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HOUSING ELEMENT

9.10 PURPOSE

The purpose of the Housing Element is to meet the requirements of Goal 10, OAR 660-008, and ORS 197.296. Within this policy context, the Housing Element must identify local housing needs. The primary goals of this chapter are to (1) describe characteristics of the existing mix and density of housing in Grants Pass, (2) describe recent residential development trends in the City, (3) evaluate housing affordability, and (4) project future need for housing in Grants Pass. The analysis presented in this chapter is used to evaluate the existing residential land supply within the Grants Pass Urban Growth Boundary to determine if it is adequate to meet that need based on the projected demand for housing. The methods used for this study generally follow the *Planning for Residential Growth* guidebook, published by the Oregon Transportation and Growth Management Program (1996).

9.20 FRAMEWORK FOR THE HOUSING NEEDS ANALYSIS

Statewide Planning Goal 10 addresses housing in Oregon and provides guidelines for local governments to follow in developing local comprehensive land use plans and implementing policies. At a minimum, local housing policies must meet the requirements of Goal 10. Goal 10 requires incorporated cities to complete an inventory of buildable residential lands and to encourage the availability of adequate numbers of housing units in price and rent ranges commensurate with the financial capabilities of its households.

Goal 10 defines housing needs as “housing types determined to meet the need shown for housing within an urban growth boundary at particular price ranges and rent levels.” In addition to other housing types, this definition includes government-assisted housing and mobile home or manufactured dwelling parks as provided in ORS 197.303 and ORS 197.475 to 197.490. For communities with populations greater than 2,500 and counties with populations greater than 15,000, needed housing types include (but are not limited to):

- Attached and detached single family housing and multiple-family housing for both owner and renter occupancy;
- Manufactured homes on individual lots planned and zoned for single-family residential use; and
- Government-assisted housing.

ORS 197.296 defines factors to establish sufficiency of buildable lands within urban growth boundaries to meet projected growth for a 20-year period, and requires analysis and

determination of residential housing patterns. It applies to cities with populations of 25,000 or more and requires cities to:

- Demonstrate that its comprehensive plan provides sufficient buildable lands within the urban growth boundary established pursuant to statewide planning goals to accommodate estimated housing needs for 20 years (ORS 197.296(2));
- Inventory the supply of buildable lands within the urban growth boundary and determine the housing capacity of the buildable lands (ORS 197.296(3)(a)); and
- Conduct an analysis of housing need by type and density range to determine the number of units and amount of land needed for each needed housing type for the next 20 years (197.296(3)(b)).

Grants Pass meets the population threshold for these statutory requirements. This chapter includes an analysis of housing mix by needed types, residential development trends and patterns, and a projection of needed housing units and land for the next 20 years.

9.21 Methods

The housing needs analysis presented in this chapter follows the methodology described in the DLCD report *Planning for Residential Development*, referred to as the “workbook.” DLCD developed the workbook to help cities comply with ORS 197.296. The workbook generally describes seven steps in conducting a housing needs analysis:

1. Determine the number of new housing units needed in the next 20 years.
2. Identify relevant national, state, and local demographic trends that will affect the 20-year projection of structure type mix.
3. Describe the demographic characteristics of the population, and household 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.
5. Estimate the number of additional new units by structure type.
6. Determine the density ranges for all plan designations and the average net density for all structure types.
7. Evaluate unmet housing needs and the housing needs of special populations (Goal 10 needs).

9.22 Needed housing types

As described above, state policy establishes a framework of needed housing types. As provided in ORS 197.303 and ORS 197.475 to 197.490, needed housing types include (but are not limited to):

- Attached and detached single family housing and multiple-family housing for both owner and renter occupancy;
- Manufactured homes on individual lots planned and zoned for single-family residential use and in manufactured home parks; and
- Government-assisted housing.

