

# CITY OF YACHATS HOUSING NEEDS ANALYSIS

Summary Report | October 2022



## ACKNOWLEDGMENTS

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## INTRODUCTION

Whether you rent or look to purchase a home, housing is becoming increasingly expensive for many Oregonians. As housing demand outpaces supply and home prices and rents continue to increase, housing options become limited, especially for low-income households that are most vulnerable to rising costs.

The City of Yachats is no exception to these trends. Yachats is the southernmost city in Lincoln County, bounded by the Central Oregon Coast Range to the east and the Pacific Ocean to the west. Currently, there are limited housing options to meet the needs for both existing and future residents of Yachats, and there is no established roadmap for understanding and determining the types of housing that are most needed, and to what degree.

Median home values in Yachats are increasing rapidly and are higher than state and county averages. In 2021, 58 percent of housing (453 units) in the city was seasonal, vacant or for-sale. The city's existing housing stock is largely not affordable to local renters and workers, and competing pressures of seasonal housing and short-term rentals are a concern for many residents.

This report will help Yachats understand its housing demand and state of housing supply, determine the types of housing that are most needed and provide recommendations for how the city can adopt strategies that will help produce needed housing.



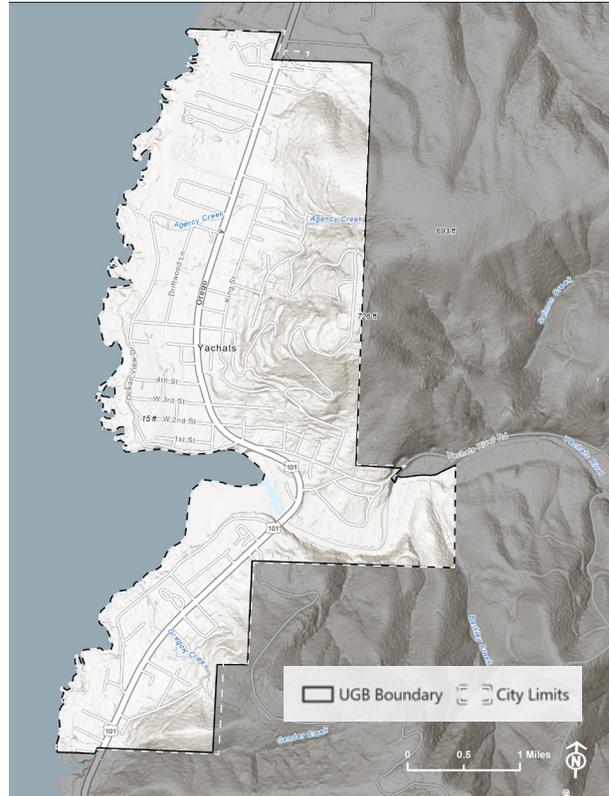
## HOUSING NEEDS PROJECTION

### How much housing does Yachats need?

Yachats needs 271 housing units to accommodate the city’s growth of 209 new residents in the next 20 years.

Population growth is a primary factor that influences a city’s housing need and demand. For this reason, population projections are helpful in estimating how much housing Yachats will need in the next 20 years.

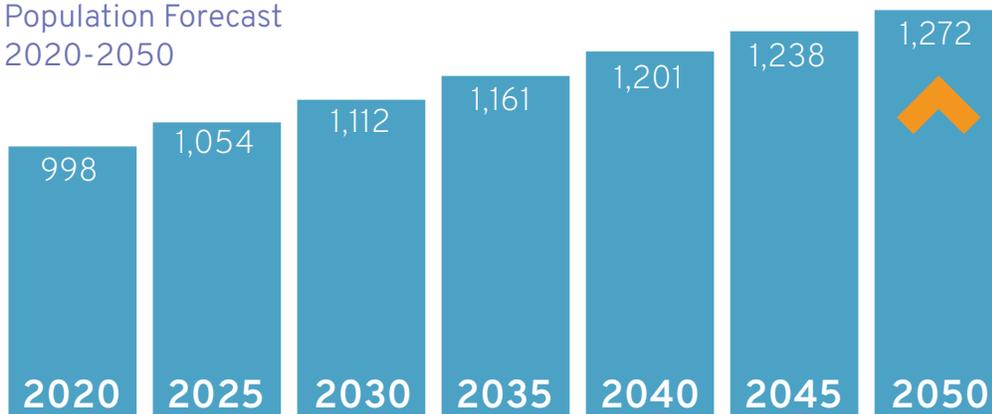
The City of Yachats reached a record-high population of 1,010 people in 2021. Lincoln County also attained a new record population of 50,903. Over the past two decades Yachats has grown much faster than the Lincoln County average. Long-range population forecasts prepared by Portland State University anticipate that 209 new residents will be added to the Yachats Urban Growth Boundary (UGB\*) over the next 20 years. This equates to a projected annual average growth rate (AGR) of 0.81% for the Yachats UGB.



Map 1. City of Yachats Jurisdictional Boundaries

\*An Urban Growth Boundary (UGB) is a planning line surrounding the perimeter of Yachats, created under Oregon law for the purpose of controlling urban expansion onto farm and forest lands.

### Population Forecast 2020-2050



U.S. Census Bureau, 2000 and 2010 Censuses, Population Research Center, Portland State University

## What type of housing does Yachats need?

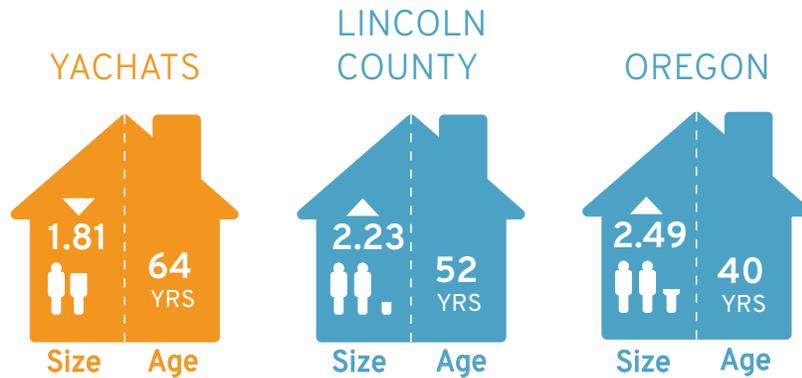
Yachats needs an increased share of apartments, plexes, townhomes, and accessory dwellings in addition to single family housing.

While population growth can help determine how much housing is needed, it's the people who live in Yachats that determine the type of housing needed. Housing choice and needs can differ from household to household. For example, a family of four may want to live in a single family home with a yard while a seasonal worker may just need a summer

rental. The following demographic and housing trends help shed some light on the housing choices faced by households in Yachats and highlight gaps in Yachats' existing housing stock. These conditions and trends help to inform what housing types will be needed over the next 20 years.

Residents are older and household sizes are smaller than state and county averages.

With an increasing number of singles living alone and seniors looking to "age in place," there may be a desire for smaller dwelling units.



2020 ACS 5-Year Estimates

Yachats' median family income is slightly lower than county averages.



Median Family Income, 2020  
2020 ACS 5-Year Estimates

43% of Yachats households are either living in poverty or classified as “Asset Limited, Income Constrained and Employed” (ALICE). The share of Yachats households living in poverty and in the ALICE category has likely increased since 2018. During this same period home prices have continued to rise.

YACHATS



LINCOLN COUNTY



OREGON



POVERTY HOUSEHOLDS ALICE HOUSEHOLDS ABOVE ALICE HOUSEHOLDS

Poverty and ALICE Households, 2018  
United for ALICE, ALICE Report

ALICE (Asset Limited, Income Constrained, Employed) is a measure of economically distressed households provided by the United Way. It provides a framework to measure households that do not earn enough to afford basic necessities.

Yachats has a rental housing gap at the upper and lower ends of the housing market.

Median Household Income Range	Affordable Monthly Rent	Renter-Occupied Households	Estimated Available Rental Units	Pent Up Demand
\$75,000+	\$1,875	33	23	(10) market rate gap
less than \$20,000	less than \$500	48	6	(45) subsidized housing gap
\$0 or negative	requires subsidy	3	-	
<b>Total</b>		<b>84</b>	<b>29</b>	<b>(55)</b>

A gap in market supply for households earning over \$75,000 and for households earning less than \$20,000 indicates demand for both new market-rate rental units as well as subsidized affordable units needed to meet the needs of lower income households.

Rental Housing Inventory Gap  
U.S. Census Bureau, ACS 2016-2020; FCS GROUP

Yachats has slightly higher home values than surrounding markets.

As home values in Yachats and surrounding areas continue to increase, housing will remain out of reach for many residents unless the supply of housing targeting gaps in the market is increased.

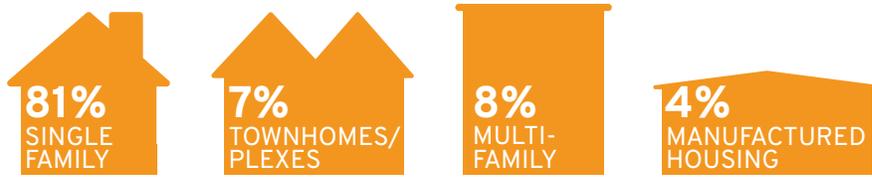
	HOME VALUE	% CHANGE 2020 - 2022
<b>YACHATS</b>	<b>\$492,000</b>	<b>▲21%</b>
WALDPORT	\$444,000	▲22%
NEWPORT	\$458,000	▲18%
LINCOLN CITY	\$474,000	▲22%
FLORENCE	\$399,000	▲18%
LINC. COUNTY	\$460,000	▲20%
OREGON	\$487,000	▲14%

Zillow Home Value Price Index, 2020-2022  
Zillow.com; analysis by FCS 4/09/22

Current rents and sales prices are out of reach for many lower income households in Yachats, where the median family income is \$55,800.

VERY LOW INCOME	LOW INCOME	LOWER MIDDLE INCOME	UPPER MIDDLE INCOME	UPPER INCOME
\$16,700 <small>30% MFI</small>	\$27,900 <small>50% MFI</small>	\$44,600 <small>80% MFI</small>	\$55,800 <small>100% MFI</small>	\$67,000 <small>120% MFI</small>
MAXIMUM ATTAINABLE RENT AND SALE PRICES				
\$420	\$700 \$110,000	\$1,100 \$179,000	\$1,275 \$226,000	\$1,700 \$273,000
ATTAINABLE HOUSING TYPES				
 <p>Apartment, Multi-unit, and Manufactured Housing</p>			 <p>Apartment, Multi-unit, Manufactured Housing, and Single-Family Detached</p>	

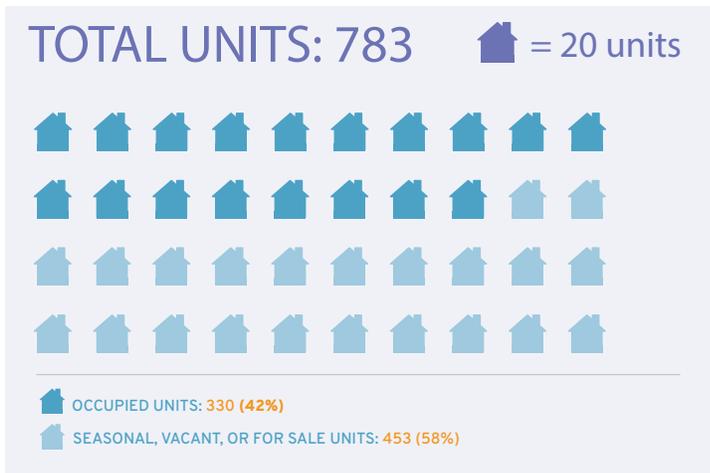
Yachats' housing inventory consists primarily of single family detached dwellings.



Existing mix of housing types.  
Share of Unit Type by Housing Tenure 2019 ACS 5-Year Estimates

With 81% of the housing stock consisting of single family homes, there is a lack of housing options in Yachats, particularly smaller units and rentals.

The majority (58%) of housing in Yachats is not occupied by full-time residents.



In 2020, there were 783 housing units in the City of Yachats. Of these, roughly 40 percent were classified as occupied and 60 percent were classified as seasonal, vacant or for-sale.

Existing Housing Occupancy, 2020  
U.S. Census Bureau, ACS 5-Yr Estimates (Table B25032)

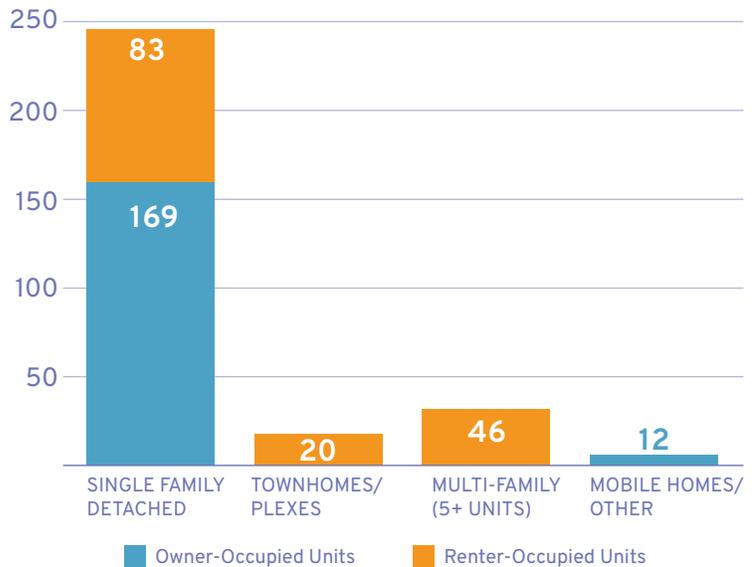
Over 9 in 10 jobs in Yachats are filled by workers living outside of the city. The inability of local workers to find housing that is affordable in Yachats is an economic development challenge.



Ownership is most prevalent among single-family detached and manufactured housing types, while renters are more likely to live in townhomes, plexes, and multi-family units.

