
City of Newberg

Housing Needs Analysis

June 2021

Prepared for:
City of Newberg

REPORT UPDATE

ECONorthwest
ECONOMICS • FINANCE • PLANNING

KOIN Center
222 SW Columbia Street
Suite 1600
Portland, OR 97201
503.222.6060

This page intentionally blank

Acknowledgements

ECONorthwest prepared this report for the City of Newberg. ECONorthwest and the City of Newberg thank those who helped develop the Newberg Housing Needs Analysis. 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.

Project Advisory Committee (2019 HNA)

Jessica Cain
Todd Engle
Charlie Harris
Curt Walker
Rick Rogers
Chuck Sabin

Yanira Vera
Greg Koskella
Corey Zielsdorf
Mike Corey
Sam Espindola

Citizens Advisory Committee (2020 Update)

Jessica Cain
Todd Engle
Charlie Harris
Curt Walker
Corey Zielsdorf
Abisha Stone

State of Oregon

Angela Carnahan, Regional Representative – Oregon Department of Land Conservation and Development

City of Newberg

Doug Rux, Community Development Director

Consulting Team (ECONorthwest)

Robert Parker, Project Director
Beth Goodman, Senior Project Adviser
Margaret Raimann, Technical Manager
Sadie DiNatale, Associate

City of Newberg Contact:

Doug Rux, Community Development Director
City of Newberg
414 E. First Street
Newberg, OR 97132
503-537-1212
doug.rux@newbergoregon.gov

ECONorthwest Contact:

Robert Parker, Project Director
ECONorthwest
222 SW Columbia, Suite 1600
Portland, OR 97201
503-222-6060
parker@econw.com

Table of Contents

| | |
|--|------------|
| ACKNOWLEDGEMENTS | III |
| 1. INTRODUCTION | 1 |
| FRAMEWORK FOR A HOUSING NEEDS ANALYSIS | 1 |
| PLANNING PROCESS | 3 |
| ORGANIZATION OF THIS REPORT | 4 |
| 2. RESIDENTIAL BUILDABLE LANDS INVENTORY | 6 |
| DEFINITIONS | 6 |
| DEVELOPMENT CONSTRAINTS | 7 |
| BUILDABLE LANDS INVENTORY RESULTS | 8 |
| REDEVELOPMENT POTENTIAL | 13 |
| 3. HISTORICAL AND RECENT DEVELOPMENT TRENDS | 15 |
| 4. DEMOGRAPHIC AND OTHER FACTORS AFFECTING RESIDENTIAL DEVELOPMENT IN NEWBERG | 25 |
| 5. HOUSING NEED IN NEWBERG | 62 |
| NEEDED HOUSING BY INCOME LEVEL | 74 |
| NEED FOR GOVERNMENT-ASSISTED, FARMWORKER, AND MANUFACTURED HOUSING | 75 |
| NEED FOR THE POPULATION IN GROUP QUARTERS | 77 |
| 6. RESIDENTIAL LAND SUFFICIENCY WITHIN NEWBERG | 79 |
| CAPACITY ANALYSIS | 79 |
| RESIDENTIAL LAND SUFFICIENCY | 84 |
| APPENDIX A – RESIDENTIAL BUILDABLE LANDS INVENTORY | 88 |
| OVERVIEW OF THE METHODOLOGY | 88 |
| RESIDENTIAL LAND BASE | 90 |

This page intentionally blank

1. Introduction

This report presents Newberg’s Housing Needs Analysis for the 2021 to 2041 period. It is intended to comply with statewide planning policies that govern planning for housing and residential development, including Goal 10 (Housing) and OAR 660 Division 8. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

The City initiated the Newberg 2030 process in 2017.¹ That process included a series of community visioning meetings and a preliminary buildable land inventory using the Division 38 methodology. A core objective of the Newberg 2030 process was to initiate the analysis of long-term (twenty-year) land needs. The City of Newberg has not updated its Comprehensive Plan Housing Element since 2006, though the City has updated some policies between 2006 and 2019. Newberg grew from 13,086 people in 1990 to 23,795 people in 2018. This is an addition of 10,709 people or 82% growth. Since 2000, Newberg’s population has grown a little older on average and has become slightly more ethnically diverse, consistent with statewide trends. In 2013–2017, Newberg had an estimated 8,590 dwelling units, an increase of about 2,153 units since 2000.

This report provides Newberg with a factual basis to update the Housing Element of the City’s Comprehensive Plan and zoning code and to support future planning efforts related to housing and options for addressing unmet housing needs in Newberg. This report provides information that informs future planning efforts, including development and redevelopment. This report provides the City with information about the housing market in Newberg and describes the factors that will affect future housing demand in Newberg, such as changing demographics. This analysis will help decision makers understand whether Newberg has enough land to accommodate growth over the next twenty years.

This report was originally completed in June 2019. Newberg chose to update its Housing Needs Analysis for the 2021 to 2041 period to include the newest data about buildable lands and population forecast data available in 2020.

Framework for a Housing Needs Analysis

Economists view housing as a bundle of services for which people are willing to pay: shelter certainly, but also proximity to other attractions (job, shopping, recreation), amenities (type and quality of fixtures and appliances, landscaping, views), prestige, and access to public services (quality of schools). Because it is impossible to maximize all these services and simultaneously minimize costs, households must, and do, make tradeoffs. What they can get for their money is influenced both by economic forces and government policy. Moreover, different households will value what they can get differently. They will have different preferences, which in turn are

¹ <https://www.newbergoregon.gov/planning/page/newberg-2030>

a function of many factors like income, age of household head, number of people and children in the household, number of workers and job locations, number of automobiles, and so on.

Thus, housing choices of individual households are influenced in complex ways by dozens of factors and the housing market in Yamhill County and Newberg are the result of the individual decisions of thousands of households. These points help to underscore the complexity of projecting what types of housing will be built in Newberg between 2021 and 2041.

The complex nature of the housing market, demonstrated by the unprecedented boom-and-bust during the past decades, does not eliminate the need for some type of forecast of future housing demand and need. This includes resulting implications for land demand and consumption. Such forecasts are inherently uncertain. Their usefulness for public policy often derives more from the explanation of their underlying assumptions about the dynamics of markets and policies than from the specific estimates of future demand and need. Thus, we start our housing analysis with a framework for thinking about housing and residential markets and how public policy affects those markets.

Statewide Planning Goal 10

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

At a minimum, local housing policies must meet the applicable requirements of Goal 10 and the statutes and administrative rules that implement it (ORS 197.295 to 197.314, ORS 197.475 to 197.490, and OAR 600-008).² Goal 10 requires incorporated cities to complete an inventory of buildable residential lands. Goal 10 also requires cities to encourage the numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

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

- (a) Housing that includes, but is not limited to, attached and detached single-family housing and multifamily housing for both owner and renter occupancy.
- (b) Government-assisted housing.³

² ORS 197.296 only applies to cities with populations over 25,000.

³ Government assisted housing can be any housing type listed in ORS 197.303 (a), (c), or (d).

- (c) Mobile home or manufactured dwelling parks as provided in ORS 197.475 to 197.490.
- (d) Manufactured homes on individual lots planned and zoned for single-family residential use that are in addition to lots within designated manufactured dwelling subdivisions.
- (e) Housing for farmworkers.

DLCD provides guidance on conducting a housing needs analysis in the document *Planning for Residential Growth: A Workbook for Oregon's Urban Areas*, referred to as the Workbook.

Newberg must identify needs for all of the housing types listed above as well as adopt policies that increase the likelihood that needed housing types will be developed. This housing needs analysis was developed to meet the requirements of Goal 10 and its implementing administrative rules and statutes.

Planning Process

The Newberg HNA was developed with input from city staff, a project advisory committee (PAC), and public workshops in 2018 and 2019. The City also posted information about the project—draft documents, meeting agendas, etc. on the City's website.⁴ The role of the PAC was to review and provide guidance on work, work products, and public involvement activities, in addition to receiving regular updates and providing recommendations. The committee convened five times around the following topics:

- **Meeting 1: Buildable Lands Inventory (BLI).** This meeting included a presentation of the draft residential BLI. ECONorthwest (ECO) received input from the PAC on key assumptions and methods used to produce the draft BLI. This meeting was held December 20, 2018.
- **Meeting 2: Housing Needs Projection.** This meeting included a presentation of the draft housing needs projection and refinements to the BLI. The PAC provided input on the findings of the HNA. This meeting was held February 27, 2019.
- **Meeting 3: Residential Needs Analysis.** This meeting focused on the draft residential needs analysis, as well as additional revisions to the housing needs projection and BLI. ECO shared results from Public Workshop 1. This meeting was held March 14, 2019.
- **Meeting 4: Recommended Measures to Facilitate Housing Affordability.** This meeting focused on the recommended measures to meet housing needs and facilitate housing affordability in Newberg. This meeting occurred May 15, 2019.
- **Meeting 5: Final Discussion.** A meeting may be held on May 30, 2019, to ensure the recommendations of the PAC are fully captured before the final HNA is sent to DLCD.

⁴ <https://www.newbergoregon.gov/planning/page/housing-needs-analysis>

The project also included two public workshops

- *Open House/Workshop #1.* This meeting engaged the broader community of Newberg on the results of the draft products. PAC members were encouraged to attend to help seek public input that will inform their recommendations. Public Workshop 1 was held February 27, 2019.
- *Open House/Workshop #2.* This meeting engaged the broader community of Newberg on the recommended measures to facilitate housing affordability. PAC members were encouraged to attend to help seek public input that will inform their recommendations. This meeting occurred on May 15, 2019.

2020 Update Process

In 2020, the PAC (renamed the Citizens Advisory Committee, or CAC) reconvened to review the draft results of the updated housing forecast and buildable lands inventory, along with an analysis of public and semi-public lands in Newberg. This process included four meetings between August 2020 and January 2021 where the CAC discussed the following topics:

- **Meeting 1: CAC Orientation.** Newberg City staff led this meeting, which included an orientation to the HNA update process and a recap of the findings of the 2019 HNA. This meeting was held on August 6, 2020.
- **Meeting 2: Draft BLI Update and Preliminary Housing Forecast.** ECONorthwest led this meeting. The CAC reviewed and discussed the updates to the BLI since the 2019 HNA and the updated housing forecast. This included an introduction to the updated Portland State University population forecasts for Yamhill County and Newberg. ECONorthwest also provided an overview of the public and semi-public land needs analysis occurring simultaneously with the HNA update. This meeting was held on October 1, 2020.
- **Meeting 3: Draft Housing Forecast.** Newberg City staff led this meeting, with materials provided by ECONorthwest. The CAC reviewed and discussed the updated draft housing forecast and land sufficiency tables. This meeting was held on October 22, 2020.
- **Meeting 4: Final BLI and Housing Forecast.** ECONorthwest led this meeting. The CAC asked questions related to the updated HNA. This meeting was held on December 3, 2020.

Organization of This Report

The rest of this document is organized as follows:

- **Chapter 2. Residential Buildable Lands Inventory** presents the methodology and results of Newberg's inventory of residential land.
- **Chapter 3. Historical and Recent Development Trends** summarizes the state, regional, and local housing market trends affecting Newberg's housing market.

- **Chapter 4. Demographic and Other Factors Affecting Residential Development in Newberg** presents factors that affect housing need in Newberg, focusing on the key determinants of housing need: age, income, and household composition. This chapter also describes housing affordability in Newberg relative to the larger region.
- **Chapter 5. Housing Need in Newberg** presents the forecast for housing growth in Newberg, describing housing need by density ranges and income levels.
- **Chapter 6. Residential Land Sufficiency within Newberg** estimates Newberg's residential land sufficiency needed to accommodate expected growth over the planning period.

2. Residential Buildable Lands Inventory

This chapter summarizes the residential buildable lands inventory (BLI) for the Newberg UGB. The buildable lands inventory analysis (BLI) complies with statewide planning Goal 10, ORS 197.296(4), and OAR 660-008. A detailed discussion of methods and additional results is presented in Appendix A.

The BLI has the following main steps: (1) establish the residential land base (parcels or portion of parcels with appropriate zoning), (2) classify parcels by development status, (3) identify and deduct development constraints, including environmental and other constraints, (4) summarize total buildable area by zone. “Buildable lands” are properties classified as “vacant” or “partially vacant” that have at least some development capacity after deducting constrained areas. Those will be assigned capacity for new residential development. Calculations must also be made about how much of that land will be needed for streets and other land uses expected to occur on residential lands. That will reduce the amount of those lands available for residential development. Assumptions are also made about the extent of infill and redevelopment expected to occur on other lands.

The BLI is based on GIS data as of early 2020 and development status of land as of December 2020.⁵ For the 2020 update of the BLI, ECONorthwest reviewed changes in tax lot boundaries and permitted development since the 2019 BLI.

Definitions

ECONorthwest developed the buildable lands inventory with a tax lot database from the Yamhill County Assessor/Tax Collector Department. Maps produced for the buildable lands inventory used a combination of GIS data, adopted maps, and visual verification to verify the accuracy of County data. The tax lot database was current as of January 2020. The inventory builds from the database to estimate buildable land per plan designations that allow residential uses. The following definitions were used to identify buildable land for inclusion in the inventory:

- *Vacant land.* Tax lots that have no structures or have buildings with very little value. For the purpose of this inventory, residential lands with improvement values under \$10,000 are considered vacant. These lands are subject to aerial photo review; if photos show the land is in a committed use, such as a parking lot, an assessment is made to determine if it should be classified as partially vacant or developed.
- *Partially vacant land.* Partially vacant tax lots are those occupied by a use but which contain enough land to be further subdivided without need of rezoning. This inventory uses the OAR 660-024-0050(2)(a) safe harbor: “The infill potential of developed residential lots or parcels of one-half acre or more may be determined by subtracting one-quarter

⁵ The 2019 HNA used GIS data as of early 2019.

acre (10,890 square feet) for the existing dwelling and assuming that the remainder is buildable land.”

- *Developed land.* Land that is developed at densities consistent with zoning with improvements that make it unlikely to redevelop during the analysis period. Lands not classified as vacant, partially vacant, or undevelopable are considered developed.
- *Public land.* Lands in public ownership are mostly considered unavailable for residential uses. This includes lands in Federal, State, County, City, or other public ownership. Public lands are identified using the Yamhill County Assessment property tax exemption codes and verified by reviewing ownership. This category only includes public lands that are in a public plan designation and those located in residential plan designations.⁶
- *Undevelopable land.* Tax lots that are too small to practically have a dwelling unit (less than 3,000 square feet), buildable areas of a tax lots (after removing constraints) that are less than 3,000 square feet, or inaccessible tax lots.

Development Constraints

Consistent with state guidance on buildable lands inventories, ECONorthwest deducted portions of residential tax lots that fall within certain constraints from the vacant and partially vacant lands (e.g., wetlands and steep slopes). We used categories consistent with OAR 660-008-0005(2):

- *Lands within floodplains and floodways.* Flood Insurance Rate Maps from the Federal Emergency Management Agency (FEMA) were used to identify lands in floodways and 100-year floodplains.
- *Land within natural resource protection areas.* The National Wetlands Inventory was used to identify areas within wetlands, and stream data from the City of Newberg was used to identify areas within the stream corridor.
- *Land within landslide hazards.* The DOGAMI SLIDO database and landslide susceptibility data sets were used to identify lands with landside hazards. ECONorthwest included lands with “very high” or “high” susceptibility to landsides in the constrained area.
- *Land with slopes over 25%.* Lands with slopes over 25% are considered unsuitable for residential development.

After deducting constraints, vacant and partially vacant lands that have remaining development capacity are classified as “buildable lands.”

⁶Other exempt lands owned by semi-public entities, such as churches, private schools, and other non-profit organizations, were not included in the Public land classification. These lands were classified using the same method as other residential lands and were classified as vacant, partially vacant, developed, or unbuildable. Lands with a cemetery use and owned by a semi-public entity (e.g., church) were classified as developed.

Buildable Lands Inventory Results

Land Base

As defined above, the land base for the Newberg residential BLI includes all tax lots in the urban growth boundary (UGB) in residential plan designations.⁷ Exhibit 1 shows the land base by generalized plan designation in the UGB. There are 6,900 tax lots in the land base, accounting for 2,474 acres.

Exhibit 1. Land Base by Plan Designation, Newberg UGB, 2020

| Generalized Plan Designation | Number of tax lots | Percent | Total tax lot acreage | Percent |
|---|--------------------|-------------|-----------------------|-------------|
| Low-Density Residential | 2,750 | 40% | 841 | 34% |
| Medium-Density Residential | 2,444 | 35% | 583 | 24% |
| Mixed Use | 63 | 1% | 83 | 3% |
| High-Density Residential | 330 | 5% | 121 | 5% |
| Public/Quasi-Public (R-1 and R-2 zones) | 90 | 1% | 138 | 6% |
| Northwest Specific Plan | | | | |
| Low-Density Residential | 329 | 5% | 68 | 3% |
| Medium-Density Residential | 130 | 2% | 16 | 1% |
| Riverfront Master Plan | | | | |
| Medium-Density Residential | 22 | 0% | 53 | 2% |
| Mixed Use | 4 | 0% | 1 | 0% |
| High-Density Residential | 2 | 0% | 4 | 0% |
| Springbrook District | | | | |
| Low-Density Residential | 25 | 0% | 329 | 13% |
| Mid-Rise Residential | 1 | 0% | 11 | 0% |
| Village Residential | 5 | 0% | 34 | 1% |
| Springbrook Oaks Specific Plan | | | | |
| Low-Density Residential | 330 | 5% | 79 | 3% |
| Medium-Density Residential | 138 | 2% | 19 | 1% |
| Mixed Use | 162 | 2% | 85 | 3% |
| High-Density Residential | 75 | 1% | 9 | 0% |
| Total | 6,900 | 100% | 2,474 | 100% |

Source: Yamhill County, ECONorthwest analysis

Development Status

Exhibit 2 shows residential land by development status with constraints overlaid. We used a rule-based classification (defined in the methods and definitions above) to define an initial development status. Then, we used a rapid visual assessment method and previous 2019 BLI classifications followed by extensive review by City planning staff to confirm this development status using aerial imagery.

⁷ A map showing the residential land base by plan designation is provided in Appendix A, Exhibit 64.

Exhibit 2. Residential Land by Development Status, Newberg UGB, 2020

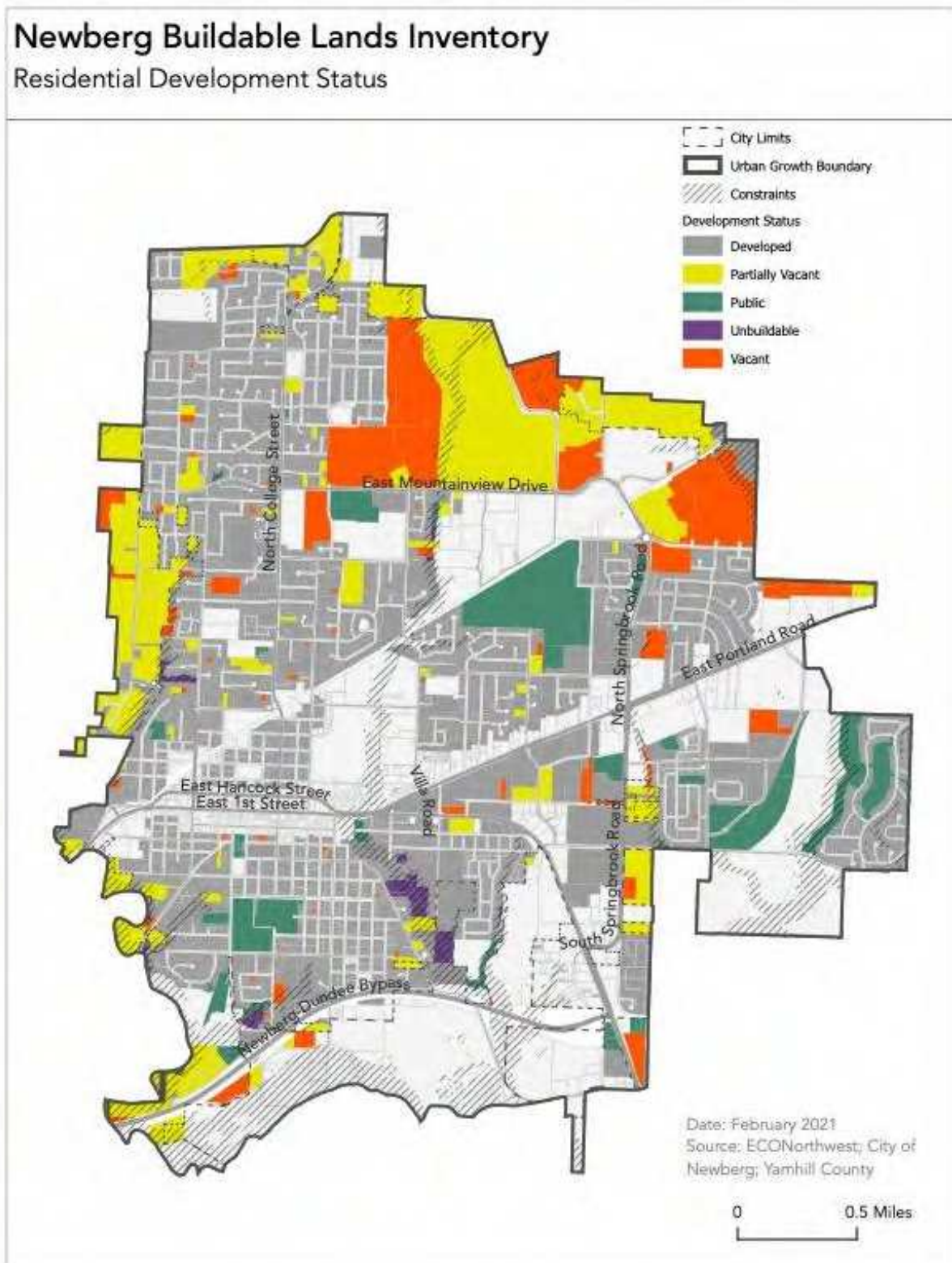


Exhibit 3 shows development status with constraints applied and resulting in buildable acres. Of the 2,474 total acres in the land base, 1,604 are committed acres (which includes developed, unbuildable, right-of-way,⁸ and public land), 227 are constrained acres, and 631 are buildable acres.

The 34 buildable acres in the Springbrook District Village that is reported in Exhibit 1 includes all land in this plan designation. The Springbrook Master Plan divides this area into both residential and commercial uses. The Economic Opportunities Analysis (EOA) assumes 12 acres for commercial use, as defined in the master plan, leaving about 22 buildable acres for residential use.⁹

Exhibit 3. Development Status with Constraints, by Plan Designation, Newberg UGB, 2020

| Generalized Plan Designation | Total acres | Committed acres | Constrained acres | Buildable acres |
|---|--------------|-----------------|-------------------|-----------------|
| Low-Density Residential | 841 | 585 | 68 | 188 |
| Medium-Density Residential | 583 | 464 | 58 | 61 |
| Mixed Use | 83 | 73 | - | 10 |
| High-Density Residential | 121 | 97 | 11 | 13 |
| Public/Quasi-Public (R-1 and R-2 zones) | 138 | 134 | 4 | - |
| Northwest Specific Plan | | | | |
| Low-Density Residential | 68 | 49 | 5 | 14 |
| Medium-Density Residential | 16 | 16 | - | - |
| Riverfront Master Plan | | | | |
| Medium-Density Residential | 53 | 9 | 25 | 18 |
| Mixed Use | 1 | 1 | - | - |
| High-Density Residential | 4 | - | - | 4 |
| Springbrook District | | | | |
| Low-Density Residential | 329 | 5 | 41 | 283 |
| Mid-Rise Residential | 11 | - | - | 11 |
| Village Residential* | 34 | - | - | 22 |
| Springbrook Oaks Specific Plan | | | | |
| Low-Density Residential | 79 | 67 | 12 | - |
| Medium-Density Residential | 19 | 18 | 1 | - |
| Mixed Use | 85 | 78 | 1 | 7 |
| High-Density Residential | 9 | 8 | 1 | - |
| Total | 2,474 | 1,604 | 227 | 631 |

Source: Yamhill County, ECONorthwest analysis

*Note: Buildable acres in the Springbrook District Village plan designation reflect the assumptions for the split of residential and commercial land included in the Springbrook Master Plan (2008) on page 37.

⁸ Only right-of-way lots that fall in a residential plan designation (e.g., private right of way in a subdivision) is included in the committed acreage number. Major right-of-way is excluded from the land base.

⁹ This is reflective of the assumptions for the split of residential and commercial land included in the Springbrook Master Plan (2008) on page 37.

Vacant Buildable Land

Exhibit 4 shows buildable acres (i.e., acres in tax lots after constraints are deducted) for vacant and partially vacant land by plan designation. Of Newberg’s 631 unconstrained buildable residential acres, about 40% are in tax lots classified as vacant, and 60% are in tax lots classified as partially vacant.

The Exhibit on the following page maps Newberg’s buildable vacant and partially vacant residential land.

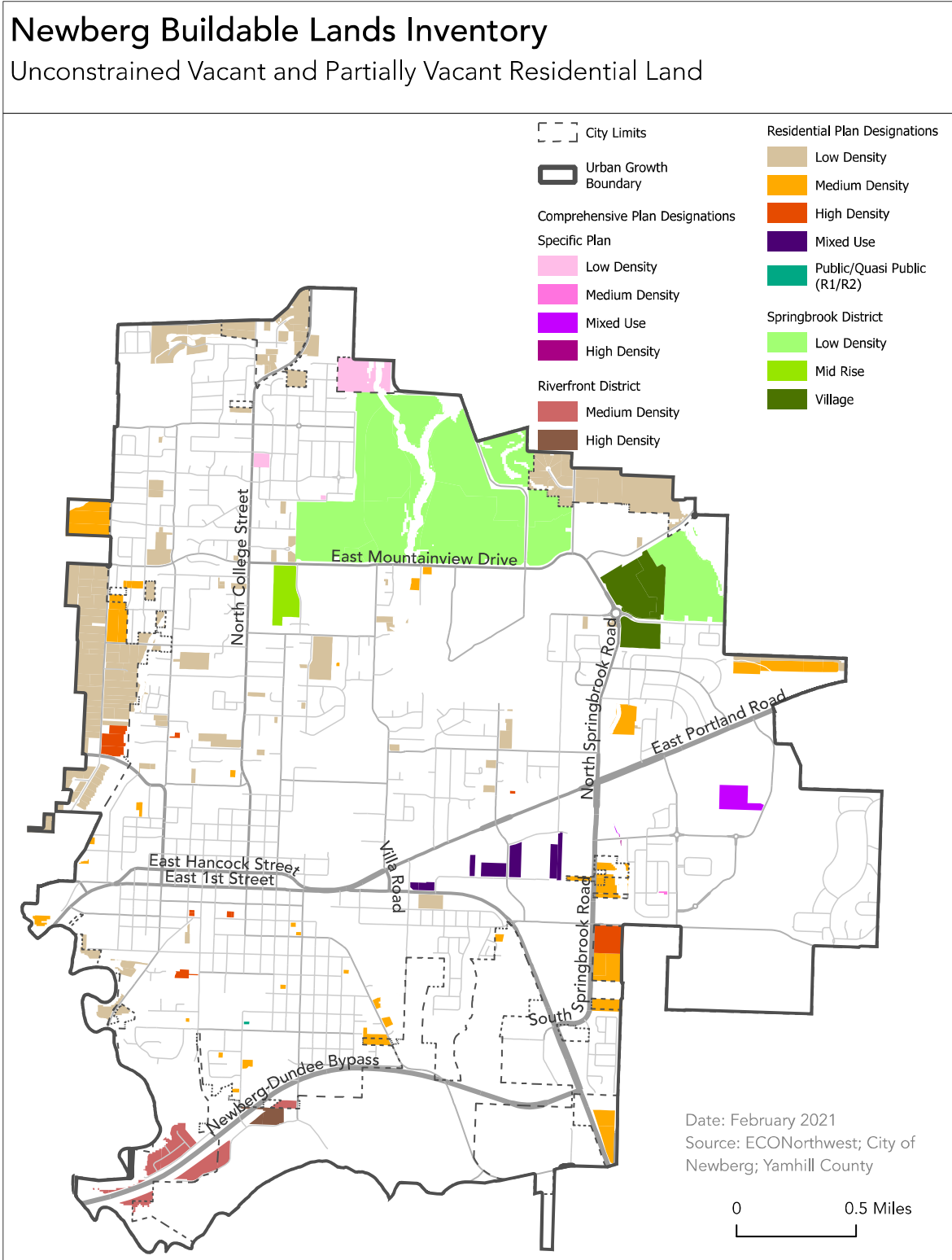
Exhibit 4. Buildable Acres in Vacant and Partially Vacant Tax Lots by Plan Designation, Newberg UGB, 2020

| Generalized Plan Designation | Total buildable acres | Buildable acres on vacant lots | Buildable acres on partially vacant lots |
|---|-----------------------|--------------------------------|--|
| Low-Density Residential | 188 | 29 | 159 |
| Medium-Density Residential | 62 | 25 | 37 |
| Mixed Use | 10 | 6 | 4 |
| High-Density Residential | 13 | 1 | 12 |
| Public/Quasi-Public (R-1 and R-2 zones) | - | - | - |
| Northwest Specific Plan | | | |
| Low-Density Residential | 14 | - | 14 |
| Riverfront Master Plan | | | |
| Medium-Density Residential | 18 | 4 | 14 |
| High-Density Residential | 3 | 3 | - |
| Springbrook District | | | |
| Low-Density Residential | 283 | 161 | 122 |
| Mid-Rise Residential | 11 | 11 | - |
| Village Residential* | 22 | 7 | 15 |
| Springbrook Oaks Specific Plan | | | |
| Medium-Density Residential | - | - | - |
| Mixed Use | 7 | 7 | - |
| High-Density Residential | - | - | - |
| Total | 631 | 254 | 377 |

Source: Yamhill County, ECONorthwest analysis

*Note: Buildable acres in the Springbrook District Village plan designation reflect the assumptions for the split of residential and commercial land included in the Springbrook Master Plan (2008) on page 37.

Exhibit 5. Buildable Acres by Plan Designation (Unconstrained Portions of Vacant and Partially Vacant Parcels with Development Capacity), Newberg UGB, 2020



Redevelopment Potential

Redevelopment potential deals primarily with developed land designated for two-family or multifamily residential use (plan designations MDR, HDR, MDR/RD, MDR/SP, MIX/SP, HDR/SP, excluding land in zones R-1 and R-2) that have single family residences (property class code 101 or 401) and where the ratio of improvement-to-land value is less than 1:1.¹⁰ Not all, or even a majority, of parcels that meet these criteria for redevelopment *potential* will be assumed to redevelop during the planning period.

As a starting point, we plotted the distribution of improvement-to-land-value ratios for all residential parcels classified as developed.¹¹ Based on staff review of the parcels that met these criteria, we refined the results to remove lots that will not redevelop in the planning period according to City staff. Exhibit 6 shows the distribution of improvement-to-land values for developed residential land in Newberg in the MDR, HDR, MDR/RD, MDR/SP, MIX/SP, and HDR/SP plan designations. It provides a summary of potentially redevelopable parcels by improvement-to-land-value ratio in 2018. A ratio of less than 1:1 is a typical, but arbitrary, standard for estimating lands with redevelopment potential.

The results show that few residential parcels in the MDR, HDR, MDR/RD, MDR/SP, MIX/SP, and HDR/SP designations have improvement-to-land-value ratios of less than 1:1 – 120 parcels totaling 20 acres. Using improvement-to-land-value ratios as an indicator of redevelopment potential suggests that some redevelopment potential exists in Newberg at this time. At typical multifamily densities (22.5 dwelling units per net acre), the 20 acres has a capacity for about 460 new dwelling units.

¹⁰ In the context of a buildable lands inventory, we are only interested in redevelopment that increases the density or intensity of use. For example, a demolition of a dilapidated single-family home in an R-1 district for a new single-family residence creates a new housing unit but does not increase the number of residences on the site (or the density). Because we are only interested in development that increases residential density, the definition of potentially redevelopable land for this analysis includes only those developed parcels in designations that allow two-family or multifamily residential development (MDR, HDR, MDR/RD, MDR/SP, MIX/SP, HDR/SP—excluding land in zone R-1 and R-2). The MDR/RD and MDR/SP plan designations are excluded from Exhibit 6 because there were no lots that met the criteria for this analysis.

¹¹ Developed parcels include parcels that are fully developed, as well as developed portions of partially developed parcels.

Exhibit 6. Developed Residential Parcels by Improvement-to-Land-Value Ratio, Newberg UGB, 2018

| Improvement-to-Land Value Ratio | HDR | HDR/SP | MDR | MIX/SP | Total |
|---------------------------------|------------|-----------|-----------|------------|------------|
| 0-0.24 | 6 | - | 2 | - | 8 |
| 0.2-50.49 | 42 | - | 1 | - | 43 |
| 0.5-0.74 | 52 | - | - | - | 52 |
| 0.75-0.99 | 17 | - | - | - | 17 |
| 1+ | 48 | 20 | 14 | 118 | 200 |
| Total | 165 | 20 | 17 | 118 | 320 |

Source: Data from Yamhill Co. Analysis by ECONorthwest. Note: The numbers in the table may not sum to the total as a result of rounding.

Newberg does not have a history of lands in multifamily plan designations with single family dwellings redeveloping. The City has recorded no activity of this type during the building permit analysis period (2004–2017). Moreover, many of the lands identified in this analysis are in older established neighborhoods. Newberg’s Downtown Improvement Plan estimates that 70–140 dwelling units will redevelop in downtown commercial areas. **Based on the analysis of land-to-improvement values and discussion with the PAC, Newberg assumes that the City has a capacity of 100 dwelling units for redevelopment.**

3. Historical and Recent Development Trends

Analysis of historical development trends in Newberg provides insight into the functioning of the local housing market. The mix of housing types and densities, in particular, are key variables in forecasting the capacity of residential land to accommodate new housing and to forecast future land need. The specific steps are described in Task 2 of the DLCD *Planning for Residential Growth* guidebook as:

1. Determine the time period for which the data will be analyzed.
2. Identify types of housing to address (all needed housing types).
3. Evaluate permit/subdivision data to calculate the actual mix, average actual gross density, and average actual net density of all housing types.

This HNA examines changes in Newberg's housing market from January 2000 to December 2018. We selected this time period because it provides information about Newberg's housing market before and after the national housing market bubble's growth and deflation, in addition to the more recent increase in housing costs. Data about Newberg's housing market during this period is also readily available from sources such as the Census Bureau and the City building permit database.

The HNA presents information about residential development by housing type. There are multiple ways that housing types can be grouped. For example, they can be grouped by:

1. Structure type (e.g., single-family detached, apartments, etc.).
2. Tenure (e.g., distinguishing unit type by owner or renter units).
3. Housing affordability (e.g., subsidized housing or units affordable at given income levels).
4. Some combination of these categories.

For the purposes of this study, we grouped housing types based on (1) whether the structure is stand-alone or attached to another structure and (2) the number of dwelling units in each structure. The housing types used in this analysis are consistent with needed housing types as defined in ORS 197.303:

- **Single-family detached** includes single-family detached units, manufactured homes on lots and in mobile home parks, and accessory dwelling units.
- **Single-family attached** is all structures with a common wall where each dwelling unit occupies a separate lot, such as row houses or townhouses.
- **Multifamily** is all attached structures (e.g., duplexes, triplexes, quadplexes, and structures with five or more units) other than single-family detached units, manufactured units, or single-family attached units.

In Newberg, government-assisted housing (ORS 197.303(b)) and housing for farmworkers (ORS 197.303(e)) can be any of the housing types listed above.

Data Used in This Analysis

Throughout this analysis (including the subsequent Chapter 4), we used data from multiple sources, choosing data from well-recognized and reliable data sources. One of the key sources for housing and household data is the U.S. Census. This report primarily uses data from two Census sources:

- The **Decennial Census**, which is completed every ten years and is a survey of *all* households in the United States. The Decennial Census is considered the best available data for information such as demographics (e.g., number of people, age distribution, or ethnic or racial composition), household characteristics (e.g., household size and composition), and housing occupancy characteristics. As of 2010, the Decennial Census does not collect more detailed household information, such as income, housing costs, housing characteristics, and other important household information. Decennial Census data is available for 2000 and 2010.
- The **American Community Survey (ACS)**, which is completed every year and is a *sample* of households in the United States. From 2012 to 2016 or 2013 to 2017, the ACS sampled an average of 3.5 million households per year, or about 2.6% of the households in the nation. The ACS collects detailed information about households, including demographics (e.g., number of people, age distribution, ethnic or racial composition, country of origin, language spoken at home, and educational attainment), household characteristics (e.g., household size and composition), housing characteristics (e.g., type of housing unit, year unit built, or number of bedrooms), housing costs (e.g., rent, mortgage, utility, and insurance), housing value, income, and other characteristics.

This report was originally completed in June 2019. Newberg chose to update its housing needs analysis for the 2021 to 2041 period to include the newest data about buildable lands and population forecast data available in 2020. This report uses data from the 2012–2016 ACS for Newberg **and 2014–2018 ACS for Newberg for data related to Safe Harbor assumptions.**¹² Some other key data, such as housing costs, was also updated to include 2020 data, where available.

