

S-JW Jefferson Westside Special Area Zone Density and Goal 10 Land Supply Findings

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Introduction

This document presents an analysis of the current and potential dwelling counts and densities in the area encompassed by the proposed S-JW Jefferson Westside Special Area Zone.

The analysis is then used to evaluate the S-JW zone compliance with Metro Plan and local refinement plan designations and with Statewide Planning Goal 10 (Needed Housing) requirements for buildable lands.

The data is based on tax lot information from the Lane Council of Governments Regional Land Information Database and on direct observations of many of the sites to confirm dwelling count.

The data for this analysis has been provided to the Eugene Planning Division staff for their verification.

For questions or comments, please contact:

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Summary

- There are 575 tax lots, 573 of which are zoned R-2 (Medium Density Residential).
- There are currently 814 dwellings on the 573 R-2 lots.
- Current residential density is 10.3 dwelling units per net acre (du/na).
- The S-JW zone allows 342 to 500 additional dwellings for an increase in density of over 40%.
- Potential residential density under S-JW is 14.6 du/na or greater.
- The S-JW zone allowable density falls within Metro and refinement plans' designated Medium Density Residential, which specifies a density range of 14.28 to 28.56 du/na; and therefore the S-JW zone is consistent with the plan designations.
- According to the *1999 Metro Area Residential Lands and Housing Study*, there are five categories of residential buildable lands supply. In four of the five categories, the 1999 Study assumed *no* new dwellings in the S-JW zone would be included in the future housing supply. Therefore, the S-JW Zone will have no impact on these categories of land supply.
- For the "Land In Small Parcels" category, the 1999 Study assumed an estimated 14 dwellings on eight vacant lots in the S-JW Zone would be included in the future housing supply. The S-JW Zone allows 13 dwellings on these lots. The overall capacity for 330 or more additional dwellings on other S-JW lots provides more than ample capacity to accommodate the one dwelling difference. Therefore, the S-JW Zone will have no impact on the adopted residential land supply and is consistent with the Goal 10 requirements for buildable lands.
- Based on *preliminary* data from the Eugene Comprehensive Lands Assessment (ECLA), the future land supply will *not* need to be adjusted when the S-JW Zone is adopted.

Basic data

There are 575 tax lots in the area encompassed by S-JW.¹

All lots are designated Medium-Density Residential on the Metro Plan and local refinement plan maps.

Two of the lots are zoned C-1 (Neighborhood Commercial) and their zoning will not change.

The other 573 lots are zoned R-2 and will be rezoned to S-JW.

Breakdown of the R-2 lots' current use or status:

Use or status	Number of lots	Acres
<i>Included in density analysis</i>		
Residential use only, one or more dwellings	544	78.3
Vacant (and developable)	8	0.9
Subtotal	552	79.2
<i>Not included in density analysis</i>		
Vacant (less than minimum lot size)	2	0.1
Vacant (part of fully-developed, three-lot site)	1	0.1
Vacant (City-owned lots containing Amazon channel)	3	0.5
Vacant (County owned 487 s.f. near Fairgrounds)	1	0.01
Group home	2	0.5
Churches & church parking	9	3.2
Tax lots for condominiums (no land area)	3	0.0
Subtotal	21	4.4
TOTAL	573	83.6

There are currently 814 dwelling units on the 79.2 acres of available residential land, which is an overall density of 10.3 dwelling units per net acre (du/na).

Under the proposed S-JW standards – *not including lot partitions* – 1,156 dwellings would be allowed for an overall density of 14.6 du/na. This represents a potential 342 additional dwellings and an increase in density of over forty percent.

Provisions of the S-JW standard to allow creation of small lots (2,250 to 4,499 square feet), including alley-access-only lots, adds additional potential for creating new dwellings.

¹ Note that Monroe Park comprises eight tax lots, seven of which are also zoned R-2 and one zoned PL (Public Land). The Monroe Park lots are not affected by the S-JW standards and aren't included in the table.