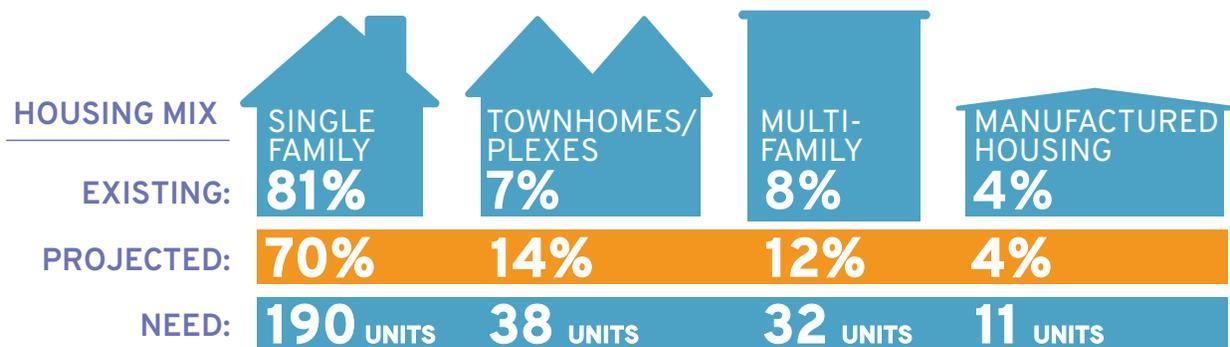
Because Yachats consists primarily of single family dwellings, renters and owners seeking other housing types have few options. More than 1 in 4 renter households in Yachats are severely cost burdened, spending more than half of their income on rent.

Existing Housing Tenancy, 2020  
U.S. Census Bureau, ACS 5-Yr Estimates (Table B25032)



Yachats will need 271 new housing units over the next 20 years. To ensure new housing is attainable at all income levels, a higher share of townhomes/plexes and multifamily homes are needed.

The 271 projected units include a mix of 190 single family homes, 38 townhomes/plexes, 32 multi-unit homes, and 11 manufactured homes to meet the city’s 20-year housing need.



For more information, please see Appendix B for the Housing Needs Projection memo.

## BUILDABLE LAND INVENTORY

### How much land in Yachats is available to build new housing?

Yachats has 79.7 acres of land available to build new housing.

Having land available to build new housing is not a given in some cities, to the point that some cities are unable to build the total amount of housing they desperately need. For that reason, it's important to understand how much land in Yachats is available for new housing to make sure that there is enough land to build Yachats' total housing need.

Based on the conditions that qualify land as available for housing, Yachats has 79.7 buildable acres available within the Urban Growth Boundary to build new housing. Roughly 61% of the total buildable acres are zoned Single Family Residential (R-1), allowing for only single family residential uses. Higher density residential zones (R-2, R-3, and R-4) make up approximately 1/3 of buildable acres, and the Commercial zone that is not zoned exclusively for residential uses makes up the remaining 3%.

#### What qualifies land as available for housing?



Land that is zoned to allow residential development.



Land that is vacant and large enough to legally build a residential structure.

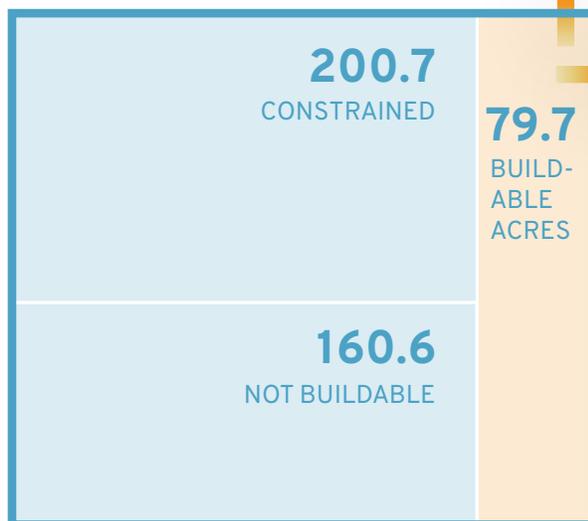


Land that is not constrained by environmental features and hazards such as steep slopes or flood zones.

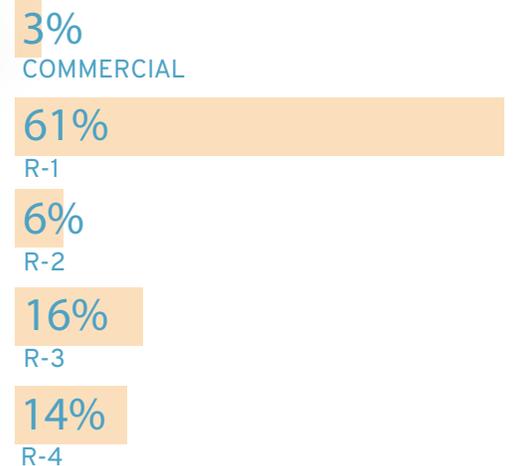
#### BUILDABLE ACRES BY DEVELOPMENT STATUS

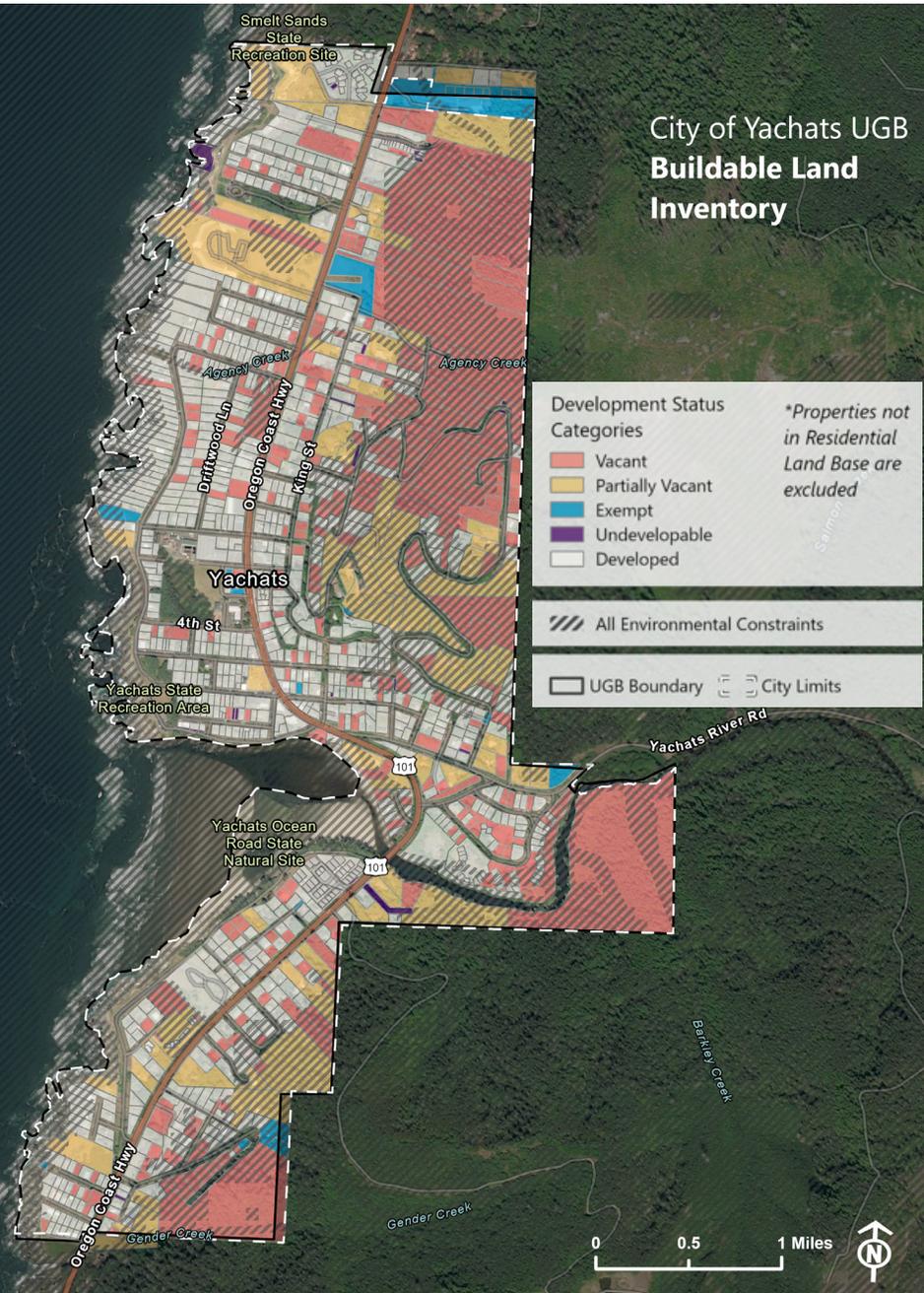


**441** GROSS ACRES



#### BUILDABLE ACRES BY ZONE





Map 2. Buildable Land Inventory

## Classifying Land

To identify land that is vacant and large enough to legally build a residential structure, properties that allow residential uses in Yachats were classified into different development status categories defined below. Properties that were identified as Vacant and Partially Vacant in this map qualify as available for housing, unless they have environmental constraints preventing development.

## Definitions

**Vacant.** Parcels with no structure or with very low improvement values.

**Partially Vacant.** Parcels larger than a 1/2 acre that are occupied by an existing structure with an improvement value over \$10,000 but have enough land for new housing.

**Undevelopable.** Parcels that are not developable because they are too small to build new housing.

**Public or exempt.** Parcels unlikely to be developed because they are restricted by existing public uses or they are considered exempt from new housing.

**Developed.** Parcels unlikely to develop additional housing because they possess existing building structures that are unlikely to redevelop in the next 20 years.

For more information, please see Appendix A for the Buildable Lands Inventory memo.

**RESIDENTIAL LAND NEEDS ANALYSIS**

**Does Yachats have enough available land to build needed housing?**

There is a deficit of land available for townhomes/plexes and multi-family housing, and a surplus of land available for single family homes.

Yachats has enough land to accommodate population growth over the next 20 years with enough capacity to develop an adequate number of housing units based on current demographic trends and maximum zone densities.

According to the 20-year housing needs projection, Yachats will need an additional 271 units to accommodate the city’s growth in the next 20 years. The buildable land inventory identified 79.7 acres of buildable vacant and partially vacant land in Yachats. It is estimated that 326 housing units could be developed on these buildable lands, exceeding the projected need for 271 units.

However, there is a deficit of land for townhomes/plexes and multi-family housing. There is a projected deficit of 23 townhome/plex units and a deficit of 4 multi-family units. Although townhomes/plexes and multi-family housing types are allowed in most zones, very few have been built in Yachats since 2000.

If these development trends continue it is likely that the residential land supply will be used predominantly for single family detached housing and result in a shortage of land available for townhomes/plexes, and multi-family housing.

SINGLE FAMILY

<b>251</b>	<b>190</b>	<b>61</b>
Capacity	Need	Surplus

TOWNHOMES/PLEXES

<b>15</b>	<b>38</b>	<b>(-23)</b>
Capacity	Need	Deficit

MULTI-FAMILY (5+ UNITS)

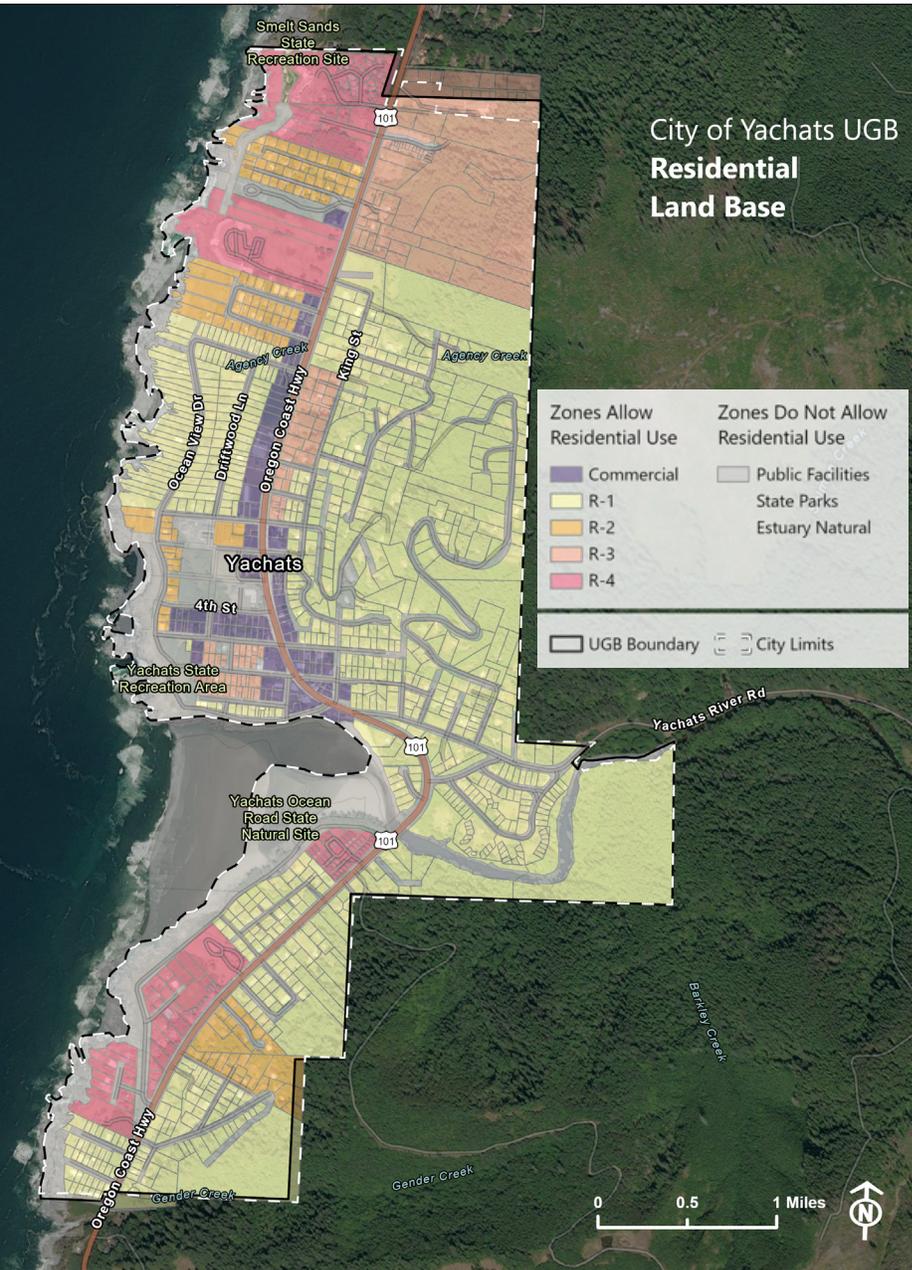
<b>28</b>	<b>32</b>	<b>(-4)</b>
Capacity	Need	Deficit

MANUFACTURED HOUSING

<b>32</b>	<b>11</b>	<b>21</b>
Capacity	Need	Surplus

20-year Estimated Capacity vs. Housing Need  
Yachats Housing Needs Projection, 2022

There are several strategies and measures available to the City to address this deficit that are detailed in the Housing Strategies and Tools section starting on Page 16.