Where information is available and relevant, we report information from the 2000 and 2010 Decennial Census. Among other data points, this report includes population, income, and housing price data from the Oregon Office of Economic Analysis, the Oregon Bureau of Labor and Industries, the United States Department of Housing and Urban Development, Redfin, and

¹² OAR 660-024-0040 uses the following terminology “indicated in the most current data for the urban area published by the U.S. Census Bureau.” Data from 2013–17 ACS is the most current data and is used for all safe harbor assumptions in this analysis.

Zillow. It also uses the Oregon Department of Housing and Community Services' affordable housing inventory and Oregon's Manufactured Dwelling Park inventory.

The foundation of the housing needs analysis is the population forecast for Newberg from the Oregon Population Forecast Program. The forecast is prepared by the Portland State University Population Research Center.

It is worth commenting on the methods used for the American Community Survey.¹³ The American Community Survey (ACS) is a national survey that uses continuous measurement methods. It uses a sample of about 3.5 million households to produce annually updated estimates for the same small areas (census tracts and block groups) formerly surveyed via the Decennial Census long-form sample. It is also important to keep in mind that all ACS data are estimates that are subject to sample variability. This variability is referred to as "sampling error" and is expressed as a band or "margin of error" (MOE) around the estimate.

This report uses Census and ACS data because, despite the inherent methodological limits, they represent the most thorough and accurate data available to assess housing needs. We consider these limitations in making interpretations of the data and have strived not to draw conclusions beyond the quality of the data.

Trends in Housing Mix

This section provides an overview of changes in the mix of housing types in Newberg and compares Newberg to Yamhill County and to Oregon. These trends demonstrate the types of housing developed in Newberg historically. Unless otherwise noted, this chapter uses data from the 2000 and 2010 Decennial Census and the 2012–2016 American Community Survey 5-Year Estimates (e.g., 2014–2018 ACS data used for safe harbor assumptions).

This section shows the following trends in housing mix in Newberg:

- **Newberg's housing stock is predominantly single-family detached housing units.** 72% of Newberg's 8,771 dwelling units are single-family detached, 23% are multifamily, and 5% are single-family attached (e.g., townhouses).
- Since 2000, Newberg's housing mix has remained relatively similar with a slight shift in multifamily and single-family attached unit composition. Newberg's housing stock grew by about 36% (about 2,284 new units) between 2000 and the 2014–2018 period. The mix of housing types remained stable between 2000 and 2014–2018.
- Single-family detached housing accounted for the majority of new housing growth in Newberg between 2005 and 2020. Seventy-seven percent of new housing permitted between 2005 and 2020 was single-family detached housing.

¹³ A thorough description of the ACS can be found in the Census Bureau's publication "What Local Governments Need to Know." <https://www.census.gov/library/publications/2009/acs/state-and-local.html>

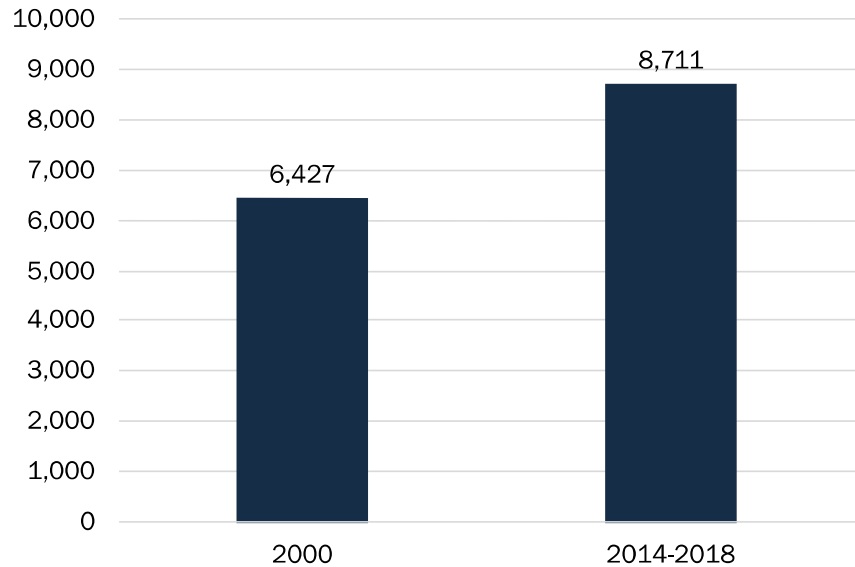
Housing Mix

The total number of dwelling units in Newberg increased by 36% from 2000 to 2014–2018.

Newberg added 2,284 units between 2000 and 2014–2018.

Exhibit 7. Total Dwelling Units, Newberg, 2000 and 2014–2018

Source: U.S. Census Bureau, 2000 Decennial Census, SF3 Table H030, and 2014–2018 ACS Table B25024.

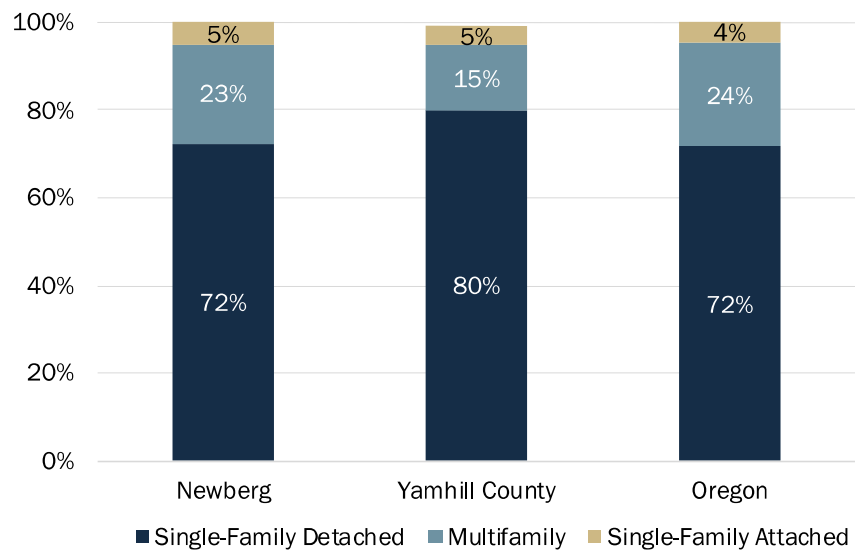


About 72% of Newberg’s housing stock is single-family detached.

Newberg has a slightly smaller share of people living in single-family detached housing than Yamhill County.

Exhibit 8. Housing Mix, Newberg, Yamhill County, and Oregon, 2014–2018

Source: U.S. Census Bureau, 2014–2018 ACS Table B25024.

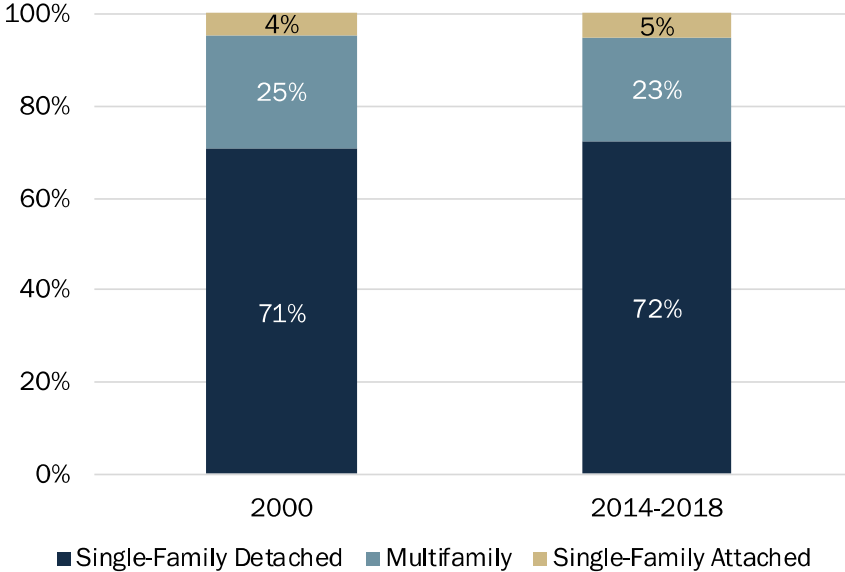


From 2000 to 2014–2018, the number of single-family attached households increased by about 50%, but remained a small portion of the housing mix in Newberg increasing from 4% to 5% of the overall mix.

The share of single-family detached and multifamily households remained relatively constant from 2000 to 2014–18.

Exhibit 9. Change in Housing Mix, Newberg, 2000 and 2014–2018

Source: U.S. Census Bureau, 2000 Decennial Census, SF3 Table H030, and 2014–2018 ACS Table B25024.



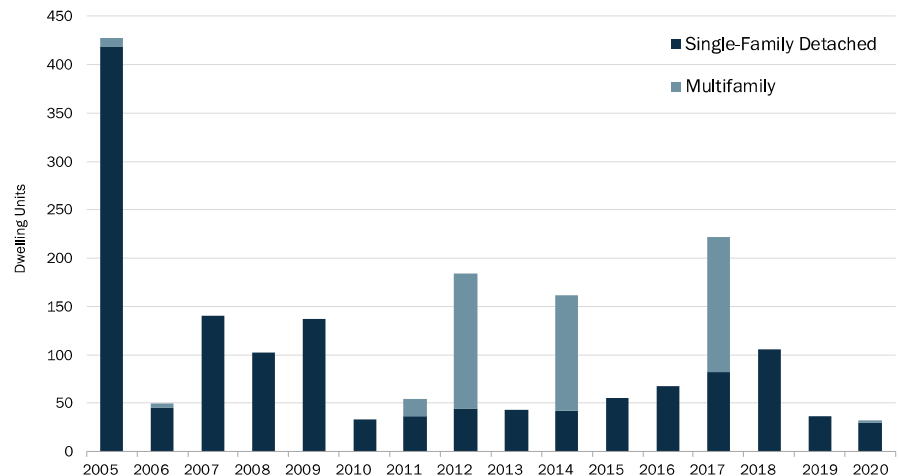
Residential Development

Over the 2005 to 2020 analysis period, new residential construction in Newberg resulted in 1,856 dwelling units, with an annual average of 124 dwelling units.

Of these 1,856 dwelling units, about 77% were permits for single-family detached dwelling units.

Exhibit 10. New Residential Construction by Type of Unit, Newberg, 2005 through 2020

Source: City of Newberg Single Family Building Permits and Multifamily Inventory.



In 2017 and 2018, new residential development in Newberg accounted for a total of 328 dwelling units, of which 188 were single-family detached housing and 140 were multifamily units (apartments in the High-Density residential zone). Between 2005 and 2016, there were 292 multifamily units built in both High-Density and Mixed-Use zones. These multifamily dwelling units do not include student housing (apartments and dormitories) or assisted-living dwelling units. Between 2019 and 2020, about 67 units of new residential development in Newberg were single-family detached, and 2 units were multifamily (duplex).

Residential Development in Commercial Zones

Residential development in Newberg's commercial zones is relatively uncommon, with about 156 multifamily dwelling units located in commercial zones. Much of the development is in the C-3 zone. Many of these units were developed in older existing buildings, rather than in newly built mixed-use buildings. Most of these dwelling units are in commercial buildings with fewer than ten dwelling units, but three buildings have ten or more units per building.

Trends in Tenure

Housing tenure describes whether a dwelling is owner- or renter-occupied. This section shows:

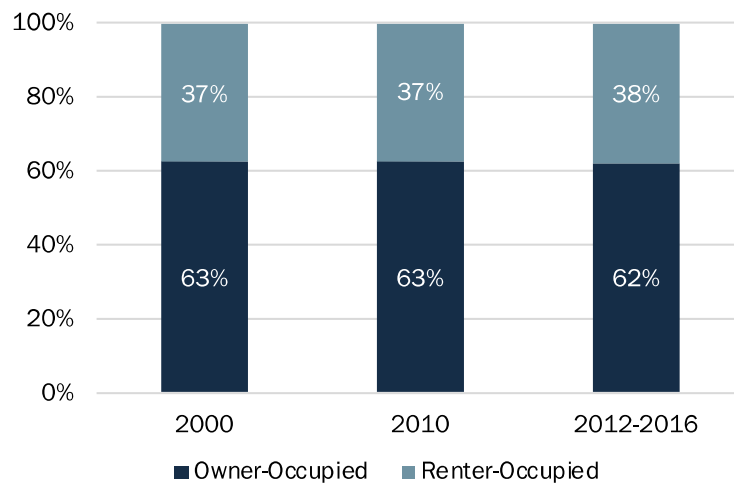
- **The homeownership rate in Newberg is lower than Yamhill County's and similar to Oregon's average.** About 62% of Newberg's households own their own home. In comparison, 67% of Yamhill County households and 61% of Oregon households are homeowners.
- **Homeownership in Newberg stayed stable between 2000 and 2012–2016.** In 2000, 63% of Newberg households were homeowners. This remained constant in 2010 and dropped slightly to 62% in 2012–2016.
- Nearly all Newberg homeowners (93%) live in single-family detached housing, while over half of renters (59%) live in multifamily housing. This suggests a strong preference for single-family housing for homeowners.

The implications for the forecast of new housing are: (1) opportunities for rental housing in Newberg are limited, given that over half of renters live in multifamily housing and limited multifamily housing has been built in Newberg since 2005 (24% of new dwelling units between 2005 and 2018 were in multifamily dwellings), and (2) there may be opportunities to encourage development of a wider variety of affordable attached housing types for homeownership, such as townhomes.

The homeownership rate in Newberg has remained stable at roughly 63% since 2000.

Exhibit 11. Tenure, Occupied Units, Newberg, 2012–2016

Source: U.S. Census Bureau, 2000 Decennial Census SF1 Table H004, 2010 Decennial Census SF1 Table H4, 2012–2016 ACS Table B24003.

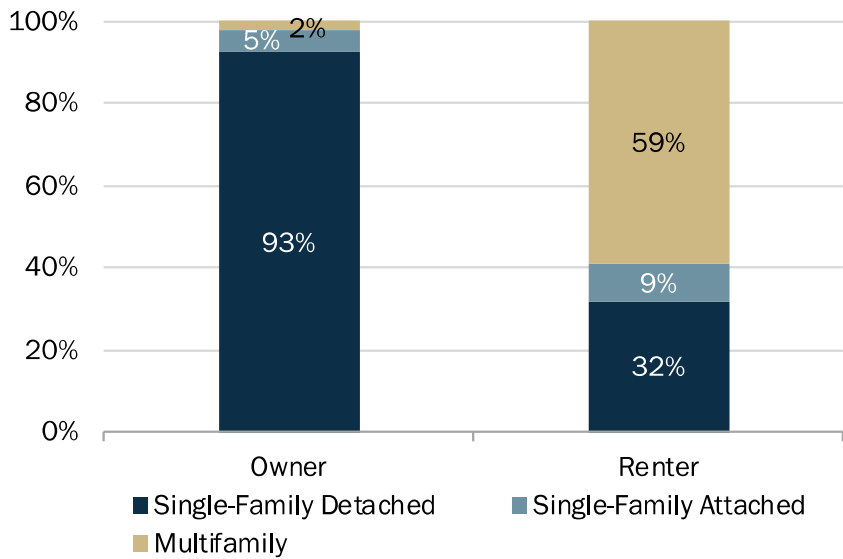


Nearly all homeowners (93%) live in single-family detached housing.

In comparison, over half of Newberg households that rent live in multifamily housing and almost a tenth of renters live in single-family attached units (i.e., townhomes).

Exhibit 12. Housing Units by Type and Tenure, Newberg, 2012–2016

Source: U.S. Census Bureau, 2012–2016 ACS Table B25032.



Vacancy Rates

Housing vacancy is a measure of housing that is available to prospective renters and buyers. It is also a measure of unutilized housing stock. The Census defines vacancy as "unoccupied housing units . . . determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The 2010 Census identified vacancy through an enumeration, separate from (but related to) the survey of households. Enumerators are obtained using information from property owners and managers, neighbors, rental agents, and others.

According to the 2014–2018 Census, the vacancy rate in Newberg was 5.5%, compared to 6.3% for Yamhill County and 9.1% for Oregon.

Government-Assisted Housing

Governmental agencies and nonprofit organizations offer a range of housing assistance to low- and moderate-income households in renting or purchasing a home. There are nine government-assisted housing developments in Newberg with a total of 331 units:¹⁴

- **Camellia Court Apartments** has 24 units of affordable housing for families.
- **Deborah Court** has 40 units of affordable housing for families.
- **Deskens Commons** has 55 units of affordable housing families.
- **Fresa Park C** has 2 units of affordable housing for farmworkers.
- **Haworth Terrace Apartments** has 37 units for seniors, families, and people with disabilities.
- **Newberg Village** has 32 units of affordable housing for seniors.
- **Springbrook Place** has 15 units of affordable housing for persons with disabilities.
- **Vittoria Square** has 42 units of affordable housing for seniors.
- **Woodside Park** has 84 units of affordable housing for families.

None of Newberg's government-assisted housing developments specifically provide transitional housing for unhoused (homeless) individuals. Based on the 2018 Point-in-Time (PIT) count, Yamhill County had 1,386 unhoused individuals. Less than one-quarter (17%) were sheltered. In our discussions with the PAC and other individuals, providing housing for the unhoused population is a growing concern in Newberg and Yamhill County.

¹⁴ Department of Oregon Housing and Community Services. (Jan. 2018). Affordable Housing Inventory in Oregon. Retrieved from: <http://www.oregon.gov/ohcs/Pages/research-multifamily-housing-inventory-data.aspx>.

Manufactured Homes

Manufactured homes provide a source of affordable housing in Newberg. They provide a form of homeownership that can be made available to low- and moderate-income households. Cities are required to plan for manufactured homes—both on lots and in parks (ORS 197.475-492).

Generally, manufactured homes in parks are owned by the occupants who pay rent for the space. Monthly housing costs are typically lower for a homeowner in a manufactured home park for several reasons, including the fact that property taxes levied on the value of the land are paid by the property owner, rather than the manufactured homeowner. The value of the manufactured home generally does not appreciate in the way a conventional home would, however. Manufactured homeowners in parks are also subject to the mercy of the property owner in terms of rent rates and increases. It is generally not within the means of a manufactured homeowner to relocate to another manufactured home to escape rent increases. For some manufactured homeowners, living in a park is desirable because it can provide a more secure community with on-site managers and amenities, such as laundry and recreation facilities.

Newberg had 708 mobile/manufactured homes in 2000, and 540 mobile/manufactured homes in the 2012–2016 period, a decrease of 168 dwellings. According to Census data, 86% of the mobile homes in Newberg were owner-occupied in the 2012–2016 period.

OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high-density residential development. Exhibit 13 presents the inventory of mobile and manufactured home parks within Newberg as of early 2018.

Newberg has eight manufactured home parks within the UGB. Within these parks, there are a total of 634 spaces, 10 of which were vacant as of September 2018.

Exhibit 13. Inventory of Mobile/Manufactured Home Parks, Newberg UGB, Mid-2018

Source: Oregon Manufactured Dwelling Park Directory.

| Name | Location | Type | Total Spaces | Vacant Spaces | Zone and Comprehensive Plan |
|--------------------------------|-------------------------------|--------|--------------|---------------|--------------------------------|
| Azalea Gardens Mobile Manor | 1103 N Springbrook Rd | Family | 53 | 0 | C-2 Community commercial |
| Chehalem Mobile Park | 217 Old Hwy 99W | Family | 46 | 0 | R-2 Medium-density residential |
| Mountain View Mobile Home Park | 2901 E 2nd St | 55+ | 142 | 1 | R-2 Medium-density residential |
| Newberg Mobile Park LLC | 501 E Illinois St | 55+ | 25 | 1 | R-2 Medium-density residential |
| Nut Tree Ranch | 2902 E 2nd Street | 55+ | 114 | 0 | R-2 Medium-density residential |
| Ridgeview Village MHC | 301 East Columbia Dr (Office) | Family | 79 | 1 | R-2 Medium-density residential |
| Springbrook Estates | 1000 Wilsonville Road #76 | Family | 125 | 7 | R-2 Medium-density residential |
| Sunrise Estates | 300 S Everest Rd | Family | 50 | 0 | R-2 Medium-density residential |
| Total | | | 634 | 10 | |

4. Demographic and Other Factors Affecting Residential Development in Newberg

Demographic trends are important for a thorough understanding of the dynamics of the Newberg housing market. Newberg exists in a regional economy; trends in the region impact the local housing market. This chapter documents demographic, socioeconomic, and other trends relevant to Newberg at the national, state, and regional levels.

Demographic trends provide a context for growth in a region; factors such as age, income, migration, and other trends show how communities have grown and how they will shape future growth. To provide context, we compare Newberg to Yamhill County and Oregon. We also compare Newberg to nearby cities (Carlton, Dayton, Dundee, Lafayette, McMinnville, Sherwood, and Yamhill) where appropriate. Characteristics such as age and ethnicity are indicators of how the population has grown in the past and provide insight into factors that may affect future growth.

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

1. Project the number of new housing units needed in the next twenty years.
2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the twenty-year projection of structure type mix.
3. Describe the demographic characteristics of the population and, if possible, the housing trends that relate to demand for different types of housing.
4. Determine the types of housing that are likely to be affordable to the projected households based on household income.
5. Determine the needed housing mix and density ranges for each plan designation and the average needed net density for all structure types.
6. Estimate the number of additional needed units by structure type.

This chapter presents data to address steps 2, 3, and 4 in this list. Chapter 5 presents data to address steps 1, 5, and 6 in this list.

In addition, ORS 197.303(2) requires a city to consider the following factors that will affect housing needs over the next 20 years: (1) household sizes, (2) household demographics, (3) household incomes, (4) vacancy rates (presented in Chapter 3), and (5) housing costs. This chapter presents this information. In key instances, this section presents current information for Newberg in comparison to changes since 2000.

Demographic and Socioeconomic Factors Affecting Housing Choice¹⁵

Analysts typically describe housing demand as the *preferences* for different types of housing (e.g., single-family detached or apartment), and *the ability to pay* for that housing (the ability to exercise those preferences in a housing market by purchasing or renting housing; in other words, income or wealth).

Many demographic and socioeconomic variables affect housing choice. However, the literature about housing markets finds that age of the householder, size of the household, and income are most strongly correlated with housing choice.

- **Age of householder** is the age of the person identified (in the Census) as the head of household. Households make different housing choices at different stages of life. This chapter discusses generational trends, such as housing preferences of Baby Boomers, people born from about 1946 to 1964, and Millennials, people born between 1980 and 2000.
- **Size of household** is the number of people living in the household. Younger and older people are more likely to live in single-person households. People in their middle years are more likely to live in multiperson households (often with children).
- **Income** is the household income. Income is probably the most important determinant of housing choice. Income is strongly related to the type of housing a household chooses (e.g., single-family detached, duplex, or a building with more than five units) and to household tenure (e.g., rent or own).

¹⁵ The research in this chapter is based on numerous articles and sources of information about housing, including:

Davis, Hibbits & Midghal Research, "Metro Residential Preference Survey," May 2014.

The American Planning Association, "Investing in Place; Two Generations' View on the Future of Communities," 2014.

Transportation for America, "Access to Public Transportation a Top Criterion for Millennials When Deciding Where to Live, New Survey Shows," 2014.

National Association of Home Builders, "Survey Says: Home Trends and Buyer Preferences," 2017.

Urban Land Institute, *The Case for Multi-Family Housing*, 2003.

E. Zietz, "Multi-Family Housing: A Review of Theory and Evidence." *Journal of Real Estate Research*, 25 (2), 2003.

C. Rombouts, *Changing Demographics of Homebuyers and Renters. Multi-Family Trends*, Winter 2004.

J. McIlwain, *Housing in America: The New Decade*, Urban Land Institute, 2010.

D. Myers and S. Ryu, "Aging Baby Boomers and the Generational Housing Bubble," *Journal of the American Planning Association*, Winter 2008.

M. Riche, *The Implications of Changing U.S. Demographics for Housing Choice and Location in Cities*, Brookings Institution Center on Urban and Metropolitan Policy, March 2001.

L. Lachman and D. Brett, *Generation Y: America's New Housing Wave*, Urban Land Institute, 2010.

This chapter focuses on these factors, presenting data that suggests how changes to these factors may affect housing need in Newberg over the next twenty years.

National Trends¹⁶

This brief summary on national housing trends builds on previous work by ECONorthwest, the Urban Land Institute (ULI) reports, and conclusions from the *State of the Nation's Housing, 2018* report from the Joint Center for Housing Studies of Harvard University. The Harvard report summarizes the national housing outlook as follows:

“By many metrics, the housing market is on sound footing. With the economy near full employment, household incomes are increasing and boosting housing demand. On the supply side, a decade of historically low single-family construction has left room for expansion of this important sector of the economy. Although multifamily construction appears to be slowing, vacancy rates are still low enough to support additional rentals. In fact, to the extent that growth in supply outpaces demand, a slowdown in rent growth should help to ease affordability concerns.”

However, challenges to a strong domestic housing market remain. High mortgage rates make housing unaffordable for many Americans, especially younger Americans. In addition to rising housing costs, wages have also failed to keep pace, worsening affordability pressures. Single-family and multifamily housing supplies remain tight, which compound affordability issues. The *State of the Nation's Housing* report emphasizes the importance of government assistance and intervention to keep housing affordable moving forward. Several challenges and trends shaping the housing market are summarized below:

- **Moderate new construction and tight housing supply, particularly for affordable housing.** New construction experienced its eighth year of gains in 2017 with 1.2 million units added to the national stock. Estimates for multifamily starts range between 350,000 and 400,000 (2017). The supply of for-sale homes in 2017 averaged 3.9 months, below what is considered balanced (six months) and lower-cost homes are considered especially scarce. The *State of the Nation's Housing* report cites lack of skilled labor, higher building costs, scarce developable land, and the cost of local zoning and regulation as impediments to new construction.
- **Demand shift from renting to owning.** After years of decline, the national homeownership rate increased from a fifty-year low of 62.9% in 2016 (Q2) to 63.7% in 2017 (Q2). Trends suggest homeownership rates among householders aged sixty-five and older have remained strong and homeownership rates among young adults have begun stabilizing after years of decline.
- **Housing affordability.** In 2016, almost one-third of American households spent more than 30% of their income on housing. This figure is down from the prior year,

¹⁶ These trends are based on information from (1) the Joint Center for Housing Studies of Harvard University's publication *The State of the Nation's Housing, 2018*, (2) Urban Land Institute, *2018 Emerging Trends in Real Estate*, and (3) the U.S. Census.

bolstered by a considerable drop in the owner share of cost-burdened households. Low-income households face an especially dire hurdle to afford housing. With such a large share of households exceeding the traditional standards for affordability, policymakers are focusing efforts on the severely cost burdened. Among those earning less than \$15,000, more than 70% of households paid more than half of their income on housing.

- **Long-term growth and housing demand.** The Joint Center for Housing Studies forecasts that nationally, demand for new homes could total as many as 12 million units between 2017 and 2027. Much of the demand will come from Baby Boomers, Millennials,¹⁷ and immigrants. The Urban Land Institute cites the trouble of overbuilding in the luxury sector while demand is in midpriced single-family houses affordable to a larger buyer pool.
- **Changes in housing preference.** Housing preference will be affected by changes in demographics; most notably, the aging of Baby Boomers, housing demand from Millennials, and growth of immigrants.
 - *Baby Boomers.* The housing market will be affected by the continued aging of Baby Boomers, the oldest of whom were in their seventies in 2018 and the youngest of whom were in their fifties in 2018. Baby Boomers' housing choices will affect housing preference and homeownership. Research shows that "older people in western countries prefer to live in their own familiar environment as long as possible," but aging in place does not only mean growing old in their own homes.¹⁸ A broader definition exists, which explains that aging in place also means "remaining in the current community and living in the residence of one's choice."¹⁹ Therefore, some Boomers are likely to stay in their home as long as they are able, and some will prefer to move into other housing products, such as multifamily housing or age-restricted housing developments, before they move into a dependent-living facility or into a familial home. Moreover, "the aging of the U.S. population, [including] the continued growth in the percentage of single-person households, and the demand for a wider range of housing choices in communities across the country is fueling interest in new forms of residential development, including tiny houses."²⁰
 - *Millennials.* Over the last several decades, young adults have increasingly lived in multigenerational housing—and increasingly more so than older

¹⁷ According to the Pew Research Center, Millennials were born between the years of 1981 and 1996 (inclusive). Read more about generations and their definitions here: <http://www.pewresearch.org/fact-tank/2018/03/01/defining-generations-where-millennials-end-and-post-millennials-begin/>.

To generalize, and because there is no official generation of Millennial, we define this cohort as individuals born between 1980 and 2000.

¹⁸ P. Vanleerberghe, et al., *The Quality of Life of Older People Aging in Place: A Literature Review*, 2017.

¹⁹ Ibid.

²⁰ American Planning Association. "Making Space for Tiny Houses," Quick Notes.

demographics.²¹ Despite this trend, as Millennials age over the next twenty years, they will be forming households and families. In 2018, the oldest Millennials were in their late thirties and the youngest were in their late teens. By 2040, Millennials will be between 40 and 60 years old.

At the beginning of the 2007–2009 recession, Millennials only started forming their own households. Today, Millennials are driving much of the growth in new households, albeit at slower rates than previous generations. From 2012 to 2017, Millennials formed an average of 2.1 million net new households each year. Twenty-six percent of Millennials aged 25 to 34 lived with their parents (or other relatives) in 2017.

Millennials' average wealth may remain far below Boomers and Gen Xers, and student loan debt will continue to hinder consumer behavior and affect retirement savings. As of 2015, Millennials comprised 28% of active home buyers, while Gen Xers comprised 32% and Boomers 31%.²² That said, “over the next 15 years, nearly \$24 trillion will be transferred in bequests,” presenting new opportunities for Millennials (as well as Gen Xers).

- *Immigrants.* Research on foreign-born populations shows that immigrants, more than native-born populations, prefer to live in multigenerational housing. Still, immigration and increased homeownership among minorities could also play a key role in accelerating household growth over the next ten years. Current Population Survey estimates indicate that the number of foreign-born households rose by nearly 400,000 annually between 2001 and 2007, and they accounted for nearly 30% of overall household growth. Beginning in 2008, the influx of immigrants was stunted by the effects of the Great Recession. After a period of declines, however, the foreign born are again contributing to household growth. The Census Bureau's estimates of net immigration in 2017–2018 indicate that 1.2 million immigrants moved to the United States from abroad, down from 1.3 million immigrants in 2016–2017 but higher than the average annual pace of 850,000 during the period of 2009–2011. However, if recent Federal policies about immigration are successful, growth in undocumented and documented immigration could slow and cause a drag on household growth in the coming years.
- *Diversity.* The growing diversity of American households will have a large impact on the domestic housing markets. Over the coming decade, minorities will make up a larger share of young households and constitute an important source of demand for both rental housing and small homes. The growing gap in

²¹ According to the Pew Research Center, in 1980, just 11% of adults aged 25 to 34 lived in a multigenerational family household, and by 2008, 20% did (82% change). Comparatively, 17% of adults aged 65 and older lived in a multigenerational family household, and by 2008, 20% did (18% change).

²² V. Srinivas and U. Goradia, “The Future of Wealth in the United States, Deloitte Insights, 2015.

<https://www2.deloitte.com/insights/us/en/industry/investment-management/us-generational-wealth-trends.html>

homeownership rates between whites and blacks, as well as the larger share of minority households that are cost burdened, warrants consideration. Since 1994, the difference in homeownership rates between whites and blacks has risen by 1.9 percentage points to 29.2% in 2017. Alternatively, the gap between white and Hispanic homeownership rates, and white and Asian homeownership rates, both decreased during this period but remained sizable at 26.1 and 16.5 percentage points, respectively. Although homeownership rates are increasing for some minorities, large shares of minority households are more likely to live in high-cost metro areas. This, combined with lower incomes than white households, leads to higher rates of cost burden for minorities—47% for blacks, 44% for Hispanics, 37% for Asians/others, and 28% for whites in 2015.

- Changes in housing characteristics. The U.S. Census Bureau’s *Characteristics of New Housing* report (2017) presents data that show trends in the characteristics of new housing for the nation, state, and local areas. Several long-term trends in the characteristics of housing are evident from the *New Housing* report:²³
 - *Larger single-family units on smaller lots.* Between 1999 and 2017, the median size of new single-family dwellings increased by 20% nationally, from 2,028 sq. ft. to 2,426 sq. ft., and 20% in the western region from 2,001 sq. ft. in 1999 to 2,398 sq. ft. in 2017. Moreover, the percentage of new units smaller than 1,400 sq. ft. nationally, decreased by more than half, from 15% in 1999 to 6% in 2017. The percentage of units greater than 3,000 sq. ft. increased from 17% in 1999 to 25% of new one-family homes completed in 2017. In addition to larger homes, a move toward smaller lot sizes is seen nationally. Between 2009 and 2017, the percentage of lots less than 7,000 sq. ft. increased from 25% to 31% of lots.
 - *Larger multifamily units.* Between 1999 and 2017, the median size of new multifamily dwelling units increased by 5.3% nationally and 2.4% in the western region. Nationally, the percentage of new multifamily units with more than 1,200 sq. ft. increased from 28% in 1999 to 33% in 2017 and increased from 25% to 28% in the western region.
 - *Household amenities.* Across the United States since 2013, an increasing number of new units had air-conditioning (fluctuating year by year at over 90% for both new single-family and multifamily units). In 2000, 93% of new single-family houses had two or more bathrooms, compared to 97% in 2017. The share of new multifamily units with two or more bathrooms decreased from 55% of new multifamily units to 45%. As of 2017, 65% of new single-family houses in the United States had one or more garages (from 69% in 2000).

²³ U.S. Census Bureau, “Highlights of Annual 2017 Characteristics of New Housing.” <https://www.census.gov/construction/chars/highlights.html>.

State Trends

Oregon's 2016–2020 Consolidated Plan includes a detailed housing needs analysis as well as strategies for addressing housing needs statewide. The plan concludes that “a growing gap between the number of Oregonians who need affordable housing and the availability of affordable homes has given rise to destabilizing rent increases, an alarming number of evictions of low- and fixed-income people, increasing homelessness, and serious housing instability throughout Oregon.”

It identified the following issues that describe housing need statewide:²⁴

- For housing to be considered affordable, a household should pay up to one-third of their income toward rent, leaving money left over for food, utilities, transportation, medicine, and other basic necessities. Today, one in two Oregon households pays more than one-third of their income toward rent, and one in three pays more than half of their income toward rent.
- More school children are experiencing housing instability and homelessness. The rate of K–12 homeless children increased by 12% from the 2013–2014 school year to the 2014–2015 school year.
- Oregon has 28,500 rental units that are affordable and available to renters with extremely low incomes. There are about 131,000 households that need those apartments, leaving a gap of 102,500 units.
- Housing instability is fueled by an unsteady, low-opportunity employment market. Over 400,000 Oregonians are employed in low-wage work. Low-wage work is a growing share of Oregon’s economy. When wages are set far below the cost needed to raise a family, the demand for public services grows to record heights.
- Women are more likely than men to end up in low-wage jobs. Low wages, irregular hours, and part-time work compound issues.
- People of color historically constitute a disproportionate share of the low-wage work force. About 45% of Latinos, and 50% of African Americans, are employed in low-wage industries.
- The majority of low-wage workers are adults over the age of twenty, many of whom have earned a college degree, or some level of higher education.
- In 2019, minimum wage in Oregon²⁵ was \$11.25, \$12.50 in the Portland Metro, and \$11.00 for non-urban counties.

²⁴ These conclusions are copied directly from *Oregon's 2016–2020 Consolidated Plan*.

<http://www.oregon.gov/ohcs/docs/Consolidated-Plan/2016-2020-Consolidated-Plan-Amendment.pdf>

²⁵ The 2016 Oregon Legislature, Senate Bill 1532, established a series of annual minimum wage rate increases beginning July 1, 2016, through July 1, 2022. <https://www.oregon.gov/boli/whd/omw/pages/minimum-wage-rate-summary.aspx>

Oregon's 2018 Statewide Housing Plan identified six housing priorities to address in communities across the State between 2019 and 2023, summarized below. It includes relevant data to help illustrate the rationale for each priority. The 2018 Statewide Housing Plan describes the Oregon Housing and Community Services Department's (OHCS) goals and implementation strategies for achieving the goals.²⁶

- **Equity and Racial Justice.** Advance equity and racial justice by identifying and addressing institutional and systemic barriers that have created and perpetuated patterns of disparity in housing and economic prosperity.
 - Summary of the Issue: In Oregon, 26% of people of color live below the poverty line, compared to 15% of the white population.
 - 2019–2023 Goal: Communities of color will experience increased access to OHCS resources and achieve greater parity in housing stability, self-sufficiency, and homeownership. OHCS will collaborate with its partners and stakeholders to create a shared understanding of racial equity and overcome systemic injustices faced by communities of color in housing discrimination, access to housing, and economic prosperity.
- **Homelessness.** Build a coordinated and concerted statewide effort to prevent and end homelessness, with a focus on ending unsheltered homelessness of Oregon's children and veterans.
 - Summary of the Issue: According to the Point-in-Time count, approximately 14,000 Oregonians experienced homelessness in 2017, an increase of nearly 6% since 2015. Oregon's unsheltered population increased faster than the sheltered population, and the state's rate of unsheltered homelessness is the third highest in the nation at 57%. The state's rate of unsheltered homelessness among people in families with children is the second highest in the nation at 52%.
 - 2019–2023 Goal: OHCS will drive toward impactful homelessness interventions by increasing the percentage of people who are able to retain permanent housing for at least six months after receiving homeless services to at least 85%. We will also collaborate with partners to end veterans' homelessness in Oregon and build a system in which every child has a safe and stable place to call home.