Thus, the statutory definition can be interpreted as requiring cities to plan for all types of housing. The definition is general in the sense that it includes variations on single-family and multifamily housing that are common in Grants Pass. The Census reports housing types as “units in structure.” According to the Census, a structure is defined as “a separate building that either has open spaces on all sides or is separated from other structures by dividing walls that extend from ground to roof.”¹ The Census classifies structures into the following types:

- **1-unit, detached.** This is a 1-unit structure detached from any other house; that is, with open space on all four sides. Such structures are considered detached even if they have an adjoining shed or garage. A 1-family house that contains a business is considered detached as long as the building has open space on all four sides. Mobile homes to which one or more permanent rooms have been added or built also are included.
- **1-unit, attached.** This is a 1-unit structure that has one or more walls extending from ground to roof separating it from adjoining structures. In row houses (sometimes called townhouses), double houses, or houses attached to nonresidential structures, each house is a separate, attached structure if the dividing or common wall goes from ground to roof.²

¹ 2000 Census of Population and Housing, Summary File 3 Technical Documentation, page B-64

² The Census does not provide definitions for condominiums or townhouses. Common definitions are:

Townhouse: A townhouse is one of a row of homes sharing common walls. Differing from condominiums, townhouse ownership does include individual ownership of the land. There can also be common elements, such as a central courtyard, that would have shared ownership.

A condominium is one of a group of housing units where each homeowner owns their individual unit space, and all the dwelling share ownership of areas of common use. The individual units normally share walls, but that isn't a requirement. The main difference in condos and regular single homes is that there is no individual ownership of a plot of land. All the land in the condominium project is owned in common by all the homeowners. Usually, the exterior maintenance is paid for out of homeowner dues collected and managed under strict rules. The exterior walls and roof are insured by the condominium association, while all interior walls and items are insured by the homeowner. (<http://realestate.about.com>)

- **2 or more units.** These are units in structures containing 2 or more housing units, further categorized as units in structures with 2, 3 or 4, 5 to 9, 10 to 19, 20 to 49, and 50 or more units.
- **Mobile home.** Both occupied and vacant mobile homes to which no permanent rooms have been added are counted in this category. Mobile homes used only for business purposes or for extra sleeping space and mobile homes for sale on a dealer’s lot, at the factory, or in storage are not counted in the housing inventory.

The Census classifications have specific meanings, but other commonly used terms to describe these housing types include:

- “Single-family dwelling”, without specifying “attached” or “detached” is commonly used to refer to a *detached* single-family dwelling, which the Census Bureau defines as “one-unit detached.” However, “single-family dwelling” more accurately describes both one-unit *detached* and one-unit *attached* units. When used in the tables in this report where the source is the Census Bureau, single-family dwelling includes both detached and attached. A “one-unit detached” dwelling is usually located on an individual lot, but there may be properties that contain multiple one-unit detached structures.
- “Townhouse” refers to a “one-unit attached” structure on an individual lot – or an “attached single-family dwelling.”
- “Multifamily dwelling”, or “apartment” is commonly used to refer to “two or more units” as defined by the Census bureau. Duplex, Triplex, and Fourplex are often used to denote multifamily buildings with two, three, and four units respectively.
- “Condominium” or “condo” only describes the ownership pattern, and not the building type. Most people think of condominiums as apartments within a multi-unit structure; however, condominiums can be any type of structure, whether one-unit detached, one-unit attached, two or more units. Mobile home condominiums also exist, but the Census Bureau doesn’t include these in its count of condominiums.
- “Accessory Dwelling” refers to a secondary dwelling on a property that is typically rented out or occupied by extended family. An accessory dwelling may be attached to or detached from the main dwelling.
- Housing types do not specify whether a unit is owner-occupied or renter-occupied.
- The Grants Pass Development Code uses some terms in a slightly different manner than common usage, relating to the site as well as the structure. For example, the definition of “Building Type, Multi-Dwelling” refers to a “structure or complex of structures containing at least three dwelling units in any vertical or horizontal arrangement, located on a lot or development site”. Therefore, three units, whether attached or detached, on one lot, would be considered multi-dwelling for purposes of the Development Code.
- There are many names for different types of housing that accommodate a variety of household compositions and living arrangements, which are accommodated within one of

the structure-type or group quarters categories defined by the Census Bureau (1-unit attached, 1-unit detached, 2 or more units, mobile home, or group quarters). Examples of these living arrangements include Assisted Living Facilities, Board and Care, Group Homes, Adult Foster Care, Congregate Housing, Independent Living, Supportive Seniors Housing, Cooperatives, Co-Housing, Naturally Occurring Retirement Communities, Commercial Retirement Communities, and Home Health Care.