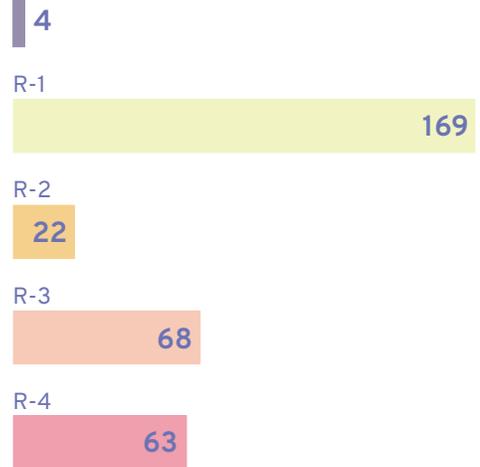
Map 3. Residential Land Base Map

## Unit Capacity by Zone

A projected mix of housing types to be built in each zone was estimated using development trends in Yachats since the year 2000 as well as the overall mix of housing in the city. A baseline estimate of at least 60% single family detached housing was projected for each zone. A higher percentage of other housing types was projected in zones that allow higher density housing (R-2, R-3, R-4 and C).

Given the projections for unit capacity by zone detailed on the graph below, there is a potential deficit of land for townhomes/plexes and multi-family housing in Yachats.

### COMMERCIAL

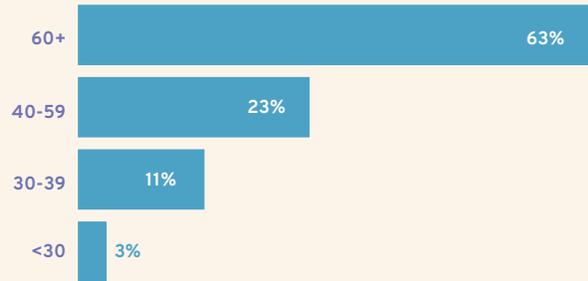


For more information, please see Appendix C for the Residential Land Needs Analysis memo.

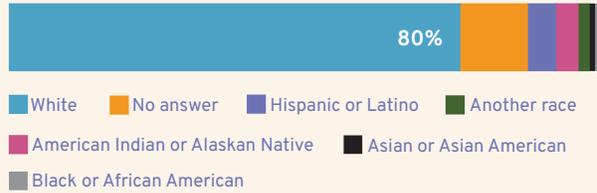
## HOUSING NEED SURVEY RESULTS

### Who did we hear from? 142 people total

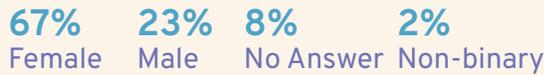
#### Age



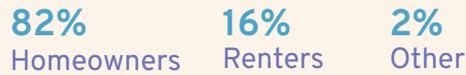
#### Race and Ethnicity



#### Gender Identity

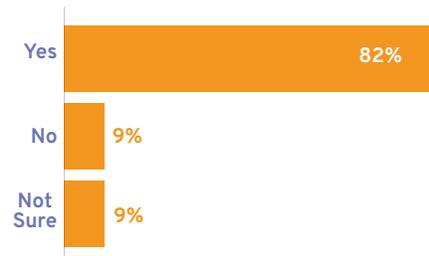


#### Housing Tenure



### What did we hear?

Do you believe there is a housing shortage in Yachats?



The top four most important housing-related issues for current residents in Yachats:

- 1 Affordability of housing
- 2 Competing pressures of second homes and short-term rentals
- 3 Lack of choices of housing types
- 4 Lack of options for first time homebuyers

What are some things the City can do to help meet housing needs?

Encourage smaller and more affordable housing options such as duplexes, cottage homes and townhouses

Increase supply of land where medium density housing types (townhomes, plexes and cottage clusters) are allowed

Dedicate resources to help subsidize the development of income-restricted affordable housing

Fund the construction of infrastructure (water, sewer, and roads) to help offset the costs of new housing developments

Increase supply of land where multi-family housing (5+ units) is allowed

None of the above

Other

## HOUSING STRATEGIES AND TOOLS

### What housing strategies can Yachats implement to build needed housing?

This Housing Needs Analysis found that Yachats has more than enough land to build needed housing. However, despite the City’s surplus of land, past development trends indicate that Yachats has fallen short in producing the diversity of housing types it needs, particularly smaller and more affordable housing types.

This section presents a summary of the housing strategy recommendations that the City could consider and potentially implement to help Yachats produce the housing its residents needs.

The following recommended housing strategies primarily address regulatory barriers that often stifle housing production. The City may also consider additional tools and strategies that look to fund and invest in programs and projects that support housing development, prioritize land for needed housing and build strategic partnerships that create resources for affordable housing. These strategies and tools will be refined further in the form of a Housing Implementation Plan.

## Regulatory Strategies

### 1. Reduce Minimum Lot Size Standards for Multi-Unit Housing

**Strategy:** Reduce minimum lot size standards for multi-unit housing to enhance feasibility and affordability of this housing type.

**Rationale:** Minimum lot sizes currently required to develop multiple unit housing in Yachats often make these projects infeasible to build on existing lots, and they encourage larger, more expensive units.

**Implementation Considerations:**

- Reduce minimum lot size standards in R-2, R-3, R-4 and C zones.
- Consider typical sizes of existing lots to promote development options on all lots.
- Consider allowing for smaller lots for projects that provide deed-restricted affordable housing.

Yachats Minimum Lot Size Standards (sq. ft.)

Zone	Single Family	Duplex	Multifamily (3+ Units)
R-1	7,500	Not allowed	Not allowed
R-2	6,000	7,500	Not allowed
R-3	6,000	7,500	6,000+ 2,500/unit
R-4	6,000	7,500	6,000+ 2,500/unit
C	6,000	2,500/unit	2,500/unit

## 2. Rezone Land in the R-1 Zone to Higher Density Zone

**Strategy:** Rezone an area of the R-1 zone to one of the city’s higher density residential zones that allow townhomes/plexes and multi-family housing, such as R-3 or R-4.

**Rationale:** Strategically rezoning an area(s) of the R-1 zone would increase capacity for development of townhomes/plexes and multi-family housing.

**Implementation Considerations:**

- For the greatest benefit, the area(s) should be rezoned to the R-3 or R-4 zones because they allow for multi-family development.
- A city-led rezoning effort is more likely to succeed, as it does not require property owner or developers to request rezonings on a case-by-case basis.

- Covenants, conditions, and restrictions (CC&Rs) may limit higher density development in subdivisions regulated by HOAs. These should be reviewed to determine areas best suited for possible rezoning.



## 3. Establish a Minimum Density in R-3, R-4, and C Zones

**Strategy:** Establish a minimum density standard in the R-3, R-4, and C zones to encourage higher density housing types.

**Rationale:** A minimum density standard in higher density zones would preserve buildable land in these zones for needed townhomes/plexes and multi-family housing.

**Implementation Considerations:**

- The City could also prohibit single-family detached houses in one or more of these zones.
- The standard should be set to balance allowing for a range of development options while ensuring an efficient use of land to meet housing needs.



## 4. Define and Allow a Wider Range of Housing Types

**Strategy:** Define and allow a wider range of housing types in zones where additional housing types are appropriate.

**Rationale:** Some zones exclude housing types which may otherwise be appropriate. These unnecessary restrictions limit development options and feasibility.

### Implementation Considerations:

- Allow duplexes in the R-1 zone.
- Allow up to quadplex in the R-2 zone.
- Define and allow accessory dwelling units (ADU) and cottage cluster housing in all zones.
- Ensure development standards allow for market-feasible unit sizes.



## 5. Reduce Minimum Parking Requirements

**Strategy:** Reduce minimum parking requirements to increase efficiency of land use.

**Rationale:** Parking standards commonly require more parking than the market demands, which increases the cost of housing and results in an inefficient use of land.

### Implementation Considerations:

- Reduce parking standards where minimum requirements exceed 1.5 spaces per dwelling unit (duplex).
- If a general reduction is not supported, target areas where higher density development is most desired.

- Additional reductions for projects with affordable units can serve as a strong development incentive.



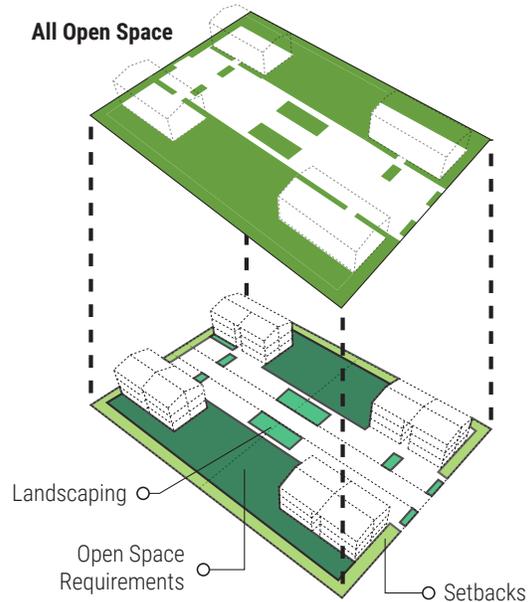
## 6. Identify and Remove Unnecessary Regulatory Barriers

**Strategy:** Identify and remove unnecessary regulatory barriers beyond housing types, minimum lot sizes, and minimum parking.

**Rationale:** Maximum building height, setbacks, landscaping, open space, and review requirements can also present substantial barriers to housing development.

**Implementation Considerations:**

- Align code standards such as height, setbacks and open space requirements with existing development patterns.
- Replace subjective design or conditional use criteria with objective standards.
- Removing barriers creates opportunities for more modest and affordable projects that are compatible with existing development patterns.



## 7. Maintain Limits on Short Term Rentals

**Strategy:** Yachats has a cap in place limiting short-term rentals (STRs) to a total of 125 citywide and prohibiting single-owners and interests from obtaining licenses on multiple properties. Limits on STRs should be maintained.

**Rationale:** Limiting the overall share of STRs helps achieve a balance between tourist, occasional and long-term residential uses of the city’s housing supply.

**Implementation Considerations:**

- Periodically assess appropriate parameters for the STR cap as population and housing inventory grow.

- Explore other means of offsetting vacant housing such as vacant housing tax.



## Additional Strategies and Tools

### **Calibrate and Reform System Development Charges**

Consider scaling development fees so they are proportionate to the impact of a housing unit on public services, therefore reducing fee costs for development of smaller units, which are usually more affordable than larger units. The City may also provide reduced SDC fees or complete exemptions for targeted housing types, such as income-restricted units.

### **Offer a Property Tax Exemption for Key Housing Needs**

Property tax exemptions can be structured to incentivize development of specific needed housing types, such as affordable housing, mixed use housing, and homes targeting first-time homebuyers.

### **Target Infrastructure Improvements to Support Housing**

When planning for improvements, jurisdictions should consider how the improvements will affect housing development opportunities in the area and, where feasible, modify project designs or prioritization to better improve conditions for housing development.

### **Target Urban Renewal Investments to Support Housing**

Urban renewal is a tool for economically revitalizing targeted areas through public investments that stimulate private development. Urban renewal funding, known as Tax Increment Financing (TIF), comes from property tax revenue on new value created in an urban renewal district over the course of its lifetime. Urban renewal funding can be directed toward financial incentives, land acquisition, public infrastructure, or public-private partnerships to build housing.

### **Establish a Construction Excise Tax (CET)**

A Construction Excise Tax is a tax assessed on construction permits issued by a city in

order to fund affordable housing programs. The primary benefit of a CET is that it is a dedicated source of revenue. It also provides the option to create a linkage between new development and investment in housing.

### **Increase Capacity to Implement Housing Strategies**

Cities can increase capacity by adding staff, forming task forces, and taking other steps to share resources. Sufficient staff capacity is critical to unlocking the ability for the City to implement housing strategies effectively.

### **Utilize Excess Public Land for Housing**

Adopt a land disposition policy that states the City will prioritize selling or dedicating any surplus publicly owned land to meet housing needs. Public entities can directly support a reduction of development costs in the form of land and/or low cost land lease.

### **Assist with Land Acquisition and Banking**

Land banks are public authorities or non-profit organizations created to acquire, hold, manage, and sometimes redevelop property to return properties to productive use and/or meet community goals, such as increasing supply of affordable housing or stabilizing property values.

### **Partner with Land Trusts**

Community land trusts are nonprofit, community-based organizations designed to ensure ensure long-term housing affordability. The City could sell or donate excess public land to a land trust, provide funding to assist with administration of a trust, or convene local organizations interested in founding or partnering with an existing trust.

### **Partner with Institutional Land Owners**

Non-profits and faith-based organizations (FBO) may have surplus land that could be sold or donated to be developed for high priority housing needs, including affordable housing.