²⁶ Priorities and factoids are copied directly from the Oregon Housing and Community Services Department's report "Breaking New Ground, Oregon's Statewide Housing Plan, Draft," 2018.

<https://www.oregon.gov/ohcs/DO/shp/OregonStatewideHousingPlan-PublicReviewDraft-Web.pdf>

- **Permanent Supportive Housing.** Invest in permanent supportive housing, a proven strategy to reduce chronic homelessness and reduce barriers to housing stability.
 - Summary of the Issue: Oregon needs about 12,388 units of permanent supportive housing to serve individuals and families with a range of needs and challenges.
 - 2019–2023 Goal: OHCS will increase our commitment to permanent supportive housing by funding the creation of 1,000 or more additional permanent supportive housing units to improve the future long-term housing stability for vulnerable Oregonians.
- **Affordable Rental Housing.** Work to close the affordable rental housing gap and reduce housing cost burden for low-income Oregonians.
 - Summary of the Issue: Statewide, over 85,000 new units are needed to house those households earning below 30% of Median Family Income (MFI) in units affordable to them. The gap is even larger when accounting for the more than 16,000 units affordable at 30% of MFI, which are occupied by households at other income levels.
 - 2019–2023 Goal: OHCS will triple the existing pipeline of affordable rental housing—up to 25,000 homes in the development pipeline by 2023. Residents of affordable rental housing funded by OHCS will have reduced cost burden and more opportunities for prosperity and self-sufficiency.
- **Homeownership.** Provide more low- and moderate-income Oregonians with the tools to successfully achieve and maintain homeownership, particularly in communities of color.
 - Summary of the Issue: In Oregon, homeownership rates for all categories of people of color are lower than rates for white Oregonians. For white non-Hispanic Oregonians, the homeownership rate is 63%. For Hispanic and nonwhite Oregonians, it is 42%. For many, homeownership rates have fallen between 2005 and 2016.
 - 2019–2023 Goal: OHCS will assist at least 6,500 households in becoming successful homeowners through mortgage lending products while sustaining efforts to help existing homeowners retain their homes. OHCS will increase the number of homebuyers of color in our homeownership programs by 50% as part of a concerted effort to bridge the homeownership gap for communities of color while building pathways to prosperity.

- **Rural Communities.** Change the way OHCS does business in small towns and rural communities to be responsive to the unique housing and service needs and unlock opportunities for housing development.
 - Summary of the Issue: While housing costs may be lower in rural areas, incomes are lower as well: median family income is \$42,750 for rural counties versus \$54,420 for urban counties. Additionally, the median home values in rural Oregon are 30% higher than in the rural United States, and median rents are 16% higher.
 - 2019–2023 Goal: OHCS will collaborate with small towns and rural communities to increase the supply of affordable and market-rate housing. As a result of tailored services, partnerships among housing and service providers, private industry, and local governments will flourish, leading to improved capacity, leveraging of resources, and a doubling of the housing development pipeline.

Regional and Local Demographic Trends that May Affect Housing Need in Newberg

Demographic trends that might affect the key assumptions used in the baseline analysis of housing need are (1) the aging population, (2) changes in household size and composition, and (3) increases in diversity.

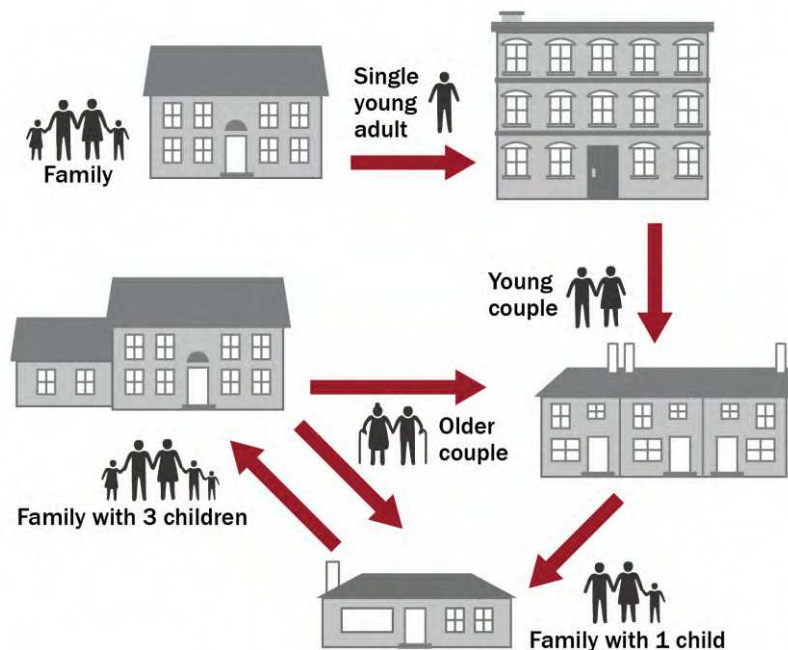
An individual's housing needs change throughout their life, with changes in income, family composition, and age. The types of housing needed by a twenty-year-old college student differ from the needs of a forty-year-old parent with children, or an eighty-year-old single adult. As Newberg's population ages, different types of housing will be needed to accommodate older residents. The data for Newberg's housing characteristics by age shown below reveal this cycle in action.

Housing needs and preferences change in predictable ways over time, such as with changes in marital status and size of family.

Families of different sizes need different types of housing.

Exhibit 14. Effect of Demographic Changes on Housing Need

Source: ECONorthwest, adapted from Clark, William A.V. and Frans M. Dieleman. 1996. Households and Housing. New Brunswick, NJ: Center for Urban Policy Research.



Growing Population

Newberg’s population growth will drive future demand for housing in the City over the planning period.

Newberg’s population grew by 84% between 1990 and 2019.

Newberg added 10,959 new residents, at an average annual growth rate of 2.1%.

Exhibit 15. Population, Newberg, Yamhill County, Oregon, U.S., 1990–2019

Source: U.S. Decennial Census 1990, and Portland State University, Population Research Center.

| | | | Change 1990 to 2019 | | |
|----------------|-------------|-------------|---------------------|---------|------|
| | 1990 | 2019 | Number | Percent | AAGR |
| U.S. | 248,709,873 | 328,239,523 | 79,529,650 | 32% | 1.0% |
| Oregon | 2,842,321 | 4,236,400 | 1,394,079 | 49% | 1.4% |
| Yamhill County | 65,551 | 108,060 | 42,509 | 65% | 1.7% |
| Newberg | 13,086 | 24,045 | 10,959 | 84% | 2.1% |

Newberg’s population within the urban growth boundary is projected to grow by 8,323 people between 2020 and 2041, at an average annual growth rate of 1.4%.²⁷

Exhibit 16. Forecast of Population Growth, Newberg UGB, 2020–2041

Source: Oregon Population Forecast Program, Portland State University, Population Research Center, June 30, 2020.

| | | | |
|-------------------|-------------------|-------------------------|--------------|
| 24,877 | 33,199 | 8,323 | 33% increase |
| residents in 2020 | residents in 2041 | new residents 2020–2041 | 1.4% AAGR |

Aging Population

This section describes two key characteristics of Newberg’s population (seniors and young adults, including Millennials), with implications for future housing demand in Newberg:

- **Seniors.** Newberg currently has a smaller share of elderly residents than Yamhill County and state averages. As Newberg’s elderly population grows, it will have increasing demand for housing that is suitable for elderly residents.

Demand for housing for retirees will grow over the planning period, as Baby Boomers continue to age and retire. The Yamhill County forecast share of residents aged sixty years and older will account for 28% of its population (2045), compared to around 25% in 2020.

The impact of growth in seniors in Newberg will depend, in part, on whether older people already living in Newberg continue to live in their current residence as they age. National surveys show that most households prefer to age in place by continuing to live in their current home and community as long as possible.²⁸

²⁷ This forecast of population growth is based on Newberg’s urban growth boundary official population forecast from the Oregon Population Forecast Program from the June 30, 2020 forecast.

²⁸ A survey conducted by the AARP indicates that 90% of people fifty years and older want to stay in their current home and community as they age. See <http://www.aarp.org/research>.

Growth in the number of seniors will increase demand for housing types specific to seniors, such as small and easy-to-maintain dwellings, assisted-living facilities, or age-restricted developments. Senior households will make a variety of housing choices, including remaining in their homes as long as they are able, downsizing to smaller single-family homes (detached and attached) or multifamily units, or moving into group housing (such as assisted-living facilities or nursing homes) as their health declines. The challenges aging seniors face in continuing to live in their community include changes in healthcare needs, loss of mobility, the difficulty of home maintenance, financial concerns, and increases in property taxes.²⁹

- **Newberg has a larger proportion of younger people than Yamhill County and Oregon.** About 28% of Newberg’s population is under twenty years old, compared to 26% of Yamhill County’s population and Oregon’s average of 24%. The forecast for population growth in Yamhill County shows the percent of people under twenty years old decreasing from 26% of the population in 2020 to 22% of the population by 2045. The student population at George Fox University also affects the age structure in Newberg, with about 4,140 students enrolled as of the 2018–2019 school year.³⁰

People currently aged 18 to 38³¹ are referred to as the Millennial generation and account for the largest share of population in Oregon.³² By 2045, Millennials will be about 40 to 60 years of age. The forecast for Yamhill County shows that the share of the population who are Millennials will remain largely constant at 24% from 2020 to 2045.

Newberg’s ability to attract people in this age group will depend, in part, on whether the City has opportunities for housing that both appeals to and is affordable to Millennials. Retaining (or attracting) Millennials, such as those recently graduated from or attending school at George Fox University, will depend on availability of housing types (such as townhouses, cottages, duplexes and multifamily housing similar in scale, and apartments).

In the near-term, Millennials may increase demand for rental units. The long-term housing preference of Millennials is uncertain. Research suggests that Millennials’ housing preferences may be similar to Baby Boomers, with a preference for smaller, less-costly units. Recent surveys about housing preference suggest that Millennials want affordable single-family homes in areas that offer transportation alternatives to cars, such as suburbs or small cities with walkable neighborhoods.³³

²⁹ M.S. Ball, “Aging in Place: A Toolkit for Local Governments.”

³⁰ “About George Fox University.” <https://www.georgefox.edu/about/index.html>.

³¹ There is no formal agreement on when the Millennial generation starts or ends. For this report, we define the Millennial generation as individuals born between 1980 and 2000.

³² M. Dimock, “Defining Generations: Where Millennials End and Post-Millennials Begin,” Pew Research Center, 2018. <http://www.pewresearch.org/fact-tank/2018/03/01/defining-generations-where-millennials-end-and-post-millennials-begin/>.

³³ The American Planning Association, “Investing in Place; Two Generations’ View on the Future of Communities.” 2014.

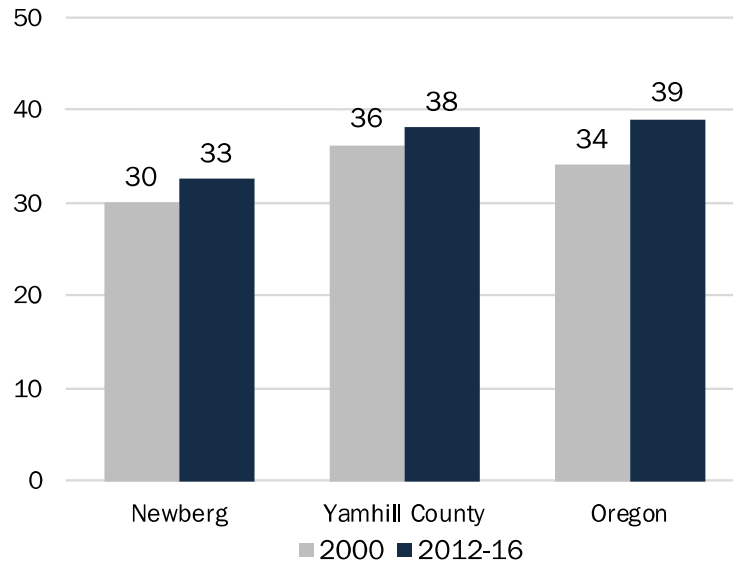
A recent survey of people living in the Portland region shows that Millennials prefer single-family detached housing. The survey finds that housing price is the most important factor in choosing housing for younger residents.³⁴ The survey results suggest Millennials are more likely than other groups to prefer housing in an urban neighborhood or town center. While this survey is for the Portland region, it shows similar results as national surveys and studies about housing preference for Millennials.

Growth in Millennials in Newberg will result in increased demand for both affordable single-family detached housing (including cottages), as well as increased demand for affordable townhouses and multifamily housing. Growth in this population will result in increased demand for both ownership and rental opportunities, with an emphasis on housing that is comparatively affordable. There is potential for attracting new residents to housing in Newberg’s commercial areas, especially if the housing is relatively affordable and located in proximity to services.

From 2000 to 2012–2016, Newberg’s median age increased from 30 to 33 years. The median age in Newberg is lower than Yamhill County’s and the State’s.

Exhibit 17. Median Age, Years, 2000 to 2012–2016

Source: U.S. Census Bureau, 2000 Decennial Census Table B01002, 2012–2016 ACS, Table B01002.



Transportation for America, “Access to Public Transportation a Top Criterion for Millennials When Deciding Where to Live, New Survey Shows.”

National Association of Home Builders, “Survey Says: Home Trends and Buyer Preferences.”

³⁴ Davis, Hibbits, Midghal Research, “Metro Residential Preference Survey,” May 2014.

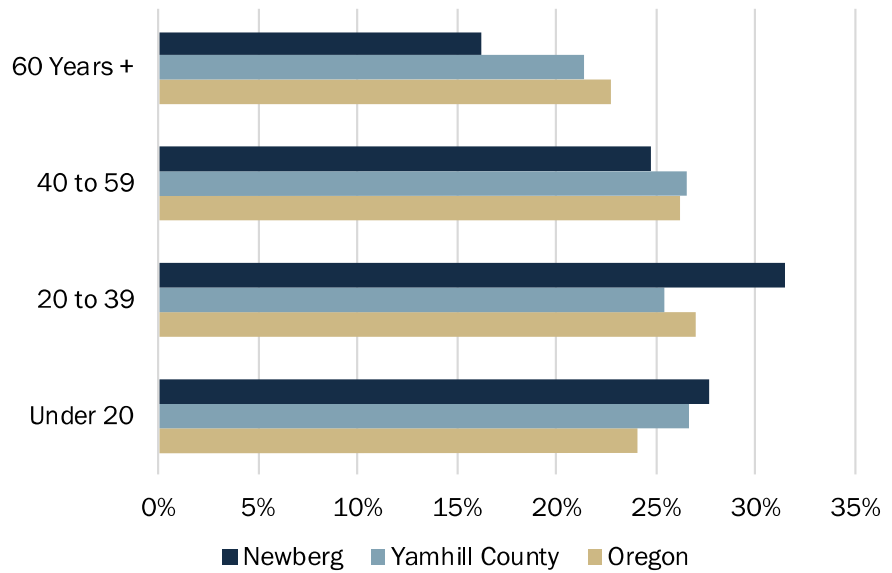
In 2012–16, about 56% of Newberg’s residents were between the ages of 20 and 59 years.

Newberg has a smaller share of people over the age of 60 than the County and State.

About 28% of Newberg’s population is under 20 years old, compared to 27% of Yamhill County’s population and 24% of Oregon’s.

Exhibit 18. Population Distribution by Age, 2012–2016

Source: U.S. Census Bureau, 2012–2016 ACS, Table B01001.

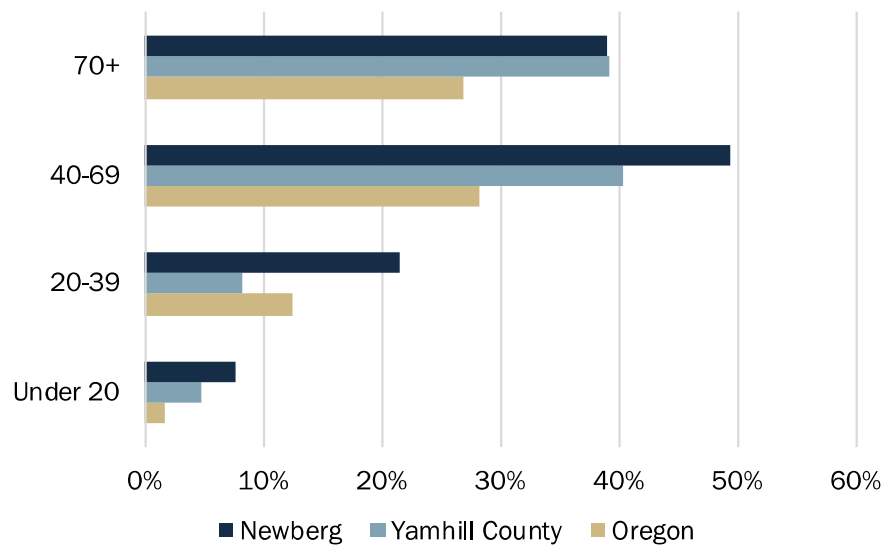


Between 2000 and 2012–2016, all age groups in Newberg grew in size.

The largest increase in residents were those aged 40–69 (49%).

Exhibit 19. Population Growth by Age, 2000 to 2012–2016

Source: U.S. Census Bureau, 2000 Decennial Census Table P012 and 2012–2016 ACS, Table B01001.



The population 60+ years old in Yamhill County will increase 44% between 2020 and 2045.

Exhibit 20. Forecast Growth Rate by Age Group, Yamhill County, 2020–2045

Source: Portland State University, Population Research Center, Yamhill County Forecast, June 2020.

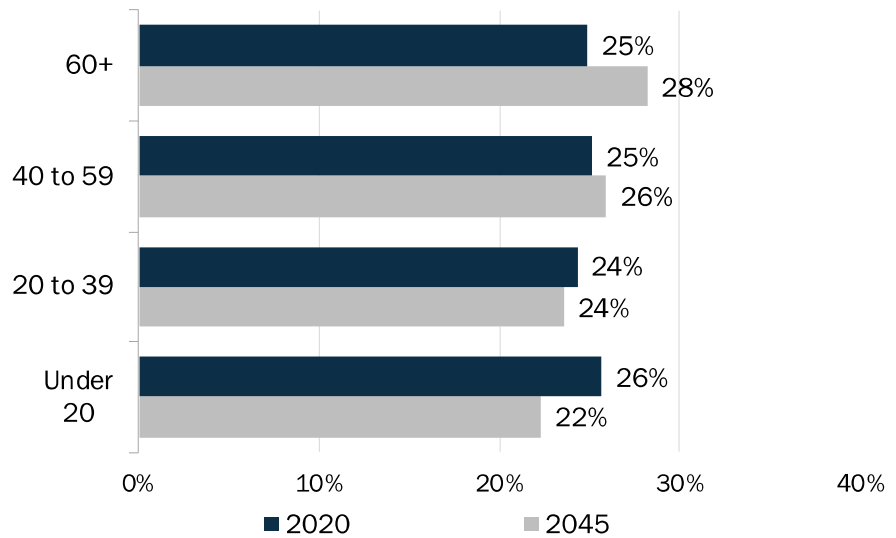
| | | | |
|-----------------|------------------|------------------|----------------|
| 11% | 23% | 31% | 44% |
| 2,861 People | 6,010 People | 8,299 People | 11,623 People |
| Under 20 | 20-39 Yrs | 40-59 Yrs | 60+ Yrs |

By 2045, it is forecasted that Yamhill County residents over the age of 40 will make up 54% of the County’s total population, compared to 50% in 2020.

The share of the population over the age of 60 is expected to account for 3% more of the population overall in 2045 than in 2020.

Exhibit 21. Population Growth by Age Group, Yamhill County, 2020, 2045

Source: Portland State University, Population Research Center, Yamhill County Forecast, June 2020.



Increased Ethnic Diversity

Newberg is becoming more ethnically diverse. The Hispanic and Latino population grew from 11% of Newberg's population in 2000 to 13% of the population in the 2012–2016 period, adding about 1,055 new Hispanic and Latino residents. Newberg is about as ethnically diverse as Oregon and less ethnically diverse than Yamhill County.

The U.S. Census Bureau forecasts that at the national level, the Hispanic and Latino population will continue growing faster than most other non-Hispanic population between 2020 and 2040. The Census forecasts that the Hispanic population will increase 93% from 2016 to 2060 and the foreign-born Hispanic population will increase by about 40% in that same time.³⁵

Continued growth in the Hispanic and Latino population will affect Newberg's housing needs in a variety of ways.³⁶ Growth in first-generation and, to a lesser extent, second- and third-generation Hispanic and Latino immigrants, will increase demand for larger dwelling units to accommodate the, on average, larger household sizes for these households. Foreign-born households, including Hispanic and Latino immigrants, are more likely to include multigenerations, requiring more space than smaller household sizes. As Hispanic and Latino households integrate over generations, household size typically decreases and housing needs become similar to housing needs for all households.

According to the *State of Hispanic Homeownership* report from the National Association of Hispanic Real Estate Professionals,³⁷ Hispanics accounted for 28.6% of the nation's household formation in 2017. Specifically, household formations for Hispanic homeowners accounted for 15% of the nation's net homeownership growth. The rate of homeownership for Hispanics increased from 45.4% in 2014³⁸ to 46.2% in 2017. The only demographic that increased their rate of homeownership from 2016 to 2017 was Hispanics.

The *State of Hispanic Homeownership* report also cites the lack of affordable housing products as a substantial barrier to homeownership. The report finds that Hispanic households are more likely than non-Hispanic households to be nuclear households, comprised of married couples with children, and multigeneration households in the same home, such as parents and adult children living together.

³⁵ U.S. Census Bureau, *Demographic Turning Points for the United States: Population Projections for 2020 to 2060*, pg. 7. https://www.census.gov/content/dam/Census/library/publications/2018/demo/P25_1144.pdf

³⁶ Pew Research Center, *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2013, Appendix 8. <http://www.pewsocialtrends.org/2013/02/07/appendix-1-detailed-demographic-tables/>
National Association of Hispanic Real Estate Professionals, *2017 State of Hispanic Homeownership Report*.

³⁷ National Association of Hispanic Real Estate Professionals, *2017 State of Hispanic Homeownership Report*.

³⁸ National Association of Hispanic Real Estate Professionals, *2014 State of Hispanic Homeownership Report*.

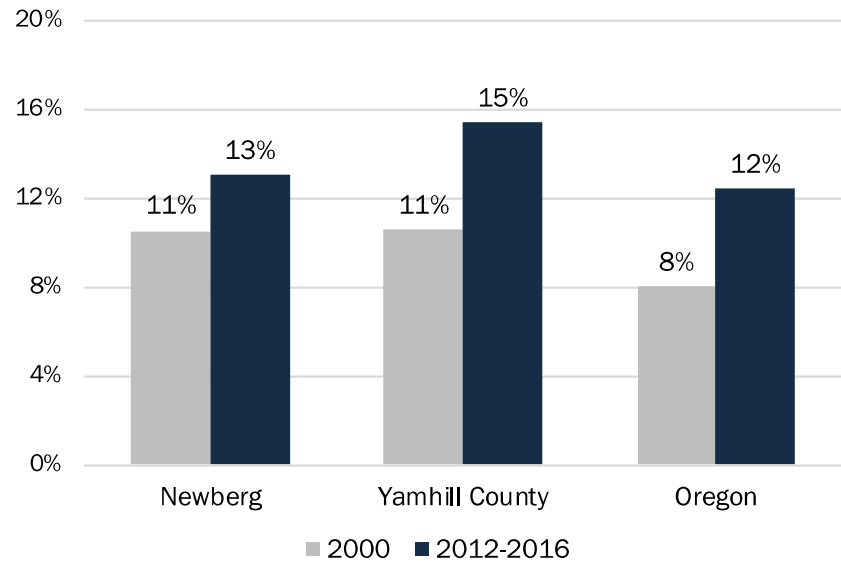
These housing preferences—affordability and larger household size—will influence the Newberg housing market as the Hispanic and Latino population continues to grow.³⁹ **Accordingly, growth in Hispanic and Latino households will result in increased demand for housing of all types, both for ownership and rentals, with an emphasis on housing that is comparatively affordable.**

Newberg’s Hispanic/Latino population increased slightly between 2000 and 2012–2016 from 11% to 13%.

Newberg is slightly less ethnically diverse than the County, but more diverse than the State.

Exhibit 22. Hispanic or Latino Population as a Percent of the Total Population, 2000, 2012–2016

Source: U.S. Census Bureau, 2000 Decennial Census Table P008, 2012–2016 ACS Table B03002.



³⁹ National Association of Hispanic real Estate Professionals, *2017 State of Hispanic Homeownership Report*.

Household Size and Composition

Newberg’s household size and composition show that households in Newberg are somewhat similar in composition to Yamhill County and somewhat different from statewide averages. Newberg’s households are similar in size to Yamhill County’s households but are larger than Oregon’s households. A larger percentage of Newberg and Yamhill County households are family households with children relative to the state.

Newberg’s average household size is roughly equal to Yamhill County’s and larger than Oregon’s.

Newberg’s share of households with children is similar to Yamhill County’s, but above Oregon’s.

About 30% of Newberg households have children, compared with 29% of Yamhill County households and 26% of Oregon households.

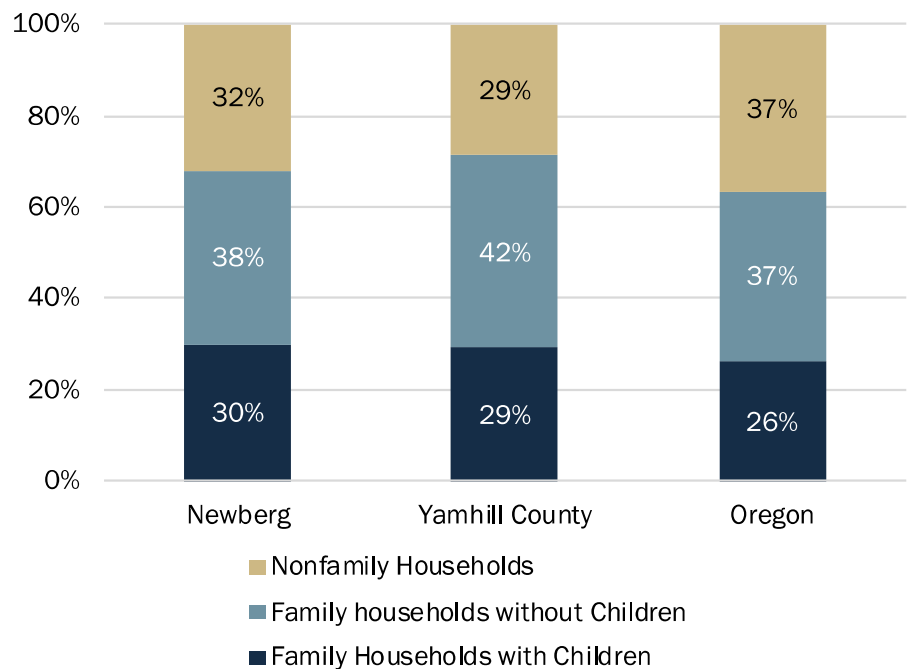
Exhibit 23. Average Household Size, Newberg, Yamhill County, Oregon, 2014–2018

Source: U.S. Census Bureau, 2014–2018 ACS 5-year estimate, Table B25010.



Exhibit 24. Household Composition, Newberg, Yamhill County, Oregon, 2012–2016

Source: U.S. Census Bureau, 2012–2016 ACS 5-year estimate, Table DP02.



Income of Newberg Residents

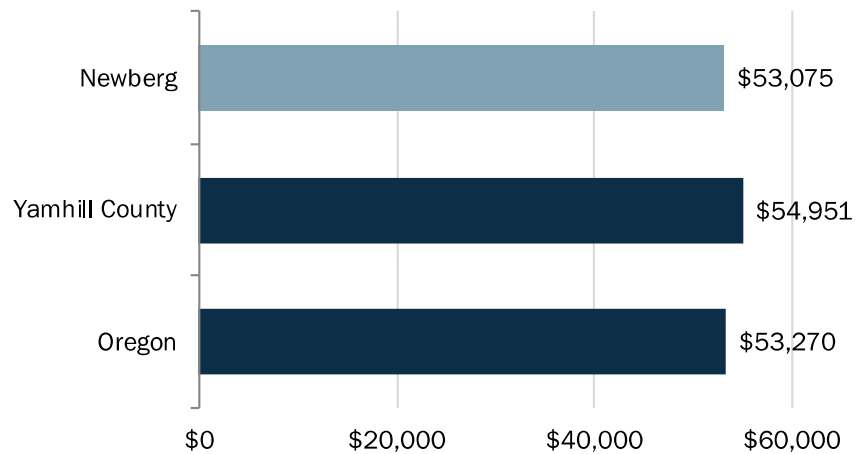
Income is one of the key determinants in housing choice and households' ability to afford housing. Income for residents living in Newberg is similar to the Yamhill County average and the state average.

Over the 2012–2016 period, Newberg's median household income (MHI) was slightly below the County's and comparable to the State's.

Over this period, Newberg's MHI was \$53,075. Yamhill County's MHI was \$54,951, and Oregon's MHI was \$53,270.

Exhibit 25. Median Household Income, Newberg, Yamhill County, Oregon, 2012–2016

Source: U.S. Census Bureau, 2012–2016 ACS 5-year estimate, Table B25119.



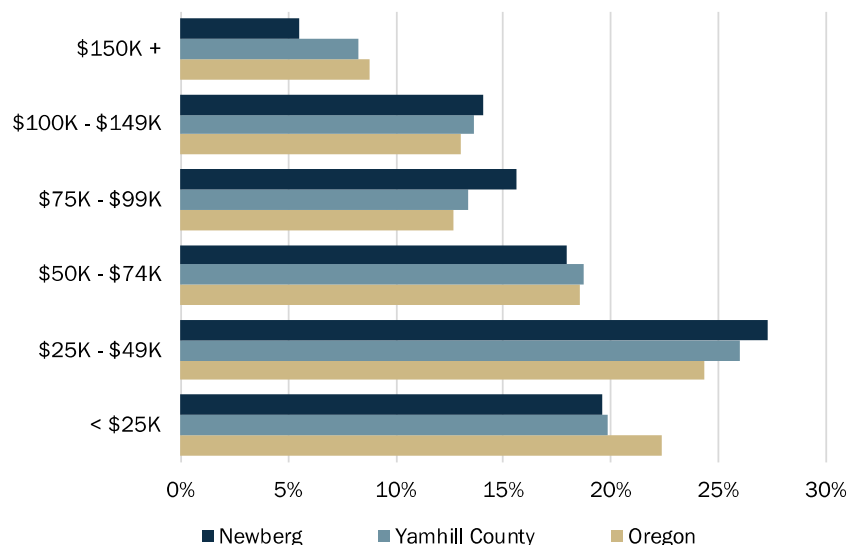
Median household income, inflation adjusted to 2016 dollars

For the 2012–2016 period, about 47% of Newberg households made less than \$50,000 per year, similar to the County (46%) and State (47%).

Similarly, Newberg's share of households making more than \$75,000 is nearly identical to Yamhill County and Oregon.

Exhibit 26. Household Income, Newberg, Yamhill County, Oregon, 2012–2016

Source: U.S. Census Bureau, 2012–2016 ACS 5-year estimate, Table B19001.

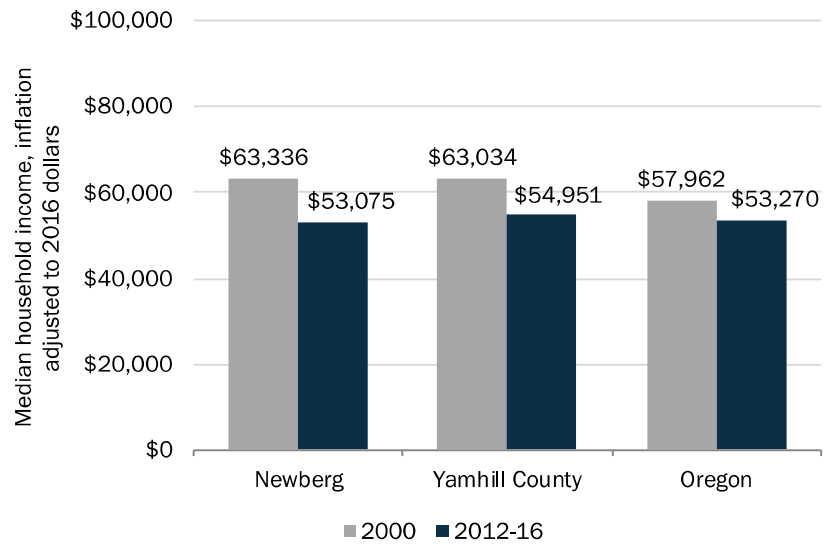


After adjusting for inflation, Newberg's median household income (MHI) decreased by 17% from 2000 to 2012-2016, from \$64,228 to \$53,075 per year.

Newberg's loss in MHI was greater than Yamhill County's (-14%) and Oregon's (-9%)

Exhibit 27. Median Household Income, Newberg, Yamhill County, Oregon, 2000 to 2012-2016, Inflation-adjusted

Source: U.S. Census Bureau, 2000 Decennial Census, Table HCT012; 2012-2016 ACS 5-year estimate, Table B25119.



Commuting Trends

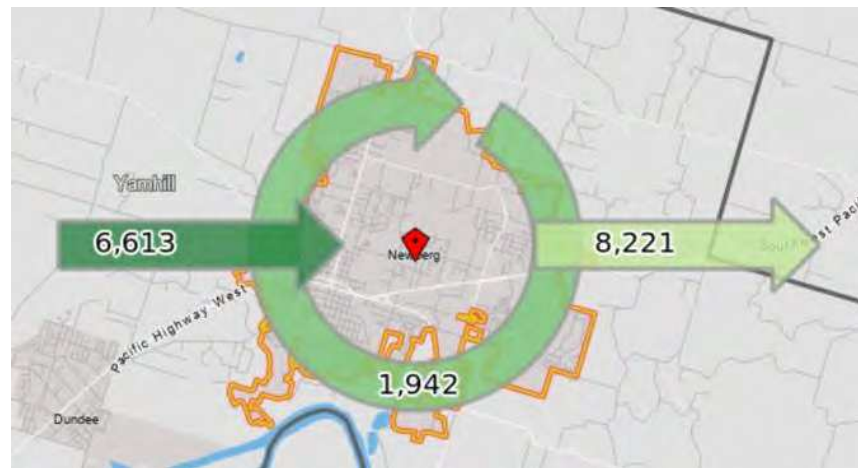
Newberg is part of the complex, interconnected economy of Yamhill County. Of the more than 8,000 people who work in Newberg, more than 75% of workers commute into Newberg from other areas, most notably McMinnville, Portland, and Lafayette. More than 7,000 residents of Newberg commute out of the City for work, many of them to Portland.

Newberg is part of an interconnected regional economy.

More than 6,000 people commute into Newberg for work, and more than 8,200 people living in Newberg commute out of the City for work.

Exhibit 28. Commuting Flows, Newberg, 2017

Source: U.S. Census Bureau, Census On the Map.



About 23% of people who work at businesses located in Newberg also live in Newberg.

The remainder commute from McMinnville, Portland, and other parts of Yamhill County and the State.

Exhibit 29. Places Where Workers at Businesses in Newberg Lived, 2017

Source: U.S. Census Bureau, Census On the Map.

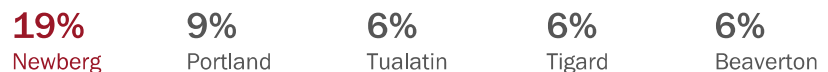


Only about 30% of Newberg residents work in Yamhill County.

Less than a quarter of Newberg residents live and work within City limits.

Exhibit 30. Places Where Newberg Residents were Employed, 2017

Source: U.S. Census Bureau, Census On the Map.

