, plexes and cottages.

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APPENDIX A: BUILDABLE LAND INVENTORY METHODOLOGY

In accordance with OAR 660-008-0005 (2), an estimate of buildable land inventory (BLI) within Bandon's Urban Growth Boundary (UGB) has been created to determine the amount of land available to meet housing needs. The BLI analysis uses the most current Geographic Information Systems (GIS) data available for the Bandon UGB.

BUILDABLE LAND INVENTORY METHODOLOGY

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

1. Calculate gross acres by plan designation, including classifications for fully vacant, partially-vacant parcels, and development potential. This step entails "clipping" all of the tax lots that are bisected by the current UGB to eliminate land outside current UGB from consideration for development at this time. City staff input was provided to provide a level of quality assurance to review output is consistent with OAR 660-008-0005(2).
2. Calculate gross buildable acres by plan designation by subtracting land that is constrained from future development, such as existing public right-of-way, parks and open space, open water, steep slopes, and floodplains. The analysis excludes any wetlands but treats locally significant wetlands as approved via Oregon's local wetlands inventory as its own entity.
3. Calculate net buildable acres by plan designation, by subtracting future public facilities such as roads, schools and parks from gross buildable acres.
4. Determine total net buildable acres by plan designation by taking into account potential redevelopment locations and mixed-use development opportunity areas.

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

Residential Land Base

The residential land base reflects current Bandon base zone classifications:

- Residential 1
- Residential 2
- Old Town Commercial
- General Commercial
- Marine Commercial
- Light Industrial
- Heavy Industrial
- Controlled Development Zone 1
- Controlled Development Zone 2
- Controlled Development Zone 3
- Controlled Development Residential 1
- Controlled Development Residential 2

Zoning Categories via Coos County (applies to UGB area outside city limits):

- C-1 Commercial
- UR-1 Urban Residential 1
- UR-1 Urban Residential 2
- CD-10 Controlled Development 10
- RR-5 Rural Residential 5

These classifications have been kept consistent throughout the analysis.

The City allows residential development within most zones.

Bandon Buildable Land Categories

The next step in the BLI analysis includes classifying each tax lot (parcel) into one of the following categories. In some cases, tax lots had to be split to accompany different plan classifications. Split tax lots are treated as individual and might go into any of the categories described below.

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

Partially vacant land: Properties that are occupied by a use (e.g., a home or building structure with value over \$10,000) but have enough land to be subdivided without the need for rezoning. This determination is made using tax assessor records and satellite imagery. For Single Family lots, it is assumed that ¼ acre (10,890 sq. ft.) is retained by each existing home, and the remainder is included in the part vacant land inventory. For non-single family uses aerial imagery was used to determine the size of the unused portion.

Redevelopment Potential: Occupied properties with a higher land value than the on-site structure. Properties must be at least 20,000sqft to be considered of interest for redevelopment.

Developed: Properties unlikely to yield additional residential development for one of two reasons: they possess existing structures at densities that are unlikely to redevelop over the planning period; or they include parcels with zoning categories that do not permit housing development.

Other: Properties which are regarded as unlikely to be developed because they are restricted by existing uses such as: public parks, schools, ballfields, roads and public right-of-way (ROW); common areas held by Homeowners Associations, cemeteries, utilities, marinas, tidelands (PCLSD), and are constrained by more than 85% of its area or have less than 3,000 sqft of developable land. Other includes properties that might be developable but do not allow for residential development. These tax lot classifications were validated using satellite imagery, street view, and assessor records. Preliminary results were refined based on City staff and public input received during the time of the project.

Development Constraints

The BLI methodology for identifying and removing development constraints is consistent with state guidance on buildable land inventories per OAR 660-008-0005(2) as well as 660-038-0070. By definition, the BLI is intended to include land that is “suitable, available, and necessary for residential.” “Buildable Land” includes residential designated land within the UGB, including vacant, part vacant and land that is likely to be redeveloped; and suitable, available and necessary for residential uses. Public-owned land is generally not considered to be available for new growth unless the underlying zoning permits it.

It should be noted that “available” does not mean that the land is presently on the market. It is assumed in this analysis that such land is expected to come on the market within the 20-year timeframe of this study.

Land is considered to be “suitable for new development” unless it is:

- Severely constrained by natural hazards as determined by the Statewide Planning Goal 7;
- Subject to natural resource protection measures determined under Statewide Planning Goals 5, 6, 15, 16, 17 or 18;
- Has slopes of 25 percent or more;
- Is within the 100-year flood plain; or
- Cannot be provided or served with public facilities

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

- Open water of at least one-half acre in size.
- Land within the 100-year floodplains.
- Land with slopes greater than 25%.
- Parks.
- Significant local wetlands via the States approved Local Wetland Inventory are treated on their own. As well as other wetlands used by the City for development purposes.

Lots that are constrained by 85% or more are also excluded from development. Environmental constraints are not necessarily just in one area of a site. The nature of constraints is to spread throughout a site and cover pieces here and there. Therefore, it is assumed that any lot that is 85% or more constrained is unbuildable.

The current buildable land inventory for residential development in Bandon is summarized in the following Table and Map.

Table A-1. Residential Buildable Land Inventory, Bandon UGB

Zoning	Vacant	Part Vacant Res.	Part Vacant Other	Redevelopment	Total
R1 Residential 1	100	41	1	2	144
R2 Residential 2	15	1	-	-	16
C1 Old Town Commercial	1	-	-	-	1
C2 General Commercial	33	2	4	3	42
LI Light Industrial	7	-	-	5	12
CD-1 Controlled Development Zone 1	113	14	3	5	136
CD-2 Controlled Development Zone 2	1	-	-	-	1
CD-R1 Controlled Development Residential 1	6	0	-	-	6
CD-R2 Controlled Development Residential 2	13	11	-	-	25
C-1 Commercial	11	3	-	6	20
IND Industrial	3	-	-	-	3
EFU	2	-	-	-	2
UR-1 Urban Residential 1	45	2	7	-	54
UR-2 Urban Residential 2	62	42	-	4	108
Controlled Development 10	20	1	-	1	21
Rural Residential 5	13	26	-	-	38
Total	444	143	16	26	629

Source: derived from city and county land use and assessor data, 3J Consulting, January 2023.

Figure A-1: Bandon Buildable Land Inventory – Zoning