## APPENDICES

APPENDIX A: BUILDABLE LAND INVENTORY MEMO

APPENDIX B: HOUSING NEEDS PROJECTION MEMO

APPENDIX C: RESIDENTIAL LAND NEEDS ANALYSIS MEMO



# APPENDIX A: BUILDABLE LAND INVENTORY MEMO



## MEMORANDUM

TO: Katherine Guenther, City Planner, City of Yachats;  
Heide Lambert, City Manager, City of Yachats;  
Jacqueline Danos, Yachats Planning Commissioner

FROM: Rachel Cotton, Senior Associate at Cascadia  
Partners, LLC

DATE: July 15, 2022

PROJECT: Yachats Housing Needs Analysis

SUBJECT: *Buildable Lands Inventory*

This memorandum provides a summary of the 2022 residential Buildable Lands Inventory (BLI) results and methodology for the City of Yachats' Urban Growth Boundary (UGB).

The objective of the residential BLI is to estimate the number of unconstrained buildable acres for future residential housing development within Yachats' UGB. The BLI is a key component of the Residential Land Needs Analysis (RLNA) and will inform planning and policy recommendations that are proposed in the final Housing Needs Analysis (HNA) report.

This BLI analysis was completed in accordance with OAR 660-008-0005 (2) and with guidance provided by Yachats city staff and the Department of Land Conservation and Development (DLCD).

### Summary of Buildable Lands Inventory Results

Approximately 79.7 acres of land zoned for residential use are available for residential development in the City of Yachats UGB, described in this memo as total net buildable acres (see **Table 1**). The Single Family Residential (R-1) zone makes up roughly 61% of the total net buildable acres, higher density residential zones (R-2, R-3, and R-4) make up approximately 1/3 of buildable acres, and the Commercial zone that is not zoned exclusively for residential uses makes up the remainder 3%.

A number of parcels that are occupied by a use (e.g., a home or building structure with an improvement value over \$10,000)

measure more than half an acre and qualify as partially vacant lands per the safe harbor method established in the [OAR 660-008-0005 \(2.b.B\) statute](#) for cities with populations below 25,000. As a result, land set aside for residential development opportunities in partially vacant parcels comprises just under 24% of the total net buildable acres. The remainder of net buildable acres are vacant parcels.

Table 1. Summary Residential Buildable Lands Inventory, City of Yachats, 2022

<i>Plan Designation or Zone District</i>	<i>Gross Acres</i>	<i>Constrained Acres</i>	<i>Vacant Acres</i>	<i>Partially Vacant Acres</i>	<i>Net Buildable Acres</i>
<i>Commercial</i>	20.7	2.5	2.2	0.2	2.4
<i>R-1 - Single Family Residential</i>	271.1	145.8	41.2	7.2	48.4
<i>R-2 - Single Family &amp; Duplex</i>	33.3	9.1	1.8	1.4	4.8
<i>R-3 - Single, Duplex, Multi-Family</i>	60.8	28.7	9.6	2.9	12.5
<i>R-4 - Single, Duplex, Multi-Family &amp; Motel</i>	55.2	14.6	2.9	7.2	11.5
<b>TOTAL</b>	<b>441.0</b>	<b>200.7</b>	<b>57.7</b>	<b>18.8</b>	<b>79.7</b>

Buildable lands in the City of Yachats UGB have an estimated capacity for 429 housing units (see **Table 2**). Housing capacity is estimated using projected housing unit densities established for each zone district that has land available for residential development. Approximately 99% of the total housing capacity is located in Yachats’ residential zones. A little more than half of total housing capacity is located in Yachats’ Single Family, Duplex, Multi-Family (R-3) and Yachats’ Single Family, Duplex, Multi-Family & Motel (R-4) zones. These zones can expect higher projected densities than all other zones.

Table 2. Summary of Housing Unit Capacity, City of Yachats, 2022

<i>Plan Designation or Zone District</i>	<i>Net Buildable Acres</i>	<i>Maximum Density of Zone</i>	<i>Projected Density<sup>1</sup></i>	<i>Housing Unit Capacity</i>
<i>Commercial</i>	2.4	1 unit/2,500 sf	2.6	6
<i>R-1 - Single Family Residential</i>	48.4	1 unit/7,500 sf	3.5	170
<i>R-2 - Single Family &amp; Duplex</i>	4.8	1 unit/6,000 sf	4.8	23
<i>R-3 - Single, Duplex, Multi-Family</i>	12.5	12.0	9.6	120

<sup>1</sup> Projected density calculation assumes buildout at 80% of maximum density. A 25 percent deduction is applied for ROW dedication and other easements in zones where maximum density is regulated through minimum lot sizes (R-1 and R-2). In the commercial zone, 25% of land area is assumed to develop with residential uses.

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R-4 - Single, Duplex, Multi-Family & Motel	11.5	12.0	9.6	111
<b>TOTAL</b>	<b>79.7</b>	<b>--</b>	<b>5.3</b>	<b>429</b>

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## Buildable Lands Inventory Maps

The BLI results are presented in the following series of maps:

- Figure 1. Residential Land Base
- Figure 2. Land Classification by Development Status
- Figure 3. Environmental Constraints
- Figure 4. Draft Buildable Lands Inventory
- Figure 5. Potentially Difficult to Develop Taxlots