Approximately 58 lots (just over ten percent) meet criteria² for a lot partition that would allow one additional dwelling on the area of the original lot. Thus, lot divisions would potentially allow an aggregate of 58 additional dwellings (for a total of 1,214) and a potential maximum density of approximately 15.3 du/na.

Compliance with Metro and refinement plans

The S-JW areas are designated in the Metro Plan and local refinements plans as *Medium-Density Residential*. The Metro Plan defines this category as having a range of 14.28 du/na to 28.56 du/na.

The S-JW allowable density of 14.6 du/na (or greater when potential lot divisions are included) falls within the Metro Plan *Medium-Density Residential* range.

Compliance with Goal 10 buildable lands requirement

The *1999 Eugene-Springfield Metropolitan Area Residential Lands and Housing Study, Supply and Demand Technical Analysis*³ describes five different categories of land that provide the supply for new dwellings. The potential impacts of the S-JW zone are addressed for each of these categories.

Infill from dividable lots

From page 31:

“The Lane County GIS was used to estimate the number of tax lots that could potentially be partitioned. The criteria used to develop this estimate included:

- Tax lots with an existing single-family dwelling built prior to 1970;
- Assessed improvement value under \$100,000;
- Tax lot larger than 1/3 acre; and
- Slope less than 25 percent.”

Two S-JW lots available for residential development⁴ are larger than 1/3 acre (14,520 square feet):

Tax map lot	Square feet	Development	Dwelling units
17033143 06500	18030	Apartments, 1560 Lincoln	30
17043614 13300	14765	Apartments, 11th & Polk	5

Both lots have multiple dwellings with a total improvement value over \$100,000.

Thus, no lots in the S-JW area meet the 1999 Study criteria for potential partitioning.

In addition, the S-JW standards allow at least fifty lots to be partitioned in such as way as to create potential for additional dwellings.

Thus, the S-JW zone would create no impacts on the land supply from this category.

² Lot size between 6,750 and 8,999 square feet and either vacant or a single dwelling. These lots normally allow two dwellings maximum. However, such lots can be partitioned to create a small lot of 2,250 square feet that allows one dwelling and a standard lot of 4,500 square feet or larger that allowed two dwellings.

Lots with two existing dwellings were excluded based on potential difficulties in dividing the lot because of the location of existing development.

³ Adopted by Ordinance 20159.

⁴ There are also three lots larger than 1/3 acre occupied by churches with an improvement value over \$100,000.

Redevelopment

From page 31:

“Redevelopment refers to land already zoned for residential use on which development has occurred but where there is a strong likelihood that existing development will be converted to more intensive residential use based on present or expected market forces. Again, the Lane County GIS was used to estimate the number of parcels that were likely to redevelop. The criteria included:

- Tax lots designated medium or high density;
- In single-family, duplex or manufactured dwelling use;
- An improvement value equal to or less than the land value; and
- An improvement value per acre less than \$100,000.”

A search of the tax lot records using RLID Lane Query⁵ found no tax lots in the S-JW area that met these criteria.

Thus, the S-JW zone would create no impacts on the land supply from this category.

Land In Small Parcels

From page 33.

“The smaller parcel land supply includes all undeveloped whole tax lots or underdeveloped parcels zoned or designated low-density, residential under five acres or medium- and high-density under one acre.”

The 1999 study does not define “underdeveloped”; however, because the infill and redevelopment categories cover cases where there is a single-family dwelling, duplex or manufactured home of relatively low value, and multiple-family dwellings in the S-JW area have an improvement values over \$100,000, “underdeveloped” is assumed to mean not developed with at least one dwelling.

There are eight S-JW tax lots that are vacant and available for development. All of these are designated medium-density and are under one acre.

The 1999 Study assumed the following densities for lots designated medium-density:

- Single-family detached: 6.5 du/na
- Single-family attached: 12.0 du/na
- Multiple-family: 20 du/na

⁵ Query run September 25, 2008.