ORS 197.295 defines government assisted housing as:

“...housing that is financed in whole or part by either a federal or state housing agency or a housing authority as defined in ORS 456.005, or housing that is occupied by a tenant or tenants who benefit from rent supplements or housing vouchers provided by either a federal or state housing agency or a local housing authority.”

Government assisted housing can be any housing type.

9.23 Organization of this chapter

The remainder of this chapter is divided into sections.

- **Section 9.30** describes historical development trends in Grants Pass, including changes the housing mix during the 1990's, building permit activity between 2001 and 2006, and subdivision activity.
- **Section 9.40** presents a forecast of housing need for the 2007 to 2027 period, demographic trends that may affect demand for housing nationally and locally, an analysis of housing affordability in Grants Pass, and an estimate of new housing units needed by type and density ranges.
- **Section 9.50** identifies the key findings of this chapter for housing needs in Grants Pass.

9.30 HISTORICAL DEVELOPMENT TRENDS IN GRANTS PASS

Analysis of historical development trends in Grants Pass provides insights into how the local housing market functions. The housing type mix and density are also key variables in forecasting future land need. Moreover, such an analysis is required by ORS 197.296. The specific steps are described in Task 2 of the DLCD Workbook:

1. Determine the time period for which the data must be gathered
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

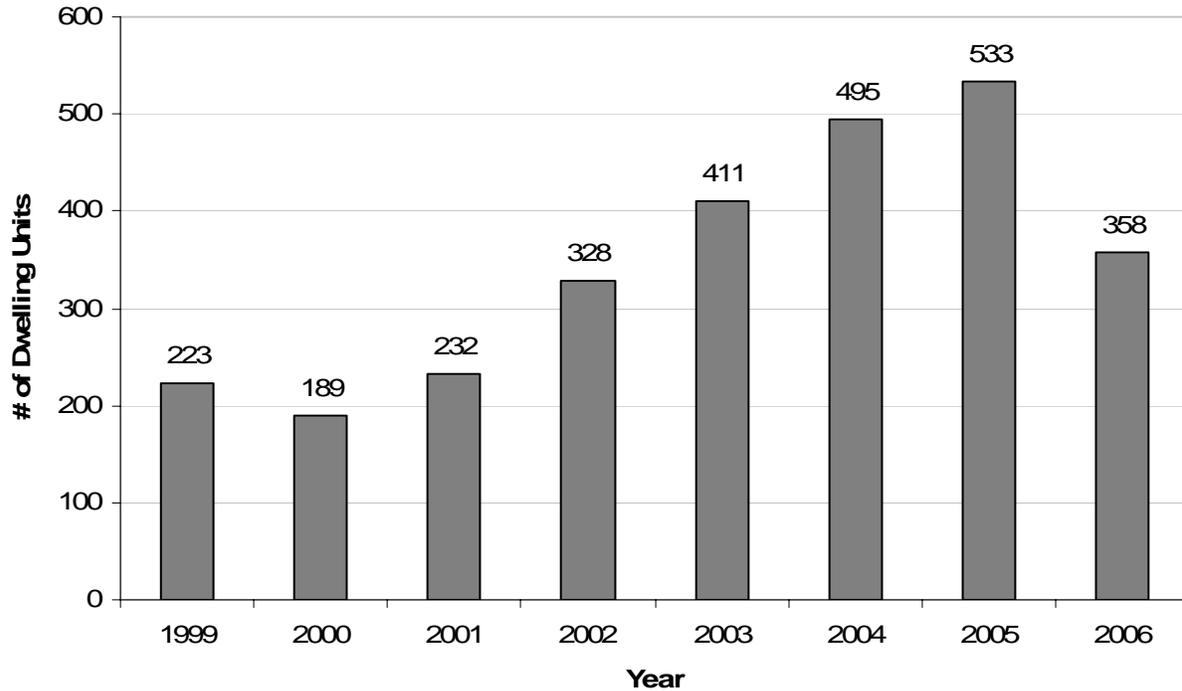
ORS 197.296 requires the analysis of housing mix and density to include the past five years or since the most recent periodic review, whichever time period is greater.³ The City of Grants Pass used data from the 1999 to 2006 period for this analysis.