Figure 1. Residential Land Base

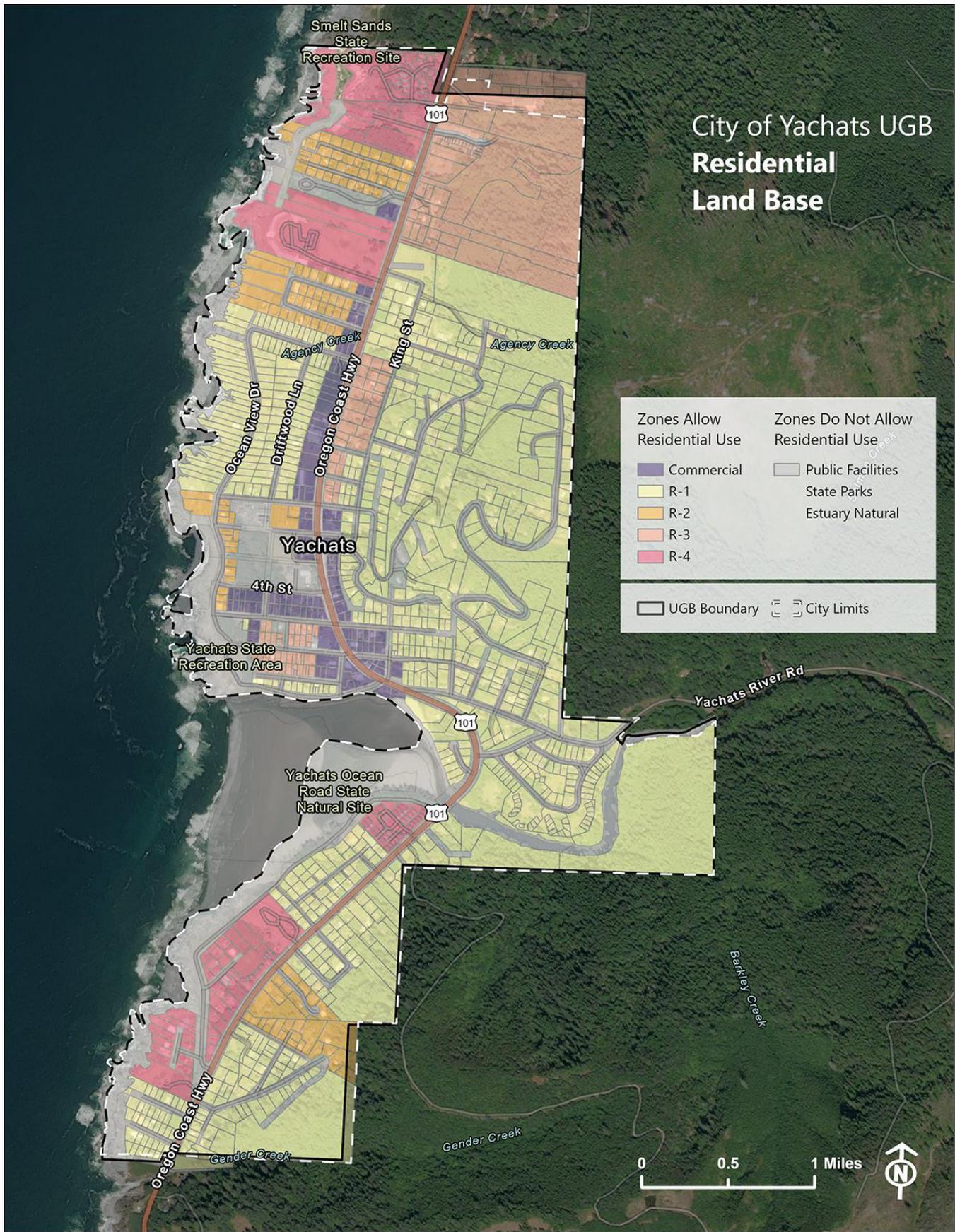


Figure 2. Land Classification by Development Status

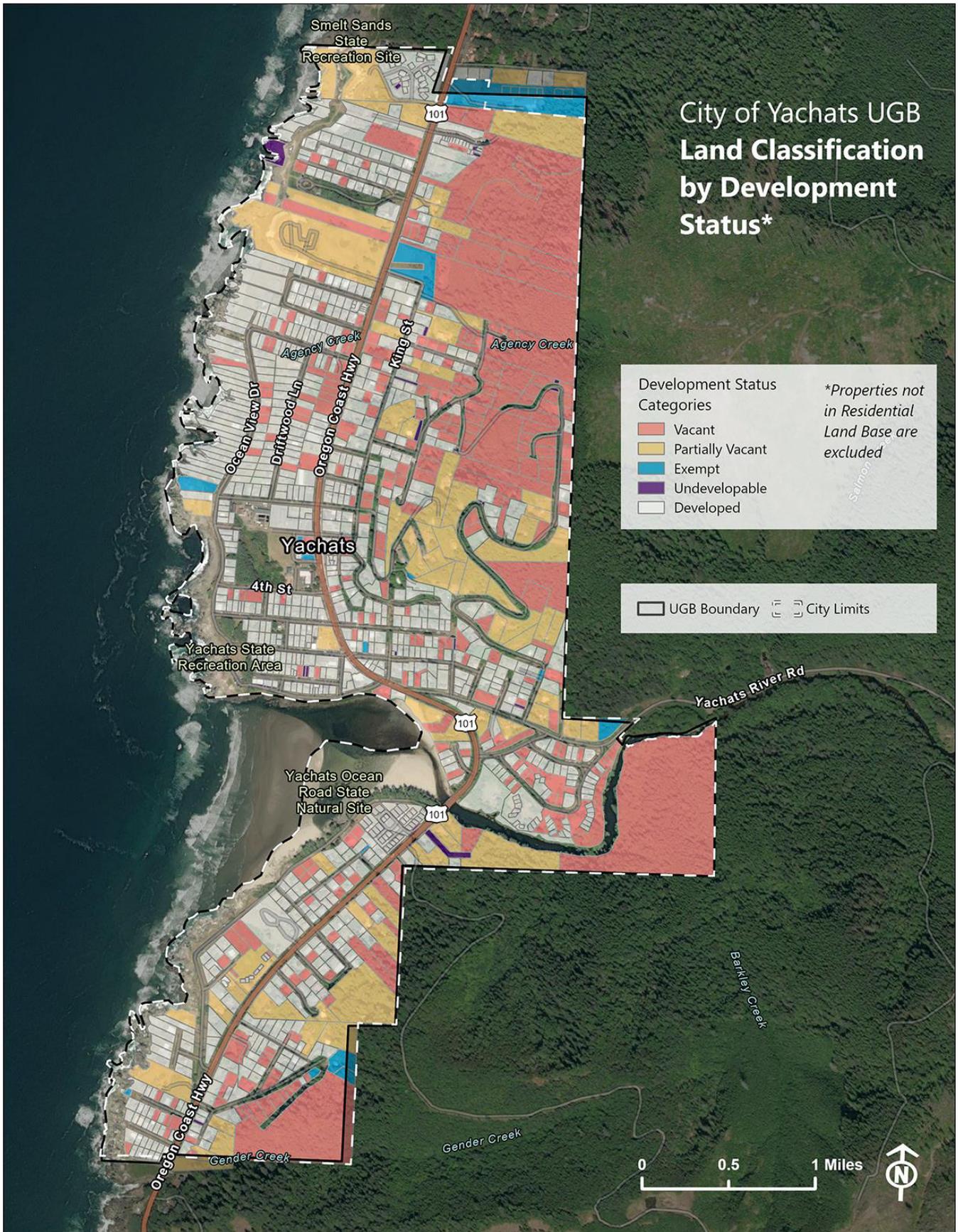


Figure 3. Environmental Constraints



Figure 4. Buildable Lands Inventory

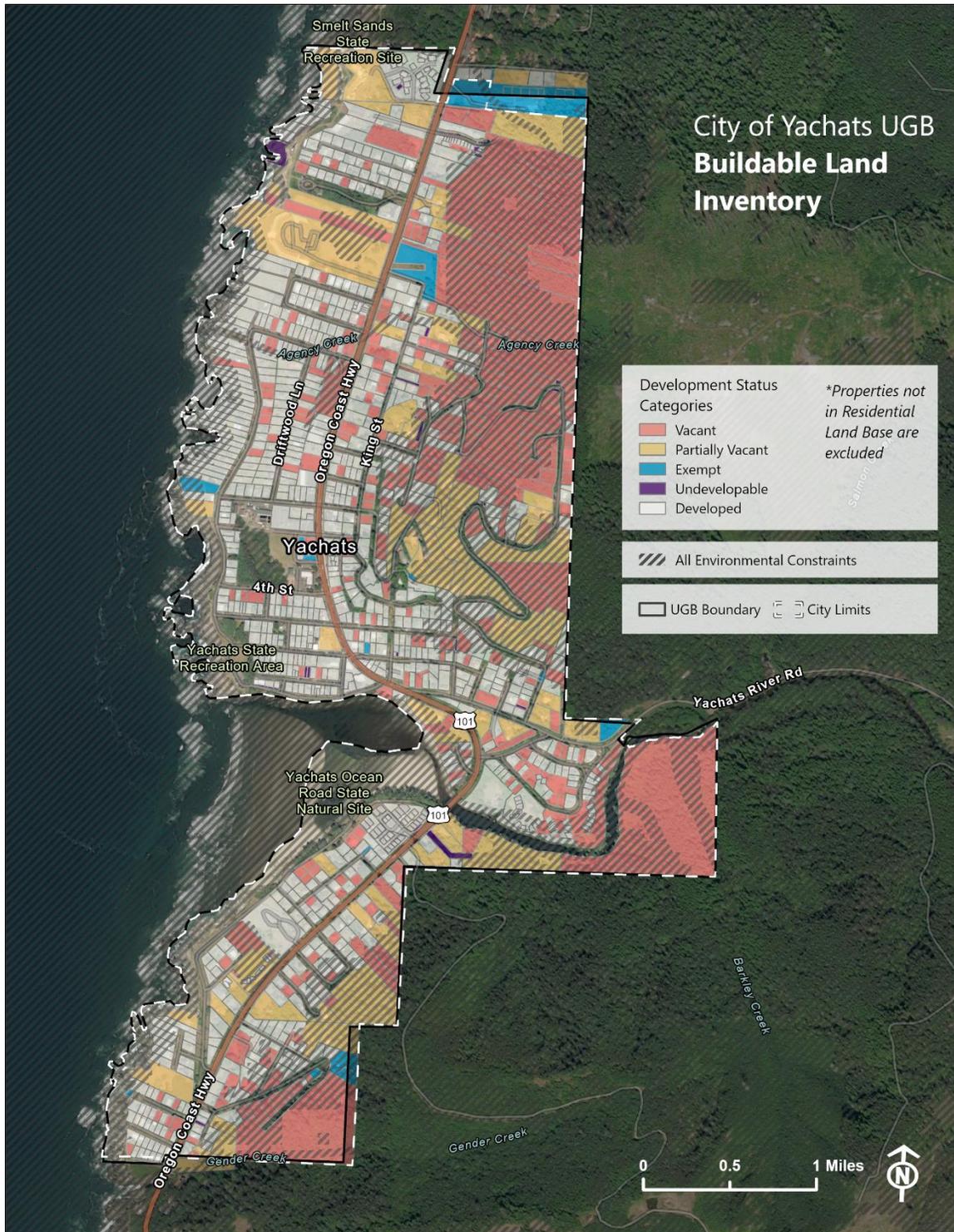
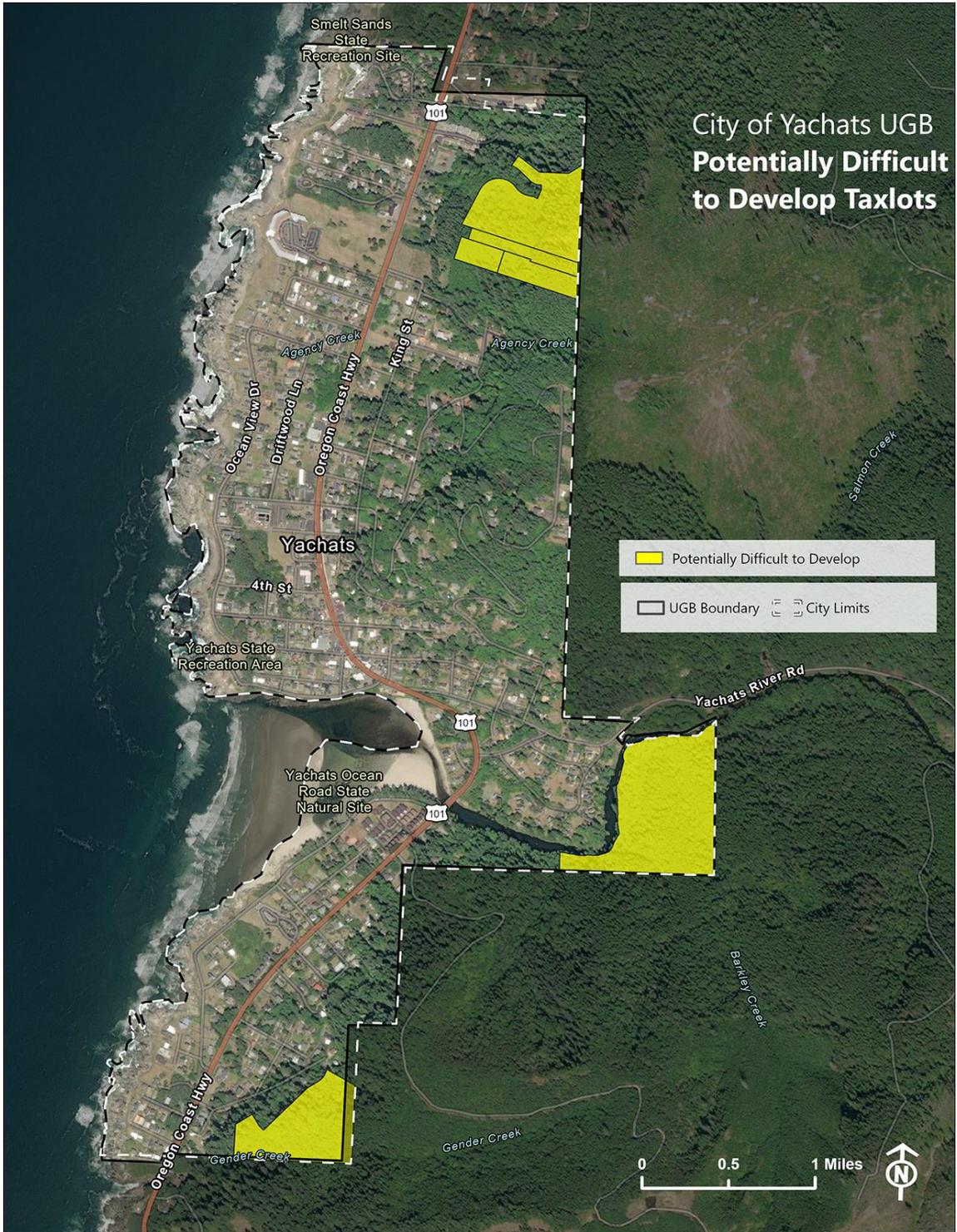


Figure 5. Potentially Difficult to Develop Taxlots



## Methodology

The steps taken to perform this BLI analysis are as follows:

1. Generate the residential land base by identifying all taxlots (parcels) that are zoned to allow residential development (either permitted outright or as a conditional use).
2. Classify parcels from the residential land base into development status categories that determine parcels as available for development or unavailable for development.
3. Create a unified environmental constraints layer to subtract from the residential land base. The unified environmental constraints layer identifies land that is unsuitable for development due to environmental constraints or natural hazards.
4. Apply housing density projections to all buildable lands to estimate housing unit capacity.

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### 1. Residential Land Base

Determining the residential land base is the first step in the BLI analysis. The residential land base is composed of lands that are zoned to allow residential uses by right or as conditional uses. The following zoning classifications are determined to allow residential uses within Yachats:

- **Single Family Residential (R-1):** Under the City of Yachats Municipal Code (YMC) Chapter 9 (Zoning and Land Use), parcels zoned R-1 allow one Single Family Dwelling (SFD) unit on a lot measuring at least 7,500 square feet when the lot is served by both a public water supply and public sewage system. When a lot is served by a public water supply system but cannot be practically served by a public sewage disposal system, the minimum lot area is 20,000 square feet. Permitted housing types include Single Family Dwellings.
- **Single Family & Duplex (R-2):** Under YMC Section 9.16, parcels zoned R-2 allow one SFD unit on a lot measuring at least 6,000 square feet and a Duplex on a lot measuring at least 7,500 square feet when the lot is served by both a public water supply and public sewage system. When a lot is served by a public water supply system but cannot be practically served by a public sewage disposal system, the minimum lot area for a SFD is 7,500 square feet and 15,000 square feet for a duplex. Permitted housing types include Single Family Dwellings and Duplexes.
- **Single, Duplex, Multi-Family (R-3):** Under YMC Section 9.20, parcels zoned R-3 allow one SFD unit on a lot measuring at least 6,000 square feet and a Duplex on a lot measuring at least 7,500 square feet when the lot is served by both a public water

supply and public sewage system. Multifamily dwellings, containing three (3) or more dwelling units, have a minimum lot size of 6,000 square feet for the first dwelling unit and 2,500 square feet for each additional unit when a lot is served by both a public water supply and public sewage disposal system. When a lot is served by a public water supply system but cannot be practically served by a public sewage disposal system, the minimum lot area for a SFD is 7,500 square feet, 15,000 square feet for a Duplex, and 7,500 square feet for each unit in a Multifamily dwelling. The maximum density in the R-3 zone is 12 dwelling units per acre. Permitted housing types include Single Family Dwellings, Duplexes and Multifamily dwellings containing three or more units.

- **Single, Duplex, Multi-Family & Motel (R-4):** Under YMC Section 9.24, parcels zoned R-4 allow one SFD unit on a lot measuring at least 6,000 square feet and a Duplex on a lot measuring at least 7,500 square feet when the lot is served by both a public water supply and public sewage system. Multifamily dwellings, containing three (3) or more dwelling units, have a minimum lot size of 5,000 square feet for the first dwelling unit and 2,500 square feet for each additional unit when a lot is served by both a public water supply and public sewage disposal system. When a lot is served by a public water supply system but cannot be practically served by a public sewage disposal system, the minimum lot area is 20,000 square feet. The maximum density in the R-4 zone is 12 dwelling units per acre. Permitted housing types include Single Family Dwellings, Duplexes and Multifamily dwellings containing three or more units.
- **Commercial:** Under YMC Section 9.24, parcels zoned Commercial allow one SFD unit on a lot measuring at least 6,000 square feet and a minimum lot area of 2,500 square feet per multifamily unit when the lot is served by both a public water supply and public sewage system. Permitted housing types include all uses permitted outright in residential zones, including Single Family Dwellings, Duplexes and Multifamily dwellings containing three or more units.

All land that is located within the Yachats UGB is included in the land base. Parcels that were partly within the UGB were clipped so that only the portion within the UGB is included in the land base. **Table 3** provides a summary of the land base by zone district.

Table 3. Gross Acres in Residential Land Base, City of Yachats UGB, 2022

<i>Plan Designation or Zone District</i>	<i>Gross Acres</i>	<i>Percent</i>
<i>Commercial</i>	20.7	4.6%
<i>R-1 - Single Family Residential</i>	271.1	61.5%
<i>R-2 - Single Family &amp; Duplex</i>	33.3	7.5%

<i>R-3 - Single, Duplex, Multi-Family</i>	60.8	13.8%
<i>R-4 - Single, Duplex, Multi-Family &amp; Motel</i>	55.2	12.5%
<b>TOTAL</b>	<b>441.0</b>	<b>100%</b>

## 2. Land Classification

The second step in the BLI analysis involves identifying which parcels from the residential land base are available or unavailable for residential development. This involves classifying each parcel into their respective development status categories using criteria available through assessor data and undergoing a visual quality control process using aerial imagery. Once classified, all lands unavailable for development are removed from the residential land base.

Parcel classifications were validated using aerial photos, building permit data, and assessor records. Definitions of development status categories and criteria used to classify lands are listed below:

Lands available for development:

- **Vacant land.** Parcels with no structures or with very low improvement values (less than \$10,000) are considered vacant. This determination is made using tax assessor records and reviewed using aerial photography.
- **Partially vacant land.** Parcels larger than a 1/2 acre that are occupied by a use (e.g., a home or building structure with an improvement value over \$10,000) but have enough land to be subdivided without the need for rezoning. These criteria to identify partially vacant land are defined under the safe harbor method established in the OAR 660-008-0005 (2) state statute for cities with populations below 25,000. This determination is made using tax assessor records and aerial photography.

Lands unavailable for development:

- **Undevelopable land.** Parcels that are not developable because they measure less than 3,000 square feet and therefore are likely too small for residential development.
- **Public or exempt land.** Parcels unlikely to be developed because they are restricted by existing public uses or they are considered exempt from residential development. These types of land typically include public parks, schools, ballfields, conservation easements, roads and public right-of-way (ROW), common areas held by Home Owners Associations, cemeteries, and power substations as well as land held by Cities, Counties, State Agencies, public utilities, and service districts.

- **Developed land.** Parcels unlikely to yield additional residential development because they possess existing building structures at densities that are unlikely to redevelop over the planning period. Parcels are considered developed if they do not fall within any of the above development status categories.

### 3. Environmental and Other Constraints

The third step in the BLI analysis involves removing environmental constraints from residential land available for development determined in the previous land classification step. Land is considered “suitable and available” unless it is severely constrained by natural hazards listed below:

- Land within floodways and flood zones. This includes all lands within the 100-year floodplain area
- Land with slopes greater than 25%
- Land within wetlands. This includes areas identified as significant wetlands by the State.

**Figure 3** provides a map illustrating the above environmental constraints in Yachats’ UGB. **Table 4** below provides a summary of constrained land by zone district in the residential land base, showing that 46% of the gross acres in the residential land base are constrained and removed from the buildable lands inventory.

Table 4. Constrained Acres in Residential Land Base, City of Yachats UGB, 2022

<i>Plan Designation or Zone District</i>	<i>Gross Acres</i>	<i>Constrained Acres</i>	<i>Percent Constrained</i>
<i>Commercial</i>	20.7	2.5	1%
<i>R-1 - Single Family Residential</i>	271.1	145.8	33%
<i>R-2 - Single Family &amp; Duplex</i>	33.3	9.1	2%
<i>R-3 - Single, Duplex, Multi-Family</i>	60.8	28.7	7%
<i>R-4 - Single, Duplex, Multi-Family &amp; Motel</i>	55.2	14.6	3%
<b>TOTAL</b>	<b>441.0</b>	<b>200.7</b>	<b>46%</b>

There are a number of vacant taxlots in the R-1 and R-3 zones that are encumbered not only by environmental constraints but also by other constraints such as access or infrastructure issues that have been indicated by City staff as potentially difficult to develop. A summary of these taxlots is provided in **Table 5** below. They have been mapped and included as **Figure 5** in the Buildable Lands Inventory Maps section.