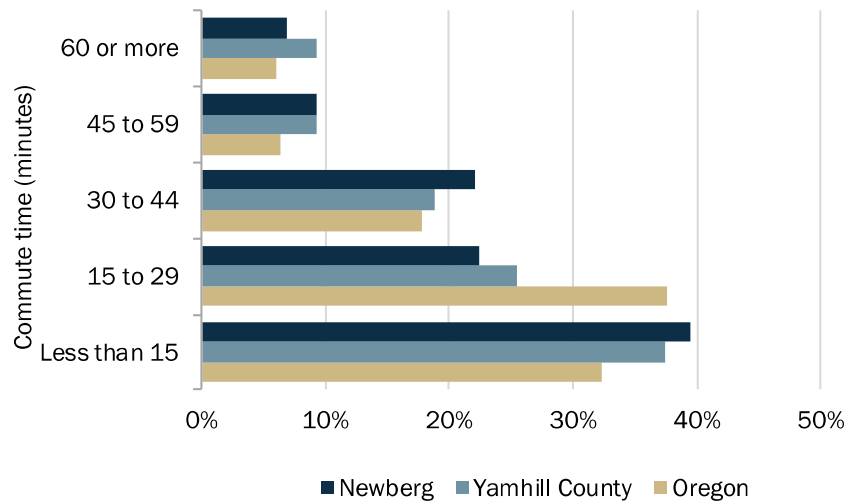


Most Newberg residents (62%) had a commute time of less than 30 minutes.

Comparatively, 63% of Yamhill County residents and 70% of Oregon residents have a commute time of less than 30 minutes.

Exhibit 31. Commute Time by Place of Residence, Newberg, Yamhill County, Oregon, 2012–2016

Source: U.S. Census Bureau, 2012–2016 ACS 5-year estimate, Table B08303.



Regional and Local Trends Affecting Affordability in Newberg

This section describes changes in sales prices, rents, and housing affordability in Newberg, Carlton, Dayton, Dundee, Lafayette, McMinnville, Sherwood, Yamhill, Yamhill County, and Oregon since 2000.

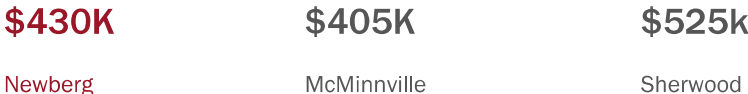
Changes in Housing Costs

With a median sale price of \$430,000 in 2020, Newberg’s housing sale prices were higher than some comparison cities in this analysis and lower than others. Newberg’s housing prices fluctuated with comparison cities over the January 2016 to August 2020 time frame, but these prices tended to remain between that of all other cities, save a small number of months in the 56-month period.

Newberg’s median home sale price was between that of McMinnville’s and Sherwood’s in 2020.

Exhibit 32. Median Home Sale Price, Newberg and Comparison Cities, 2020

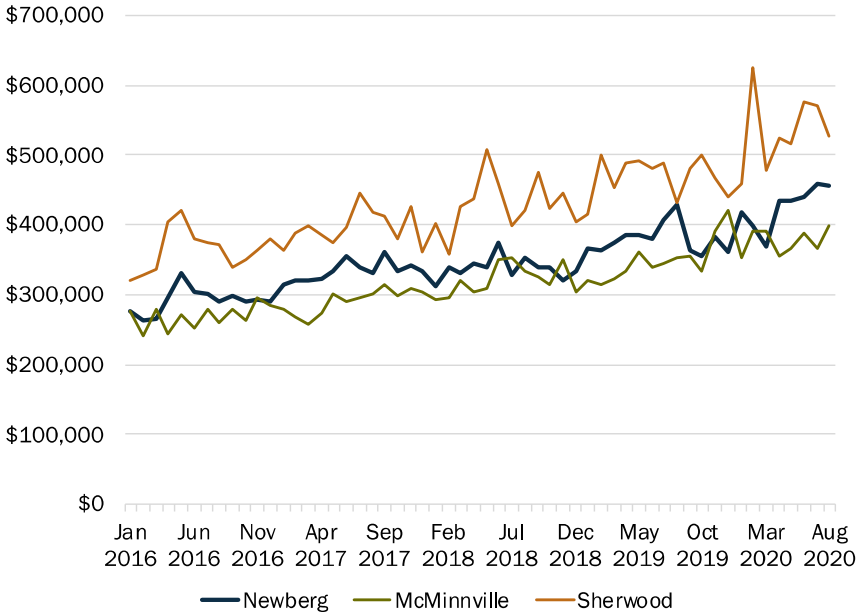
Source: Redfin.



Between January 2016 and August 2020, home sale prices in Newberg followed similar trends to other nearby cities but generally remained between McMinnville’s and Sherwood’s.

Exhibit 33. Median Sale Price, Newberg and Comparison Cities, January 2016–August 2020

Source: Redfin.

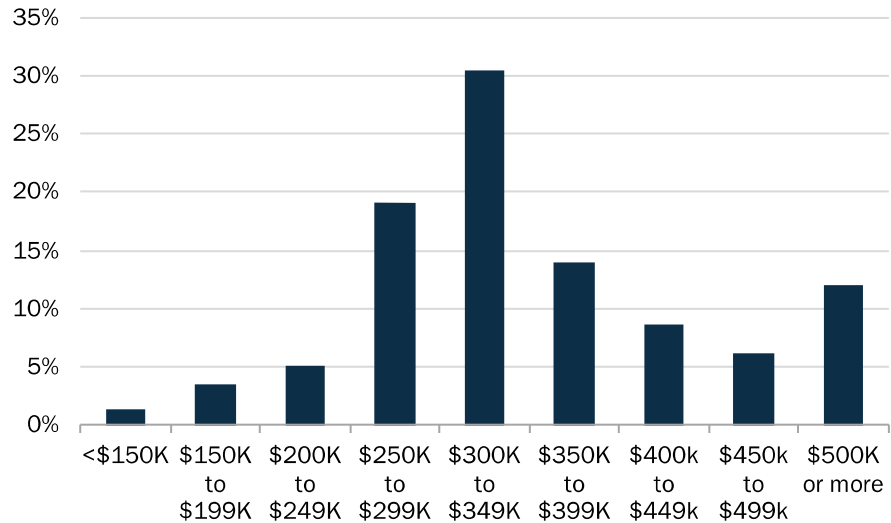


In 2018, about half of homes (49%) sold in Newberg cost between \$250,000 and \$349,999.

In Newberg, 29% of homes sold for more than \$350,000 with 12% of homes selling for over \$500,000.

Exhibit 34. Distribution of Home Sale Prices, Newberg, 2018

Source: Property Radar



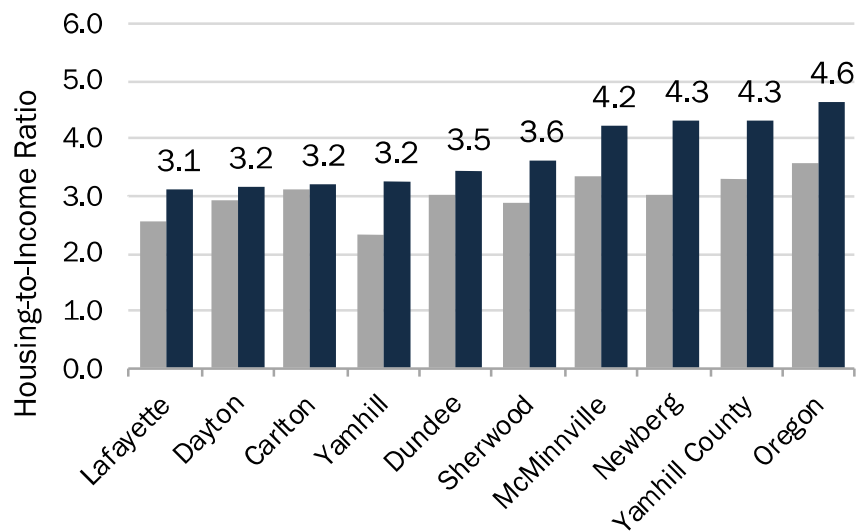
Since 2000, housing costs in Newberg have increased faster than incomes at a similar rate to Yamhill County but have not increased as much as they have for Oregon.

The household reported median value of a house in Newberg was 3.0 times the median household income (MHI) in 2000 and 4.3 times MHI in the 2012–2016 period.

This decline of housing affordability was larger in Newberg than it was for all comparison cities.

Exhibit 35. Ratio of Median Housing Value to Median Household Income, Newberg, Yamhill County, Oregon, Comparison Cities, 2000 to 2012–2016⁴⁰

Source: U.S. Census Bureau, 2000 Decennial Census, Tables HCT012 and H085, and 2012–2016 ACS, Tables B19013 and B25077.



⁴⁰ This ratio compares the median value of housing in Newberg (and other places) to the median household income. Inflation-adjusted (2016 dollars) median owner values in Newberg increased from \$194,976 in 2000 to \$228,000 in 2012–2016. Over the same period, inflation-adjusted median income decreased from \$64,228 to \$53,075.

Rental Costs

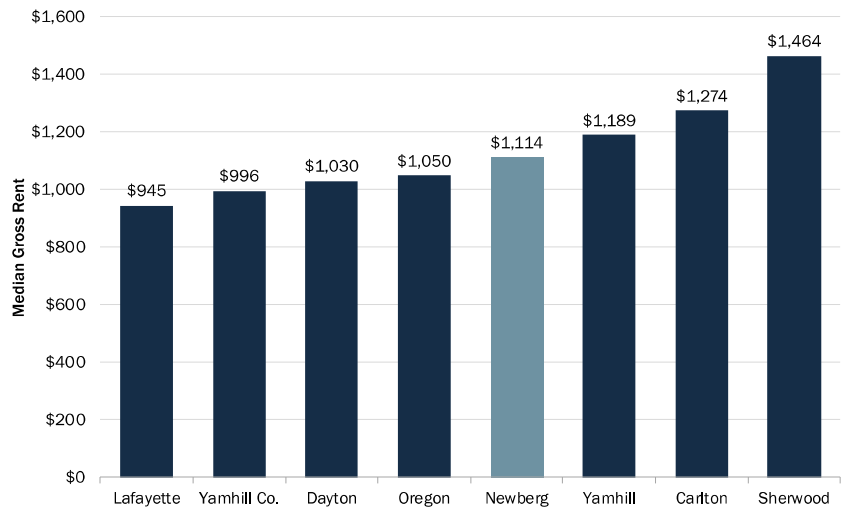
Rent costs in Newberg are higher than average for Yamhill County and are higher than statewide averages. The following charts show gross rent (which includes the cost of rent plus utilities) for Newberg in comparison to other cities in the region based on Census data.

The median gross rent in Newberg is \$1,114.

Median rent in Newberg is higher than Yamhill County's and Oregon's median rents.

Exhibit 36. Median Gross Rent, Newberg, Yamhill County, Oregon, Other Comparison Cities, 2014–2018

Source: U.S. Census Bureau, 2014–2018 ACS 5-year estimate, Table B25064.

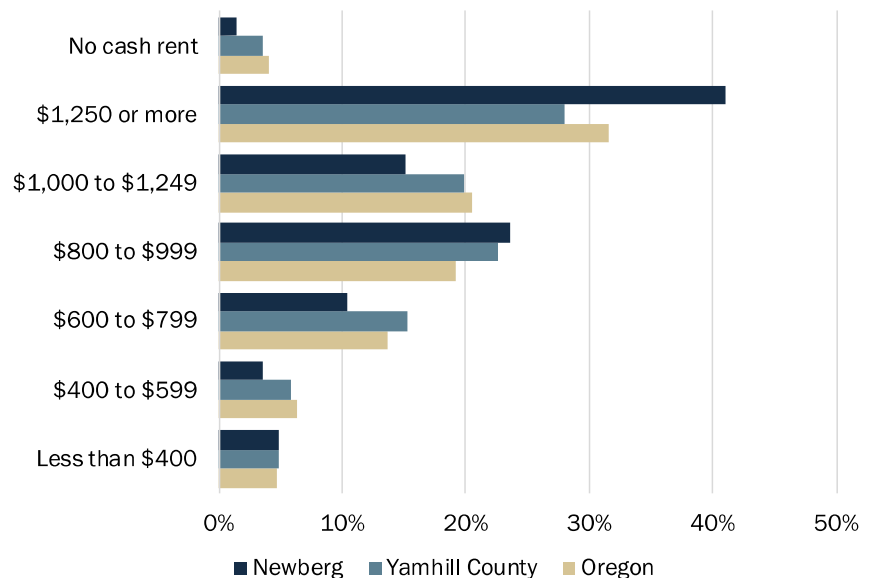


About 56% of renters in Newberg pay \$1,000 or more in rent per month.

About 41% of Newberg's renters pay \$1,250 or more in gross rent per month, a larger share than Yamhill County and the State.

Exhibit 37. Gross Rent, Newberg, 2014–2018

Source: U.S. Census Bureau, 2014–2018 ACS Table B25063.



Housing Affordability

A typical standard used to determine housing affordability is that a household should pay no more than 30% of household income for housing, including payments and interest or rent, utilities, and insurance. The Department of Housing and Urban Development’s guidelines indicate that households paying more than 30% of their income on housing experience “cost burden,” and households paying more than 50% of their income on housing experience “severe cost burden.” Using cost burden as an indicator is one method of determining how well a city is meeting the Goal 10 requirement to provide housing that is affordable to all households in a community.

About 38% of Newberg’s households are cost burdened. Renters experience much higher rates of cost burden than homeowners: about 56% of renter households in Newberg are cost burdened, compared with 32% of homeowners. Overall, Newberg has a slightly smaller share of cost-burdened households than Yamhill County and other comparison cities, but a larger share than Oregon. Newberg also has slightly more cost-burdened renter households (56%) than Yamhill County (53%) or Oregon (53%).

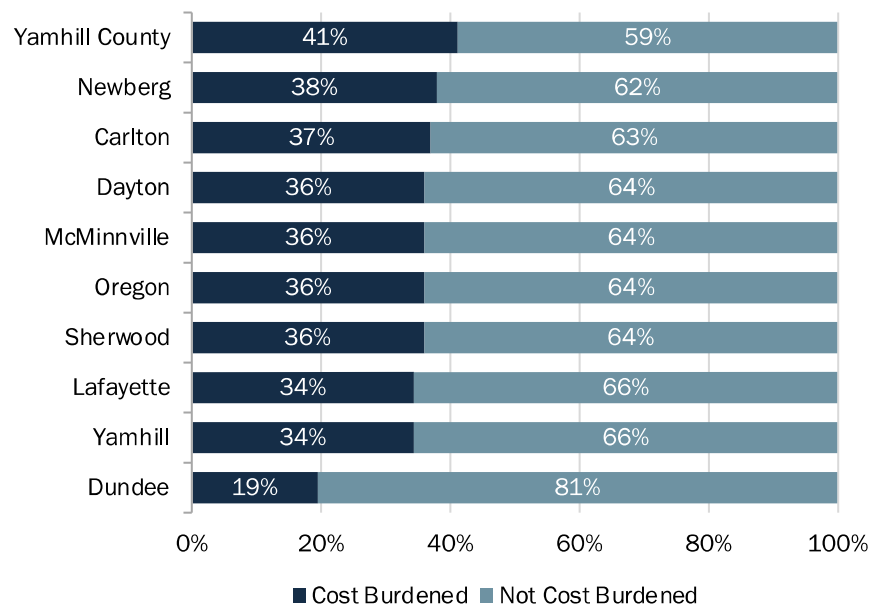
For example, about 20% of Newberg’s households have an income of less than \$25,000 per year. These households can afford rent of less than \$625 per month and likely cannot afford to buy a home. Furthermore, Exhibit 40 shows that about 91% of households with incomes less than \$20,000 are cost burdened.

Overall, about 38% of all households in Newberg are cost burdened.

Newberg was second only to Yamhill County in terms of overall cost burden in the 2012–2016 analysis period.

Exhibit 38. Housing Cost Burden, Newberg, Yamhill County, Oregon, Other Comparison Cities, 2012–2016

Source: U.S. Census Bureau, 2012–2016 ACS Tables B25091 and B25070.

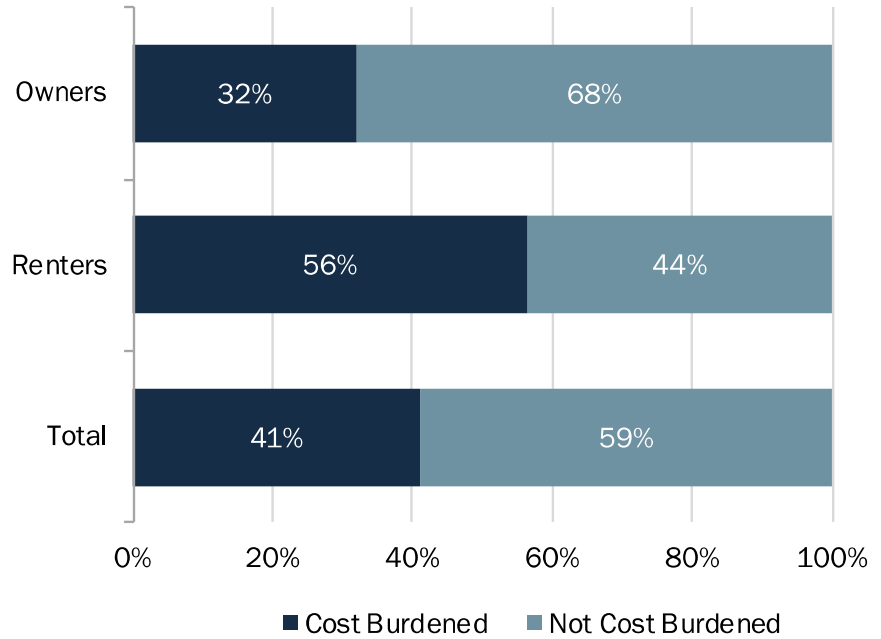


Renters are much more likely to be cost burdened than homeowners.

In the 2012–2016 period, about 56% of renters were cost burdened, compared to 32% of owners.

Exhibit 39. Housing Cost Burden by Tenure, Newberg, 2012–2016

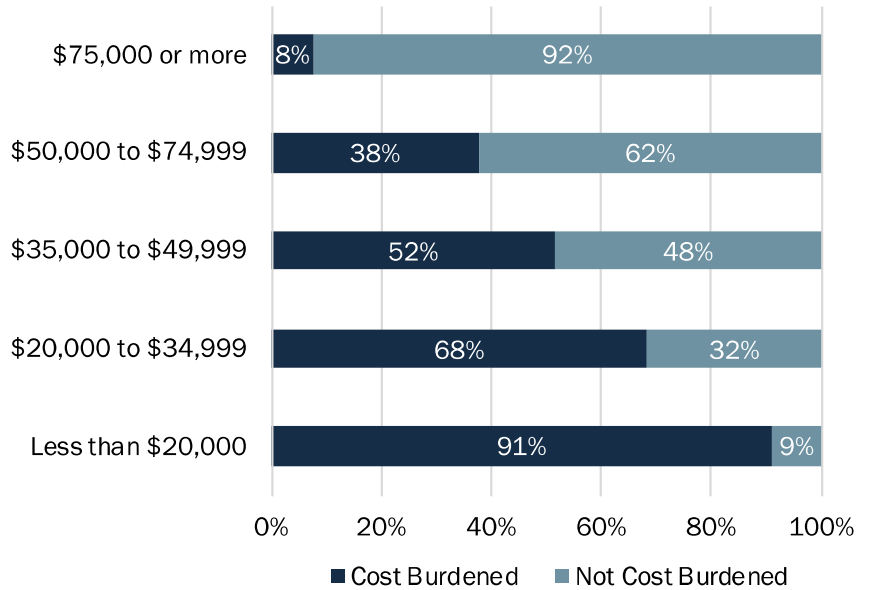
Source: U.S. Census Bureau, 2012–2016 ACS Tables B25091 and B25070.



Cost-burden rates also vary by income. Nearly all households that earn less than \$35,000 per year are cost burdened.

Exhibit 40. Housing Cost Burden by Income, Newberg, 2012–2016

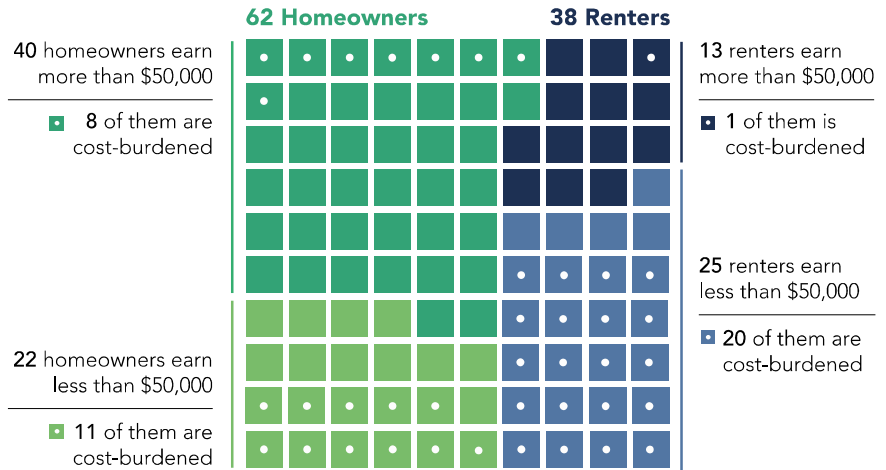
Source: U.S. Census Bureau, 2012–2016 ACS Table S2503.



Cost-burden rates also vary by income. Nearly all renter households that earn less than \$50,000 per year are cost burdened.

Exhibit 41. Illustration of Cost Burden if All of Newberg’s Households Were 100 Residents

Source: U.S. Census Bureau, 2012–2016 ACS Table S2503.



While cost burden is a common measure of housing affordability, it does have some limitations. Two important limitations are:

- A household is defined as cost burdened if the housing costs exceed 30% of their income, regardless of actual income. The remaining 70% of income is expected to be spent on nondiscretionary expenses, such as food or medical care, and on discretionary expenses. Households with higher incomes may be able to pay more than 30% of their income on housing without impacting the household’s ability to pay for necessary nondiscretionary expenses.
- Cost burden compares income to housing costs and does not account for accumulated wealth. As a result, the estimate of how much a household can afford to pay for housing does not include the impact of a household’s accumulated wealth. For example, a household of retired people may have relatively low income but may have accumulated assets (such as profits from selling another house) that allow them to purchase a house that would be considered unaffordable to them based on their household income.

Cost burden is only one indicator of housing affordability. Another way of exploring the issue of financial need is to review housing affordability at varying levels of household income.

Fair Market Rent for a 2-bedroom apartment in Yamhill County is \$1,495.

Exhibit 42. HUD Fair Market Rent (FMR) by Unit Type, Yamhill County, 2020

Source: U.S. Department of Housing and Urban Development.

| | | | | |
|----------------|----------------|----------------|----------------|----------------|
| \$1,192 | \$1,289 | \$1,495 | \$2,157 | \$2,625 |
| Studio | 1-Bedroom | 2-Bedroom | 3-Bedroom | 4-Bedroom |

A household must earn at least \$25.75 per hour to afford a two-bedroom unit in Yamhill County.

Before taxes, a full-time job at \$25.75 per hour is an annual salary of \$59,800.

Exhibit 43. Affordable Housing Wage, Yamhill County, 2020

Source: U.S. Department of Housing and Urban Development; Oregon Bureau of Labor and Industries.

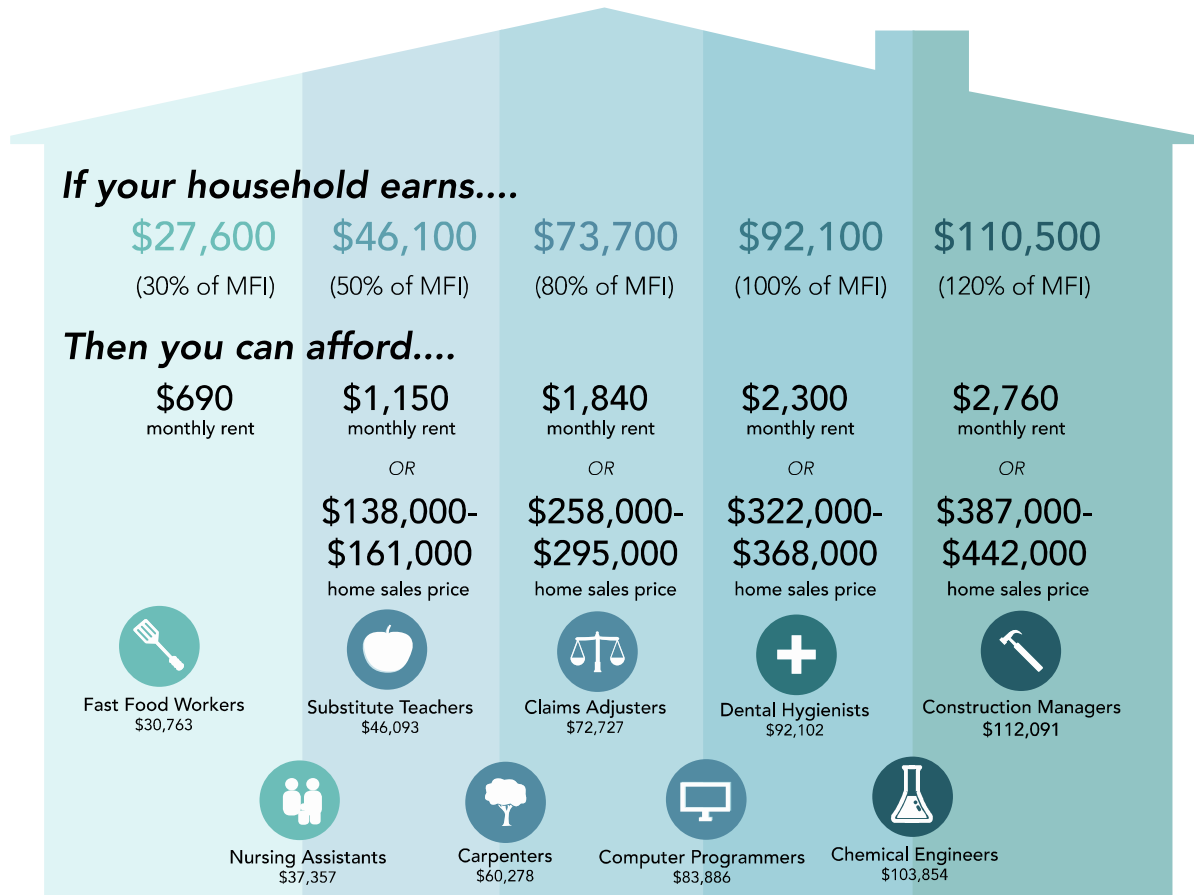
\$28.75/hour

Affordable Housing Wage for two-bedroom Unit in Yamhill County

A household earning median income (\$92,100) can afford a monthly rent of about \$2,300 or a home roughly valued between \$322,000 and \$368,000. Given the median sale price of a home in 2020 (\$430,000), a household earning at least 100% of median income can afford about half of the homes for sale in Newberg. A household earning about \$55,300 (about 60% of median family income) can afford the monthly rent of about \$1,380 for a unit at multifamily housing in Newberg.

Exhibit 44 Financially Attainable Housing, by Median Family Income (MFI) for Yamhill County (\$92,100), Newberg, 2020

Source: U.S. Department of Housing and Urban Development, Yamhill County, 2020. Bureau of Labor Services, Portland MSA, 2020.



About 45% of Newberg’s households have incomes of less than \$59,800 and cannot afford a two-bedroom apartment at Yamhill County’s Fair Market Rent (FMR) of \$1,495.

Exhibit 45. Share of Households, by Median Family Income (MFI) for Yamhill County (\$92,100), Newberg, 2020

Source: U.S. Department of Housing and Urban Development, Yamhill County, 2020. U.S. Census Bureau, 2014–2018 ACS Table 19001. Note: MFI is Median Family Income, determined by HUD for Yamhill County.

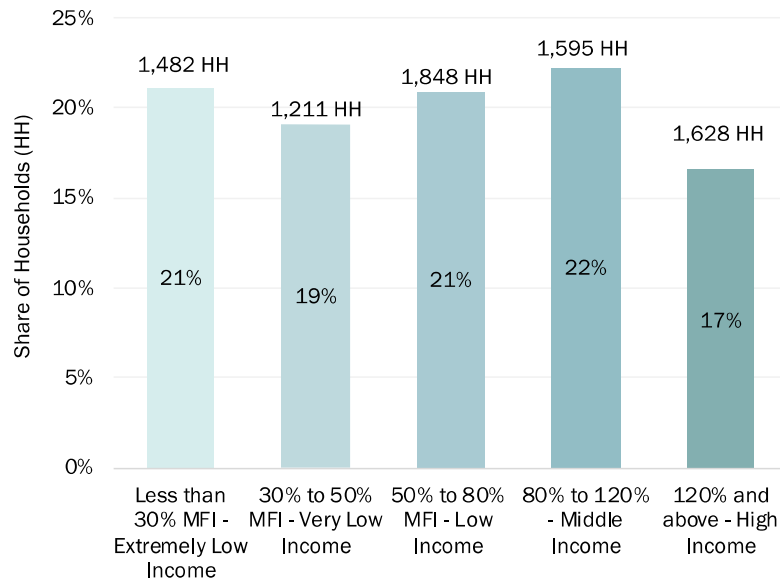
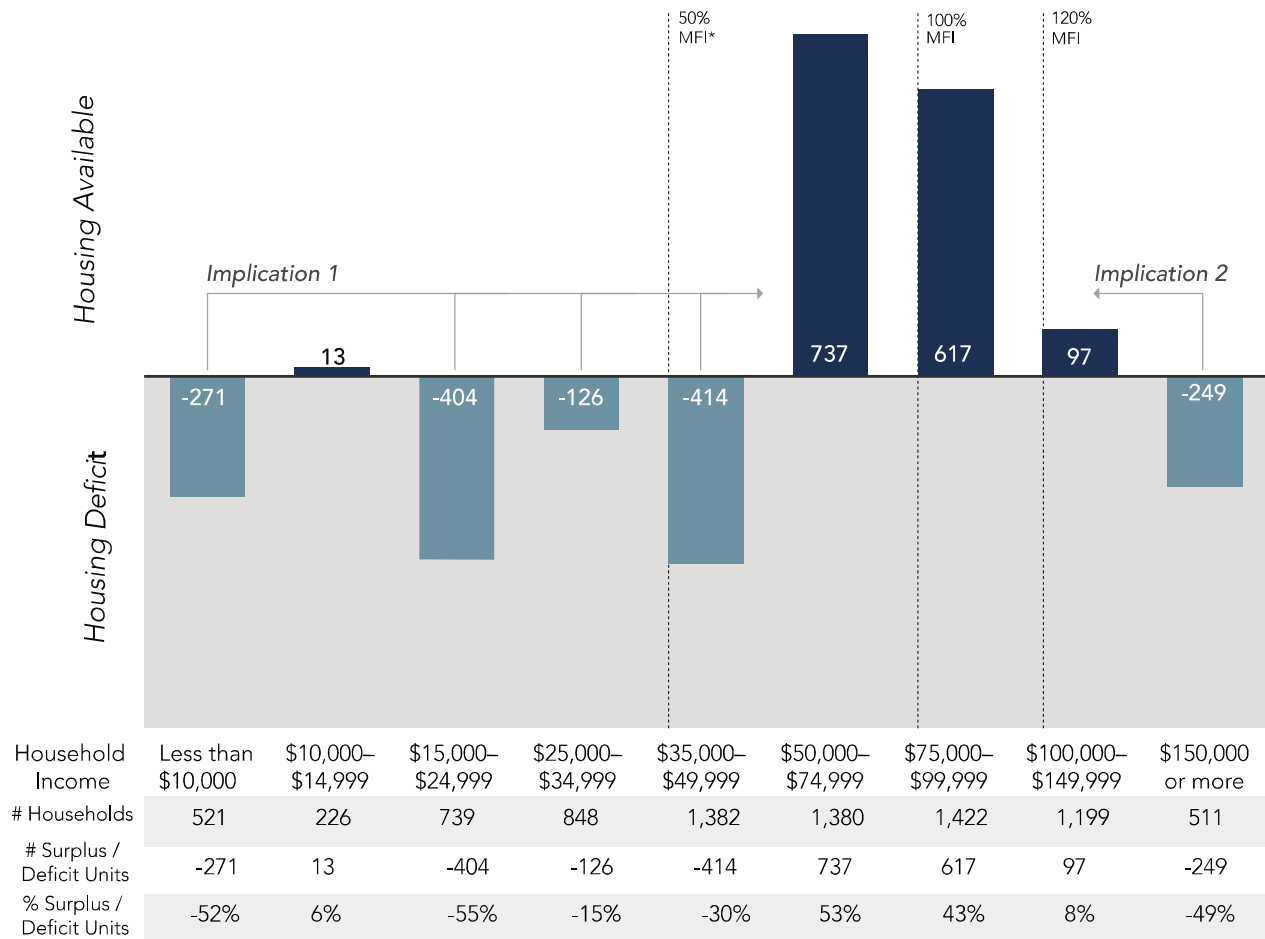


Exhibit 46 compares the number of households by income with the number of units affordable to those households in Newberg. Newberg currently has a deficit of housing affordable for households earning less than \$10,000 and for households earning between \$15,000 and \$49,999. The deficit of housing for households earning less than \$35,000 (a little less than 50% of Median Family Income) results in these households living in housing that is more expensive than they can afford. Households in this income range are generally unable to afford market-rate rents. When lower-cost housing (such as government subsidized housing) is not available, these households pay more than they can afford in rent. This is consistent with the data about renter cost burden in Newberg.

The housing types that Newberg has a deficit of are more affordable housing types such as apartments, duplexes, triplexes, quadplexes, manufactured housing, townhomes, and smaller single-family housing.

Exhibit 46. Affordable Housing Costs and Units by Income Level, Newberg, 2018

Source: U.S. Census Bureau, 2012–2016 ACS. Note: MFI is Median Family Income, determined by HUD for Yamhill County.



*Median Family Income for a family of four

Implication 1

Some lower-income households live in housing that is more expensive than they can afford because affordable housing is not available. These households are cost burdened.

Implication 2

Some higher-income households choose housing that costs less than they can afford. This may be the result of the household's preference or it may be the result of a lack of higher-cost and higher-amenity housing that would better suit their preferences.

Summary of the Factors Affecting Newberg's Housing Needs

The purpose of the analysis thus far has been to provide background on the kinds of factors that influence housing choice. While the number and interrelationships among these factors ensure that generalizations about housing choice are difficult to make and prone to inaccuracies, it is a crucial step to informing the types of housing that will be needed in the future.

There is no question that age affects housing type and tenure. Mobility is substantially higher for people aged twenty to thirty-four. On average, people in that age group will also have less income than people who are older, and they are less likely to have children. These factors mean that younger households are much more likely to be renters, and renters are more likely to be in multifamily housing.

The data illustrates what more detailed research has shown and what most people understand intuitively: life cycle and housing choice interact in ways that are predictable in the aggregate; age of the household head is correlated with household size and income; household size and age of household head affect housing preferences; and income affects the ability of a household to afford a preferred housing type. The connection between socioeconomic and demographic factors and housing choice is often described informally by giving names to households with certain combinations of characteristics: the "traditional family," the "never-marrieds," the "dinks" (dual income, no kids), and the "empty nesters."⁴¹ Thus, simply looking at the long wave of demographic trends can provide good information for estimating future housing demand.

Still, one is ultimately left with the need to make a qualitative assessment of the future housing market. The following is a discussion of how demographic and housing trends are likely to affect housing in Newberg over the next twenty years, consistent with the requirements of ORS 197.303(2), which summarizes information from the sections above:

- **Growth in housing will be driven by growth in population.** Between 1990 and 2019, Newberg's population grew by 10,959 people (84%). The population in Newberg's UGB is forecasted to grow from 24,045 to 32,780, an increase of 8,735 people (36%) between 2019 and 2040.⁴²
- **Housing affordability will be a growing challenge in Newberg.** Housing affordability is a challenge in most of the region in general, and Newberg is affected by these regional trends. Housing prices are increasing faster than incomes in Yamhill County, which is consistent with state and national challenges. Newberg has a smaller share of multifamily housing (about 23% of the City's housing stock), and over half of renter households are cost burdened. Given the median sale price of a home in 2020 (\$430,000), households earning less than 100% of median income (\$92,100) cannot afford most homes for sale in Newberg. A household earning about \$46,100 (about

⁴¹ See *Planning for Residential Growth: A Workbook for Oregon's Urban Areas* (June 1997).

⁴² This forecast is based on Yamhill County's certified population estimate and official forecast from the Oregon Population Forecast Program for the 2017 to 2040 period, shown in Exhibit 16.

50% of median family income) cannot afford the monthly rent of about \$1,380 for a unit at multifamily housing in Newberg. Newberg's key challenge over the next twenty years is providing opportunities for development of relatively affordable housing of all types, from lower-cost single-family housing to market-rate multifamily housing.

- **Without substantial changes in housing policy, on average, future housing will look a lot like past housing.** That is the assumption that underlies any trend forecast, and one that is important when making an effort to address demand for new housing.

The City's residential policies can impact the amount of change in Newberg's housing market, to some degree. If the City adopts policies to increase opportunities to build smaller-scale single-family and multifamily housing types (particularly multifamily that is affordable to low- and moderate-income households), a larger percentage of new housing developed over the next twenty years in Newberg may begin to address the City's needs.