9.31 Residential development trends

Figure 9.30.1 shows dwelling units approved in the Grants Pass UGB between 1999 and 2006. Grants Pass approved 2,769 new dwellings during this eight-year period. The number of dwellings approved annually ranged from a low of 189 in 2000 to a high of 533 in 2005, with an average of 346 dwellings permitted annually. This represents an increase in development activity—the U.S. Census database of building permit activity shows that Grants Pass issued permits for an average of about 235 dwelling units annually during the 1990's. However, the City did not begin issuing permits for the urbanizing area in the UGB until August 1998.

³ The statute provides an exception to this requirement. Specifically, ORS 197.296(5) (b) states: "A local government shall make the determination described in paragraph (a) of this subsection using a shorter time period than the time period described in paragraph (a) of this subsection if the local government finds that the shorter time period will provide more accurate and reliable data related to housing capacity and need. The shorter time period may not be less than three years."

FIGURE 9.30.1
DWELLING UNITS APPROVED THROUGH BUILDING PERMITS ISSUED FOR
NEW RESIDENTIAL CONSTRUCTION,
Grants Pass UGB, 1999-2006



Source: City of Grants Pass Community Development Department, 2007

Table 9.30.1 shows the number of dwelling units approved for construction within the City of Grants Pass UGB by type for 2001-2006. During the six-year period, 2,357 residential permits were issued, with 75% of permits issued for single-family housing types, including attached and detached single-family units and manufactured homes. Table 9.30.1 shows that the percentage of single-family dwelling units permitted in the City has fluctuated over the years: single-family dwellings represented 91% of all approved dwelling units in 2001, and only 59% the following year. Development of multifamily housing increased in 2002 and accounted for an average of 25% of residential permits during the six-year period.

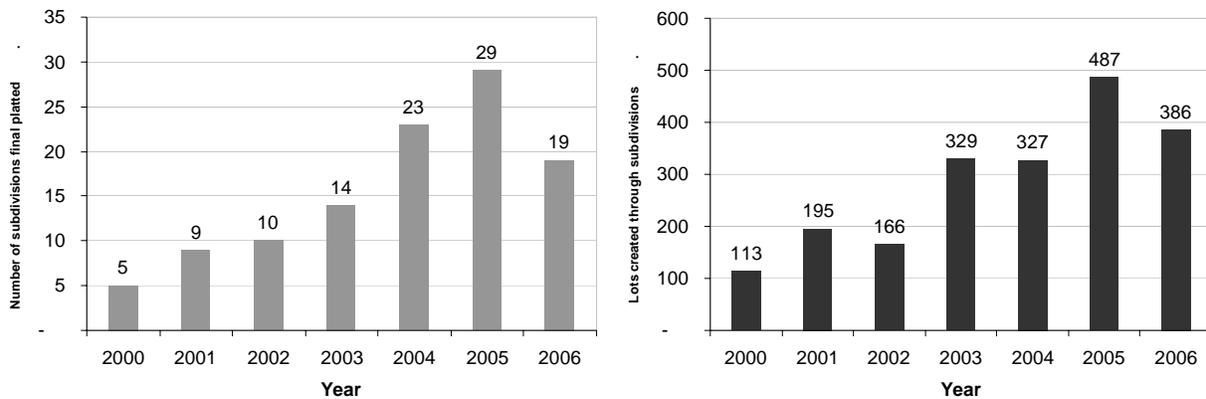
**TABLE 9.30.1
PERMITTED DWELLING UNITS BY TYPE,
Grants Pass UGB, 2001-2006**

Year	Single-family		Manufactured homes		Multi-family		Total
	Number	Percent	Number	Percent	Number	Percent	
2001	210	91%	15	6%	7	3%	232
2002	193	59%	21	6%	114	35%	328
2003	257	63%	25	6%	129	31%	411
2004	350	71%	20	4%	125	25%	495
2005	395	74%	11	2%	127	24%	533
2006	259	72%	10	3%	89	25%	358
Total	1,664	71%	102	4%	591	25%	2,357
Average	277		17		99		393

Source: City of Grants Pass Community Development Department;
Percentages calculated by ECONorthwest.