These taxlots account for about 25% of the buildable residential land in the Yachats UGB. This is a significant portion of the city’s residential land supply. It will be important for the City to better understand the unique constraints of these sites and take steps to assist in their development as housing is needed on these sites to meet long-term needs.

Table 5. Taxlots that are Potentially Difficult to Develop, City of Yachats UGB, 2022

<i>Plan Designation or Zone District</i>	<i>Number of Taxlots</i>	<i>Buildable Acres</i>	<i>Housing Unit Capacity</i>
<i>R-1 - Single Family Residential</i>	2	16.7	58
<i>R-2 - Single Family &amp; Duplex</i>	4	4.0	22
<b><i>TOTAL</i></b>	<b>6</b>	<b>20.7</b>	<b>80</b>

#### 4. Housing Density Assumptions

The final step to the BLI analysis is applying projected housing densities to Yachats’ buildable lands to estimate Yachats’ total housing capacity. Maximum densities were calculated based on the Yachats Zoning and Land Use Code minimum lot size and maximum density requirements provided in sections 9.12-9.28 for Residential and Commercial zones.

Projected densities assume buildout at 80% of maximum density of the zone district. A 25 percent deduction is applied for ROW dedication and other easements in zones where maximum density is regulated through minimum lot sizes (R-1 and R-2).

In the commercial zone, 25% of land area is assumed to develop with residential uses. Further refinement of projected densities is expected as housing needs projections are completed and through discussion with staff and local stakeholders.

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# **APPENDIX B: HOUSING NEEDS PROJECTION MEMO**

**To:** Katherine Guenther City of Yachats  
**Date:** August 9, 2022  
**From:** Todd Chase & Tim Wood; FCS GROUP  
**CC:** Jamin Kimmell & Rachel Cotton, Cascadia Partners  
**RE:** Yachats UGB: **Final Housing Needs Forecast**

## INTRODUCTION

This Memorandum provides a housing needs forecast for long-range planning purposes. The housing forecast represents a 20-year projection from 2023 through year 2043. These technical findings are intended to be consistent with State of Oregon requirements for determining housing needs for the Yachats Urban Growth Boundary (UGB) per Oregon land use planning Goals 10 and 14, OAR Chapter 660, Division 8, and applicable provision of ORS 197.296 to 197.314 and 197.475 to 197.490

## METHODOLOGY

The methodology for projecting housing needs includes consideration of demographic and socio-economic trends, housing market characteristics and long-range population growth projections.

Regional (Lincoln County) and local (City or Urban Growth Boundary) population, households, income, and market characteristics are based on most current data provided by the U.S. Census Bureau (Census and American Community Survey), the U.S. Department of Housing and Urban Development (HUD), the United Way, Oregon Department of Housing and Community Services (OHCS), Portland State University (PSU) and the City of Yachats.

Where trends or long-range projections are provided by an identified data source, FCS GROUP has included extrapolations or interpolations of the data to arrive at a base year (2023 estimate) and forecast year (2043 projection). The result of this forecast translates population growth into households and households into housing needs by dwelling type, tenancy (owner vs. renter) and affordability level.

## DEMOGRAPHIC AND SOCIO-ECONOMICS

### Population

The City of Yachats reached a record-high population of 1,010 people in 2021. Lincoln County also attained a new record population of 50,903. Over the past two decades, Yachats has grown much faster than the Lincoln County average (**Exhibit 1**).

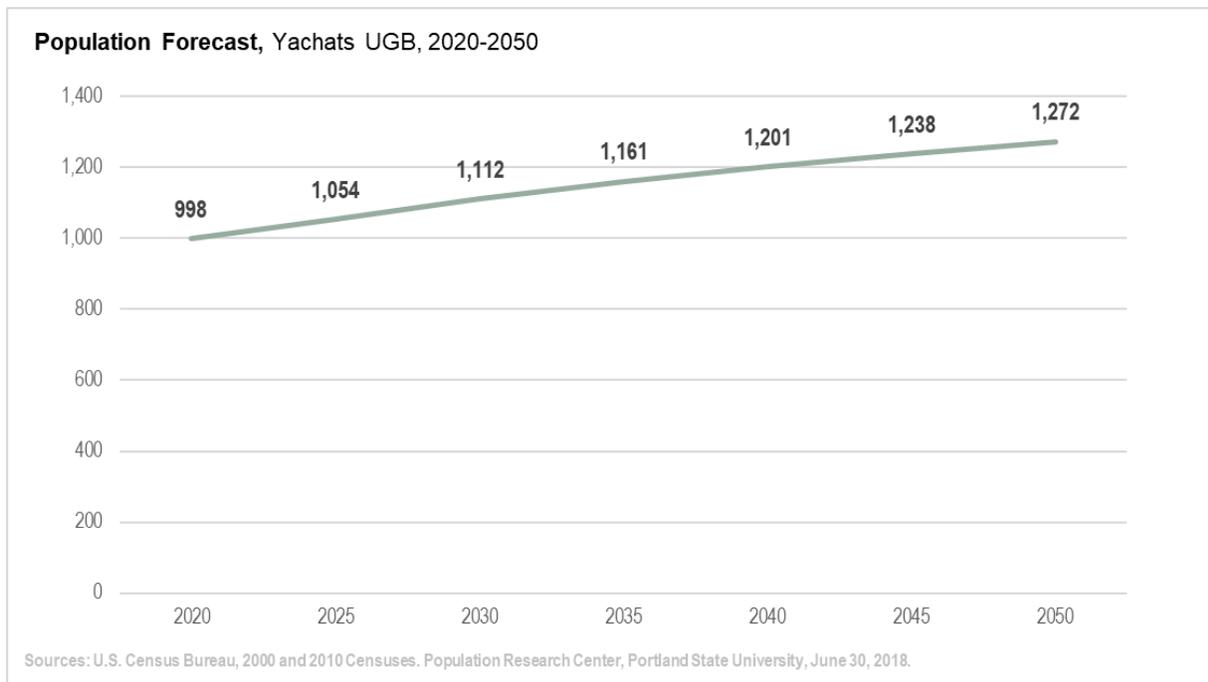
**Exhibit 1: Population Trends (2000-2021)**

	2000	2010	2021	2000-2021 AGR
Lincoln County	44,479	46,034	50,903	0.64%
Yachats	617	690	1,010	2.37%

Sources: Population Research Center, Portland State University, April 15, 2020

Long-range population forecasts prepared by PSU anticipate that 209 new residents will be added to the Yachats Urban Growth Boundary (UGB) over the next 20 years. This equates to a projected annual average growth rate (AGR) of 0.81% for the Yachats UGB (see **Exhibit 2**). Please note that the Yachats population growth forecast was adjusted upwards by 218 residents to account for a variance between most current population estimates and population forecasts. This adjustment was made in consultation with DLCD and the PSU Population Research Center.

**Exhibit 2: Population Projections (2020-2050)**



## SOCIO-ECONOMIC CHARACTERISTICS

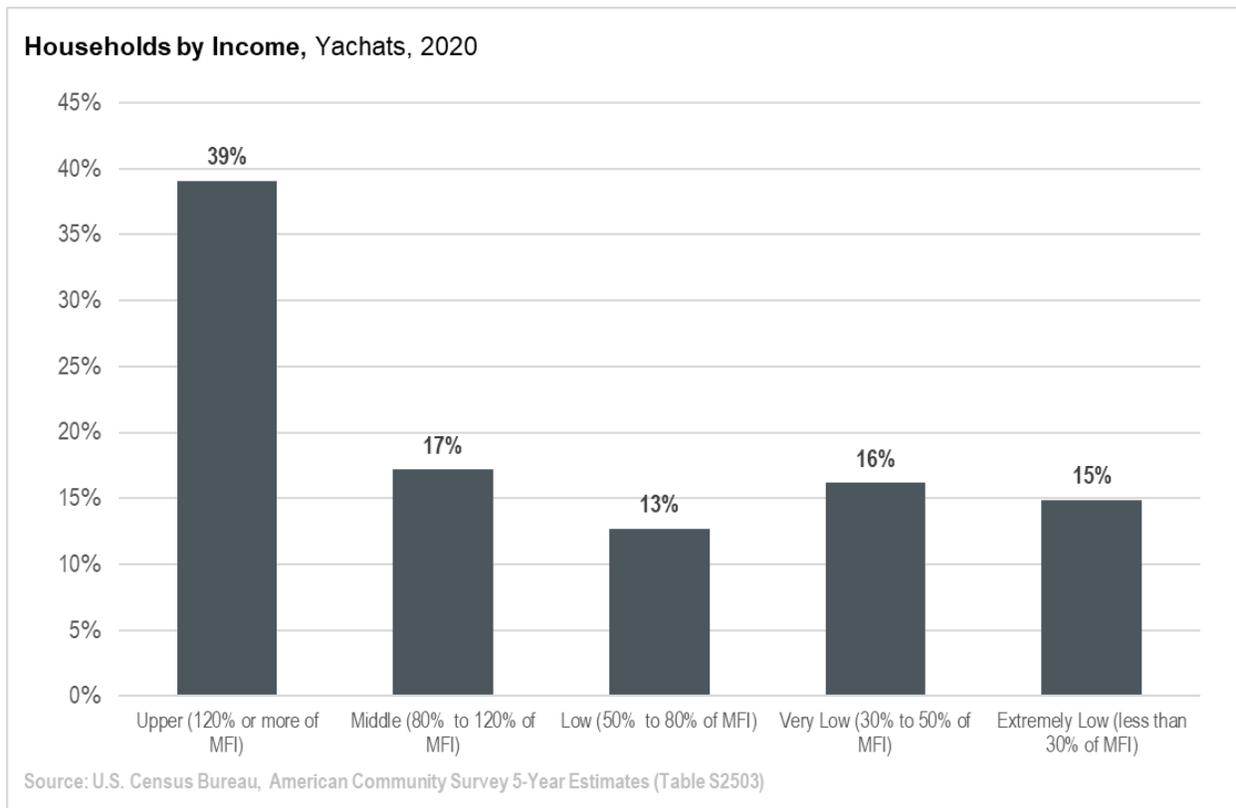
### Income and Poverty

In 2020, the median family income (MFI) in Lincoln County was \$55,800, compared to \$51,000 in the City of Yachats. Yachats local income levels are much higher among owner households (\$64,792) than renter households (\$42,614).

**Using the U.S. Housing and Urban Development area median income estimate (\$55,800) as a gauge, over 4 out of 10 households in Yachats could qualify as “low income” earning less than 80% of the area median income.**

**Exhibit 3** depicts the distribution of households by income level.

Exhibit 3: Households by Income Level, City of Yachats, 2020

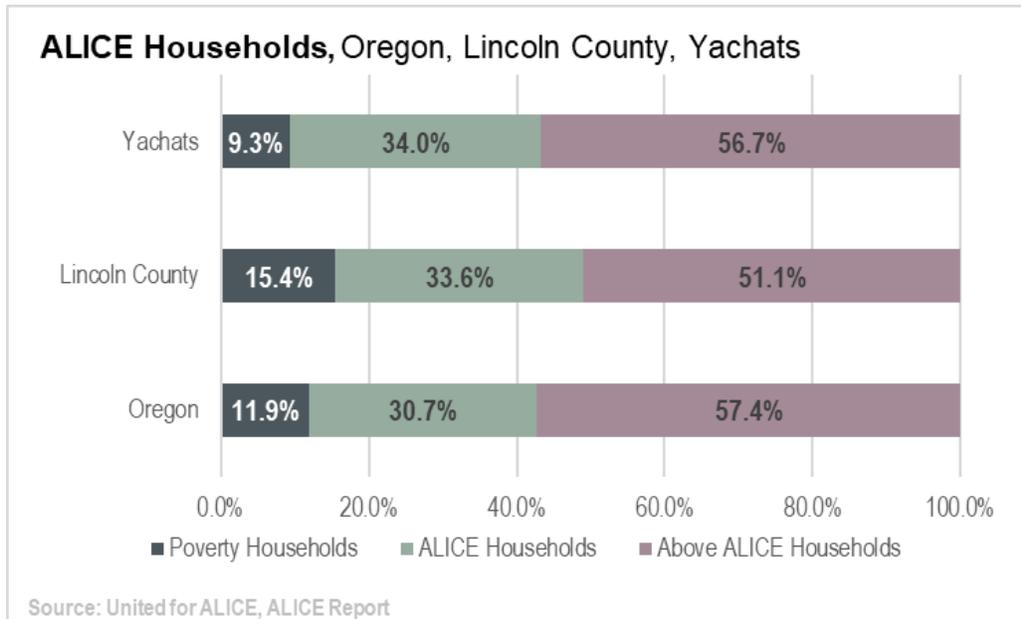


Like many rural communities across the U.S., an increasing share of Lincoln County and Yachats households are experiencing economic hardship as the cost of living rises faster than income levels.

In recognition of the shortcomings associated with federal poverty statistics, the United Way now provides a new measure of economically distressed households struggling in each county in a state. This effort provides a framework, to measure households that do not earn enough to afford basic necessities, with a population segment called ALICE (Asset Limited, Income Constrained, Employed). The ALICE methodology takes into account the total cost of household essentials – housing, child care, food, transportation, technology, and health care, plus taxes and a 10 percent contingency. ALICE data are calculated separately for each county, and for six different household types. For more information, please check out: <https://www.unitedforalice.org/methodology>

As of year 2018, 43.3% of the households in Yachats were either living in poverty or classified in the ALICE category, which is slightly above the state average of 42.6% (**Exhibit 4**). In light of the most recent recession that occurred during the first quarter of 2020 and the significant increase in housing costs that followed, the share of households living in poverty and in the ALICE category has likely increased.