Examples of policies that the City could adopt to achieve this outcome include allowing a wider range of housing types (e.g., duplexes or townhouses) in single-family zones, ensuring that there is sufficient land zoned to allow single-family attached and multifamily housing development, supporting development of government-subsidized affordable housing, and encouraging multifamily residential development in downtown. Newberg is doing some of this already but will need to consider additional policies given the depth of housing need. The degree of change in Newberg's housing market, however, will depend on market demand for these types of housing in Yamhill County.

- **If the future differs from the past, it is likely to move in the direction, on average, of smaller units and more diverse housing types.** Most of the evidence suggests that the bulk of the change will be in the direction of smaller average house and lot sizes for single-family housing. This includes providing opportunities for development of smaller single-family detached homes, townhomes, and multifamily housing.

Key demographic and economic trends that will affect Newberg's future housing needs are (1) the aging of Baby Boomers, (2) the aging of Millennials, and (3) the continued growth in the Hispanic and Latino population. These demographic changes will affect future changes in household size and composition, as described below.

- *The Baby Boomer population is continuing to age.* By 2045, people 60 years and older will account for 28% of the population in Yamhill County (up from 25% in 2020). The changes that affect Newberg's housing demand as the population ages are that household sizes and homeownership rates decrease. The majority of Baby Boomers are expected to remain in their homes as long as possible, downsizing or moving when illness or other issues cause them to move. Demand for specialized senior housing, such as age-restricted housing or housing in a continuum of care from independent living to nursing home care, may grow in Newberg.

- *Millennials will continue to age.* By 2045, Millennials will be roughly between 40 and 60 years old. As they age, generally speaking, their household sizes will increase, and their homeownership rates will peak by about age 55. Between 2021 and 2041, Millennials will be a key driver in demand for housing for families with children. The ability to attract Millennials will depend on the City's availability of affordable renter and ownership housing. It will also depend on the location of new housing in Newberg, as many Millennials prefer to live in more urban environments.⁴³ The decline in homeownership among the Millennial generation has more to do with financial barriers rather than the preference to rent.⁴⁴
- *The Hispanic and Latino population will continue to grow.* The U.S. Census projects that by about 2040, the Hispanic and Latino population will account for one-quarter of the nation's population. The share of the Hispanic and Latino population in the western United States is likely to be higher. The Hispanic and Latino population currently accounts for about 13% of Newberg's population. In addition, the Hispanic and Latino population is generally younger than the U.S. average, with many Hispanic and Latino people belonging to the Millennial generation.

Hispanic and Latino population growth will be an important driver in the growth of housing demand, both for owner- and renter-occupied housing. Growth in the Hispanic and Latino population will drive demand for housing for families with children. Given the lower income for Hispanic and Latino households, especially first-generation immigrants, growth in this group will also drive demand for affordable housing, both for ownership and renting.⁴⁵

In summary, an aging population, increasing housing costs (although lower than the region), housing affordability concerns for Millennials and the Hispanic and Latino population, and other variables are factors that support the conclusion of need for smaller and less-expensive units and a broader array of housing choices. Growth of retirees will drive demand for small single-family detached houses and townhomes for

⁴³ H. J. Choi, J. Zhu, L. Goodman, B. Ganesh, and S. Stochak. *Millennial Homeownership, Why is it So Low, and How Can We Increase It?*, Urban Institute, 2018. https://www.urban.org/research/publication/millennial-homeownership/view/full_report

⁴⁴ Ibid.

⁴⁵ The following articles describe housing preferences and household income trends for Hispanic and Latino families, including differences in income levels for first-, second-, and third-generation households. In short, Hispanic and Latino households have lower median incomes than the national averages. First- and second-generation Hispanic and Latino households have median incomes below the average for all Hispanic and Latino households. Hispanic and Latino households have a strong preference for homeownership, but availability of mortgages and availability of affordable housing are key barriers to homeownership for this group.

Pew Research Center, *Second-Generation Americans: A Portrait of the Adult Children of Immigrants*, February 7, 2012.

National Association of Hispanic Real Estate Professionals, *2014 State of Hispanic Homeownership Report*.

homeownership, townhome and multifamily rentals, age-restricted housing, and assisted-living facilities. Growth in Millennials and the Hispanic and Latino population will drive demand for affordable housing types, including demand for small, affordable single-family units (many of which may be ownership units) and for affordable multifamily units (many of which may be rental units).

No amount of analysis is likely to make the distant future completely certain: the purpose of the housing forecasting in this study is to get an approximate idea about the future (so policy choices can be made today). Economic forecasters regard any economic forecast more than three (or at most five) years out as highly speculative. At one year, one is protected from being disastrously wrong by the sheer inertia of the economic machine. A variety of factors or events could, however, cause growth forecasts to be substantially different.

5. Housing Need in Newberg

This chapter analyzes housing needs in Newberg for the next twenty years, consistent with Goal 10 requirements. The analysis also provides projections of housing by type and density (as indicated by plan designation).

Project New Housing Units Needed in the Next Twenty Years

The results of the housing needs analysis are based on (1) the official population forecast for growth in Newberg over the twenty-year planning period, (2) information about Newberg's housing market relative to Yamhill County, Oregon, and nearby cities, and (3) the demographic composition of Newberg's existing population and expected long-term changes in the demographics of Yamhill County.

Forecast for Housing Growth

This section describes the key assumptions and presents an estimate of new housing units needed in Newberg between 2021 and 2041. The key assumptions are based on the best available data and may rely on safe harbor provisions, when available.⁴⁶

- **Population.** A twenty-year population forecast (in this instance, 2021 to 2041) is the foundation for estimating needed new dwelling units. The Newberg UGB will grow from 25,204 persons in 2021 to 33,199 persons in 2041, an increase of 7,995 people.⁴⁷
- **Persons in Group Quarters.**⁴⁸ Persons in group quarters do not consume standard housing units: thus, any forecast of new people in group quarters is typically derived from the population forecast for the purpose of estimating housing demand. Group quarters can have a big influence on housing in cities with colleges (dorms), prisons, or a large elderly population (nursing homes). In general, any new requirements for these housing types will be met by institutions (colleges, government agencies, health-care corporations) operating outside what is typically defined as the housing market.

⁴⁶ A safe harbor is an assumption that a city can use in a housing needs analysis that the State has said will satisfy the requirements of Goal 14. OAR 660-024 defines a safe harbor as "an optional course of action that a local government may use to satisfy a requirement of Goal 14. Use of a safe harbor prescribed in this division will satisfy the requirement for which it is prescribed. A safe harbor is not the only way, or necessarily the preferred way, to comply with a requirement and it is not intended to interpret the requirement for any purpose other than applying a safe harbor within this division."

⁴⁷ This forecast is based on Newberg UGB's official forecast from the Oregon Population Forecast Program for the 2020 to 2040 period.

⁴⁸ The Census Bureau's definition of group quarters is as follows: "A group quarters is a place where people live or stay, in a group living arrangement, that is owned or managed by an entity or organization providing housing and/or services for the residents." The Census Bureau classifies all people not living in housing units (house, apartment, mobile home, rented rooms) as living in group quarters. There are two types of group quarters: (1) institutional, such as correctional facilities, nursing homes, or mental hospitals and (2) non-institutional, such as college dormitories, military barracks, group homes, missions, or shelters.

Nonetheless, group quarters require residential land. They are typically built at densities that are comparable to that of multifamily dwellings.

The 2014–2018 American Community Survey shows that 7.2% of Newberg’s population (1,672 people) was in group quarters. The 2010 Decennial Census shows that 73% of the group quarters population is in college or university student housing. Since George Fox University makes up the majority of student housing, and they have stated they do not anticipate needs to expand student housing over **the 2021 to 2041 period, we assume that 27% of Newberg’s new group quarters population (7.2% of the total population), approximately 155 additional people, will be housed in group quarters.**

- **Household Size.** OAR 660-024 established a safe harbor assumption for average household size—which is the figure from the current Decennial Census at the time of the analysis. According to the 2014–2018 American Community Survey, the average household size in Newberg was 2.61 people. **Thus, for the 2021 to 2041 period, we assume an average household size of 2.61 persons.**
- **Vacancy Rate.** The Census defines vacancy as "unoccupied housing units . . . determined by the terms under which the unit may be occupied, e.g., for rent, for sale, or for seasonal use only." The 2010 Census identified vacant through an enumeration, separate from (but related to) the survey of households. The Census determines vacancy status and other characteristics of vacant units by enumerators obtaining information from property owners and managers, neighbors, rental agents, and others.

Vacancy rates are cyclical and represent the lag between demand and the market’s response to demand for additional dwelling units. Vacancy rates for rental and multifamily units are typically higher than those for owner-occupied and single-family dwelling units.

OAR 660-024 established a safe harbor assumption for the vacancy rate—which is the figure from the current Decennial Census. According to the 2014–2018 American Community Survey, Newberg’s vacancy rate was 5.5%. **For the 2021 to 2041 period, we assume a vacancy rate of 5.5%.**

Newberg will have demand for 3,169 new dwelling units over the 20-year period, with an annual average of 158 dwelling units.

Exhibit 47. Forecast of Demand for New Dwelling Units, Newberg UGB, 2021 to 2041

| Variable | New Dwelling Units (2021-2041) |
|--|-----------------------------------|
| Change in persons | 7,995 |
| <i>minus</i> Change in persons in group quarters | 155 |
| <i>equals</i> Persons in households | 7,840 |
| Average household size | 2.61 |
| New occupied DU | 3,004 |
| <i>times</i> Aggregate vacancy rate | 5.5% |
| <i>equals</i> Vacant dwelling units | 165 |
| Total new dwelling units (2021-2041) | 3,169 |
| Annual average of new dwelling units | 158 |

Source: Calculations by ECONorthwest.

Factors Influencing the Needed Mix and Density Determination

With a population of over 25,000 expected in 2021, Newberg will be subject to the provisions of ORS 197.296 by the beginning of the planning period. Goal 10 requires cities to make a “housing need projection.” OAR 660-008-0005(4) provides the specific guidance:

- (4) “Housing needs projection” refers to a local determination, justified in the plan, of the mix of housing types, amounts, and densities that will be:
- a. Commensurate with the financial capabilities of present and future area residents of all income levels during the planning period;
 - b. Consistent with any adopted regional housing standards, state statutes, and Land Conservation and Development Commission administrative rules; and
 - c. Consistent with Goal 14 requirements.

To make the housing need determination, we use the information presented in the housing needs analysis and input received from the PAC. We use the following definitions to distinguish between housing need and housing-market demand, which we believe to be consistent with definitions in state policy:

- *Housing need* can be defined broadly or narrowly. The broad definition is based on the mandate of Goal 10 that requires communities to plan for housing that meets the needs of households at all income levels. Goal 10, though it addresses housing, emphasizes the impacts on the households that need that housing. Since everyone needs shelter, Goal 10 requires that a jurisdiction address, at some level, how every household (and group quarters population) will be affected by the housing market over a twenty-year period. In short, housing need is addressed through the local Housing Needs Projection.

- *Housing-market demand* is what households demonstrate they are willing and/or able to purchase (own or rent) in the market place. Growth in population means growth in the number of households and implies an increase in demand for housing units. That demand is met primarily by the construction of new housing units by the private sector based on its judgments about the types of housing that will be absorbed by the market. ORS 197.296 includes a market supply component, called a buildable land needs analysis,⁴⁹ which must consider the density and mix of housing developed over the previous five years or since their most recent periodic review, whichever is greater. In concept, what got built in that five-year period, or longer, was the *effective demand for new housing of those who can afford to purchase housing in the market*: it is the local equilibrium of demand factors, supply factors, and price.

Cities are required to determine the average density and mix of *needed* housing over the next twenty-years (ORS 197.296[7]). Newberg is using a 2021 to 2041 analysis period. The determination of needed density and mix over the 2021 to 2041 period must consider the four factors listed in ORS 197.296(5) that may affect future housing need:

- (a) Except as provided in paragraphs (b) and (c) of this subsection, the determination of housing capacity and need pursuant to subsection (3) of this section must be based on data relating to land within the urban growth boundary that has been collected since the last periodic review or five years, whichever is greater. The data shall include:
 - (A) The number, density, and average mix of housing types of urban residential development that have actually occurred;
 - (B) Trends in density and average mix of housing types of urban residential development;
 - (C) Market factors that may substantially impact future urban residential development;
 - (D) The number, density, and average mix of housing types that have occurred on the buildable lands described in subsection (4)(a) of this section.

⁴⁹ ORS 197.296 (D) The number, density, and average mix of housing types that have occurred on the buildable lands described in subsection (5)(a) of this section.

(5)(a)(A) and (D) Average Density and Mix

Subsections (A) and (D) require similar data. Subsection (A) requires the number, density, and average mix of housing types of urban residential development that have actually occurred; while (D) requires the same data but for housing types that have occurred on the buildable lands. The density and mix analysis presented in Chapter 3 of this report is intended to comply with these two requirements. Exhibit 48 shows the average housing mix of units by type for each plan designation and gross density by type for each plan designation, and overall by plan designation and type.⁵⁰

Exhibit 48. Historical Average Density and Mix, Newberg, 2000–2018

| Plan Designation | Single-Family | | Multifamily | | Combined, Total | |
|------------------------------|---------------|---------------|--------------|---------------|-----------------|---------------|
| | Mix of Units | Gross Density | Mix of Units | Gross Density | Mix of Units | Gross Density |
| Residential | | | | | | |
| LDR | 44% | 4.8 | 0% | - | 31% | 4.8 |
| MDR | 51% | 7.3 | 5% | 59.5 | 37% | 7.6 |
| HDR | 0% | 11.4 | 85% | 18.9 | 26% | 18.7 |
| Commercial, PQ (R-1 And R-2) | | | | | | |
| COM | 0% | - | 10% | 10.7 | 3% | 10.7 |
| PQ | 5% | 5.1 | 0% | - | 4% | 5.1 |

Source. Yamhill County Assessor and City of Newberg Multifamily.

(5)(a)(B) Trends in Density and Average Mix of Housing Types of Urban Residential Development

Housing mix is the mixture of housing (structure) types (e.g., single-family detached, single-family attached, or multifamily) within a city. State law requires a determination of the future housing mix in the community and allows that determination to be based on different periods: (1) the mix of housing built in the past five years or since the most recent periodic review, whichever time period is greater, (2) a shorter time period if the data will provide more accurate and reliable information, or (3) a longer time period if the data will provide more accurate and reliable information (ORS 197.296). Exhibit 8–Exhibit 10 show the historic mix of existing and new units by housing type in Newberg.

⁵⁰ The discussion in Chapter 6 in section called Summary of Needed Units in 2021–2041 concludes that Newberg is not meeting its needed density for the overall average density of 7.4 dwelling units per gross acre, which is based on the analysis in Exhibit 48. That section describes the next steps that Newberg needs to take to meet its needed density.

(5)(a)(C) Market Factors that may Substantially Impact Future Urban Residential Development

To understand what will influence Newberg’s housing market, it is important to consider demographic and population trends. Exhibit 49 shows that, in the future, the need for new housing developed in Newberg will generally include housing that is more affordable, with some housing located in walkable areas with access to services. This assumption is based on the following findings in the previous chapters:

- Demographic changes suggest moderate increases in demand for attached single-family housing and multifamily housing. The key demographic trends that will affect Newberg’s future housing needs are (1) the aging of Baby Boomers, (2) aging of Millennials, and (3) the continued growth of Hispanic and Latino populations. Growth of these groups has the following implications for housing need in Newberg:
 - *Baby Boomers.* Growth in the number of seniors will have the biggest impacts on demand for new housing through demand for housing types specific to seniors, such as assisted-living facilities or age-restricted developments. These households will make a variety of housing choices as their health declines, including remaining in their homes as long as they are able, downsizing to smaller single-family homes (detached and attached) or multifamily units, moving into age-restricted manufactured home parks (if space is available), or moving into group housing (such as assisted-living facilities or nursing homes). In the last decade, medical advances and social motivations have allowed older adults in their sixties, seventies, and eighties to prolong moving or downsizing into smaller units.⁵¹ This trend will slow as Baby Boomers continue to age. Minor increases in the share of Baby Boomers who downsize to smaller housing will result in increased demand for single-family attached, multifamily housing, and multigenerational housing types like accessory dwelling units. Some Baby Boomers may prefer housing in walkable neighborhoods with access to services.
 - *Millennials.* Growth in Millennials will result in increased demand for both ownership and rental opportunities, with an emphasis on housing that is comparatively affordable. Some Millennials may prefer to locate in traditional single-family detached housing at the edges of Newberg’s UGB. Some Millennials will prefer to locate in walkable neighborhoods, possibly choosing small single-family detached houses, townhouses, or multifamily housing.
 - *Hispanic and Latino populations.* Growth in the number of Hispanic and Latino households will result in increased demand for housing of all types, both for ownership and rentals, with an emphasis on housing that is comparatively affordable. Hispanic and Latino households are more likely to be larger than average, with more children and possibly with multigenerational households. The housing types that are most likely to be affordable to the majority of Hispanic and

⁵¹ J. Lehner, “Fun Friday: Do People Really Downsize?,” Oregon Office of Economic Analysis. <https://oregoneconomicanalysis.com/2018/05/18/fun-friday-do-people-really-downsize/>

Latino households are existing lower-cost single-family housing, single-family housing with an accessory dwelling unit, and multifamily housing. In addition, growth in the number of farmworkers will increase need for affordable housing for farmworkers.

- About 38% of Newberg’s households face housing affordability problems. About 56% of Newberg’s renters have affordability problems. These factors indicate that Newberg needs more affordable housing types, especially for renters. A household earning median family income for Yamhill County (about \$92,100) could afford a home valued between about \$322,000 and \$368,000, which is below the median home sale price of about \$430,000 in Newberg.

Continued increases in housing costs may increase demand for denser housing (e.g., multifamily housing or smaller single-family housing). To the extent that denser housing types are more affordable than larger housing types, continued increases in housing costs will increase demand for denser housing.

These findings suggest that Newberg’s needed housing mix is for a broader range of housing types than are currently available in Newberg’s housing stock. The types of housing developments that Newberg will need to provide the opportunity for over the next twenty years are:

- Smaller single-family detached housing (e.g., cottages or small single-family detached units)
- Manufactured housing
- “Traditional” single-family detached housing
- Townhouses, duplexes, and quadplexes
- Smaller apartment buildings
- Larger apartment buildings.

In addition, economic trends will impact future urban residential development. Population growth in Oregon tends to follow economic cycles. Historically, Oregon’s economy is more cyclical than the nation’s, growing faster than the national economy during expansions and contracting more rapidly during recessions. Oregon grew more rapidly than the United States in the 1990s (which was generally an expansionary period) but lagged behind the nation in the 1980s. Oregon’s slow growth in the 1980s was primarily due to the nationwide recession early in the decade. As the nation’s economic growth slowed during 2007, Oregon’s population growth began to slow.

Despite this, since 1990, Newberg has grown at an average annual growth rate of 2.1%, faster than the nation, state, and county (1.0%, 1.4%, 1.7%). Migration is the largest component of population growth in Newberg. From 2000 to 2019, 70% of Yamhill County’s new population (16,188 people) was a result of migration. According to the Joint Center for Housing Studies,

immigration, unless affected by macropolitics, will continue to play a role in accelerating growth in the coming years.

Since the recession, building activity has not picked up until the past three to five years. Newberg is experiencing pent-up demand for housing, and competition has grown. As a result of increased housing costs and competition, Newberg is experiencing a decrease in first-time homebuyers due to limited options and competition from wealthier households.

Housing instability is increasing in Newberg, fueled by an unsteady, low-opportunity employment market. Minimum wage in Oregon, as of 2020, was \$11.50 (an annual salary of \$23,920 or about 26% of Median Family Income in Newberg). A household must earn at least \$28.75 per hour to afford a two-bedroom unit in Yamhill County at fair market rent. Wages in Oregon remain below the national average, but they are at its highest point relative to the early 1980s. The Office of Economic Analysis reports that new Oregon Employment Department research “shows that median hourly wage increase for Oregon workers since 2014 has been 3.1 percent annually for the past three years.”⁵² These wage increases are “substantially stronger for the Oregonians who have been continually employed over the last three years.”⁵³

By the end of 2020, the OEA anticipates a return of over one-third of the initial job losses due to the Covid-19 pandemic, and that Oregon’s economy will return to pre-pandemic employment levels by mid-2023. After recovery from this recession, Oregon Employment Department projects that by 2029, the leisure and hospitality, construction, transportation and warehousing, professional and business services, and health services industries are forecasted to account for well over half of the total job growth in Oregon between 2019 and 2029.⁵⁴ Oregon continues to have an advantage in job growth compared to other states, due to its industrial sector and immigration flow of young workers in search of jobs. This information explains that, as the housing market continues to recover and as Oregon’s economy improves, Oregon will likely see an increase in household formation rates. Yamhill County and Newberg will be affected by these state trends, which will result in continued demand for new houses.

Change in housing prices and housing affordability will also affect future housing need, with greater need for housing affordable to households with income below 80% of Median Family Income, especially for households with income below 50% of Median Family Income. Housing affordability is a challenge in most of the region in general, and Newberg is affected by these regional trends. Housing prices are increasing faster than incomes in Yamhill County, which is consistent with state and national challenges. Given the median sale price of a home in 2020 (\$430,000), households earning less than 100% of median income (\$92,100) cannot afford most homes for sale in Newberg. A household earning about \$46,100 (about 50% of median family

⁵² Office of Economic Analysis. Oregon Economic and Revenue Forecast, September 2018. Vol. XXXVIII. Retrieved from: <https://www.oregon.gov/das/OEA/Documents/forecast0918.pdf>.

⁵³ Office of Economic Analysis. Oregon Economic and Revenue Forecast, November 2020. Vol. XL. Retrieved from: <https://www.oregon.gov/das/OEA/Documents/forecast1220.pdf>

⁵⁴ Office of Economic Analysis. Oregon Employment Forecast Annual Tables. 1990-2029.

income) cannot afford the monthly rent of about \$1,380 for a unit at multifamily housing in Newberg. Newberg’s key challenge over the next twenty years is providing opportunities for development of relatively affordable housing of all types, from lower-cost single-family housing to market-rate multifamily housing.

Housing Units Needed Over the Next Twenty Years

Exhibit 49 shows a forecast of needed housing in the Newberg UGB during the 2021 to 2041 period. The basis for the determination of needed housing mix in Newberg is the demographic trends suggesting continued demand for a wider variety of housing typologies. The PAC recommended the needed housing mix assumptions at the March 14, 2019 meeting. The projection is based on the following assumptions:

- Newberg’s official forecast for population growth shows that the City will add 7,995 people over the twenty-year period. Exhibit 47 shows that the new population will result in need for 3,169 new dwelling units over the twenty-year period.
- The assumptions about the mix of housing in Exhibit 49 are:
 - **About 60% of new housing will be single-family detached**, a category that includes manufactured housing. Exhibit 9 shows that 72% of Newberg’s housing was single-family detached in the 2014–2018 period.
 - **About 8% of new housing will be single-family attached.** Exhibit 9 shows that 5% of Newberg’s housing was single-family attached in the 2014–2018 period, with little change since 2000.
 - **About 32% of new housing will be multifamily.** Exhibit 9 shows that 23% of Newberg’s housing was multifamily in the 2014–2018 period, with little change since 2000.

Newberg will have demand for 3,169 new dwelling units over the 20-year period, 60% of which will be single-family detached housing.

Exhibit 49. Forecast of Demand for New Dwelling Units by type, Newberg UGB, 2021 to 2041

| Variable | Needed Mix |
|--|--------------|
| Needed new dwelling units (2021-2041) | 3,169 |
| Dwelling units by structure type | |
| Single-family detached | |
| Percent single-family detached DU | 60% |
| equals Total new single-family detached DU | 1,901 |
| Single-family attached | |
| Percent single-family attached DU | 8% |
| equals Total new single-family attached DU | 254 |
| Multifamily | |
| Percent multifamily | 32% |
| Total new multifamily | 1,014 |
| equals Total new dwelling units (2021-2041) | 3,169 |

Source: Calculations by ECONorthwest.

Exhibit 50 accounts for new dwelling units that will be accommodated by accessory dwelling units (ADUs) or redevelopment. Newberg allows ADUs in all residential plan designations, and we assume that ADUs will develop on developed lots or developed portions of partially vacant land. Thus, ADUs do not require vacant or partially vacant unconstrained land. **Based on staff review of recent development of ADUs, we assume that 20 ADUs will develop between 2021 and 2041, at a rate of about one ADU per year.**

Chapter 2 explains the redevelopment assumptions for the Newberg UGB. **We assume that 100 units will redevelop between 2021 and 2041.**

Over the 20-year period, Newberg will accommodate 100 needed units through redevelopment and 20 needed units through development of accessory dwelling units (ADU). This will result in approximately five redeveloped units and one ADU per year.

Exhibit 50. Forecast of Demand for ADUs and Redevelopment, Newberg UGB, 2021 to 2041

| Variable | New Dwelling Units (2021-2041) |
|---|--------------------------------|
| New units accommodated through redevelopment | 100 |
| New accessory dwelling units | 20 |
| Subset of total new dwelling units (2021-2041) | 120 |

Source: Calculations by ECONorthwest.

Over the 20-year period, Newberg will accommodate 120 needed new units through ADUs and redevelopment.

This results in Newberg having demand for 3,049 new dwellings units on *vacant or partially vacant land*.

Exhibit 51. Forecast of Demand for New Dwelling Units on Vacant and Partially Vacant Lands, Newberg UGB, 2021 to 2041

| | New Dwelling Units (2021-2041) |
|---|--------------------------------|
| Dwelling Units Accommodated by ADU or through Redevelopment | |
| Single-family detached | 20 |
| Single-family attached | |
| Multifamily | 100 |
| Total Units in ADU or Redevelopment | 120 |
| Dwelling Units Requiring Vacant or Partially Vacant Unconstrained Land | |
| Single-family detached | 1,881 |
| Single-family attached | 254 |
| Multifamily | 914 |
| Total Units Requiring Vacant or Partially Vacant Land | 3,049 |

Source: Calculations by ECONorthwest.

To summarize Exhibit 49, Exhibit 50, and Exhibit 51, Newberg will have demand for 3,169 new dwelling units over the twenty-year period. Of these 3,169 dwelling units, 1,901 dwelling units will be single-family detached housing (Exhibit 49). After accounting for the 20 forecasted accessory dwelling units (Exhibit 50), Newberg will have demand for 1,881 single-family detached units on *vacant or partially vacant land* (Exhibit 51). Similarly, Newberg will have demand for 1,014 multifamily units. After accounting for the 100 dwelling units accommodated by redevelopment, Newberg will have demand for 914 multifamily units on *vacant or partially vacant land*.

Exhibit 52 allocates the remaining needed housing units (after accounting for ADUs and redeveloped units) to plan designations in Newberg. The allocation is based, in part, on the types of housing allowed in the zoning designations in each plan designation by zone.⁵⁵ Exhibit 52 shows:

- **Low-Density** land will accommodate new single-family detached housing, including manufactured houses, and a small amount of multifamily housing, such as duplexes.
- **Medium-Density** land will accommodate new single-family detached, attached, and multifamily housing, including manufactured houses, townhouses, duplexes, and triplexes.
- **High-Density** land will accommodate dense single-family detached housing as cottage-cluster housing, townhouses, duplexes, triplexes, and other multifamily housing.
- **Northwest Newberg Specific Plan** will accommodate single-family detached housing according to the densities defined in the plan on the remaining buildable acreage in the master-planned area.
- **Springbrook District** will accommodate single-family detached, attached, and multifamily housing, including small and large lot single-family homes, condominiums, and townhomes. Densities for this district are defined in the master plan for each plan designation.

⁵⁵ There are two other master-planned areas in Newberg with separate plan designations—Springbrook Oaks Specific Plan and Riverfront District. Based on conversation with City staff, the remaining buildable acres in Springbrook Oaks will be developed with 28 units in the Springbrook Meadows Phase II, which is part of the Friendsview retirement community and George Fox University Health Occupation Building. After these remaining two lots are developed, the plan area will be completely built out. The buildable acres in the Riverfront District (all in MDR/RD) are accounted for in the base plan designation—Medium-Density Residential—as the district does not have separate density requirements from the base zoning districts.

The 2019 HNA showed capacity on PQ land zoned R-1 or R-2. The update shows there is no longer enough buildable land in the PQ plan designation for the assumed density.

Exhibit 52. Allocation of Needed Housing that Requires Vacant and Partially Vacant Lands⁵⁶, by Housing Type and by Plan Designation, Newberg UGB, 2021to 2041

| Comprehensive Plan Designation | Residential Plan Designations | | | Master and Specific Planned Areas | | Total |
|--------------------------------|-------------------------------|----------------|--------------|-----------------------------------|----------------------|--------------|
| | Low Density | Medium Density | High Density | Northwest Specific Plan | Springbrook District | |
| Dwelling Units | | | | | | |
| Single-family detached | 482 | 457 | - | 68 | 874 | 1,881 |
| Single-family attached | - | 12 | 6 | - | 236 | 254 |
| Multifamily | 9 | 152 | 518 | - | 235 | 914 |
| Total | 491 | 621 | 524 | 68 | 1,345 | 3,049 |
| Percent of Units | | | | | | - |
| Single-family detached | 16% | 15% | 0% | 2% | 29% | 62% |
| Single-family attached | 0% | 0% | 0% | 0% | 8% | 8% |
| Multifamily | 0% | 5% | 17% | 0% | 8% | 30% |
| Total | 16% | 20% | 17% | 2% | 44% | 100% |

Source: ECONorthwest.

Exhibit 53 shows the following needed densities, in net and gross acres, based on the analysis of historical densities in Exhibit 48.⁵⁷ Exhibit 53 converts between net acres and gross acres to account for land needed for rights-of-way based on empirical analysis of existing rights-of-way by plan designation in Newberg. For example, in residential development in the Medium-Density designation, 20% of developed land is in rights-of-way.⁵⁸ The right-of-way percentages are based on an empirical analysis of existing development in Newberg. The estimates only include lands used for roads and do not account for rivers and streams or other public uses.

- **Low-Density Residential:** 20% of land is in rights-of-way. The average gross density in this plan designation is 4.8 dwelling units per gross acre.
- **Medium-Density Residential:** 20% of land is in rights-of-way. The average gross density in this plan designation is 7.6 dwelling units per gross acre.
- **High-Density Residential:** 17% of land is in rights-of-way. The average gross density in this plan designation is 18.7 dwelling units per gross acre.

⁵⁶ The percent of units displayed in Exhibit 52 does not match the needed mix of new housing displayed in Exhibit 49, because the allocation analysis deducts new units accommodated by redevelopment and accessory dwelling units.

⁵⁷ OAR 660-024-0010(6) defines net buildable acre as “43,560 square feet of residentially designated buildable land after excluding future rights-of-way for streets and roads.” While the administrative rule does not include a definition of a gross buildable acre, using the definition above, a gross buildable acre will include areas used for rights-of-way for streets and roads. Areas used for rights-of-way are considered unbuildable.

⁵⁸ The densities for master-planned areas (Springbrook District and Northwest Newberg Specific Plan) were derived from the densities defined in each master plan. These plan designations are not shown in Exhibit 53 because they did not require an empirical analysis of existing rights-of-way to determine gross density.

Exhibit 53. Needed Density for Housing Built by Plan Designation, Newberg UGB, 2020 to 2040

| Plan Designation | Avg. Net Density (DU/net acre) | % for Rights-of-Way | Avg. Gross Density (DU/gross acre) |
|------------------|--------------------------------|---------------------|------------------------------------|
| Low Density | 6.0 | 20% | 4.8 |
| Medium Density | 9.5 | 20% | 7.6 |
| High Density | 22.6 | 17% | 18.7 |

Source: ECONorthwest. Note: DU is dwelling unit.

Needed Housing by Income Level

The next step in the housing needs analysis is to develop an estimate of need for housing by income and housing type. This analysis requires an estimate of the income distribution of current and future households in the community. Estimates presented in this section are based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.

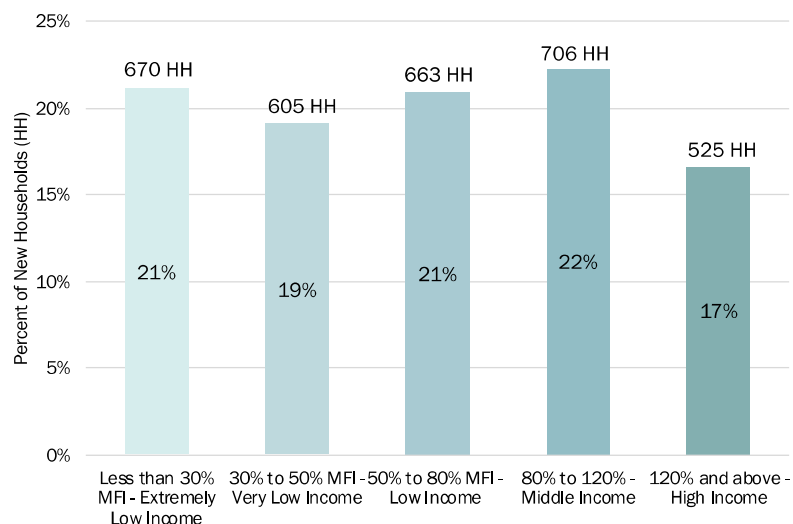
The analysis in the next Exhibit is based on American Community Survey data about income levels in Newberg. Income is categorized into market segments consistent with HUD income level categories, using Yamhill County’s 2020 Median Family Income (MFI) of \$92,100. The Exhibit is based on current household income distribution, assuming that approximately the same percentage of households will be in each market segment in the future.

About 40% of Newberg’s future households will have incomes below 50% of Yamhill County’s median family income (less than \$46,050 in 2020 dollars) and about 43% will have incomes between 50% and 120% of the County’s MFI (between \$46,050 and \$110,520).

This trend shows a need for affordable housing types, such as government-subsidized affordable housing, manufactured homes, apartments, townhomes, duplexes, and smaller single-family homes.

Exhibit 54. Future (New) Households, by Median Family Income (MFI) for Yamhill County (\$92,100), Newberg, 2021 to 2041

Source: U.S. Department of Housing and Urban Development. U.S. Census Bureau, 2014–2018 ACS Table 19001.



Need for Government-Assisted, Farmworker, and Manufactured Housing

ORS 197.303, 197.307, 197.312, and 197.314 require cities to plan for government-assisted housing, farmworker housing, manufactured housing on lots, and manufactured housing in parks.

- **Government-subsidized housing.** Government subsidies can apply to all housing types (e.g., single family detached, apartments, etc.). Newberg allows development of government-assisted housing in all residential plan designations, with the same development standards for market-rate housing. This analysis assumes that Newberg will continue to allow government housing in all of its residential plan designations. Because government-assisted housing is similar in character to other housing (with the exception being the subsidies), it is not necessary to develop separate forecasts for government-subsidized housing.
- **Farmworker housing.** Farmworker housing can also apply to all housing types and the City allows development of farmworker housing in all residential zones, with the same development standards as market-rate housing. This analysis assumes that Newberg will continue to allow farmworker housing in all of its residential zones. Because it is similar in character to other housing (with the possible exception of government subsidies, if population restricted), it is not necessary to develop separate forecasts for farmworker housing.
- **Manufactured housing on lots.** Newberg allows manufactured homes on lots as a special use in R-1, R-2, R-3, and as a permitted use in the R-4 zone and AR zones. The R-4 zone is Newberg’s Manufactured Dwelling Zoning District.
- **Manufactured housing in parks.** Newberg allows manufactured homes in parks as a special use in R-2, R-3, and R-4 zones. OAR 197.480(4) requires cities to inventory the mobile home or manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high-density residential development. According to the Oregon Housing and Community Services Department’s Manufactured Dwelling Park Directory,⁵⁹ Newberg has eight manufactured home parks within the City, with 634 spaces.

⁵⁹ Oregon Housing and Community Services Department, “Oregon Manufactured Dwelling Park Directory,” <http://o.hcs.state.or.us/MDPCRParcs/ParkDirQuery.jsp>

ORS 197.480(2) requires Newberg to project need for mobile home or manufactured dwelling parks based on (1) population projections, (2) household income levels, (3) housing market trends, and (4) an inventory of manufactured dwelling parks sited in areas planned and zoned or generally used for commercial, industrial, or high-density residential.

- Exhibit 47 shows that Newberg will grow by 3,169 dwelling units over the 2021 to 2041 period.
- Analysis of housing affordability shows that about 40% of Newberg's new households will be considered very-low or extremely-low income, earning 50% or less of the region's median family income. One type of housing affordable to these households is manufactured housing.
- Manufactured housing accounts for about 6% (about 540 dwelling units) of Newberg's current housing stock.
- National, state, and regional trends since 2000 showed that manufactured housing parks are closing, rather than being created. For example, between 2000 and 2015, Oregon had 68 manufactured parks close, with more than 2,700 spaces. Discussions with several stakeholders familiar with manufactured home park trends suggest that over the same period, few to no new manufactured home parks have opened in Oregon.
- The households most likely to live in manufactured homes in parks are those with incomes between \$27,630 and \$46,050 (30% to 50% of MFI), which include 19% of Newberg's households. However, households in other income categories may live in manufactured homes in parks.