Figure 9.30.2 shows the number of subdivisions and lots created in Grants Pass UGB between 2000 and 2006. During the seven-year period, 109 subdivisions were final platted creating 2,003 lots. Figure 9.30.2 shows that the number of subdivisions created in Grants Pass increased between 2000 and 2006, peaking with 29 subdivisions in 2005. The number of lots created also increased during the six-year period, peaking at 487 lots created in 2005. In addition, 394 lots were created by minor land partitions between 2000 and 2006.

**FIGURE 9.30.2
NUMBER OF SUBDIVISIONS AND LOTS CREATED,
Grants Pass UGB, 2000-2006**



Source: City of Grants Pass Community Development Department, 2007

Table 9.30.1 and Figures 9.30.1 and 9.30.2 show that building permit and subdivision activity increased in Grants Pass' UGB between 2000 and 2005, and that an increase in single-family development made up the majority of that increase. Multifamily building remained at stable

levels between 2000 and 2005, averaging 99 permits per year. Prior to 2002, the number of multifamily building permits issued was fewer than 99 permits per year.

9.32 Trends in housing mix and tenure

The housing mix by type (i.e., percentage of single family, multifamily, and mobile/manufactured home units) is an important variable in any housing needs assessment. Distribution of housing types is influenced by a variety of factors, including the cost of new home construction, area economic and employment trends, demographic characteristics, and amount of land zoned to allow different housing types and densities.

Table 9.30.2 shows changes in Grants Pass' housing mix from 1990-2000. Between 1990 and 2000, Grants Pass increased its housing stock by 32%, adding 2,383 dwelling units. The mix of housing did not change substantially. In 1990, 75% of dwelling units were single-family housing types (both detached and attached single-family units and manufactured dwellings), decreasing to 74% in 2000. Over the ten-year period, Grants Pass added more than 1,500 single-family dwellings (both detached and attached).

Thirty percent of the new dwelling units added between 1990 and 2000 were multifamily. However, the share of multifamily housing types did not increase substantially in Grants Pass over the ten-year period. In 1990, multifamily housing types accounted for 25% of the housing stock and in 2000 they accounted for 26% of the housing stock.

Tenure did not change substantially between 1990 and 2000. About 54% of housing in Grants Pass city limits was owner-occupied in 1990 and 53% was owner-occupied in 2000. Homeownership rates in Grants Pass are lower than County and State averages. In 1990 and 2000, 70% of homes were owner-occupied in Josephine County and state homeownership rates were 63% in 1990 and 64% in 2000. The higher rates of homeownership in Josephine County may be attributable to differences in the mix of housing types. Josephine County had a much larger share of manufactured homes (20%) and a lower share of multifamily units (11%) than Grants Pass in 2000. The larger share of manufactured housing may provide more options for affordable housing for would-be homeowners and the lower share of multifamily units may provide fewer rental opportunities.

**TABLE 9.30.2
DWELLING UNITS BY TYPE AND TENURE
Grants Pass City Limits, 1990-2000**

	1990		2000		New DU 1990-2000	
	Number	Percent	Number	Percent	Number	% Change
Total Housing Units	7,480	100%	9,863	100%	2,383	32%
Single-family	5,484	73%	7,006	71%	1,522	28%
Multifamily	1,833	25%	2,547	26%	714	39%
Manufactured/Mobile	163	2%	310	3%	147	90%
Occupied Housing Units	7,145	100%	9,376	100%	2,231	31%
Owner Occupied	3,838	54%	4,986	53%	1,148	30%
Renter Occupied	3,307	46%	4,390	47%	1,083	33%

Source: US Census 1990 and 2000, Summary File 1; Percentages calculated by ECONorthwest.

Table 9.30.3 shows type of dwelling by tenure (owner/renter-occupied) in 2000. The results show that single-family and manufactured housing types have a much higher ownership rate than other housing types—about 97% of owner-occupied units were in these housing types. Multifamily housing types, including duplexes were predominately renter occupied. It is also notable that 83% of the single-family attached dwellings were renter occupied. By contrast, 27% of single-family detached and 11% of mobile homes were renter occupied in 2000.