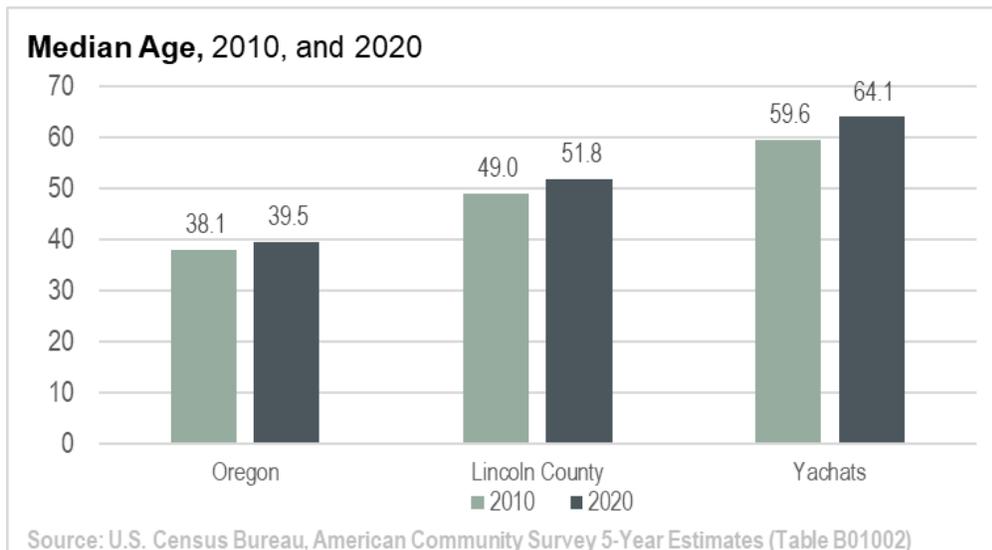
Exhibit 4: Poverty and ALICE Households, 2018



## Household Age and Size

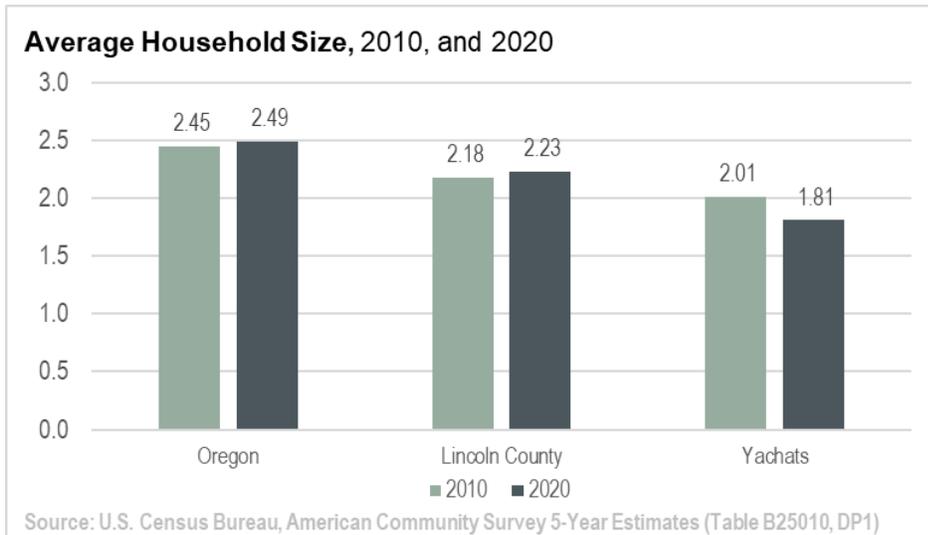
The median age of local residents in Yachats (64.1) is above the Lincoln County average (51.8) and the statewide average (39.5). As shown in **Exhibit 5**, the median age has been increasing over the past decade.

Exhibit 5: Median Age, 2010-2020



With an increasing number of “empty nesters” and younger families delaying marriages and having children, the average household size in Yachats has decreased significantly from 2.01 people per dwelling in 2010 to 1.81 in 2020 (**Exhibit 6**).

Exhibit 6: City of Yachats Average Household Size 2010-2020



## Commute Patterns

Yachats is home to an estimated 1,010 people and 509 jobs. Over 9 in 10 jobs in Yachats are filled by workers living outside of the city. Just over half of the workers employed in Yachats commute less than 10 miles to their job. Another 30% of workers commute between 10 and 50 miles while the remaining 20% commute greater than 50 miles (**Exhibit 7**).

Exhibit 7: Work Commute Inflow/Outflow Characteristics, Yachats, 2019



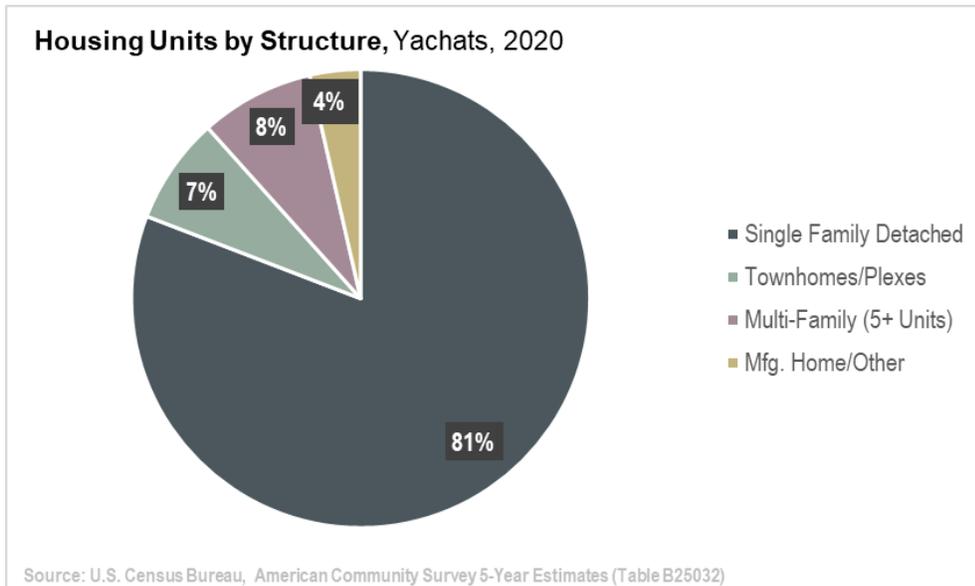
Source: U.S. Census On-the-Map data.

## HOUSING INVENTORY AND TENANCY

Local housing inventory and tenancy patterns shed light on housing conditions and market demand preferences. In 2020, there were 783 housing units in the City of Yachats of which 330 units were classified as occupied and 453 units were considered as seasonal housing, vacant or for-sale.

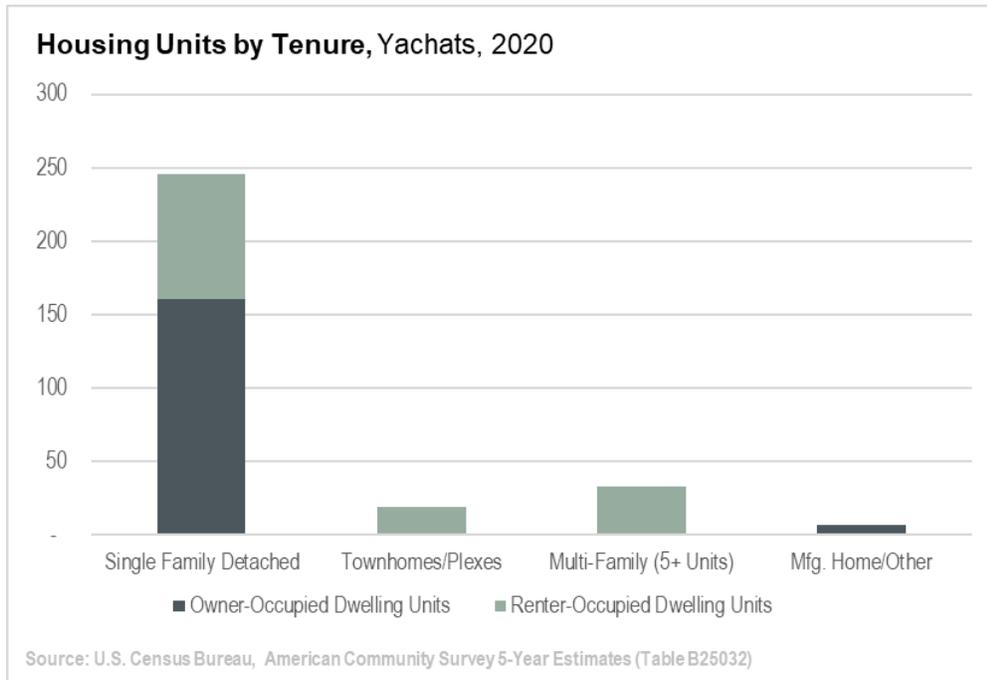
Like most cities in Oregon, single-family detached housing is the most prevalent housing type representing 81% of the local housing stock. The remaining housing inventory in Yachats includes multifamily (8%), townhomes and plexes (7%), and mobile homes (4%), as shown in **Exhibit 8**.

**Exhibit 8: Existing Housing Inventory, 2020, City Yachats**



Owner-occupied housing represents 55% of the local occupied housing inventory, while renter-occupied units account for the other 45% of the occupied housing inventory (**Exhibit 9**). Ownership is most prevalent among single-family detached and manufactured housing types, while renters are more likely to favor townhomes, plexes and multi-family units.

**Exhibit 9: Existing Housing Tenancy, 2020, City of Yachats**



## HOUSING MARKET CHARACTERISTICS

To help understand housing attainability in Yachats, FCS GROUP examined current median family income (MFI) levels using U.S. Housing and Urban Development (HUD) guidelines that assume housing attainability is achieved when no more than 30% of income is expended for housing costs. For example, as shown below in **Exhibit 10**, an upper-middle household earning 80% of the area median income level (\$44,640) should be able to afford rents of up to \$1,116.

The rents shown in **Exhibit 10** are considered “attainable” if 30% of household income is allocated to housing and utilities.

**Exhibit 10: Yachats Housing Affordable Analysis: Renters**

Lincoln County Median Family Income Level (2020)*	\$55,800	
HUD Qualifying Income Level: Renters	Lower-end	Upper-End
Upper (120% or more of MFI)	\$66,960	or more
Middle (80% to 120% of MFI)	\$44,640	\$66,960
Low (50% to 80% of MFI)	\$27,900	\$44,640
Very Low (30% to 50% of MFI)	\$16,740	\$27,900
Extremely Low (less than 30% of MFI)	\$16,740	or less
Attainable Monthly Housing Cost: Renters (@30% of income)	Lower-end	Upper-End
Upper (120% or more of MFI)	\$1,674	or more
Middle (80% to 120% of MFI)	\$1,116	\$1,674
Low (50% to 80% of MFI)	\$698	\$1,116
Very Low (30% to 50% of MFI)	\$419	\$698
Extremely Low (less than 30% of MFI)	\$419	or less

\*Note, this analysis is generally consistent with 4-person household size.

\*\* See assumptions provided in supporting table.

Source: analysis by FCS Group using Housing and Urban Development data.

Currently, the HUD fair market rents within Lincoln County range from \$659 for an efficiency unit to \$1,767 for a four-bedroom unit, as shown below. This is what subsidized housing vouchers are based on and demonstrates the challenge of finding and developing housing at these price points.

**Exhibit 11: Yachats Affordable Housing Analysis**

<b>HUD Fair Market Rent (FMR) by Unit Type, Lincoln County, 2020</b>				
<small>Source: U.S. Department of Housing and Urban Development</small>				
<b>\$659</b>	<b>\$812</b>	<b>\$1,012</b>	<b>\$1,460</b>	<b>\$1,767</b>
Efficiency	1-Bedroom	2-Bedroom	3-Bedroom	4-Bedroom

Further analysis of the rental market indicates that there is a rental housing gap at the upper and lower end of the housing market in Yachats. **Exhibit 12** illustrates the relative extent of the rental housing gaps based on monthly rent levels in comparison to household incomes.

The current inventory of rental housing in Yachats primarily consists of units priced at \$500 to \$1,875 per month. This results in a gap in market supply for households that earn over \$75,000 who could likely afford newer or larger rental units priced above \$1,875/month (Exhibit 10 indicates a market gap of 10 units at this price point).

Market gaps are much higher for rentals priced below \$500 per month. In particular, the housing demand created by households earning less than \$20,000 has a market gap for an estimated 45 rental units. Rents in this income range would generally need government assistance to be considered affordable from HUD’s perspective. The potential for Yachats to add additional income restricted housing units will depend on many factors, such as availability of government grants and loans that can be used for developing affordable housing, as well as local policies that can help enhance feasibility of mixed-income apartment buildings.

**Exhibit 12: Yachats Rental Housing Inventory Gap Analysis**

Median Household Income Range	Affordable Monthly Rent Costs *	Renter-Occupied Households	Estimated Available Rental Units	Pent Up Demand
\$75,000 or more:	\$1,875	33	23	(10) market rate gap
\$50,000 to \$74,999:	\$1,250-\$1,875	21	25	
\$35,000 to \$49,999:	\$875-\$1,250	21	27	
\$20,000 to \$34,999:	\$500-\$875	23	69	
Less than \$20,000:	Less than \$500	48	6	(45) subsidized housing gap
Zero or Negative Income	Requires subsidy	3	-	
<b>Total</b>		<b>149</b>	<b>149</b>	<b>(55)</b>

Source: U.S. Census Bureau., American Community Survey 2016-2020; FCS GROUP.

A similar market gap analysis was performed for owner-occupied housing. However, the use of U.S. Census statistics for this type of analysis **may not provide an accurate portrayal of the demand generated by low-income households** since the U.S Census data compares the number of homeowners (by income level) with the number of attainably priced homes. For lower-income

households, if there were more for-sale housing products available at lower price levels (e.g., priced below \$150,000), there would be significant demand from current renters that wish to own a home.

Yachats home values have increased significantly in recent years. As indicated in **Exhibit 13**, median home values in Yachats increased to approximately \$492,000 in January 2022, up 21.4% annually over the past two years. Other cities in the region have experienced similar housing cost increases.