Manufactured home subdivision development is a special use in R-2 and R-4 zones. National and state trends of manufactured home park closures, and the fact that no new manufactured home parks have opened in Oregon in over the last fifteen years, demonstrate that development of new manufactured home parks in Newberg is unlikely.

Our conclusion from this analysis is that development of new manufactured home parks or subdivisions in Newberg over the 2021–2041 planning period is unlikely. It is also unlikely that manufactured homes will locate on individual lots in Newberg, as they are permitted as a special use in most residential zones. The forecast of housing assumes that no new manufactured home parks will be opened in Newberg over the 2021–2041 period, which includes new manufactured homes on lots in the category of single-family detached housing.

- Over the next twenty years (or longer), one or more manufactured home parks may close in Newberg. This may be a result of manufactured home park landowners selling or redeveloping their land for uses with higher rates of return, rather than a lack of demand for spaces in manufactured home parks. Manufactured home parks contribute to the supply of low-cost affordable housing options, especially for affordable homeownership.

While manufactured home park closures are regulated statewide to lessen the financial difficulties of closures for park residents,⁶⁰ the City has a role to play in ensuring that there are opportunities for housing for the displaced residents. The City's primary roles are to ensure that there is sufficient land zoned for new multifamily housing and to reduce barriers to residential development to allow for the development of new, relatively affordable housing.

Need for the Population in Group Quarters

To determine housing needs, the population forecasted to live in group quarters was deducted from the population assigned to new households (which determine needed dwelling units). An increase of population living in group quarters may require additional land for new group quarters. Assumptions about land needed for new group quarters is incorporated into the "demand" side of the supply and demand equation. Land for group quarters is generally assumed to occur at densities comparable to multifamily development. For the 2021 to 2041 planning period, 155 additional people are forecast to live in group quarters in Newberg (see Exhibit 47). At a density of about 18.7 units per gross acre,⁶¹ group quarters will need approximately 8.3 gross acres. For purposes of this analysis, new group quarters are assumed to occur on high-density residential land.

Need for Employment in Residential Plan Designations

The Economic Opportunities Analysis (EOA) employment forecast assumes 303 employees will locate in residential plan designations, based on analysis of the distribution of existing employment in Newberg. Of these 303 employees, 19 will be in retail commercial and 284 will be in office and commercial services. The EOA assumes employment densities of 16 employees per acre for retail commercial employment and 22 employees per acre for office and commercial services employment.⁶² This results in about 14 net acres, or **18 gross acres** of land for employment uses in residential plan designations.⁶³

⁶⁰ ORS 90.645 regulates rules about the closure of manufactured dwelling parks. It requires that the landlord give at least one year's notice of the park closure and pay the tenant between \$5,000 to \$9,000 for each manufactured dwelling park space, in addition to not charging tenants for demolition costs of abandoned manufactured homes.

⁶¹ Basis for density assumption is the historical gross density for housing in the high-density residential plan designation in Newberg.

⁶² See Exhibit 11 in the Economic Opportunities Analysis.

⁶³ Net to gross assumption is the same as used in the EOA of 19% for commercial land.

Need for Public and Semi-Public Land in Residential Plan Designations

The analysis of public and semi-public land shows that Newberg will need 120.5 acres of land for public or semi-public uses. These uses include 60 acres for future parks, 28.5 acres for municipal uses, and 32 acres for semi-public uses.⁶⁴ Of these 120.5 acres, 105.3 will be located on residential plan designations. We distributed this land need to low, medium, and high plan designations. Park land need (60 acres) was distributed evenly across each of these plan designations. Municipal land need was distributed based City staff understanding of the location for the future facilities and semi-public land need was distributed based on existing patterns of semi-public uses on developed land.

⁶⁴ Based on analysis documented in the Newberg Public and Semi-Public Land Needs memorandum. Draft: November 23, 2020

6. Residential Land Sufficiency within Newberg

This chapter presents an evaluation of the sufficiency of vacant residential land in Newberg to accommodate expected residential growth over the 2021 to 2041 period. This chapter includes an estimate of residential development capacity (measured in new dwelling units) and an estimate of Newberg’s ability to accommodate needed new housing units for the 2021 to 2041 period, based on the analysis in the housing needs analysis. The chapter ends with a discussion of the conclusions and recommendations for the housing needs analysis.

Capacity Analysis

The buildable lands inventory summarized in Chapter 2 (and presented in full in Appendix A) provides a *supply* analysis (buildable land by type), and Chapter 5 provides a *demand* analysis (population and growth leading to demand for more residential development). The comparison of supply and demand allows the determination of land sufficiency.

There are two ways to calculate estimates of supply and demand into common units of measurement to allow their comparison: (1) housing demand can be converted into acres, or (2) residential land supply can be converted into dwelling units. A complication of either approach is that not all land has the same characteristics. Factors such as zone, slope, parcel size, and shape can affect the ability of land to accommodate housing. Methods that recognize this fact are more robust and produce more realistic results. This analysis uses the second approach: it estimates the ability of vacant residential lands within the UGB to accommodate new housing. This analysis, sometimes called a “capacity analysis,”⁶⁵ can be used to evaluate different ways that vacant residential land may build out by applying different assumptions.

⁶⁵ There is ambiguity in the term *capacity analysis*. It would not be unreasonable for one to say that the “capacity” of vacant land is the maximum number of dwellings that could be built based on density limits defined legally by plan designation or zoning, and that development usually occurs—for physical and market reasons—at something less than full capacity. For that reason, we have used the longer phrase to describe our analysis: “Estimating how many new dwelling units the vacant residential land in the UGB is likely to accommodate.” That phrase is, however, cumbersome, and it is common in Oregon and elsewhere to refer to that type of analysis as “capacity analysis,” so we use that shorthand occasionally in this report.

For land within the Springbrook Master Plan, the capacity analysis is based on the adopted master plan, as described below.

Newberg Capacity Analysis Results

The capacity analysis estimates the development potential of vacant residential land to accommodate new housing, based on the needed densities by the housing type categories shown in Exhibit 53. Calculating the capacity of vacant and partially vacant land to accommodate housing in Newberg is complicated by several adopted master plans. To ensure accurate capacity estimates, we assume the approved number of units for the master-planned areas. We use a traditional method of dividing buildable acres by gross densities by plan designation for lands that are not master planned.

Exhibit 55 to Exhibit 57 show that **Newberg’s unconstrained buildable land has capacity to accommodate approximately 1,946 new dwelling units**, based on the following assumptions:

- **Buildable residential land.** The capacity estimates start with the number of buildable acres in the base residential plan designations as shown in Chapter 2. The exceptions are land in the Northwest Newberg Specific Plan and Springbrook District. We assumed separate densities and unit capacities for these areas based on master plan specifications.⁶⁶
- **Needed densities.** The capacity analysis assumes development will occur at needed densities. Those densities were derived from the needed densities shown in Exhibit 53, consistent with historical development patterns in Exhibit 48.⁶⁷ The densities shown in Exhibit 55 includes a 3% increase from these historic densities, consistent with the density changes allowed for complying with HB 2001.⁶⁸

⁶⁶ As noted in Chapter 5, there are two other master-planned areas in Newberg with separate plan designations—Springbrook Oaks Specific Plan and Riverfront District. Based on conversation with City staff, the remaining buildable acres in Springbrook Oaks will not be developed as a residential use and were not accounted for in new dwelling unit capacity. The buildable acres in the Riverfront District (all in MDR/RD) are accounted for in the base plan designation—Medium-Density Residential—as the district does not have separate density requirements from the base zoning districts.

⁶⁷ Master-planned areas were not included in these density calculations.

⁶⁸ The City of Newberg plans to comply with HB2001 with Duplex provisions planned for June 2021 and other middle housing provisions for triplex, quadplex, cottage cluster, and townhomes planned for November/December 2021.

Exhibit 55. Estimate of Residential Capacity on Unconstrained Vacant and Partially Vacant Buildable Land, Residential Plan Designations, Newberg UGB, 2020⁶⁹

| Plan Designation/Zone | Total | Density | Capacity (Dwelling Units) |
|-------------------------------------|----------------------------------|-------------------------------|------------------------------|
| | Unconstrained Buildable Acres | Assumption (DU/Gross Acre) | |
| Low Density | 188 | 5.0 | 933 |
| Medium Density | 90 | 7.8 | 705 |
| High Density | 16 | 19.3 | 308 |
| Public/Quasi-Public (R-1/R-2 Zones) | - | 5.3 | - |
| Total | 294 | 6.6 | 1,946 |

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

The Northwest Newberg Specific Plan has 14 unconstrained buildable acres, which has capacity for 68 dwelling units, based on a gross density of 4.9 dwelling units per acre.⁷⁰

Exhibit 56. Estimate of Residential Capacity on Unconstrained Vacant and Partially Vacant Buildable Land, Northwest Newberg Specific Plan, Newberg UGB, 2020

| Plan Designation | Total Unconstrained Buildable Acres | Density | Capacity (Dwelling Units) |
|------------------|--|-------------------------------|------------------------------|
| | | Assumption (DU/Gross Acre) | |
| Low Density | 14.0 | 4.9 | 68 |

Source: Buildable Lands Inventory, Northwest Newberg Specific Plan; Calculations by ECONorthwest. Note: DU is dwelling unit.

Capacity in the Springbrook District is based on the adopted Springbrook Master Plan⁷¹. That capacity is shown in Exhibit 57. The following discussion about land within the Springbrook District is focused on estimating the planned density within the District because information about density is not included in the Springbrook Master Plan. Springbrook District has about 316 unconstrained buildable acres planned for residential use. At the time of the analysis, the only development that occurred in the master-planned area was on land designated for commercial use. With none of the planned housing built, the capacity analysis assumes that the Springbrook District has capacity for all planned units—874 single family dwelling units and 471 multifamily dwelling units.

Of the 283 acres in the Low Density Residential (LDR) plan designation identified in Exhibit 4, about 227 acres will develop with dwelling units due to additional environmentally constrained areas not included in the constraints for the BLI, as well as private park land and open space⁷²

⁶⁹ Medium density includes land in MDR, MIX, and MDR/RD plan designations. High density includes land in HDR and HDR/SP plan designations.

⁷⁰ Note: This density assumption is based on the plan for the NW specific plan, page 8.

⁷¹ The Springbrook Master Plan was adopted as Ordinance No. 2007-2678 on September 4, 2007.

⁷² This private park land and open space is generally coincident with the environmentally sensitive areas such as wetlands and geological constraints. The Master Plan envisions that park land and open space within in the Master Plan area will be used for passive parks, such as trails or pedestrian facilities, and are intended to be preserved in

currently designated LDR in the adopted Springbrook Master Plan. The Springbrook Master Plan assumes 874 units will develop on the 227 acres,⁷³ resulting in a density of about 3.8 dwelling units per acre.

Exhibit 57. Estimate of Residential Capacity on Unconstrained Vacant and Partially Vacant Buildable Land, Springbrook District, Newberg UGB, 2020

| Type | Units |
|---------------|--------------|
| Single Family | 874 |
| Multifamily | 471 |
| Total | 1,345 |

Source: Buildable Lands Inventory; Springbrook Master Plan; Calculations by ECONorthwest. Note: DU is dwelling unit.

Exhibit 58 shows a summary of the information presented in Exhibit 55 through Exhibit 57, and shows the overall average density on Newberg’s unconstrained vacant and partially vacant land. As stated in the discussion above, the densities for low, medium, and high density plan designations are based on historical densities (Exhibit 48). The Northwest Newberg Specific Plan and Springbrook District Master Plan contain either specific densities or dwelling unit capacities that do not align with base plan designations. Thus, these areas are addressed separately.

ORS 197.296(5) requires cities to analyze historical and needed densities. Exhibit 48 shows historical gross densities by plan designation. These densities were used to calculate capacity for new dwelling units, and this analysis concludes that the needed density is 7.4 (Exhibit 53). **The overall needed gross density for future housing in Newberg is 7.4 dwelling units per gross acre.**

The overall average density of residential capacity on unconstrained vacant and partially vacant buildable land in Newberg shown in Exhibit 58 is 5.9 dwelling units per acre.

their natural state. In addition, the Master Plan envisions that there will be grassy areas in proximity to residential neighborhoods, intended for active play.

⁷³ The number of dwelling units expected to be developed in LDR, 874 units, has not changed from the Springbrook Master Plan, even though the understanding of the amount of land for residential development has decreased from 283 acres to 227 acres due to environmentally sensitive areas such as wetlands and geological constraints. The calculation of density only considers land where housing is planned, to give an estimate that is consistent with other estimates of capacity in this analysis

Exhibit 58. Average Density of Residential Capacity on Unconstrained Vacant and Partially Vacant Buildable Land, Newberg UGB, 2020

| Plan Designation/Zone | Total Unconstrained Buildable Acres | Capacity (Dwelling Units) | % DU | Assumed Density (du/gross acre) |
|--------------------------------|--|----------------------------------|-------------|--|
| Low Density | 188 | 933 | 28% | 5.0 |
| Medium Density | 90 | 705 | 21% | 7.8 |
| High Density | 16 | 308 | 9% | 19.3 |
| Northwest SP | | | | |
| Low-Density Residential | 14 | 68 | 2% | 4.9 |
| Springbrook District | | | | |
| Low-Density Residential* | 227 | 874 | 26% | 3.8 |
| Mid-Rise Residential | 11 | 206 | 6% | 18.7 |
| Village Residential | 22 | 265 | 8% | 12.0 |
| Overall Average Density | 568 | 3,359 | | 5.9 |

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

Residential Land Sufficiency

The next step in the analysis of the sufficiency of residential land within Newberg is to compare the demand for housing by plan designation (Exhibit 52) with the capacity of land by plan designation (Exhibit 55-Exhibit 57).

Exhibit 59 shows that Newberg does not have sufficient land to accommodate development in the High-Density Residential plan designation, with a deficit of 216 dwelling units. The figures only include demand for residential land; the City will need to account for additional lands needed for parks, schools, and other public uses in a UGB review.

Newberg’s deficit of High-Density Residential capacity (216 dwelling units) means that the City has an approximate deficit of 11 gross acres of high-density land for residential uses (at 19.3 dwelling units per gross acre).

Exhibit 59. Comparison of Capacity of Existing Residential Land with Demand for New Dwelling Units and Land Surplus or Deficit, Newberg UGB, 2021–2041

| Plan Designation | Capacity (Dwelling Units) | Demand for New Housing | Comparison (Supply minus Demand) | Land Sufficiency (Gross Acres) |
|-------------------------|---------------------------|------------------------|----------------------------------|--------------------------------|
| Low Density | 933 | 491 | 442 | 89 |
| Medium Density | 705 | 621 | 84 | 11 |
| High Density | 308 | 524 | (216) | (11) |
| Northwest Specific Plan | 68 | 68 | 0 | n/a |
| Springbrook District | 1,345 | 1,345 | 0 | n/a |
| Total | 3,359 | 3,049 | | |

Source: Buildable Lands Inventory; Calculations by ECONorthwest. Note: DU is dwelling unit.

For the 2021 to 2041 planning period, 155 additional, needed group quarters were deducted from the housing forecast (see Exhibit 47). The analysis must still account for their land need. At a density of about 19.3 units per gross acre,⁷⁴ group quarters will need approximately 8.0 gross acres. For purposes of this analysis, new group quarters are assumed to occur on high-density residential land. Exhibit 59 shows Newberg’s deficit of 11 gross acres of high-density lands. Exhibit 60 shows the revised land deficit of 19 gross acres of High-Density Residential lands, after adding land for group quarters.

Exhibit 60. Land Needed for Group Quarters, Newberg UGB, 2021–2041

| Land Needed for Group Quarters | Assumption |
|---|-------------|
| New Population in Group Quarters | 155 |
| Needed Dwelling Units for Group Quarters* | 155 |
| Density Assumption (HDR) | 19.3 |
| Needed Gross Acres for Group Quarters (HDR) | 8.0 |
| (Total deficit of land in HDR, including Group Quarters) | (19) |

Source: Calculations by ECONorthwest. *Assumes 1 dwelling unit per person.

Exhibit 61 shows land needed for employment and public or semi-public uses as described in Chapter 5. The distribution of the 18 acres of land needed for employment uses based on the existing distribution of employment on low, medium, and high density plan designations. The Newberg Public and Semi-Public Land Needs memorandum summarizes the 120.5 acres of residential land needed for public or semi-public uses.

Exhibit 61. Land Needed for Employment and Public/Semi-Public Uses, Newberg UGB, 2021–2041

| Plan Designation | Land Needed for Employment Uses | Land Needed for Public/Semi-Public Uses |
|------------------|---------------------------------|---|
| Low Density | (8) | (46.1) |
| Medium Density | (9) | (35.7) |
| High Density | (1) | (23.5) |

Source: Calculations by ECONorthwest.

⁷⁴ Basis for density assumption is the historical net density for multifamily housing in Newberg (2000 through 2018).

Summary of Needed Units in 2021–2041

Exhibit 62 summarizes the demand for new housing and the land sufficiency in gross acres for the 2021–2041 period. This information summarizes the analysis in Exhibit 59 (land sufficiency for the 2021–2041 planning period) and Exhibit 60 (land needed for group quarters).

The analysis shows that Newberg does not have sufficient land to accommodate development in the Medium and High-Density Residential plan designations, with a deficit of 34 acres and 44 acres, respectively.

Exhibit 62. Revised Comparison of Capacity of Existing Residential Land with Demand for New Dwelling Units and Land Surplus or Deficit, Newberg UGB, 2021–2041

| Plan Designation | Gross Acres | | | | | |
|-------------------------|--------------------------------------|-----|---|--|--------------------------------------|---------------------|
| | Land Sufficiency | | Employment Uses in Res. Plan Des. | Public/Semi- Public Uses in Res. Plan Des. | Land Needed for Group Quarters | Land Sufficiency |
| | for Future Housing Development | | | | | |
| Low Density | 89 | (8) | (46) | | 35 | |
| Medium Density | 11 | (9) | (36) | | (34) | |
| High Density | (11) | (1) | (24) | (8) | (44) | |
| Northwest Specific Plan | 0 | | | | n/a | |
| Springbrook District | 0 | | | | n/a | |

Source: Calculations by ECONorthwest.

ORS 197.296(5) requires cities to analyze historical and needed densities. Exhibit 48 shows historical gross densities by plan designation. These densities were used to calculate capacity for new dwelling units, and this analysis concludes that the needed density is 7.4 (Exhibit 53).

Based on the analysis in Exhibit 58, Newberg is not meeting its needed density for the overall average density of 7.4 dwelling units per gross acre, as the capacity (3,359 dwelling units) divided by unconstrained buildable acres (568 acres) is equal to 5.9. Newberg is meeting its needed densities in the Low, Medium, and High Density Residential plan designations, as the future densities in these plan designations are consistent with the historical gross densities shown in Exhibit 48. The special area plans for the Northwest Newberg Specific Plan and Springbrook District were developed in 1993 and 2008, respectively. The expected densities in these areas, 4.9 dwelling units per gross acre in the Northwest Newberg Specific Plan and about 5.2 dwelling units per gross acre in the Springbrook District, are below the overall average density of 7.4 dwelling units per gross acre for the entire city. The Springbrook District's planned density has the greatest impact on overall average densities in Newberg, as expected housing in the Springbrook District accounts for about 40% of Newberg's housing capacity.

Consistent with ORS 197.296(6) Newberg will need to adopt measures to help the city achieve needed densities. The Newberg housing strategy identifies several potential measures (e.g., establish maximum lot size standards, establish minimum density standards, allow duplexes/triplexes/quadplexes in single family zones, etc.).

Moreover, the HNA concludes that Newberg does not have sufficient land designated for multifamily housing types. If Newberg did not have a deficit of 44 acres of High-Density Residential (as shown in Exhibit 59 before factoring in group quarters land), it would have more capacity for dwelling units at higher densities. Thus, the overall average density would be about 6.2 dwelling units per acre. The amount of capacity of land in lower-density plan designations, especially in the Northwest Newberg Specific Plan and Springbrook District, combined with the lack of land in high-density plan designations are the key factors that decrease the overall average density for housing development in Newberg.

Newberg will need to consider measures that ensure that the city has adequate land available for multifamily housing. Those strategies could be redesignating land for multifamily uses, modifying existing zones, or encouraging multifamily housing development through tax abatement programs.

Appendix A – Residential Buildable Lands Inventory

The general structure of the standard method BLI analysis is based on the DLCD HB 2709 workbook *Planning for Residential Growth – A Workbook for Oregon’s Urban Areas*, which specifically addresses residential lands.⁷⁵ The steps and substeps in the supply inventory are:

1. Calculate the gross vacant acres by plan designation, including fully vacant and partially vacant parcels.
2. Calculate gross buildable vacant acres by plan designation by subtracting unbuildable acres from total acres.
3. Calculate net buildable acres by plan designation, subtracting land for future public facilities from gross buildable vacant acres.
4. Calculate total net buildable acres by plan designation by adding redevelopable acres to net buildable acres.

The methods used for this study are consistent with many others completed by ECONorthwest that have been acknowledged by DLCD and LCDC.

Overview of the Methodology

The BLI only includes lands within the Newberg UGB—we did not address areas outside the UGB in this study. The buildable lands inventory uses methods and definitions that are consistent with OAR 660-008 and OAR 660-024. The steps in the inventory are:

- **Generate residential “land base.”** This involves “clipping” all of the tax lots in the Newberg UGB with the comprehensive plan layer. The GIS function is followed by a quality assurance step to review the output and validate that the resulting data set accurately represents all lands designated for residential use in the Newberg UGB consistent with OAR 660-008-0005(2).

⁷⁵ We note that Newberg is not required to comply with ORS 197.296.

- **Classify lands.** Each tax lot is classified into one of the following categories:
 - Vacant land
 - Partially vacant land
 - Developed land
 - Public land
 - Unbuildable land

- **Identify constraints.** We consider areas in steep slopes (over 25%), floodways, and 100-year floodplains, as well as areas with landslide hazard, lands with regulated wetlands, and land identified for future public facilities (including the Newberg-Dundee Bypass) as constrained or committed lands. These areas are deducted from lands that are identified as vacant or partially vacant. To estimate the constrained area within each tax lot, all constraints listed above are merged into a single constraint file that are overlaid on tax lots.

- **Tabulation and mapping.** The preliminary results are presented in tabular and map format with accompanying draft narrative at the end of this memo. The maps include lands by classification and maps of vacant and partially vacant lands with constraints.

Exhibit 63 shows data sources used for the BLI. Exhibit 64 on the following page shows the comprehensive plan designations included in the residential BLI.

Exhibit 63. Data sources for Newberg BLI

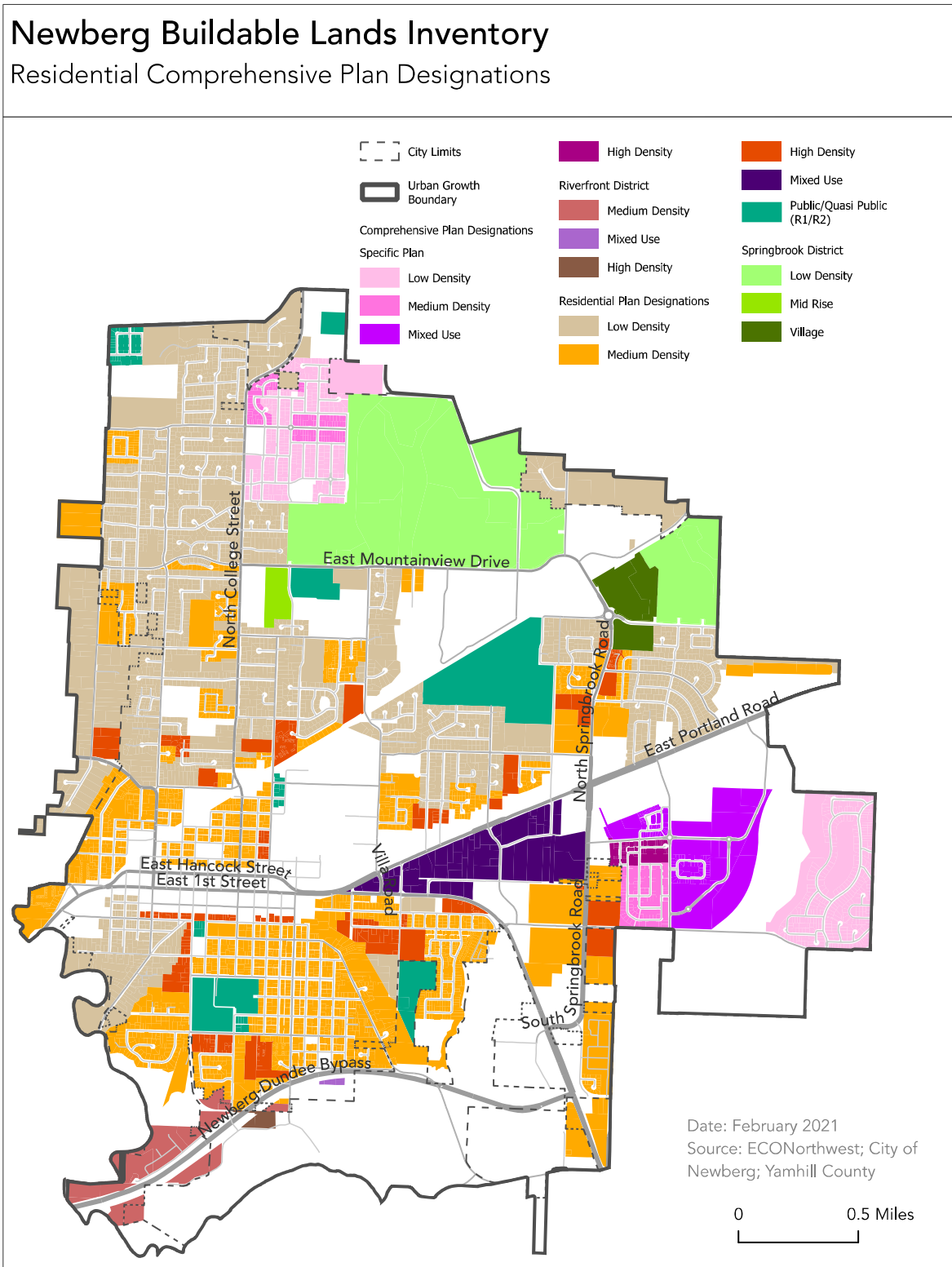
| Data | Source | Description |
|--------------------|--|--|
| Tax lots – Yamhill | Yamhill County Assessor, provided by City of Newberg | Tax lot fabric for entire County. Fabric includes roads. |
| City Boundaries | City | Includes City limits, UGB, and urban reserve areas |
| UGB | Oregon Spatial Explorer | 2015 UGBs |
| Counties | Oregon Spatial Explorer | 2015 County boundaries |
| Streets | City of Newberg | City / County roads |
| Streams | City of Newberg | Perennial streams |
| Zoning | Yamhill County | Zoning outside incorporated city boundaries |
| Landslide areas | DOGAMI SLIDO 3.2 database | DOGAMI mapped landslide areas |
| Special Flood Area | Oregon Spatial Explorer – statewide FEMA FIRM database | Areas of special flood hazard |
| Building Footprint | City of Newberg | Building footprints for land inside the Newberg UGB |
| Wetlands | National Wetland Inventory | Wetlands defined in the National Wetland Inventory |

Residential Land Base

Exhibit 64 shows the plan designations included in the residential land base. This BLI includes lands in the LDR, MDR, MIX, HDR, LDR-6.6, LDR/1A, LDR/SP, MDR/RD, MDR/SP, MIX/SP, HDR/SP, SD/MRR, SD/MRR, SD/LDR, and SD/V plan designations, as well as land in the R-1 and R-2 zones within the PQ plan designation. We consolidated plan designations in the following groups to provide clearer summary tables and maps:

- Low-Density Residential
- Medium-Density Residential
- Mixed Use
- High-Density Residential
- Public/Quasi-Public (R-1 and R-2 zones only)
- Springbrook Oaks Specific Plan
 - Low-Density Residential
 - Medium-Density Residential
 - High-Density Residential
 - Mixed-Use
- Northwest Newberg Specific Plan
 - Low-Density Residential
 - Medium-Density Residential
- Springbrook District
 - Low-Density Residential
 - Mid-Rise Residential
 - Village Residential

Exhibit 64. Residential Land Base by Plan Designation, Newberg UGB, 2020



DATE: January 4, 2021
TO: Newberg Planning Commission and City Council
CC: Doug Rux, City of Newberg
FROM: Beth Goodman and Margaret Raimann, ECONorthwest
SUBJECT: NEWBERG HOUSING STRATEGY – 2020 UPDATE

The City of Newberg is reviewing land sufficiency within its urban growth boundary (UGB). Part of the boundary review includes developing a housing needs analysis (HNA), which requires conducting an assessment that is consistent with Goal 10. The study is funded, in part, through a grant from the Department of Land Conservation and Development (DLCD).¹ The purpose of this project is to identify measures that increase the supply and affordability of housing within Newberg’s UGB.

The HNA uses a planning period of 2021–2041. According to population forecasts developed by the Population Research Center at Portland State University, Newberg’s population will exceed 25,000 by 2021. Cities with populations over 25,000 are subject to the provisions of ORS 197.296. The results of the HNA show that Newberg has a deficit of land designated for Medium and High-Density Residential. If cities that are subject to the ORS 197.296 provisions have a deficit of residential land, they must either (1) expand the UGB; (2) adopt measures that increase housing densities; or (3) a combination of the two.

Newberg last adopted a housing strategy in 2009. The actions identified in the 2009 Affordable Housing Action Plan were grouped under the following seven affordable housing strategies:

- Amend goals and policies of the Newberg Comprehensive Plan
- Retain the existing supply of affordable housing
- Insure an adequate land supply for affordable housing
- Change development code standards
- Amend the development fee schedule
- Develop and support public and private programs
- Strengthen economic development efforts

A key objective of the HNA and accompanying 2020 housing strategy is to identify options for changes to the City’s comprehensive plan and land-use regulations needed to address housing and residential land needs. This memorandum presents a housing strategy for Newberg, based on the results of the HNA and discussions with the Project Advisory Committee (PAC) as part of the 2019 HNA process. Parts of the strategy are updated to reflect the results of the 2020

¹ 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.

update process. The housing strategy presents a comprehensive package of interrelated policy changes that the PAC recommends the City address over the next one to four years.

The City staff expects to begin working with the Planning Commission to implement changes to the land-use code based on the final housing strategy, which will incorporate changes from the Planning Commission and City Council. Staff will also work with the City Council to make legislative policy changes described in this strategy, starting on high-priority changes in 2021.

Strategic Priorities

The HNA provides a thorough analysis of the existing supply and affordability of housing in Newberg. It also concludes that Newberg will need 3,169 new housing units between 2021 and 2041. In reviewing the data and planning for needed housing for the 2021 through 2041 period, the Project Advisory Committee (PAC) endorsed four strategic priorities:

1. **Land Supply and Availability.** Statewide planning Goal 10 (Housing) requires cities to inventory residential lands and provide a 20-year supply of land for residential uses. The HNA concluded that Newberg has a deficit of residential land in the medium and high density plan designation. Not only is providing sufficient residential land a strategic priority, it is also a state requirement.
 - a. Ensure 20-year supply. The HNA concluded that Newberg has a deficit of residential land. The 20-year forecast for the 2021 to 2041 planning period showed that Newberg will need to accommodate 3,169 new dwelling units. The HNA identifies deficits of capacity and land for multifamily housing types and the Medium and High-Density Residential plan designations.

This strategic priority is to ensure a 20-year supply of residential land for multifamily and the High Density plan designations. Given that the City has identified deficits, it has an obligation to address those deficits. Moreover, by 2021, PSU forecasts that Newberg's population will exceed 25,000 persons, making the City subject to the requirements of ORS 197.296. Under the statutory requirements of ORS 197.296(6), Newberg must either:

- (a) Amend its urban growth boundary to include sufficient buildable lands to accommodate housing needs for the next twenty years. As part of this process, the local government shall consider the effects of measures taken pursuant to paragraph (b) of this subsection. The amendment shall include sufficient land reasonably necessary to accommodate the siting of new public school facilities. The need and inclusion of lands for new public school facilities shall be a coordinated process between the affected public school districts and the local government that has the authority to approve the urban growth boundary;
- (b) Amend its comprehensive plan, regional framework plan, functional plan or land-use regulations to include new measures that demonstrably increase

the likelihood that residential development will occur at densities sufficient to accommodate housing needs for the next twenty years without expansion of the urban growth boundary. A local government or metropolitan service district that takes this action shall monitor and record the level of development activity and development density by housing type following the date of the adoption of the new measures; or

c) Adopt a combination of the actions described in paragraphs (a) and (b) of this subsection.

Additional provisions regarding so-called land-use efficiency measures are also found in OAR 600-024. While Newberg has already implemented a number of land-use efficiency measures, this strategic priority includes consideration of additional actions.

The HNA is a first step in an urban growth boundary (UGB) review. While cities can look at residential land exclusive of employment land, it can create some serious problems. As such, the City is in the process of conducting an economic opportunities analysis (EOA) compliant with statewide planning Goal 9 to identify any employment land deficiencies. The City is also in the process of conducting an analysis of lands needed for other public uses (public facilities, parks, etc.). Taken together, these analyses will provide a comprehensive assessment of total land need and form the basis for a UGB review.

b. Ensure short-term supply to support development. Land in the UGB is not necessarily development ready. Land requires the full suite of backbone services (water, wastewater, transportation) before it is development ready. The experience throughout Oregon in recent years is that the cost of services is increasing, and cities are turning to creative ways to finance infrastructure.

2. **Provide opportunity for a wider variety of housing types (supply, affordability, quality).** Goal 10 is about more than land supply and affordability. Goal 10 states, “Plans shall encourage the availability of adequate numbers of needed housing units . . . and allow for flexibility of housing location, type, and density.” Moreover, ORS 197.303 requires the City to plan for needed housing types, including single-family detached, single-family attached, multifamily, government-assisted housing, manufactured dwellings on lots or in parks, and farmworker housing.

Newberg’s development code allows all these housing types. However, the market has focused primarily on single-family detached housing (72% of Newberg’s housing stock is single-family detached). Given the affordability issues identified in the HNA, a broader range of housing types can potentially provide housing that will address some of the community’s affordability issues.

Recently, planners have identified certain types of housing as the “missing middle.”

This concept, coined by Daniel Parolek of Opticos Design in Berkeley, CA, is conceived as a strategy to address the changing demographics of U.S. cities. These “middle” housing types can provide an appropriate housing choice and can be effective in filling the gap between supply and demand. Parolek defines these middle units as “a range of multi-unit or clustered housing types compatible in scale with single-family homes that help meet the growing demand for walkable urban living.”

Design is central to the middle housing concept. The idea is to fit higher-density housing types into the footprint of a typical detached single-family home. The intent is that residential development is higher density than traditional single-family detached but looks and feels like a typical home in the neighborhood. The compatibility of these units with its surrounding uses makes the idea of higher-density housing approachable to people who would otherwise raise issue.

3. **Develop mandates and incentives that support affordable housing.** The HNA clearly identifies a lack of housing that is affordable to households with annual incomes less than \$46,000. It is also clear that the private sector cannot feasibly develop lower-cost housing. Moreover, the amount of government support that is available for lower-cost housing is nowhere enough to meet identified needs.

The Newberg Housing Strategy distinguishes between three types of affordable housing: (1) housing affordable to very low-income and extremely low-income households, (2) housing affordable to low-income households, and (3) housing affordable to middle-income households. The following describes these households based on information from the Newberg Housing Needs Analysis.

- **Very low-income and extremely low-income households** are those who have an income of 50% or less of Yamhill County’s Median Family Income (MFI),² which is an annual household income of \$46,050. About 40% of Newberg’s households fit into this category. They can afford a monthly housing cost of \$1,151 or less.³ Development of housing affordable to households at this income level is generally accomplished through development of government-subsidized income-restricted housing.
- **Low-income households** are those who have incomes between 50% and 80% of Yamhill County’s MFI, or an income between \$46,050 and \$73,680. About 21% of Newberg’s households fit into this category. They can afford a monthly housing cost of \$1,151 to \$1,842. The private housing market may develop housing affordable to households in this group, especially for the higher-income households in the group.

² Median Family Income is determined by the U.S. Department of Housing and Urban Development. In 2020, Yamhill County’s MFI was \$92,100.

³ This assumes that households pay less than 30% of their gross income on housing costs, including rent or mortgage, utilities, home insurance, and property taxes.

- **Middle-income households** are those who have incomes between 80% and 120% of Yamhill County’s MFI, or an income between \$73,680 to \$110,520. About 22% of Newberg’s households fit into this category. They can afford a monthly housing cost of \$1,842 to \$2,763. The private housing market may develop primarily new housing affordable to households in this group, especially for lower-value, owner- or renter-occupied units across all housing types.

This strategic priority is to evaluate mechanisms (mandates and/or incentives) that will support the development or preservation of affordable housing in Newberg.

4. **Plan for infrastructure development to support residential development.** Newberg already has functional plans for key services, and those plans are updated periodically. The functional plans and their related capital improvement programs, however, do not address new lands that might be brought into the UGB. Moreover, when developers identify land supply as an issue, it is frequently not in the context of long-term land supply but in the context of development ready lots.