**TABLE 9.30.3
HOUSING UNITS BY TYPE AND TENURE,
Grants Pass City Limits, 2000**

Housing type	Owner Occupied			Renter Occupied			Total	
	Number	% by Tenure	% by Type	Number	% by Tenure	% by Type	Number	% by Type
Single-family detached	4,591	91%	73%	1,704	35%	27%	6,295	64%
Single-family attached	103	2%	17%	516	11%	83%	619	6%
Multifamily-Duplex	38	1%	4%	877	18%	96%	915	9%
Multifamily-3+ units	32	1%	2%	1,678	35%	98%	1,710	17%
Mobile Home	293	6%	89%	37	1%	11%	330	3%
Total	5,057	100%	51%	4,812	100%	49%	9,869	100%

Source: US Census 2000, Summary File 3; Percentages calculated by ECONorthwest.

Note: Total number of units is slightly different than reported in Table 9.30.2 due to different data sources (this table uses Summary File 3 sample data; Table 9.30.2 uses Summary File 1, 100% count data).

ORS 197.480 requires local governments to plan for mobile home parks and estimate the need for mobile homes over the planning period. Jurisdictions are required to inventory mobile home parks located in high-density residential, commercial, and industrial zones. Grants Pass has a total of 51 manufactured dwelling parks within the UGB, with 32 parks located in high-density residential, commercial, or industrial zones.⁴

⁴ Josephine County Assessor's Database

9.33 Housing density

An analysis of actual housing density achieved in Grants Pass is helpful in evaluating development trends. Table 9.30.4 shows average residential density for dwelling units built in Grants Pass between 1999 and 2006 by plan designation and zoning district. The data indicate that Grants Pass had an average density of 5.1 dwelling units per net acre for new units built from 1999-2006.⁵ More than 40% of new dwellings were built in the Low Density plan designation, which achieved an average density of 3.5 dwellings per net acre. The Moderate Density plan designation averaged 6.3 units per net acre and the High Density plan designation averaged 9.4 dwellings per net acre. The highest densities were achieved in the High-Rise Density plan designation with an average of 26.4 dwellings per net acre. Residential density in the Commercial plan designation was 7.6 dwelling unit per net acre. The average density for single-family detached dwellings, which were built in most plan designations, was 4.7 units per net acre.

**TABLE 9.30.4
NET DENSITY OF NEW DWELLING UNITS
BY PLAN DESIGNATION AND ZONING DISTRICT
Grants Pass UGB, 1999-2006**

Plan Designation	Dwelling Units (DU)	Net Acres	DU / Net Acre	Maximum Allowable Density
Low Density	1,107	314.3	3.5	
R-1-12	183	80.5	2.3	3.6
R-1-10	138	42.6	3.2	4.4
R-1-8	786	191.2	4.1	5.4
Moderate Density	646	102.5	6.3	
R-1-6	47	12.2	3.9	8.7
R-2	599	90.3	6.6	11.6
High Density	678	71.9	9.4	
R-3	678	71.9	9.4	17.4
High-Rise Density	62	2.4	26.4	
R-4	62	2.4	26.4	34.8
Commercial	90	11.8	7.6	
GC	90	11.8	7.6	
Total	2,583	503	5.1	

Source: City of Grants Pass

Notes: The majority of dwellings in commercial zones were covered by Josephine County zoning districts, which have been consolidated into the General Commercial zone. The maximum allowable density is based on the Grants Pass zoning ordinance in 2007.

⁵ A "Net Buildable Acre" consists of 43,560 square feet of residentially designated buildable land, after excluding present and future rights-of-way, restricted hazard areas, public open spaces and restricted resource protection areas."

Table 9.30.5 provides information about typical densities associated with these common building types. The table shows net density, which accounts only for the lot size on which the dwellings exist, allowing for comparison between building types. Other density measures provide additional information, such as gross density which factors in right-of-way and is typically 20% lower than net density, but varies depending on whether the streets are pre-existing or are being built with the development. Neighborhood density also considers other amenities such as open space or common facilities located on separate lots.