**Exhibit 13: Zillow Home Value Price Index in Select Markets**

	Jan-20	Jan-21	Jan-22	Annual Change %
Yachats	\$334,000	\$382,000	\$492,000	21.4%
Waldport	\$300,000	\$335,000	\$444,000	21.7%
Newport	\$327,000	\$355,000	\$458,000	18.3%
Lincoln City	\$319,000	\$353,000	\$474,000	21.9%
Florence	\$287,000	\$324,000	\$399,000	17.9%

Source: Zillow.com; analysis by FCS 4/09/22

## HOUSING NEEDS FORECAST

### Summary of Housing Needs

Based on the population projections described earlier, the total net new housing units required to accommodate an increase of residents equates to 271 housing units plus 2 people living in group quarters (see **Exhibit 14**). This *baseline housing need forecast* assumes that the current average household size, vacancy rate and group quarters population share (e.g., residents in congregate care facilities and housing shelters) remains constant.

**Exhibit 14: Yachats Housing Need Forecast**

	2023	2043	Change
Yachats UGB Population	1,022	1,231	209
Less Group Quarters (1%)	10	12	2
Pop in Households	1,012	1,219	207
Avg. Household Size	1.81	1.81	1.81
Households (year round)	559	673	114
Vacancy and Seasonal Housing Assumption	58%	58%	58%
Growth-related Housing Demand (dwelling units)	<b>1,326</b>	<b>1,598</b>	<b>271</b>

Source: Previous Tables

### Housing Demand by Dwelling Type and Tenancy

This housing forecast is generally consistent with the observed mix of housing types in Yachats. Additional housing forecast scenarios have been considered during the planning process to anticipate impacts of new policy objectives, such as:

- Local policies aimed at incentivizing development of any pent-up market demand, especially for moderately priced or affordable (subsidized) rental apartments.

- Ability to provide adequate infrastructure (water, sewer, and road capacity) to create new planned unit developments or single-family subdivisions.
- Changes in land use designations to create additional opportunities for middle housing types, such as duplexes, townhomes and apartments.

Based on direction received from the Yachats City Council and Planning Commission, the housing needs projection expects an increased share of middle housing types in the city over the next 20 years. The housing demand forecast includes: 190 single-family detached homes, 38 middle housing units, and 32 multi-family units (see **Exhibit 15**).

#### Exhibit 15: Yachats Baseline Housing Need by Tenure & Housing Type

	Owner-Occupied Dwelling Units	Renter-Occupied Dwelling Units	Seasonal & Vacancy Allowance (Units)	Total Dwelling Units
<b>Housing Type Distribution</b>				
Single Family Detached	50	18	122	190
Townhomes / Plexes	9	13	16	38
Multi-family (5+ units)	-	18	14	32
Mfg. homes	3	3	5	11
<b>Total</b>	<b>63</b>	<b>52</b>	<b>157</b>	<b>271</b>
Group quarters (pop)				2

In addition, it is anticipated that there will also be the need to accommodate another 2 people in some form of group quarters housing (such as congregate care, assisted living, etc.).

**Exhibit 16** identifies that housing products that are consistent with the projected housing need for Yachats.

#### Exhibit 16: Projected Baseline Housing Demand by Income Level, Yachats

Housing Type	Total Dwelling Units	Attainable Housing Products
Upper (120% or more of MFI)	107	Standard Homes
Upper Middle (80% to 120% of MFI)	63	Cottage Homes, Townhomes, Apartments
Lower Middle (50% to 80% of MFI)	50	Townhomes, Mfgd. Homes, Plexes, Apts.
Low (less than 50% of MFI)	20	Govt. Assisted Apts. & ADUs
Very Low (less than 30% of MFI)	32	Govt. Assisted Apts. & ADUs
<b>Total</b>	<b>271</b>	

If the current UGB is deemed to be more than adequate to accommodate this level of baseline housing growth, it would be advisable for the city to also plan on addressing the additional housing market gaps described above. That would increase the overall rental housing demand and related land need by approximately 55 dwelling units as a mix of apartments, townhomes, accessory dwellings and/or manufactured homes.

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# APPENDIX C: RESIDENTIAL LAND NEEDS ANALYSIS MEMO

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## MEMORANDUM

**TO:** Katherine Guenther, City Planner, City of Yachats;  
Heide Lambert, City Manager, City of Yachats;  
Jacqueline Danos, Yachats Planning Commissioner

**FROM:** Rachel Cotton, Senior Associate at Cascadia  
Partners, LLC

**DATE:** September 21, 2022

**PROJECT:** Yachats' Housing Needs Analysis

**SUBJECT:** *Residential Land Needs Analysis*

This memorandum summarizes the 2022 Residential Land Needs Analysis (RLNA) results and methodology for the City of Yachats' Urban Growth Boundary (UGB). This analysis uses findings from Yachats' buildable land inventory (land supply analysis) and Yachats' 20-year housing needs projection (housing demand analysis) to conclude whether Yachats has enough buildable land to accommodate its housing needs for the 20-year period between 2022 and 2042.

The results of the RLNA will inform recommended measures and strategies for the City to address its housing needs. These measures and strategies will be identified in the final Housing Needs Analysis (HNA) report.

### **Summary of Residential Land Needs Analysis**

Yachats has enough land to accommodate population growth over the next 20 years and satisfy the need to develop various housing types according to current demographic trends and maximum zone densities.

According to the 20-year housing needs projection, Yachats will need an additional 271 units to accommodate the city's growth in the next 20 years. The buildable land inventory identified 79.7 acres of buildable vacant and partially vacant land in Yachats. It is estimated that 326 housing units could be developed on these buildable lands, exceeding the projected need for 271 units.

Evaluating housing capacity by housing type, however, highlights a potential deficit of land for townhomes/plexes and multi-family housing. As indicated in Table 1, there is a projected deficit of 23 townhome/plex units and a deficit of 4 multi-family units. Although townhomes/plexes and multi-family housing types are allowed in most zones, very few have been built in Yachats since 2000. If these development trends continue it is likely that the residential land supply will be used predominantly for single-family detached housing and result in a shortage of land available for townhomes/plexes, and multi-family housing.

Table 1. 20-year Housing Need vs Estimated Unit Capacity by Housing Type, City of Yachats UGB, 2022

<i>Housing Type</i>	<i>20-Year Need</i>	<i>Estimated Capacity</i>	<i>Surplus/(Deficit) (Capacity – Need)</i>
Single Family Detached	190	251	61
Townhomes/Plexes	38	15	(-23)
Multi-Family (5+ units)	32	28	(-4)
Manufactured Homes	11	32	21
<b>Total</b>	<b>294</b>	<b>326</b>	<b>55</b>

There are several strategies and measures available to the City to address this deficit. Some of these strategies include:

- **Rezone an area of the R-1 zone** to one of the city’s higher density residential zones that allow townhomes/plexes and multi-family housing, such as R-3 or R-4
- **Prohibit single-family detached housing** in one or more of the city’s higher density residential and commercial zones, such as R-3, R-4, and C. This would preserve buildable land in these zones for townhomes/plexes and multi-family housing.
- **Establish a minimum density** standard in higher density residential and commercial zones which would encourage townhomes/plexes and multi-family units and discourage lower density single-family housing.
- **Reduce minimum lot size** standards in one or more of the city’s higher density residential and commercial zones in order to use land more efficiently and increase the capacity for townhomes/plexes and multi-family housing in those zones.

These strategies and other approaches will be evaluated in more detail in the draft HNA report.

## Methodology

To assess Yachats' supply of residential land, this analysis pulls findings from both the previously completed buildable land inventory and the housing needs projection. The analysis also uses data on historical residential development patterns and zoning standards to make projections about the mix of housing types that are projected to be developed in each zone.

## Buildable Land Inventory Findings

The buildable land inventory indicates that Yachats has 79 acres of unconstrained vacant and partially vacant residential land across all zones that allow residential uses. Table 2 summarizes the buildable land inventory by zone district.

Table 2. Buildable Land Inventory, City of Yachats UGB, 2022

<i>Plan Designation or Zone District</i>	<i>Gross Acres</i>	<i>Constrained Acres</i>	<i>Vacant Acres</i>	<i>Partially Vacant Acres</i>	<i>Net Buildable Acres</i>
<i>Commercial</i>	20.7	2.5	2.2	0.2	2.4
<i>R-1 - Single Family Residential</i>	271.1	145.8	41.2	7.2	48.4
<i>R-2 - Single Family &amp; Duplex</i>	33.3	9.1	1.8	1.4	4.8
<i>R-3 - Single, Duplex, Multi-Family</i>	60.8	28.7	9.6	2.9	12.5
<i>R-4 - Single, Duplex, Multi-Family &amp; Motel</i>	55.2	14.6	2.9	7.2	11.5
<b>TOTAL</b>	<b>441.0</b>	<b>200.7</b>	<b>57.7</b>	<b>18.8</b>	<b>79.7</b>

## Housing Needs Projection Findings

The housing needs projection concludes that Yachats will need 271 additional housing units in the next 20 years to accommodate its population growth. The housing type distribution of these units was based on Yachats' existing housing type distribution, demographic and housing factors detailed in the housing needs projection memorandum, and direction received from the Yachats City Council and Planning Commission stating that the city anticipates that housing need will include an increased share of multiple-unit housing over the next 20 years.

The housing needs projection includes an allowance for seasonal, vacant, and for-sale housing based on the city's current vacancy rate of 58 percent. Table 3 is based on data included in the housing needs projection memorandum and depicts the breakdown of projected housing need by housing type.

Table 3. Housing Need Projection by Housing Type,  
City of Yachats UGB, 2022 – 2042

<i>Housing Type</i>	<i>Existing Distribution</i>	<i>Projected Distribution</i>	<i>Projected 20-Year Need (Units)</i>
<i>Single Family Detached</i>	81%	70%	190
<i>Townhomes/Plexes</i>	7%	14%	38
<i>Multi-Family (5+ Units)</i>	8%	12%	32
<i>Manufactured Homes</i>	4%	4%	11
<i>Total</i>	<i>100%</i>	<i>100%</i>	<i>271</i>

### **Residential Land Needs Analysis Methodology**

Findings from the buildable land inventory and housing needs projection alone can conclude that Yachats has more than enough land to accommodate future housing need. The RLNA is seeking to further confirm that Yachats' sufficient buildable land and estimated unit capacity can satisfy future housing need by housing type. To do so, this analysis assumes a projected housing mix of estimated capacity by zone based on historical development trends and existing code allowances.

### ***HISTORICAL DEVELOPMENT PATTERNS***

According to county assessor data, depicted in Table 4 and reflecting development trends since 2000, 310 new dwelling units have been constructed and/or installed since 2000.

- Slightly less than half of these units (144 total) were built in the R-1 zone, 21 percent (64 total) were built in the R-4 zone, and 18 percent (55 total) were built in the R-3 zone.
- 75% of housing built in Yachats since 2000 has been single family detached housing, 2% has been townhouse or plex housing, 15% has been multi-family housing, and 8% has been manufactured housing.

These development patterns indicate that property owners and developers primarily pursued the construction or installation of single-family homes and manufactured homes on individual lots, with a few townhouses and plexes developed in the Commercial zone. The Fisterra Gardens project in the R-3 zone is the only multi-family project that has been developed in Yachats since 2000.

Table 4. Housing Built by Housing Type and Zone, 2000 - 2022, City of Yachats UGB

	C	R-1	R-2	R-3	R-4
<b>Number of Units</b>					
Single Family Detached	12	131	20	5	64
Townhouses/Plex	7	0	0	7	0
Multi-Family (5+ Units)	0	0	0	46	0
Manufactured Homes	2	13	6	4	0
<b>Total</b>	<b>21</b>	<b>144</b>	<b>26</b>	<b>55</b>	<b>64</b>
<b>Percent of Total Units</b>					
Single Family Detached	57%	91%	77%	9%	100%
Townhouses/Plex	33%	0%	0%	0%	0%
Multi-Family (5+ Units)	0%	0%	0%	84%	0%
Manufactured Homes	10%	9%	23%	7%	0%
<b>Total</b>	<b>7%</b>	<b>46%</b>	<b>8%</b>	<b>18%</b>	<b>21%</b>

Source: Lincoln County Assessor Data

### **PROJECTED HOUSING MIX AND DENSITY**

A projected mix of housing types in each zone was estimated using development trends in Yachats since the year 2000 detailed in Table 4 as well as the overall mix of housing in the city. A baseline estimate of at least 60% single family detached housing was projected for each zone, with a higher percentage of other housing types projected in zones that allow higher density housing. The share of multi-family development in the R-3 zone detailed in Table 4 was treated as an outlier case rather than a trend.

Given the projections included as Table 5, there is a potential deficit of land for townhomes/plexes and multi-family housing in Yachats. There are several strategies and measures available to the City to address this deficit. These strategies and measures will be evaluated in more detail in the draft HNA report.

Table 5. Projected Housing Mix and Capacity by Zone, City of Yachats UGB

	<i>C</i>	<i>R-1</i>	<i>R-2</i>	<i>R-3</i>	<i>R-4</i>
<b><i>Projected Mix (% of Units)</i></b>					
Single-Family Detached	60%	90%	80%	60%	60%
Townhouses/Plex	10%	0%	10%	10%	10%
Multi-Family (5+ Units)	20%	0%	0%	20%	20%
Manufactured Homes	10%	10%	10%	10%	10%
<b><i>Projected Density (u/ac)</i></b>					
Single-Family Detached	4.4	3.5	4.4	4.4	4.4
Townhouses/Plex	8.7	--	7.0	7.0	7.0
Multi-Family (5+ Units)	10.5	--	--	8.5	8.9
Manufactured Homes	4.4	3.5	4.4	4.4	4.4
<b><i>Overall Average Density</i></b>	<b>6.0</b>	<b>3.5</b>	<b>4.6</b>	<b>5.5</b>	<b>5.5</b>
<b><i>Buildable Acres</i></b>	<b>2.4</b>	<b>48.4</b>	<b>4.8</b>	<b>12.5</b>	<b>11.5</b>
<b><i>Total Unit Capacity</i></b>	<b>4</b>	<b>169</b>	<b>22</b>	<b>68</b>	<b>63</b>
<b><i>Total Unit Capacity by Type</i></b>					
Single-Family Detached	2	152	18	41	38
Townhouses/Plex	0	0	2	7	6
Multi-Family (5+ Units)	1	0	0	14	13
Manufactured Homes	0	17	2	7	6