**Assumed Average Net Densities
(Housing Units per Net Acre)**

	LDR	MDR	HDR
Single-Family, Detached	5.5	6.5	0.0
Single-Family, Attached	10.0	12.0	0.0
Multi-Family	14.0	20.0	35.0
Mfr'd in a Park	7.0	10.0	0.0

At these densities, the average minimum lot size for each form of development would be as follows:

- Single-family detached: 6,701 square feet
- Duplex (from single-family attached): 7,260 square feet
- Multiple-family: 6,534 square feet

Using these lot sizes to project the type of development on the S-JW vacant lots⁶ and then using the 199 Study’s assumed densities, a reasonable projection can be made for the number of dwellings assumed for these eight vacant lots.

Tax map lot	Size (square feet)	Allowable dwellings under S-JW	Projected dwellings under 1999 study
17033123 12202	4324	1	1
17033132 05800	3340	1	1
17033132 05900	4057	1	1
17033143 02400	9022	3	4
17033143 09600	2250	1	1
17033143 15400	5953	2	1
17043641 01200	8016	2	4
17043641 01400	3340	1	1
Total		12	14

Thus, an estimate for this category based on the 1999 Study’s approach projects fourteen dwellings, whereas the S-JW zone would allow twelve dwellings. However, tax lot 17043641 01200 could be partitioned to allow 3 dwellings. Whether the difference in this category is considered to be one or two dwellings, the S-JW’s capacity for an additional 330 to 387⁷ dwellings provides far more total housing capacity than required to offset this category’s minor difference.

Low Density Land Matrix

From page 36:

“This component of the supply includes all undeveloped whole or partial tax lots, zoned or designated low-density residential, smaller than ten acres and larger or equal to five acres.”

No S-JW lots are zoned or designated low-density residential and none are five acres or larger.

Thus, no lots in the S-JW area meet the 1999 Study criteria for this category of land supply, and the S-JW zone would create no impacts on the land supply from this category.

⁶ Lots less than 6,534 square feet are assumed to be single-family detached, and lots larger than that are assumed to be multiple-family. No lots are assumed to be duplex because the average minimum lot size is higher than for multiple-family development. Note that over 70% of S-JW lots are currently occupied with a single dwelling and less than 8% of S-JW lots are occupied by multiple-family development.

⁷ (342-12) to (400-13)

Site Inventory

From page 36:

No sites within the S-JW area were included in the list for “Subarea 2 – Central Eugene,” which completely encompasses the S-JW area.

Thus, no lots in the S-JW area meet the criteria for this category of land supply, and the S-JW zone would create no impacts on the land supply from this category.

Buildable Lands Conclusion

Using the 1999 Study’s criteria, the lots encompassed by S-JW would have been projected to provide only 14 new dwellings, all of these on eight vacant lots. The S-JW zone allows 12 or 13 new dwellings to be created on these lots. The remainder of S-JW lots provide more than sufficient capacity to reasonably supply the one or two dwelling difference.

Thus, the S-JW zone will not reduce the 1999 Study estimates of land supply and housing capacity at all.

Analysis of recent redevelopment rates (ECLA)

According to preliminary data from the Eugene Comprehensive Land Assessment (ECLA), the projected rate of redevelopment in the S-JW area would be about two or three new dwellings per year. Since the S-JW standards would allow at least 342 additional dwellings (not counting new dwellings on new lots created by lot divisions), the S-JW zone can accommodate redevelopment at this projected rate for over 100 years.

Of course, not every one of the possible new dwellings is likely to be built; nonetheless the data indicates there will be ample capacity for the twenty-year planning period of 2010-2030. Note also the additional capacity for infill from the creation of new alley access only lots and other “small” lots.

While ECLA projections will have no legal bearing until a final version of the buildable lands assessment is adopted by City Council, the evaluation of these preliminary estimates makes it unlikely ECLA projections would need to be reduced at all based on the adoption of S-JW.