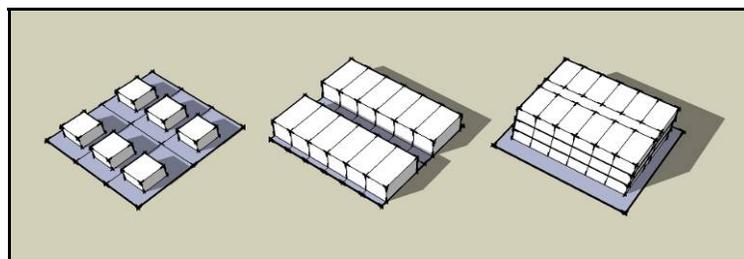
**TABLE 9.30.5
TYPICAL DENSITIES ASSOCIATED WITH
COMMON BUILDING TYPES
Grants Pass**

Housing Type	Net Density (du/acre)
<i>Single-unit detached</i>	
12,000 sf lot	3.63
10,000 sf lot	4.36
8,000 sf lot	5.44
6,000 sf lot	7.26
5,000 sf lot	8.71
<i>Zero lot-line, detached</i>	
5,000 sf lot	8.71
4,500 sf lot	9.68
4,000 sf lot	10.89
<i>Zero lot-line, 2-unit attached</i>	
4,000 sf lot	10.89
3,500 sf lot	12.45
3,250 sf lot	13.4
<i>Two-unit detached (duplex)</i>	
10,000 sf lot	8.71
8,000 sf lot	10.89
7,500 sf lot	11.62
7,000 sf lot	12.45
6,500 sf lot	13.4
5,000 sf lot (stacked duplex)	17.42
<i>2 x Four-unit detached (2 x fourplex, stacked)</i>	
20,000 sf lot	17.42
18,000 sf lot	19.36
<i>Rowhouse/Townhouse (typ. 2 or 3 story)</i>	
40x100 lots	10.89
35x100 lots	12.45
30x100 lots	14.52
25x100 lots	17.42
20x100 lots	21.78
18x100 lots	24.2
18x90 lots	26.8
<i>Stacked Townhouse (typ. 3 or 4 story)</i>	
40x100 lots	21.78
35x100 lots	24.9
30x100 lots	29
25x100 lots	34.84
20x100 lots (exceeds GP res. zone densities)	43.56
18x100 lots (exceeds GP res. zone densities)	48.4
18x90 lots (exceeds GP res. zone densities)	53.6
<i>2-story/3-story apartments</i>	
Varies (typical range for Grants Pass provided)	16 to 35

Source: City of Grants Pass; Two and three-story apartment estimates based on information from *Urban Land Use Planning* Fourth Edition, 1995 and local examples.

Figure 9.30.3 illustrates approximate density ranges typical of some common building types. These are typical of the density ranges found in Grants Pass and may differ from density ranges for similar building types found in other communities. However, density ranges for some building types, especially multi-story apartment types, vary for different communities. The typical density ranges listed for apartments in Table 9.30.5, which are typical of Grants Pass, are lower than densities generally found in larger urban areas. This difference in densities may result, in part, from housing market factors but may also be a product of regulatory restrictions on density in Grants Pass because residential zoning standards limit maximum density.

FIGURE 9.30.3
TYPICAL DENSITIES ASSOCIATED WITH
COMMON BUILDING TYPES
NET DENSITY IN DWELLING UNITS PER ACRE (DU/AC)
Grants Pass



Single-Family Homes	Townhouses	Multi-Story Apartments
(4-9 du/acre)	(16-24 du/acre)	(16-35 du/acre)

Source: City of Grants Pass

In this element, density refers only to dwelling units per acre. Density measures not used in this element include floor to area ratios (FARs), bulk, percentage of lot coverage, setbacks or other measures. However, these factors can influence perceptions regarding density. A separate document, *Examples of Residential Densities in Grants Pass and the Urbanizing Area, November 2007*, provides aerial and eye-level photos of examples of different developments and building types in Grants Pass. In comparing densities and building types, differences in these other factors are apparent.