Thus, the City should explore creative mechanisms for ensuring that a shorter-term supply of serviced land is available for development. This can take many forms—master planning, developer agreements, creative financing tools, etc.

Newberg’s Comprehensive Plan Housing Policies

The Newberg Comprehensive Plan includes a set of policies that address housing. Those policies were last updated in 2009 and are included in Appendix A. The Newberg Comprehensive Plan includes one housing goal:

To provide for diversity in the type, density, and location of housing within the City to ensure there is an adequate supply of affordable housing units to meet the needs of City residents of various income levels.

The plan also outlines three categories of policies intended to comply with Goal 10 and guide housing development in Newberg. These include (1) density policies, (2) location policies, and (3) mix policies.

The housing policies in the Newberg Comprehensive Plan were revised based on recommendations in the 2009 Newberg Affordable Housing Action Plan. A review of the policies by ECONorthwest concludes that the policies are compliant with statewide planning requirements. Moreover, the policies include some innovative approaches to addressing the three policy categories. Following is a brief overview of the policies:

- **Density policies.** This section starts with a statement that density, rather than housing type, is the primary consideration in establishing comprehensive plan designations. The density policies establish density targets, which the HNA shows were exceeded by residential development that occurred between 2000 and 2018 (Newberg achieved an average gross density of 7.4 dwellings per gross acre during this period) in the Low- and High-Density Residential plan designations. Observed densities in the medium-

density residential designation were slightly lower than the target (9 dwelling units per gross acre, compared to the observed density of 7.6).

The density policies also establish pathways for density credits or bonuses to account for land provided to the City for public facilities or “for diversity in the type, density and location of housing within the City to ensure there is an adequate supply of affordable housing units to meet the needs of City residents of various income levels.”

- **Location policies.** The plan includes three location policies. The first addresses the location of higher-density housing and encourages it to be located proximate to services, commercial areas, and public open spaces. The second states that the first policy is not a set of absolute requirements and that dispersal of higher-density housing throughout the community is an important locational objective. The final policy encourages medium-density housing adjacent to the commercial core of the Riverfront District.
- **Mix policies.** The mix policies start with a definition of “affordable housing.” They go on to encourage a range of strategies to address affordability, to encourage dispersal of multifamily housing throughout the community, and to recognize manufactured housing as a source of affordable housing. The policies also require that larger parcels include some land for higher-density housing types.

After reviewing the housing policies in the Newberg Comprehensive Plan, no modifications are recommended.

Newberg Housing Strategy

The Newberg Housing Strategy is organized around the three broad strategic priorities. The broad goal of the Newberg Housing Strategy is to help the City manage the land within the UGB to meet current and future housing development capacity while maintaining the character and quality of life in Newberg and protecting public interests such as housing affordability, health, safety, and municipal revenues. The strategies and associated actions provide an implementation roadmap for the next one to four years.

The Newberg HNA Project Advisory Committee (PAC) convened five times over the course of the project. Two of the meetings focused on the technical elements of the study (the buildable lands inventory and the housing needs analysis), with the other two meetings focused on the strategy. The PAC reviewed and recommended a general set of strategies at the March 14 meeting. That meeting provided the foundation for the strategies in this section, which are described in detail in this document. The PAC was provided a draft of this strategy and endorsed the contents at the May 15 PAC meeting. In the 2020 update process, the City convened a Citizens Advisory Committee (CAC) to review the updated buildable lands inventory, housing forecast, and land sufficiency. The members of the CAC included five original members of the 2019 PAC and one additional member. ECONorthwest worked with City staff to update the strategy to align with the results of the updated HNA.

The strategies consider key findings from the HNA: the City has a long-term deficit of residential land, the market is not building enough housing that is affordable to households with annual incomes of less than \$46,000, the composition of Newberg’s population is becoming more older and more diverse, the number of single-person households is increasing, and many others. This document presents a comprehensive strategy that provides a variety of opportunities to meet the housing needs of Newberg’s residents at all income levels.

Many of the actions described in the Newberg Housing Strategy will require legislative amendments to the City’s comprehensive plan and/or development code. These actions will be subject to standard notification and hearing procedures. Newberg Community Development staff will develop analysis and public input steps that are appropriate for each legislative action to ensure compliance with Goal 1 and the procedural elements of the Newberg Comprehensive Plan and Development Code.

Summary and Schedule of Actions

The matrix below provides a summary of the strategic priorities and associated implementation actions as well as the proposed schedule for the actions. All actions listed to occur during the 2019 to 2021 period are currently in progress with estimated completion in 2020 or 2021.

| Strategic Priority | 2019– 21 | 2021– 22 | 2022– 23 | 2023– 24 | 2024– 25 | 2025– 26 |
|--|-------------|-------------|-------------|-------------|-------------|-------------|
| Strategy 1: Ensure an adequate supply of land that is available and serviceable | | | | | | |
| Action 1.1. Conduct a full analysis of land sufficiency within the Newberg UGB | ✓ | | | | | |
| Action 1.2. Establish maximum lot size standards | | ✓ | | | | |
| Action 1.3. Establish minimum density standards | | ✓ | | | | |
| Action 1.4. Evaluate expanded cluster development standards | ✓ | ✓ | | | | |
| Action 1.5. Evaluate expanding density bonuses | | | | ✓ | | |
| Strategy 2: Provide opportunity for a wider variety of housing types (supply, affordability, quality) | | | | | | |
| Action 2.1. Allow duplexes/triplexes/quadplexes in single family zones | ✓ | ✓ | ✓ | | | |
| Action 2.2. Allow small/tiny homes | | ✓ | | | | |
| Strategy 3: Develop mandates and incentives that support affordable housing | | | | | | |
| Action 3.1. Establish vertical housing tax abatement district | ✓ | | | | | |

| | | | | | | |
|--|---|---|---|--|---|---|
| Action 3.2. Establish an affordable multifamily housing property tax abatement program | | | ✓ | | | |
| Action 3.3. Evaluate potential for urban renewal districts | ✓ | | | | | |
| Action 3.4. Establish a construction excise tax | ✓ | | | | | |
| Action 3.5. Reduced/waived building permit fee, planning fees, or SDCs | | ✓ | | | ✓ | |
| Action 3.6. General fund/general obligation bonds | | | ✓ | | | ✓ |

Strategy 1: Ensure an Adequate Supply of Land that is Available and Serviceable

This strategy is about ensuring an adequate land supply—not only a twenty-year supply (as Goal 10 requires) but also a pipeline of serviced land that is available for immediate development. The following recommended strategies and actions are intended to ensure an adequate supply of residential land through a combination of land-use efficiency measures and UGB review. Efficient use of Newberg’s residential land is key to ensuring that Newberg has opportunities to grow from 2021 to 2041, and beyond.

Issue Statement

Newberg has a limited supply of residential land within its UGB. The results of the HNA show that the City does not have enough land in Medium and High-Density Residential plan designations to accommodate expected growth over the 2021 to 2041 period. Newberg has a deficit of 37 gross acres in the Medium-Density Residential plan designation and a deficit of 44 gross acres in High-Density Residential designation. The HNA assumes that Newberg will accommodate some units in commercial plan designations, including units planned in the Downtown Improvement Plan.

Oregon’s Statewide Planning System requires cities that do not have enough land within their UGB to evaluate and implement policies to increase land use efficiency, expand the UGB, or both. Newberg has previously adopted, or is in the process of evaluating, policies aimed at increasing land use efficiency, and will need to evaluate options for expansion of the UGB to accommodate the residential land need, as identified in the HNA.

Goal

Maintain a twenty-year supply of land that is suitable and available for residential density. Ensure that land is designated so that the supply is adequate for all needed housing types at needed densities. Consider short-term residential land supply as part of ongoing functional planning efforts.

Recommended Actions

Action 1.1. Conduct a full analysis of land sufficiency within the Newberg UGB

Newberg will be required to amend its UGB as a result of the HNA and lands needed for other public uses (public facilities, parks, etc.). The City has already adopted many land-use efficiency measures; it will adopt additional measures as the result of this strategy. Those measures will focus on achieving the needed housing density and mix and will not result in additional land efficiency beyond what is documented in the HNA.

A UGB amendment is a complex process that is governed by a complex set of statutes and administrative rules. This process will be somewhat less complex, since the City has 550 acres of land in urban reserve areas (URAs)—these areas are first priority lands for inclusion in the UGB based on the ORS 197.320A priority scheme. The deficit of land identified in the HNA is considerably less than the amount of land in URAs.

The City should also review employment and other land needs as part of the boundary review. The HNA does not document lands needed for parks, schools, and other public and semipublic uses. Moreover, it does not identify employment land needs. Work done exploring the uses of the OAR 660-038 Simplified Boundary Review process identified a deficit of industrial land for a fourteen-year period. While it did not identify a deficit of commercial land, it is possible that a deficit exists. The City will need to complete an economic opportunities analysis (EOA) that complies with Goal 9 and OAR 660-009 to make this determination.

Timing for implementing the action: 2019–2021 (in process)

Action 1.2. Establish maximum lot size standards

This approach ensures minimum densities in residential zones by limiting lot size. It places bounds on building at less than maximum allowable density. Maximum lot sizes can promote appropriate urban densities, efficiently use limited land resources, and reduce sprawl development.

This action would place an upper bound on lot size and a lower bound on density in single-family zones. For example, a residential zone with a 5,000 sq. ft. minimum lot size might have an 8,000 sq. ft. maximum lot size yielding an effective net density range between 5.4 and 8.7 dwelling units per net acre.

The City has already partially implemented this strategy—for lots in subdivisions, the R-1 zone has a lot size upper limit of 10,000 sq. ft. and the R-2 zone has an average lot size upper limit of 5,000 sq. ft.

This action would look at further reducing these maximum lot size limits—particularly for the R-1 zone.

Timing for implementing the action: 2022-2023

Action 1.3. Establish minimum density standards

This policy is typically applied in single-family residential zones and places a lower bound on density. Minimum residential densities in single-family zones are typically implemented through maximum lot sizes. In multifamily zones, they are usually expressed as a minimum number of dwelling units per net acre. Such standards are typically implemented through zoning code provisions in applicable residential zones.

This policy increases land-holding capacity. Minimum densities promote developments consistent with local comprehensive plans and growth assumptions. They reduce sprawl development, eliminate underbuilding in residential areas, and make provision of services more cost effective.

The city has partially implemented this action—Newberg established density targets for residential plan designations, but not minimum densities. Comprehensive Plan Housing Policy 1.b establishes the following density targets:

- b. Target densities shall be as follows:

| Units Per Classification | Gross Acre* |
|--------------------------|-------------|
| Urban Low Density | 4.4 |
| Urban Medium Density | 9 |
| Urban High Density | 16.5 |

**Includes a 25 percent allowance for streets, walkways and other right-of-ways, utilities, small open spaces, preservation of resources, and similar features.*

Analysis conducted for the 2019 HNA showed that Newberg exceeded density targets in two of the three residential plan designations between 2000 and 2018. During this period, Newberg observed an average density of 7.4 dwelling units per gross acre—4.8 du/gra in the Low-Density Residential designation, 7.6 du/gra in the Medium-Density Residential, and 18.7 du/gra in the High-Density Residential designations.

This action would go one step further and would establish minimum density standards for residential zoning districts. The policy would need to acknowledge that meeting minimum density standards may not be possible in all instances and may preclude a right of development (for example, a proposal to place a single-family home on a legacy lot of 12,000 sq. ft. when the minimum density in the zone is 5 dwelling units per net acre or 8,712 sq. ft.). One way around this problem would be to only apply the standard to land divisions that create four or more lots).

Timing for implementing the action: 2022-2023

Action 1.4. Evaluate expanded cluster development standards

Clustering allows developers to increase density on portions of a site while preserving other areas of the site. Clustering is a tool most commonly used to preserve natural areas or avoid

natural hazards during development. It uses characteristics of the site as a primary consideration in determining building footprints, access, etc. Clustering is typically processed during the site review phase of development review.

The City has already partially implemented this strategy—clustering can occur through the planned unit development (PUD) process.

Many Oregon cities have adopted cottage housing codes. A cottage housing development is generally composed of one or one-and-a-half story single-family detached housing units, with second stories often built into the pitch of the roof. A cottage housing development often has 800 to 1,300 square feet of built space, but cottages could be smaller or larger, depending on market demand and community design standards. Cottage housing is generally developed in clusters with very small lots, around common open space. Parking requirements for cottage housing are generally lower than for conventional housing, especially for smaller cottages, which are more likely to have a single occupant with one car.

Developing a cottage housing ordinance for Newberg will require addressing issues such as requirements for lot size or dimension, open space requirements, design standards, parking standards, and other development standards.

Timing for implementing the action: 2019–2021 & 2021–2022

Action 1.5. Evaluate expanding density bonuses

The local government allows developers to build housing at densities higher than are usually allowed by the underlying zoning. Density bonuses are commonly used as a tool to encourage greater housing density in desired areas, provided certain requirements are met. This strategy is generally implemented through provisions of the local zoning code and is allowed in appropriate residential zones.

Bonus densities can also be used to encourage development of low-income or workforce affordable housing. An affordable housing bonus would allow for more housing units to be built than allowed by zoning, if the proposed project provides a certain number of affordable units. Newberg does not currently have any policies related to density bonuses.

To be effective, this policy should create market incentives for desired housing types or densities. While the HNA did not include a housing market analysis, the research in the report suggests that density bonuses may not be enough of an incentive alone. This action should include a deeper evaluation of the Newberg housing market and analysis of how density bonuses might interact with other incentives.

Timing for implementing the action: 2023-2024

Strategy 2: Provide Opportunity for a Wider Variety of Housing Types (Supply, Affordability, Quality)

Issue Statement

Continued increases in housing costs may increase demand for denser housing (e.g., multifamily housing or smaller single-family housing). To the extent that denser housing types are more affordable than larger housing types, continued increases in housing costs will increase demand for denser housing.

Newberg's housing mix in the 2013–2017 period⁴ was 71% single-family detached, 6% single-family attached, and 23% multifamily. The HNA assumes that the housing mix of new dwelling units in Newberg will be about 60% single-family detached, 8% single-family attached, and 32% multifamily. To achieve this mix, Newberg will need to implement policies that allow for a wider variety of housing types in residential plan designations, specifically single-family zones.

While Newberg has implemented policies that allow for duplexes in single-family zones, the City will also need to allow for higher-density housing types (e.g., triplexes and quadplexes) in these zones to achieve the new housing mix. Newberg has also implemented a policy that allows accessory dwelling units on single-family lots. This strategy suggests that the City also create policies that allow for tiny-home subdivisions and tiny homes in RV parks.

Goal

The goal of Strategy 2 is to evaluate mechanisms that allow or encourage a broader variety of housing types in Newberg. The HNA does not recommend setting development targets for housing types beyond the needed housing types identified in ORS 197.303. The City, however, acknowledges that each of the statutorily defined needed housing types can include a range of subtypes.

Recommended Actions

Action 2.1. Allow duplexes/triplexes/quadplexes in single-family zones

Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multifamily housing types. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones. These housing types provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone.

The City has already partially implemented this strategy. Newberg allows duplexes in the R-1 zone as a conditional use and R-2 zone as a permitted use, as well as triplexes and quadplexes in the R-2 zone. This strategy potentially move Newberg toward compliance with the requirements of HB 2001. House Bill 2001 requires cities over 25,000 to allow middle housing

⁴ Based on 2013-2017 ACS 5-year estimates for Newberg.

types in residential zones where single-family detached housing is allowed. The bill defines middle housing types as:

- (A) Duplexes
- (B) Triplexes
- (C) Quadplexes
- (D) Cottage clusters
- (E) Townhouses

Timing for implementing the action: 2019-2021; 2021-2022; 2022-2023 (In process)





Action 2.2. Allow small/tiny homes

Tiny homes are typically dwellings that are 500 square feet or smaller. They include stand-alone units or very small multifamily units. Tiny houses, sometimes referred to as microhomes, are small stand-alone dwellings that are typically between 80 and 200 square feet.⁵ They often have a kitchen and a bathroom, and they can be on wheels (temporary or transitional) or foundation (permanent). While there is no standardized definition for how small or large a tiny home can be, we use a threshold of 500 square feet or less. The following further characterizes the distinction between tiny homes and other similar, compact (or smaller) housing types.

⁵ Brown, Emily (2016). "Overcoming the Barriers to Micro-Housing: Tiny Houses, Big Potential." University of Oregon Department of Planning, Public Policy, and Management.

Exhibit 1. Overview of Compact (Smaller) Housing Types

Source: Note: Image sources are located in the endnotes.

| Tiny House on Wheels ⁶ | Tiny House ⁷ | Accessory Dwelling Unit (ADU) ⁸ | Cottage Development ⁹ | Small Single-Family Dwelling ¹⁰ |
|--|--|---|--|--|
|  |  |  |  |  |
| <p>Tiny houses on wheels are nonpermanent, single-family dwelling units. They are typically less than 500 sq. ft. and no more than 500 sq. ft.</p> | <p>Tiny houses are permanent, single-family dwelling units. They are typically less than 500 sq. ft.</p> | <p>ADUs are secondary to a primary unit on a single lot. Zoning codes typically require that ADUs be smaller than the primary unit.</p> | <p>Cottage developments are groupings of single-family dwelling units clustered around a common area. They are typically under 1,000 to 1,200 sq. ft.¹¹</p> | <p>A single-family dwelling is a stand-alone, residential building. They are typically more than 500 sq. ft. The U.S. average for a single-family dwelling is 2,677 sq. ft.¹²</p> |

Tiny homes can be sited in a variety of ways: locating them in RV parks (they are similar in many respects to Park Model RVs) and tiny-home subdivisions, or allowing them as accessory dwelling units. Smaller homes allow for smaller lots, increasing land-use efficiency. They provide opportunities for affordable housing, especially for homeowners.

This discussion focuses on permanent tiny houses, and while tiny homes do not have a single, standard definition, we define them here as “permanent, stand-alone, single-family residential dwellings of less than 500 sq. ft.”¹³ Tiny homes may be sited on a lot or in a planned unit

⁶ Place and Native Voice. (2017). “Small Homes on Wheels.” Image. <http://www.placeandnativevoice.org/small-homes-on-wheels/small-homes-on-wheels-small-homes-on-wheels-for-sale-small-wheels-home-depot/>

⁷ Reimer, K. “My Favorite Small House Ideas.” Image, Pinterest. <https://www.pinterest.com/klreimer0064/my-favorite-small-house-ideas/>

⁸ Slate Ltd. (2017). “New Law Nets Homeowners Enormous Benefits.” Image. <http://www.slateltd.com/remodeling-tips/new-law-nets-homeowners-enormous-benefits>

⁹ Bertolet, Dan. (2008). “Scary Scary Cottages.” Image. <http://hugeasscity.com/2008/11/29/scary-scary-cottages/>

¹⁰ All Star Steamer. Image. <http://www.allstarsteamer.com/small-house/>

¹¹ State of Oregon, Department of Environmental Quality. (2016). *Character-Compatible, Space-Efficient Housing Options for Single-Dwelling Neighborhoods*. Report developed in partnership with Oregon Department of Transportation and Oregon Department of Land Conservation and Development.

¹² Statista. “The Statistical Portal: Average Size of Floor Area in New Single-Family Houses Built for Sale in the United States from 1975 to 2016 (in Square Feet).” <https://www.statista.com/statistics/529371/floor-area-size-new-single-family-homes-usa/>

¹³ In Oregon, House Bill 2737 defines a “small home” as being no more than 600 sq. ft. in size. This has been made a part of ORS chapter 455.

development (PUD). As a rule of thumb, tiny houses should not be used synonymously for other housing types, such as accessory dwelling units, and communities should also make the distinction between tiny homes on foundations (permanent) versus tiny homes on wheels (transitional or temporary).¹⁴ That said, identifying tiny homes as small single-family dwellings is likely acceptable, although it is an evolving topic. State statute refers to tiny homes as “small homes.”

Newberg has not adopted any tiny home standards.

The experience of other cities suggests that developing appropriate tiny-home regulations is complex. We suggest that Newberg start by engaging in a community dialog about tiny homes. The dialog should be inclusive of residents, stakeholders, local elected officials, and the development community. We also recommend that the City evaluate what locations are appropriate for tiny home, since tiny house developments will not be suitable for every neighborhood or every area within a community.

Timing for implementing the action: 2021-2022

Strategy 3: Develop Mandates and Incentives that Support Affordable Housing

Issue Statement

Availability of housing that is affordable to households at all income levels is a key issue in Newberg. For the purposes of this strategy, affordable housing is defined as (1) housing for very low-income and extremely low-income households with an income of less than 50% of Median Family Income¹⁵ (\$46,050 in 2020), (2) housing for low-income households with an income between 50% and 80% of MFI (\$46,050 to \$73,680 in 2020), and (3) housing for middle-income households with an income between 80% and 120% MFI (\$73,680 to \$110,520 in 2020).

Newberg’s housing costs have increased faster than incomes since 2000. For example, the household reported median value of a house in Newberg was three times the median household income (MHI) in 2000, and 4.3 times MHI in the 2012–2016 period. More than a third of Newberg households are unable to afford the fair market rent as defined by HUD (\$1,495) on a two-bedroom rental in Newberg. In addition, 77% of the workers at businesses in Newberg live outside of the City or in nearby communities.

The City’s policy options for providing opportunities to build housing, especially affordable housing (both market-rate and government-subsidized affordable housing) are limited. The most substantial ways the City can encourage development of housing is through ensuring that

¹⁴ Buhl, Laura. (August 2018). “Tiny Homes in Oregon.” Department of Land Conservation and Development. Interview, conducted by Sadie DiNatale, ECONorthwest.

¹⁵ Based on U.S. Department of Housing and Urban Development Median Family Income of \$92,100 for Yamhill County in 2020.

enough land is zoned for residential development, eliminating barriers to residential development where possible and providing infrastructure in a cost-effective way.

Goal

The goal of this strategy is to promote more lower-cost housing, with a focus on low- and middle-income housing. This focus is to ensure housing that is affordable to service sector workers in Newberg.

Recommended Actions

Action 3.1. Establish vertical housing tax abatement district

The 2017 Legislature passed legislation moving the administration of the Vertical Housing Program from Oregon Housing and Community Services (OHCS) to the local City and County beginning October 6, 2017. OHCS no longer administers this program.

The legislation subsidizes "mixed-use" projects to encourage dense development or redevelopment by providing a partial property tax exemption on increased property value for qualified developments. The exemption varies in accordance with the number of residential floors on a mixed-use project, with a maximum property tax exemption of 80 percent over ten years. An additional property tax exemption on the land may be given if some or all of the residential housing is for low-income persons (80 percent of area median income or below).

The City will need to review issues such as geographic applicability, eligibility, and other standards associated with the program to ensure that the program provides incentives to desired development types.

Timing for implementing the action: 2019–2021 (In process)

Action 3.2. Establish an affordable multifamily housing property tax abatement program

This action incentivizes construction of affordable housing by offering property tax abatements. Since 1985, the State of Oregon has allowed for affordable housing property tax abatements when they are sought separately by nonprofits that develop and operate affordable rental housing. Only the residential portion of a property located within a city that houses very low-income people, or space that is used directly in providing housing for its low-income residents, is eligible for a property tax exemption.

The Multiple-Unit Limited Tax Exemption Program is a program that is enabled by the state and managed by the local jurisdiction. Through the multifamily tax exemption, a jurisdiction can incentivize diverse housing options in urban centers that lack housing choices or workforce housing units. Through a competitive process, multi-unit projects can receive a property tax exemption for up to ten years on structural improvements to the property.

Though the state enables the program, each city has an opportunity to shape the program to achieve its goals by controlling the application process and fees, program requirements, criteria (return on investment, sustainability, inclusion of community space, percentage of affordable or

workforce housing, etc.), program caps, and locations where the exemption is available. Moreover, the City can select projects on a case-by-case basis through a competitive process.

The purpose of this action is to provide an incentive for the development of government-subsidized and/or market-rate multifamily housing. In implementing the program, the City would need to develop the criteria for offering the exemption as well as its logistical details (as described above).

Timing for implementing the action: 2022-2023

Action 3.3. Evaluate potential for urban renewal districts

Tax increment finance revenues (TIFs) are generated by the increase in total assessed value in an urban renewal district from the time the district is first established. As property values increase in the district, the increase in total property taxes (i.e., City, County, school portions) is used to pay off the bonds. When the bonds are paid off, the entire valuation is returned to the general property tax rolls. TIFs defer property tax accumulation by the City and County until the urban renewal district expires or pays off bonds. Over the long term (most districts are established for a period of twenty or more years), the district could produce significant revenues for capital projects. Urban renewal funds can be invested in the form of low-interest loans and/or grants for a variety of capital investments:

- Redevelopment projects, such as mixed-use or infill housing developments
- Economic development strategies, such as capital improvement loans for small or startup businesses that can be linked to family-wage jobs
- Streetscape improvements, including new lighting, trees, and sidewalks
- Land assembly for public as well as private reuse
- Transportation enhancements, including intersection improvements
- Historic preservation projects
- Parks and open spaces

As the City develops new or amends existing urban renewal plans, the City should consider including urban renewal projects that support development of government-subsidized and market-rate multifamily housing. Other cities primarily use urban renewal funds to support the development of affordable housing by purchasing land and accepting development proposals on that land. Cities typically require some percentage of housing to be affordable, or they make the inclusion of affordable housing a criterion for the evaluation of development proposals.

In addition, cities use urban renewal funds to directly invest in infrastructure projects that benefit housing development. The Newberg Urban Renewal Agency could offer grants or other incentives to help pay for affordable housing development or to help finance systems development costs.

Timing for implementing the action: 2019–2021 (In process)

Action 3.4. Establish a construction excise tax

The construction excise tax (CET) is a tax assessed on construction permits issued by local cities and counties. The tax is assessed as a percent of the value of the improvements for which a permit is sought, unless the project is exempted from the tax. In 2016, the Oregon Legislature passed Senate Bill 1533, which permits cities to adopt a construction excise tax (CET) on the value of new construction projects to raise funds for affordable housing projects. CETs may be residential only, commercial only, or residential and commercial. If the City were to adopt a CET, the tax would be up to 1% of the permit value on residential construction and an uncapped rate on commercial and industrial construction. The allowed uses for CET funding are defined by the state statute. The City may retain 4% of funds to cover administrative costs. The funds remaining must be allocated as follows, if the City uses a residential CET:

- 50% must be used for developer incentives (e.g., fee and SDC waivers, tax abatements, etc.).
- 35% may be used flexibly for affordable housing programs, as defined by the jurisdiction.
- 15% flows to Oregon Housing and Community Services for homeowner programs.

If the City implements a CET on commercial or industrial uses, 50% of the funds must be used for allowed developer incentives, while the remaining 50% is unrestricted. The rate may exceed 1% if levied on commercial or industrial uses.

This action should start with the analysis of the financial capacity of a CET based on historical construction rates and the amount of the CET. The fiscal potential will provide a foundation that (1) helps determine whether a CET would generate enough revenue to make an impact, and (2) helps focus discussion on how the city could generate the best return on investment of CET funds.

Timing for implementing the action: 2019–2021 (In process)

Action 3.5. Reduced/waived building permit fee, planning fees, or SDCs

Programs that reduce various development fees as an incentive to induce qualifying types of development or building features. There are a number of avenues to seek reduced or waived fees. For example, stormwater improvements can be made through the Commercial Stormwater Fee Reduction. There are commonly used tools, often implemented in conjunction with development agreements or other development negotiation processes.

Newberg has partially implemented this strategy: the City has a program to waive some SDCs for two low-income units a year. This action would expand the current program.

Timing for implementing the action: 2024-2025

Action 3.6. General fund/general obligation bonds

The City can use general fund monies on hand or can issue bonds backed by the full faith and credit of the City to pay for desired public improvements. This strategy allows funding for

projects that is not dependent on revenue from the project to back the bond. Bonds can be used to develop essential infrastructure or provide funding for programs that lower the costs of housing development (such as SDC reductions or low-interest loan programs).

Property taxes are increased to pay back the GO bonds.

Timing for implementing the action: 2025-2026

Appendix A: Newberg’s Comprehensive Plan Policies

The most recent update to Newberg’s Comprehensive Plan Housing Element was adopted in 2009.

Housing Goal

Newberg’s existing comprehensive plan includes the following housing goal:

To provide for diversity in the type, density, and location of housing within the City to ensure there is an adequate supply of affordable housing units to meet the needs of City residents of various income levels.

Residential Development Goals, Objectives, and Policies

The following policies are copied from Newberg’s comprehensive plan:

1. Density Policies

- a. Density rather than housing type shall be the most important development criteria and shall be used to classify different types of residential areas on the plan.
- b. Target densities shall be as follows:

| <u>Units Per Classification</u> | <u>Gross Acre*</u> |
|---------------------------------|--------------------|
| Urban Low Density | 4.4 |
| Urban Medium Density | 9 |
| Urban High Density | 16.5 |

**Includes a 25 percent allowance for streets, walkways and other rights-of-way, utilities, small open spaces, preservation of resources, and similar features.*

- c. In determining net residential densities, developers may be given density credit for land donated and accepted by the City for needed public facilities.
- d. The City encourages the creation of affordable housing through density bonuses. Developers may be given density bonuses for projects meeting minimum City standards for housing affordability and design, as defined under subsection 3, Housing Mix and Affordability. (Ordinance 2006-2634, January 3, 2006; Ordinance 2010-2730, October 18, 2010)
- e. In determining net residential densities, developers may be given density credit for land donated and accepted by the City for needed public facilities.

2. Location Policies

- a. Medium- and high-density areas should be located for immediate access to collector streets or minor arterials and should not cause traffic to move through low-density

areas. High-density areas should be easily accessible to arterial streets. They should also be located near commercial services and public open spaces.

- b. While the policies in (a) above are desirable, they are not absolute requirements and are a lower priority than the goal of dispersing R-3 multifamily housing throughout the City. (Ordinance 2018-2826, May 7, 2018)
- c. The City will encourage medium-density housing in and adjacent to the commercial core of the Riverfront District and lower-intensity residential uses in the western portions of the Riverfront District. (Ordinance 2002-2564, April 15, 2002; Ordinance 2018-2826, May 7, 2018)

3. Mix Policies

Affordable housing means a dwelling unit that provides housing for a family or individual(s) with a household income less than the median household income for the Newberg area, such that a household pays no more than 30 percent of its annual income on housing (rent/mortgage, utilities, property taxes). Affordable housing may include a care home for low-income individuals. Affordability can be assured through deed restriction or other recorded documents that specify qualifying income of buyers or renters, as well as limiting sale prices, rent levels, and appreciation. Affordable housing may also include small, market-rate dwelling units (e.g., studios, apartments and accessory dwelling units). (Ordinance 2010-2730, October 18, 2010).

- a. The City will encourage innovative approaches to solving the problem of meeting low-income housing needs. Such approaches may include, but are not limited to, the following: rent subsidies, federally funded development under HUD programs, and state and regional housing programs.
- b. Multifamily housing should not be concentrated within particular areas of the City. (Ordinance 2018-2826, May 7, 2018)
- c. Manufactured dwellings shall be recognized as a source of affordable housing.
- d. Modular housing (prefabricated structures) meeting all building codes and placed on permanent foundations shall be treated as single-family units. They will be subject to the same location and density requirements as other single-family dwellings. Manufactured housing on individual lots shall be subject to special development standards to assure design consistency and compatibility. (Ordinance 2380, June 6, 1994).

- e. Manufactured homes shall be permitted in the following locations: 1) manufactured dwelling and mobile home parks, 2) manufactured home subdivisions, and 3) individual lots within all residential districts when units meet manufactured home standards. Manufactured dwellings shall be allowed in manufactured dwelling parks, mobile home parks, and manufactured home subdivisions when units meet the provisions of the Development Code. (Ordinance 2380, June 6, 1994; Ordinance 2011-2747, September 8, 2011).
- f. The City shall ensure that enough land is planned for manufactured homes, particularly in conjunction with transportation corridors.
- g. Home occupations shall be permitted, provided that such uses are compatible with adjoining residential uses and there are no outward manifestations of the business.
- h. To reduce distances between land uses, a mixture of all compatible uses will be encouraged. As such, convenience commercial areas may be located within residential districts, provided they meet special development standards.
- i. The City shall encourage the provision of affordable subsidized housing for low- and very low-income households, which are defined as those earning between 50 percent and 80 percent and those earning 50 percent or less of the median household income in Newberg, respectively. (Ordinance 2010-2730, October 18, 2010)
- j. The City shall encourage innovation in housing types and design as a means of offering a greater variety of housing and reducing housing costs.
- k. The City shall encourage an adequate supply of multifamily housing dispersed throughout the City to meet the needs of renters. (Ordinance 2018-2826, May 7, 2018)
- l. The City shall encourage residential occupancy of upper floors within multistory commercial buildings.
- m. Within the urban area, land-use policies will attempt to provide a broad range of residential uses and encourage innovative development techniques.
- n. The City will encourage housing development in commercial areas within the Riverfront District on upper floors, above ground floor commercial, office, or retail spaces. (Ordinance 2002-2564, April 15, 2002)
- o. The City has adopted a comprehensive approach to meeting local housing needs that balances density, design, and flexibility in code standards and procedures. The City shall use development incentives such as density bonuses, flexible development standards, and streamlined review procedures to stimulate or require the production and preservation of affordable housing. (replaces old policy "o")
- p. The City shall create a local housing trust fund for the purpose of encouraging the production and retention of affordable housing in Newberg.
- q. The City shall provide financial incentives for affordable housing, such as systems development charge deferrals or waivers, permit application fee reductions or

waivers, and land cost write-downs or donations for qualified affordable housing developments. These incentives could be paid by a housing trust fund.

- r. The City shall support the retention of affordable housing through public education, planning, zoning, and community development programs.
- s. The City shall support state legislative efforts that strengthen tenant rights. For example, by ensuring relocation costs and replacement housing are addressed when manufactured home parks close and when low-income housing is converted to other uses.
- t. The City shall support state legislative efforts to expand the range of regulatory tools (e.g., inclusionary housing) and nonregulatory tools available to cities in meeting local housing needs.
- u. The City shall build understanding and support for affordable housing through educational forums with residents and employers, preapplication consultations with developers, and through local housing studies.
- v. The City shall work with local affordable housing providers in developing an overall strategy for meeting Newberg's housing needs.
- w. City resources shall be directed toward assisting public and private entities in producing and preserving affordable housing throughout the community.
- x. Where large parcels or groups of parcels are to be brought into the urban growth boundary and designated low- or medium-density residential, the City shall apply a mixture of residential designations to include some HDR-designated lands, consistent with the policy of distributing multifamily housing throughout the community. Such designations shall be applied to portions of the property that are most suitable for high-density development.

For the purposes of this policy, "large" is defined as an area greater than 15 net acres, after subtracting for land in stream corridor overlays. "Some" is defined as 10 percent of the net size of the application. (Ordinance 2018-2826, May 7, 2018)

- y. Where large LDR or MDR designated parcels or groups of parcels are to be annexed, the applicant(s) shall concurrently apply for a comprehensive plan map amendment to include some HDR-designated/R-3 zoned lands, consistent with the policy of distributing R-3 multifamily housing throughout the community. Such zoning shall be applied to portions of the property that are most suitable for high-density development.

For the purposes of this policy, "large" is defined as an area greater than 15 net acres, after subtracting for land in stream corridor overlays. "Some" is defined as 10% of the net size of the application. (Ordinance 2018-2826, May 7, 2018)

- z. The City shall promote and support employer programs that assist employees to secure affordable housing. (Ordinance 2018-2826, May 7, 2018)

- aa. To the extent possible, the City shall zone residential housing near employment centers. (Ordinance 2018-2826, May 7, 2018)
- bb. The City shall promote and support public and/or private transit systems that connect housing to employment centers. (Policies o. through x. and z. through ab. Ordinance 20102730, October 18, 2010; Ordinance 2018-2826, May 7, 2018)
- cc. Accessory dwelling units are encouraged where existing single-family dwellings are constructed on a lot or parcel as an interior, attached, or detached residential structure that is used in connection with, or that is accessory to, a single-family dwelling. (Ordinance No. 2018-2832, July 2, 2018)

Appendix A. Housing Strategy Alternatives

This appendix provides information about potential strategies that were reviewed and considered by the Project Advisory Committee (PAC). These are strategies that could be implemented in Newberg to address the City’s housing needs, as well as policies that the City has adopted or is in the process of addressing.

Land-Use Regulations Reviewed by the PAC

The following strategies focus on ways in which the City can modify its current land-use regulations in order to increase housing affordability and available housing stock. Strategies are broken into two categories: those that affect regulatory changes, and those which increase the land available for housing.

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|--|---|---|---|-----------------------|
| Regulatory Changes Streamline Zoning Code and Other Ordinances | Complexity of zoning, subdivision, and other ordinances can make development more difficult, time-consuming, and costly. Streamlining development regulations can result in increased development. As part of the streamlining process, cities may evaluate potential barriers to affordable workforce housing and multifamily housing. Potential barriers may include height limitations, complexity of planned unit development regulations, etc. | Scale of Impact – Small to Moderate: The level of impact on production of housing and housing affordability will depend on the changes made to the zoning code and other ordinances. | Partial – Some streamlining efforts have occurred to the code. | Do not include |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|--|---|--|--|-----------------------|
| Administrative and Procedural Reforms | Regulatory delay can be a major cost-inducing factor in development. Oregon has specific requirements for review of development applications. However, complicated projects frequently require additional analysis, such as traffic impact studies, etc. A key consideration in these types of reforms is how to streamline the review process and still achieve the intended objectives of local development policies. | Scale of Impact – Small: The level of impact on production of housing and housing affordability will be small and will depend on the changes made to the City's procedures. | Partial – Some streamlining efforts have occurred to the code. | Do not include |
| Expedited/Fast-Tracked Building Permit | Expedite building permits for preapproved development types or building characteristics (e.g., green buildings). | Scale of Impact – Small. | Partial – Some past efforts on projects, but building plans have not been consistent. | Do not include |
| Allow Small Residential Lots | Small residential lots are generally less than 5,000 sq. ft. This policy allows individual small lots within a subdivision or short plat. Small lots can be allowed outright in the minimum lot size and dimensions of a zone, or they could be implemented through the subdivision or planned unit development ordinances. This policy is intended to increase density and lower housing costs. Small lots limit sprawl, contribute to a more efficient use of land, and promote densities that can support transit. Small lots also provide expanded housing ownership opportunities to broader income ranges and provide additional variety to available housing types. | Scale of Impact – Small to Moderate: Cities have adopted minimum lot sizes as small as 3,000 sq. ft. However, it is uncommon to see entire subdivisions of lots this small. Small lots typically get mixed in with other lot sizes. | Fully – R-1 allows 5,000 sq. ft, R-2 allows 3,000 sq. ft, PUD allows flexibility on lot size. | Do not include |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|---|---|---|--|-------------------------------|
| Mandate Maximum Lot Sizes | This policy places an upper bound on lot size and a lower bound on density in single-family zones. For example, a residential zone with a 6,000 sq. ft. minimum lot size might have an 8,000 sq. ft. maximum lot size yielding an effective net density range between 5.4 and 7.3 dwelling units per net acre. This approach ensures minimum densities in residential zones by limiting lot size. It places bounds on building at less than maximum allowable density. Maximum lot sizes can promote appropriate urban densities, efficiently use limited land resources, and reduce sprawl development. | Scale of Impact – Small to Moderate: Mandating maximum lot size may be most appropriate in areas where the market is building at substantially lower densities than are allowed or in cities that do not have minimum densities. | Partially – R-1 has average lot size upper limit of 10,000 sq. ft., R-2 has average lot size upper limit of 5,000 sq. ft. | Included as Action 1.2 |
| Mandate Minimum Residential Densities | This policy is typically applied in single-family residential zones and places a lower bound on density. Minimum residential densities in single-family zones are typically implemented through maximum lot sizes. In multifamily zones, they are usually expressed as a minimum number of dwelling units per net acre. Such standards are typically implemented through zoning code provisions in applicable residential zones. This policy increases land-holding capacity. Minimum densities promote developments consistent with local comprehensive plans and growth assumptions. They reduce sprawl development, eliminate underbuilding in residential areas, and make provision of services more cost effective. | Scale of Impact – Small to Moderate: Increasing minimum densities and ensuring clear urban conversion plans may have a small to moderate impact depending on the observed amount of underbuild and the minimum density standard. | Partially – Have minimum densities. | Included as Action 1.3 |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|---|---|--|---|--------------------------------------|
| <p>Increase Allowable Residential Densities</p> | <p>This approach seeks to increase holding capacity by increasing allowable density in residential zones. It gives developers the option of building to higher densities. This approach would be implemented through the local zoning or development code. This strategy is most commonly applied to multifamily residential zones.</p> <p>For cities with maximum densities, consider removing maximum allowable densities. This change may be most relevant.</p> <p>Higher densities increase residential landholding capacity. Higher densities, where appropriate, provide more housing, a greater variety of housing options, and a more efficient use of scarce land resources. Higher densities also reduce sprawl development and make the provision of services more cost-effective.</p> | <p>Scale of Impact – Small to Moderate: This tool can be most effective in increasing densities where very low–density is currently allowed or in areas where a city wants to encourage higher-density development.</p> | <p>Partially – Relates to stream corridor density transfer.</p> | <p>Do not include</p> |
| <p>Allow Clustered Residential Development</p> | <p>Clustering allows developers to increase density on portions of a site while preserving other areas of the site. Clustering is a tool most commonly used to preserve natural areas or avoid natural hazards during development. It uses characteristics of the site as a primary consideration in determining building footprints, access, etc. Clustering is typically processed during the site review phase of development review.</p> | <p>Scale of Impact – Moderate: Clustering can increase density; however, if other areas of the site that could otherwise be developed are not developed, the scale of impact can be reduced.</p> | <p>Partially – Clustering can occur through the PUD process.</p> | <p>Included as Action 1.4</p> |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|-------------------------------|---|--|--|-----------------------|
| Reduced Parking Requirements | Jurisdictions can reduce or eliminate minimum off-street parking requirements, as well as provide flexibility in meeting parking requirements. Reducing parking requirements positively impact development of any type of housing, from single-family detached to multifamily housing. Reduced parking requirements are most frequently used in conjunction with development of subsidized affordable housing, but cities like Portland have reduced or eliminated parking requirements for market-based multifamily housing in specific circumstances. | Scale of Impact – Small to Moderate: The City could require the developer to prove the need and public benefit or reducing parking requirements to increase housing affordability. | Partially – Some flexibility for multifamily and developments proximate to transit. | Do not include |
| Reduce Street Width Standards | This policy is intended to reduce land used for streets and slow down traffic. Street standards are typically described in development and/or subdivision ordinances. Reduced street width standards are most commonly applied on local streets in residential zones. This strategy could be applied to alleys, when required, to ensure that alleys are relatively narrow to reduce development and maintenance costs. Narrower streets make more land available to housing and economic-based development. Narrower streets can also reduce long-term street maintenance costs. | Scale of Impact – Small: This policy is most effective in cities that require relatively wide streets. | Partially – Have a limited residential street standard reducing street width. | Do not include |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|------------------------------------|---|--|-----------------------|---------------------------|
| Preserving Existing Housing Supply | <p>Housing preservation ordinances typically condition the demolition or replacement of certain housing types on the replacement of such housing elsewhere, fees in lieu of replacement, or payment for relocation expenses of existing tenants. Preservation of existing housing may focus on preservation of smaller, more affordable housing. Approaches include:</p> <ul style="list-style-type: none"> • Housing preservation ordinances • Housing replacement ordinances • Single room–occupancy ordinances • Regulating demolitions | <p>Scale of Impact – Small: Preserving small existing housing can make a difference in the availability of affordable housing in a city, but it is limited by the existing stock of housing, especially smaller, more affordable housing.</p> | None | Do not include |
| Inclusionary Zoning | <p>Inclusionary zoning policies tie development approval to, or provide, regulatory incentives for the provision of low- and moderate-income housing as part of a proposed development. Mandatory inclusionary zoning requires developers to provide a certain percentage of low-income housing. Incentive-based inclusionary zoning provides density or other types of incentives.</p> <p>The price of low-income housing passed on to purchasers of market-rate housing. Inclusionary zoning impedes the “filtering” process where residents purchase new housing, freeing existing housing for lower-income residents.</p> | <p>Scale of Impact – Small to Moderate: Inclusionary zoning has recently been made legal in Oregon. The scale of impact would depend on the inclusionary zoning policies adopted by the City.</p> | None | Do not include |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|---|--|---|---|------------------------------|
| Increasing Land Available for Housing | | | | |
| <p>Redesignate or Rezone Land for Housing</p> | <p>The types of land rezoned for housing are vacant or partially vacant, low-density residential, and employment land rezoned to multifamily or mixed-use. In rezoning land, it is important to choose land in a compatible location, such as land that can be a buffer between an established neighborhood and other denser uses or land adjacent to existing commercial uses. When rezoning employment land, it is best to select land with limited employment capacity (i.e., smaller parcels) in areas where multifamily housing would be compatible (i.e., along transit corridors or in employment centers that would benefit from new housing).</p> <p>This policy change increases opportunity for comparatively affordable multifamily housing and provides opportunities for mixing residential and other compatible uses.</p> | <p>Scale of Impact – Small to Large: Scale of impact depends on the amount and location of land rezoned and the densities allowed on the rezoned land.</p> | <p>Partially – Comp plan and zone changes have occurred. Comp plan policy to distribute multifamily throughout City.</p> | <p>Do not include</p> |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|---|--|---|---|-----------------------|
| Increasing Land Available for Housing | | | | |
| Encourage Multifamily Residential Development in Commercial Zones | This tool seeks to encourage denser multifamily housing as part of mixed-use projects in commercial zones. Such policies lower or eliminate barriers to residential development in commercial or mixed-use zones. They include eliminating requirements for nonresidential uses in commercial zones (e.g., requirements for ground floor retail) or requiring minimum residential densities. This policy can increase opportunities for multifamily development on commercial or mixed-use zones or increase the density of that development. | Scale of Impact – Small to Moderate: Many cities already encourage multifamily housing in commercial zones. Further encouraging multifamily housing in commercial zones would likely have a small impact, as multifamily housing is allowed in many of the commercial areas where it would be desirable. | Fully – The C-2 zone allows residential with conditional use permit. C-3 zone allows residential outright. | Do not include |
| Promoting Infill Development | This policy seeks to maximize the use of lands that are fully developed or underdeveloped. Make use of existing infrastructure by identifying and implementing policies that (1) improve market opportunities, and (2) reduce impediments to development in areas suitable for infill or redevelopment. Regulatory approaches to promote infill development include: <ul style="list-style-type: none"> • Administrative streamlining • Allowing accessory dwelling units (ADUs) • Allowing small lots • Density bonuses | Scale of Impact – Small: In general, infill development, especially small-scale infill, is more expensive than other types of residential development. Some types of infill development, such as ADUs, may provide opportunities for relatively affordable housing. | Partially – Allow ADUs, planned unit development allows small lot sizes. | Do not include |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|--|--|--|---|-------------------------------|
| Increasing Land Available for Housing | | | | |
| Transfer or Purchase of Development Rights | This policy is intended to move development from sensitive areas to more appropriate areas. Development rights are transferred to “receiving zones” and can be traded and can increase overall densities. This policy is usually implemented through a subsection of the zoning code and identifies both sending zones (zones where decreased densities are desirable) and receiving zones (zones where increased densities are allowed). | Scale of Impact – Small to Moderate: Actual impact will depend on the extent to which the policy is used. TDRs may have little impact on overall densities, since overall density is not changed; rather, it is moved around. TDRs can be used to encourage higher densities in selected areas. | Partially – Allow transfer of some density out of stream corridors. | Do not include |
| Provide Density Bonuses to Developers | The local government allows developers to build housing at densities higher than are usually allowed by the underlying zoning. Density bonuses are commonly used as a tool to encourage greater housing density in desired areas, provided certain requirements are met. This strategy is generally implemented through provisions of the local zoning code and is allowed in appropriate residential zones. Bonus densities can also be used to encourage development of low-income or workforce affordable housing. An affordable housing bonus would allow for more housing units to be built than allowed by zoning. If the proposed project provides a certain number of affordable units. | Scale of Impact – Small. | None | Included as Action 1.5 |

Increase the Types of Housing

The following policies focus on ways in which the City can increase the types of housing available in order to increase housing affordability. Policies focus on increasing housing density or the number of residents within existing City lots.

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|--|---|--|---|-------------------------------|
| Allow Duplexes, Cottage Housing, Townhomes, Row Houses, Triplexes, and Quadplexes in Single-Family Zones | Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multifamily housing types. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones. These housing types provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone. | Scale of Impact – Small: Allowing these types of housing in more zoning districts may provide a relatively small number of new, relatively affordable housing opportunities. | Partially – Allow duplexes in R-1 and R-2 zones. Allow triplexes and quadplexes in R-2 zone. | Included as Action 2.1 |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|--|--|---|--|------------------------------|
| <p>Permit Accessory Dwelling Units (ADUs) in Single-Family Zones</p> | <p>Communities use a variety of terms to refer to the concept of accessory dwellings: secondary residences, “granny” flats, and single-family conversions, among others. Regardless of the title, all of these terms refer to independent dwelling units that share, at least, a tax lot in a single-family zone. Some accessory dwelling units share parking and entrances. Some may be incorporated into the primary structure; others may be in accessory structures. Accessory dwellings can be distinguished from “shared” housing in that the unit has separate kitchen and bathroom facilities.</p> <p>As of July 1, 2018, ORS 197.312 requires cities to allow at least one ADU for each detached single-family dwelling in areas zoned for detached single-family dwellings.</p> <p>Jurisdictions can make development of ADUs more likely by limiting restrictive standards and procedures, such as reducing systems development charges for ADUs or allowing ADUs regardless of where the primary dwelling is owner-occupied.</p> | <p>Scale of Impact – Small: Oregon law recently changed to require cities to allow ADUs.</p> | <p>Fully – ADUs allowed where detached single-family allowed.</p> | <p>Do not include</p> |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|-----------------------------|--|--|-----------------------|---------------------------|
| Allow small or “tiny” homes | <p>“Tiny” homes are typically dwellings that are 500 square feet or smaller. Some tiny houses are as small as 100 to 150 square feet. They include stand-alone units or very small multifamily units. Tiny homes can be sited in a variety of ways: locating them in RV parks (they are similar in many respects to Park Model RVs) and tiny-home subdivisions, or allowing them as accessory dwelling units.</p> <p>Smaller homes allow for smaller lots, increasing land-use efficiency. They provide opportunities for affordable housing, especially for homeowners.</p> | <p>Scale of Impact – Small: Scale of impact depends on regulation of tiny homes, where they are allowed, and market demand for tiny homes.</p> | None | Included as Action 2.2 |
| Allow Cohousing | <p>Cohousing is a type of intentional community that provides individual dwelling units, both attached and detached, along with shared community facilities. Members of a cohousing community agree to participate in group activities, and members are typically involved in the planning and design of the cohousing project. Private homes contain all the features of conventional homes, but residents also have access to extensive common facilities, such as open spaces, courtyards, playgrounds, and common houses.</p> <p>This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones.</p> | <p>Scale of Impact – Small: While cohousing may be able to achieve multifamily housing densities, it is unlikely that this housing type would make up a large portion of new housing stock, thereby diminishing its impact.</p> | None | Do not include |

Financial Assistance to Homeowners and Renters

The following policies focus on ways in which the City and other community stakeholders can provide financial assistance to potential residents in order to increase housing affordability and accessibility for multiple income groups.

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|-------------------------|--|---|--|------------------------------|
| Home Ownership Programs | <p>Cities use a variety of programs to assist with homeownership</p> <ul style="list-style-type: none"> • Homebuyer Assistance Programs. These down payment assistance loans help low- or moderate-income households cover down payment and closing costs to purchase homes on the open market. These programs either give loans or grants, most frequently to first time homebuyers. • Inclusionary Housing Program. Some cities have an inclusionary housing ordinance (IH) requiring that new residential development contribute at least 20% of the total units as permanently affordable housing. Options for meeting this requirement can allow the affordable units to be located on or off site. Cities that use inclusionary housing generally have programs to ensure that housing continues to be affordable over the long term. • Partnerships. Cities often work with partnerships with nonprofit agencies that provide homeownership assistance. | <p>Scale of Impact – Small: While homeownership programs are important, limited funds mean that the number of households that benefit from homeownership programs is relatively small.</p> | <p>Partially – Partnership with Newberg Area Habitat for Humanity and Yamhill County Housing Authority.</p> | <p>Do not include</p> |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|---------------------------------|--|--|--|------------------------------|
| Rental Assistance Programs | <p>Cities use a variety of programs to provide rental assistance</p> <ul style="list-style-type: none"> • Section 8 Voucher: This assistance subsidizes the difference between 30 to 40 percent of a household's income and the area's fair market rent (FMR). • Rental Assistance Programs. These programs offer a range of services, such as assistance with security deposits. • Rent Control. Rent control regulations control the level and increases in rent over time, resulting in rents that are at or below market rates. • Partnerships. Cities often have partnerships with nonprofit agencies that provide rental assistance. | <p>Scale of Impact – Small: Renter assistance programs are important. However, limited city funds mean that the number of households that benefit from rental assistance from city funding is relatively small.</p> | <p>Partially – Through Yamhill County Housing Authority.</p> | <p>Do not include</p> |
| Housing Rehabilitation Programs | <p>Cities often offer home rehabilitation programs, which provide loans to low- and moderate-income households for rehabilitation projects such as improving energy efficiency, making safety repairs, and enforcing code. Some programs provide funding to demolish and completely reconstruct substandard housing.</p> | <p>Scale of Impact – Small: Limited fund availability means that relatively few households will be able to access housing rehabilitation funds.</p> | <p>Partially – City has housing trust fund with housing rehabilitation program.</p> | <p>Do not include</p> |

Lowering Development or Operational Costs

The following policies focus on ways in which the City and other entities involved in development can provide financial assistance to lower development or operational costs in a city in order to increase housing affordability and available housing stock.

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|---|---|---|--------------------|------------------------------|
| <p>Programs or Policies to Lower the Cost of Development</p> | <p>Parcel Assembly</p> <p>Parcel assembly involves the City's ability to purchase lands for the purpose of land aggregation or site assembly. It can directly address the issues related to limited multifamily lands being available in appropriate locations (e.g., near arterials and commercial services). Typical goals of parcel assembly programs are (1) to provide sites for rental apartments in appropriate locations close to services and (2) to reduce the cost of developing multifamily rental units.</p> <p>Parcel assembly can lower the cost of multifamily development because the City is able to purchase land in strategic locations over time. Parcel assembly is often associated with development of government-subsidized affordable housing, where the City partners with nonprofit affordable housing developers.</p> | <p>Scale of Impact</p> <p>– Small to Moderate: Parcel assembly is most likely to have an effect on a localized area, providing a few opportunities for new multifamily housing development over time.</p> | <p>None</p> | <p>Do not include</p> |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|---------------|--|--|----------------|--------------------|
| Land Banking | <p>Land banks support housing development by reducing or eliminating land cost from development, with the goal of increasing the affordability of housing. They can take several forms. Many are administered by a nonprofit or nongovernmental entity with a mission of managing a portfolio of properties to support affordable housing development over many years or decades. Ideally, a land bank is set up to manage financial and administrative resources, including strategic property disposal for the explicit purpose of supporting affordable housing development. Cities can partner with nonprofits or sometimes manage their own land banks. Cities may also donate, sell, or lease publicly owned land for the development of affordable housing, even without a formal 'land bank' organization.</p> <p>Land banks are purposed for short-term ownership of lands. Lands acquired are often vacant, blighted, or environmentally contaminated. Land banks may also acquire lands with title defects or derelict structures. Lands are eventually transferred to a new owner for reuse and redevelopment.</p> | <p>Scale of Impact – Small to Moderate: A land bank will have the biggest impact on production of low- and moderate-income affordable housing. Considering how difficult it is to build this type of affordable housing and the level of need for affordable housing, a land trust could increase nonprofits' capacity to build affordable housing.</p> | None | Do not include |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|----------------------|---|--|-----------------------|---------------------------|
| Land Trusts | <p>A land trust is typically a nonprofit organization that owns land and sells or leases the housing on the land to income-qualified buyers. Because the land is not included in the housing price for tenants/buyers, land trusts can achieve below-market pricing. Land trusts are most commonly used as a method for supporting affordable homeownership goals.</p> <p>Land trusts are purposed for long-term stewardship of lands and buildings. Lands/buildings acquired may have need for remediation or redevelopment. Lands/buildings may have also been acquired to preserve affordability, prevent deferred maintenance, or protect against foreclosure</p> | <p>Scale of Impact – Small to Moderate: A land trust will have the biggest impact on production of low- and moderate-income affordable housing. Considering how difficult it is to build this type of affordable housing and the level of need for affordable housing, a land trust could increase nonprofits' capacity to build affordable housing.</p> | None | Do not include |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|--|---|--|---|-------------------------------|
| Public Land Disposition | The public sector sometimes controls land that has been acquired with resources that enable it to dispose of that land for private and/or nonprofit redevelopment. Land acquired with funding sources such as tax increment, EB-5, or through federal resources (e.g., CDBG or HUD Section 108) can be sold or leased at below-market rates for various projects to help achieve redevelopment objectives. This increases development feasibility by reducing development costs and gives the public sector leverage to achieve its goals via a development agreement process with the developer. Funding can come from tax increment, CDBG/HUD 108, or EB-5. | Scale of Impact – Small: Depends on whether the City has surplus land that would be appropriate for future housing development. | None | Do not include |
| Reduced/Waived Building Permit Fee, Planning Fees, or SDCs | Programs that reduce various development fees as an incentive to induce qualifying types of development or building features. There are a number of avenues to seek reduced or waived fees. For example, stormwater improvements can be made through the Commercial Stormwater Fee Reduction. There are commonly used tools, often implemented in conjunction with development agreements or other development negotiation processes. | Scale of Impact – Small. | Partially – City program to waive some SDCs for two low-income units a year. | Included as Action 3.5 |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|------------------------------|--|--|---|------------------------------|
| <p>SDC Financing Credits</p> | <p>May help to offset an SDC charge, which is a one-time fee that is issued when there is new development or a change in use.</p> <p>SDC financing enables developers to stretch their SDC payment over time, thereby reducing up-front costs. Alternately, credits allow developers to make necessary improvements to the site in lieu of paying SDCs. Note that the City can control its own SDCs, but often small cities manage them on behalf of other jurisdictions, including the County and special districts. SDCs are granted when the project makes lasting improvements, such as improving roads, reducing number of trips, creating or improving parks or recreational centers, and permanently removing water services.</p> | <p>Scale of Impact</p> <p>– Small: The City may consider changes in SDCs to allow financing, but the City would want to ensure that the impact should be spread out and do not negatively impact one entity.</p> | <p>Fully – City has SDC financing program.</p> | <p>Do not include</p> |
| <p>Sole Source SDCs</p> | <p>Retains SDCs paid by developers within a limited geographic area that directly benefits from new development, rather than being available for use citywide. This enables SDC-eligible improvements within the area that generates those funds to keep them for these improvements. Improvements within smaller areas can enhance the catalytic and redevelopment value of the area. This tool can also be blended with other resources such as LIDs and urban renewal (tax increment financing). Funding can come from an SDC fund or general fund. In some cases, there may be no financial impact. The housing can come in the form of student, low-income, or workforce housing.</p> | <p>Scale of Impact</p> <p>– Small: Depends on how the tool is implemented and whether it is used with other tools, such as LIDs or urban renewal.</p> | <p>None</p> | <p>Do not include</p> |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|---------------------------------|--|------------------------------------|-----------------------|---------------------------|
| Fees or Other Dedicated Revenue | Directs user fees into an enterprise fund that provides dedicated revenue to fund specific projects. Examples of those types of funds can include parking revenue funds, stormwater/sewer funds, street funds, etc. The City could also use this program to raise private-sector funds for a district parking garage, wherein the City could facilitate a program allowing developers to pay in-lieu fees or “parking credits” that developers would purchase from the City for access “entitlement” into the shared supply. The shared supply could meet initial parking need when the development comes online while also maintaining the flexibility to adjust to parking need over time as elasticity in the demand patterns develop in the district and influences like alternative modes are accounted for. Funding can come from residents, businesses, and developers. Also, these fees or revenues allow for new revenue streams into the City. | Scale of Impact – Small. | None | Do not include |

| | | | | |
|-------------------------------|---|--|---|------------------------------|
| <p>Reimbursement District</p> | <p>A reimbursement district is a cost-sharing mechanism, typically initiated by a developer. The purpose is to provide a reimbursement method to the developer of an infrastructure improvement through fees paid by property owners at the time the property benefits from the improvement. A developer applies to create a reimbursement district by demonstrating benefit to properties beyond their own. In addition, the size of the improvement must be measurably greater than would otherwise be ordinarily required for the improvement.</p> <p>Eligible reimbursement district projects typically include (but are not limited to) construction or connections of a sewer, water, stormwater, or street improvements. Applications typically include a fee sufficient to cover the cost of administrative review, a description of the project, properties that would be impacted, and a detailed methodology and calculation of how the estimated costs would be reimbursed by payments from benefitted properties over a specified time frame. A report from the City engineer is generated in review of the submitted application. After a public hearing process, the council will approve, reject, or modify the proposal. The approval of a reimbursement district results in a resolution and distribution of notice among benefitted properties before construction can begin. Benefitted properties must pay the reimbursement fee when they make a physical connection to the improvement (or in the case of a sewer project, when the benefitted property creates an impervious surface that drains into the public sewer) within the reimbursement district area. Reimbursement fees are collected by the City and are distributed to the</p> | <p>Scale of Impact – Small to moderate.</p> | <p>Fully – City has program for reimbursement districts.</p> | <p>Do not include</p> |
|-------------------------------|---|--|---|------------------------------|

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|---|--|--------------------------|----------------|--------------------|
| Linkage Fees | <p>developer for the duration of the reimbursement district, which are typically 10–15 years.</p> <p>Paid by benefitted properties at the time the property benefits from the improvement, typically at connection to the sewer, water, or storm drain system.</p> | Scale of Impact – Small. | None | Do not include |
| <p>Tax Abatement Programs that Decrease Operational Costs by Decreasing Property Taxes</p> | | | | |
| | <ul style="list-style-type: none"> • Linkage fees are charges on new development, usually commercial and/or industrial development only, that can be used to fund affordable housing. To implement them, a city must undertake a nexus study that identifies a legal connection between new jobs housed in the developments, the wages those jobs will pay, and the availability of housing affordable to those employees. • Can be used for acquisition and rehabilitation of existing affordable units. • Can be used for new construction. | | | |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|--|---|--|-----------------------|---------------------------|
| Vertical Housing Tax Abatement (Locally Enabled and Managed) | <p>The 2017 Legislature passed legislation moving the administration of the Vertical Housing Program from Oregon Housing and Community Services (OHCS) to the local City and County beginning October 6, 2017. OHCS no longer administers this program.</p> <p>The legislation subsidizes mixed-use projects to encourage dense development or redevelopment by providing a partial property tax exemption on increased property value for qualified developments. The exemption varies in accordance with the number of residential floors on a mixed-use project, with a maximum property tax exemption of 80 percent over 10 years. An additional property tax exemption on the land may be given if some or all of the residential housing is for low-income persons (80 percent of area median income or below).</p> | <p>Scale of Impact – Small to Moderate: The design of the tax abatement program will impact whether and how many developers use the tax abatement, which will affect the scale of the impact.</p> | None | Included as Action 3.1 |

| | | | | |
|--|---|--|--------------------|------------------------------|
| <p>Multiple-Unit Limited Tax Exemption Program (Locally Enabled and Managed)</p> | <p>Through the multifamily tax exemption, a jurisdiction can incentivize diverse housing options in urban centers lacking in housing choices or workforce housing units. Through a competitive process, multi-unit projects can receive a property tax exemption for up to ten years on structural improvements to the property. Though the state enables the program, each city has an opportunity to shape the program to achieve its goals by controlling the geography of where the exemption is available, application process and fees, program requirements, criteria (return on investment, sustainability, inclusion of community space, percentage of affordable or workforce housing, etc.), and program cap. The City can select projects on a case-by-case basis through a competitive process.</p> <p>The passing of HB 2377 (a multi-unit rental-housing tax exemption) allows cities and counties to create a property tax exemption for newly rehabilitated or newly constructed multi-unit rental housing within their boundaries, depending on the number of units made available to low-income households, for up to 10 consecutive years. The bill was crafted to strengthen the connection to affordability by requiring cities and counties to establish a schedule in which the number of years an exemption is provided increases directly with the percentage of units rented to households with an annual income at or below 120 percent of MFI, and at monthly rates that are affordable to such households. While not specifically referenced in the measure, ORS 308.701 defines multi-unit rental housing as “residential property consisting of four or more dwelling units,” which “does not include assisted living facilities.”</p> <p>All new multifamily units that are built or renovated that offer rent below 120% of AMI are potentially</p> | <p>Scale of Impact – Small to Moderate: The design of the tax abatement program will impact whether and how many developers use the tax abatement, which will affect the scale of the impact.</p> | <p>None</p> | <p>Do not include</p> |
|--|---|--|--------------------|------------------------------|

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|---|---|--|----------------|------------------------|
| Affordable Housing Property Tax Abatement | <p>eligible for this tax exemption. In a city with an AMI of \$55,000 (common outside of Portland), that's rent of \$1,650 per month or less. The tax exemption is for all taxing districts, which is administered by the City. Due to this, smaller jurisdictions may have more trouble managing this program.</p> <p>Local taxing jurisdictions that agree to participate include cities, school districts, counties, etc.</p> <p>Incentivizes construction of affordable housing by offering property tax abatements.</p> <p>Since 1985, the State of Oregon has allowed for affordable housing property tax abatements when they are sought separately by nonprofits that develop and operate affordable rental housing. Only the residential portion of a property located within a city that is used to house very low-income people, or space that is used directly in providing housing for its low-income residents, is eligible for a property tax exemption.</p> | <p>Scale of Impact – Small to Moderate: The design of the tax abatement program will impact whether and how many developers use the tax abatement, which will affect the scale of the impact.</p> | None | Included as Action 3.2 |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|--------------------------------------|---|--|-----------------------|---------------------------|
| Oregon Affordable Housing Tax Credit | <p>Reduces cost of living in affordable, multifamily rental units by awarding a state income tax credit to the owner, who is required to pass the entire amount of the credit along to the residents through a reduction in rent.</p> <p>Provides a state income tax credit for affordable housing equity investments that help reduce the financing costs for multifamily rental units. Applications must demonstrate a twenty-year term that the benefit of the tax credit will be entirely passed on to reduce rents for the tenants. The tax credits are provided for affordable housing loans where a lender has reduced the interest rate by up to 4%. The program contains a stipulation that the credit be used solely to reduce rents for tenants for a twenty-year term</p> | <p>Scale of Impact – Small: The design of the tax abatement program will impact whether and how many developers use the tax abatement, which will affect the scale of the impact.</p> | None | Do not include |

Funding Sources to Support Residential Development

The following policies focus on ways to pay for the costs of implementing the affordable housing programs and infrastructure development.

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|--|--|---|----------------|-------------------------------|
| <p>Urban Renewal/Tax Increment Finance (TIF)</p> | <p>Tax increment finance revenues are generated by the increase in total assessed value in an urban renewal district from the time the district is first established. As property values increase in the district, the increase in total property taxes (i.e., City, County, school portions) is used to pay off the bonds. When the bonds are paid off, the entire valuation is returned to the general property tax rolls. TIFs defer property tax accumulation by the City and County until the urban renewal district expires or pays off bonds. Over the long term (most districts are established for a period of twenty or more years), the district could produce significant revenues for capital projects. Urban renewal funds can be invested in the form of low-interest loans and/or grants for a variety of capital investments:</p> <ul style="list-style-type: none"> • Redevelopment projects, such as mixed-use or infill housing developments • Economic development strategies, such as capital improvement loans for small or startup businesses, which can be linked to family-wage jobs • Streetscape improvements, including new lighting, trees, and sidewalks • Land assembly for public as well as private reuse • Transportation enhancements, including intersection improvements • Historic preservation projects • Parks and open spaces | <p>Scale of Impact – Moderate: Urban renewal funding is a flexible tool that allows cities to develop essential infrastructure or provides funding for programs that lower the costs of housing development (such as SDC reductions or low-interest loan programs). Portland used Urban renewal to catalyze redevelopment across the City, including the Pearl District and South Waterfront.</p> | <p>None</p> | <p>Included as Action 3.3</p> |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|-------------------------------|--|---|-----------------------|--------------------------------------|
| Construction Excise Tax (CET) | <p>Funds land-use planning throughout the region by taxing construction permits.</p> <p>CET is a tax assessed on construction permits issued by local cities and counties. The tax is assessed as a percent of the value of the improvements for which a permit is sought, unless the project is exempted from the tax. In 2016, the Oregon Legislature passed Senate Bill 1533 which permits cities to adopt a construction excise tax (CET) on the value of new construction projects to raise funds for affordable housing projects. CETs may be residential only, commercial only, or residential and commercial. If the City were to adopt a CET, the tax would be up to 1% of the permit value on residential construction and an uncapped rate on commercial and industrial construction. The allowed uses for CET funding are defined by the state statute. The City may retain 4% of funds to cover administrative costs. The funds remaining must be allocated as follows, if the City uses a residential CET:</p> <ul style="list-style-type: none"> • 50% must be used for developer incentives (e.g., fee and SDC waivers, tax abatements, etc.) • 35% may be used flexibly for affordable housing programs, as defined by the jurisdiction. • 15% flows to Oregon Housing and Community Services for homeowner programs. <p>If the City implements a CET on commercial or industrial uses, 50% of the funds must be used for allowed developer incentives and the remaining 50% is unrestricted. The rate may exceed 1% if levied on commercial or industrial uses.</p> | <p>Scale of Impact – Depends on the amount of funding available.</p> | <p>None</p> | <p>Included as Action 3.4</p> |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|---|--|---|-----------------------|--------------------------------------|
| <p>General Fund and General Obligation (GO) Bonds</p> | <p>Allows funding for a project that is not dependent on revenue from the project to back the bond. City can use general fund monies on hand or can issue bonds backed by the full faith and credit of the City to pay for desired public improvements. Property taxes are increased to pay back the GO bonds.</p> | <p>Scale of Impact – Moderate to Large: GO Bonds can be used to develop essential infrastructure or provide funding for programs that lower the costs of housing development (such as SDC reductions or low-interest loan programs).</p> | <p>None</p> | <p>Included as Action 3.6</p> |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|----------------------------------|--|---|--|------------------------------|
| Local Improvement District (LID) | <p>Enables a group of property owners to share the cost of a project or infrastructural improvement.</p> <p>A special assessment district where property owners are assessed a fee to pay for capital improvements, such as streetscape enhancements, underground utilities, or shared open space. For residential property, the estimated assessment cannot exceed the pre-improvement value of the property based on assessor records.</p> <p>An ordinance must be passed through a public hearing process which must be supported by a majority of affected property owners. Part of this process includes an estimation of the improvement costs and the portion of those costs in which property owners will be responsible to pay for. The public hearing process allows for LIDs to be challenged by property owners.</p> <p>The City collects the funds and, regardless of whether the actual cost is greater than the estimated cost (on which the assessment was based), the City may make a deficit assessment for the additional cost, which would be prorated among all benefitted properties. Another public hearing would be held in the event that an additional assessment were placed by property owners (due to underestimation).</p> | <p>Scale of Impact – Depends on the amount of funding available.</p> | <p>Fully – City has LID program in place.</p> | <p>Do not include</p> |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|------------------------------|---|--|---|---------------------------|
| General Fund Grants or Loans | A city can use general fund or tax increment dollars to directly invest in a specific affordable housing project. These grants or loans can serve as gap funding to improve development feasibility. There are several options for using general fund grants or loans, including the potential for bonds to generate up-front revenue that is repaid over time, as recently approved in the City of Portland. Another option is to use general fund dollars to contribute to other programs that are successfully operating, such as nonprofit land trusts or even other government agencies that have the administrative capacity to maintain compliance requirements over time using intergovernmental agreements. | Scale of Impact – Depends on the amount of funding available. | None | Do not include |
| Transient Lodging Tax (TLT) | Generates revenue by primarily taxing tourists and guests using temporary lodging services. Taxes for temporary lodging at hotels, motels, campgrounds, and other temporary lodgings. Oregon has a statewide TLT, and cities and counties can also charge a local TLT subject to certain limitations. The statutes specify that 70% must be used for tourism promotion or tourism-related facilities, and 30% is unrestricted in use. There cannot be a reduction of the total percent of room tax. The state tax is specified at 1.8%; local government tax rates vary as local governments set the rate for their jurisdiction by ordinance. Cities and counties may impose taxes on transient lodging. Alternatively, some cities have an agreement for the county to impose the tax and cities share in a percent of the revenue. | Scale of Impact – Small. The amount of funding from TLT is likely to be relatively small, given that only 30% of TLT funds have unrestricted use. | Partially – City has TLT program. The general fund portion for allocation is determined through the budgeting process. | Do not include |

| Strategy Name | Description | Scale of Impact | Newberg Status | PAC Recommendation |
|----------------------|---|---|---|------------------------------|
| CDBG | <p>The Community Development Block Grants program is a flexible program that provides annual grants on a formula basis to both local governments and states. Grants are awarded on a 1-, 2-, or 3-year period. It is required that at least 70% of the CDGB funds are used for activities that benefit low- and moderate- income. Additionally, each activity must address any threats to health or welfare in the community (for which other funding is unavailable). These funds can be used for the acquisition and rehabilitation of existing affordable units, as well as new construction that prioritizes community development efforts.</p> | <p>Scale of Impact – Depends on the amount of funding available.</p> | <p>Partially – Through the State CDBG program. Newberg is not an entitlement city.</p> | <p>Do not include</p> |