9.40 HOUSING DEMAND AND NEED

Section 9.20 described the framework for conducting a housing "needs" analysis. ORS 197.296 (HB 2709) requires cities over 25,000 or fast growing cities to conduct a housing needs analysis. A recommended approach is described in Task 3 of the DLCDC Workbook. The specific steps in the housing needs analysis are:

1. Project number of new housing units needed in the next 20 years.
2. Identify relevant national, state, and local demographic and economic trends and factors that may affect the 20-year projection of structure type mix.
3. Describe the demographic characteristics of the population and, if possible, 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. Estimate the number of additional needed units by structure type.
6. Determine the needed density ranges for each plan designation and the average needed net density for all structure types.

This section is organized according to these steps.

9.41 Number of new housing units needed in the next 20 years

Step 1 in the housing needs analysis is to project the number of *new* housing units needed during the planning period. This section describes the key assumptions and estimates of new housing units needed in Grants Pass between 2007 and 2027. The forecast number of new housing units needed between 2007 and 2027 is calculated based on the population forecast, allocation of persons to residential units or group quarters, household size, and vacancy rates. Demographic and economic trends and factors that may affect the types of housing units built, and the needed mix of housing types, are presented later in this chapter.

Population

Population growth is the foundation of demand for new housing. Table 9.40.1 presents the Grants Pass UGB population forecast for 2007 to 2060. Table 9.40.1 shows that the Grants Pass UGB is forecasted to grow from 37,460 people in 2007 to 57,888 people in 2027, an increase of 20,428 people at an average annual growth rate of 2.2%.

**TABLE 9.40.1
POPULATION FORECAST
Grants Pass UGB, 2007-2060**

Year	Population
2006	34,153
2007	37,460
2010	39,987
2015	44,584
2020	49,708
2025	55,422
2027	57,888
2030	59,737
2035	62,951
2040	66,337
2045	69,906
2050	73,667
2055	77,631
2057	79,275
2060	81,807
Change 2007 to 2027	
Number	20,428
Percent	55%
AAGR	2.20%
Change 2007 to 2057	
Number	41,815
Percent	112%
AAGR	1.51%

Source: ECONorthwest

Persons in group quarters

Persons in group quarters do not consume standard housing units: thus, any forecast of new people in group quarters is typically backed out of the population forecast for the purpose of estimating housing need. Group quarters can have a big influence on housing in cities with colleges (dorms), prisons, or a large elderly population (nursing homes). In general, need for these housing types will be met by institutions (colleges, state agencies, health-care corporations) operating outside what is typically defined as the housing market. Group quarters, however, require land and are typically built at densities that are comparable to multiple-family dwellings.

Table 9.40.2 shows the number of persons living in group quarters in 1990, 2000, and 2006 in Grants Pass. According to Census data, 835 persons lived in group quarters in Grants Pass in 2000, and City data shows this increased to 1,363 persons in 2006.

**TABLE 9.40.2
PERSONS IN GROUP QUARTERS
Grants Pass City Limits, 1990, 2000, and 2006**

	1990	2000	2006
Total Population	17,488	23,003	30,930
Persons in Group Quarters	749	835	1,363
Percent in Group Quarters	4.3%	3.6%	4.4%

Source: US Census of Population and Housing; 2006 data from City group quarters count. Percentages calculated by ECONorthwest.

For the purpose of estimating housing needs for Grants Pass, the analysis assumes that 3.6% of new persons (742 persons) will reside in group quarters. The majority of these new persons will live in assisted living quarters.

A final note on persons in group quarters: persons in group quarters require land. While the DLCD Workbook backs this component of the population out of total population that needs housing, it does not otherwise make accommodations for land demand for new group quarters. For the purpose of this analysis, we assume that persons in group quarters require land at approximately the same density as multiple family housing.

Household size

Table 9.40.3 shows the average household size for Grants Pass for owner- and renter-occupied units in 2000. Table 9.40.3 shows that the average household size in Grants Pass was 2.36. Owner occupied units in Grants Pass have larger average household sizes than renter-occupied units. The reverse is true for Josephine County.

OAR 660-024 established a “safe harbor” assumption for average household size—which is the figure from the most recent Census. The analysis of needed new units assumes an average household size of 2.36 persons per household.

**TABLE 9.40.3
AVERAGE HOUSEHOLD SIZE
Grants Pass City Limits, 2000**

	Persons per HH
Average household size	2.36
Owner-occupied units	2.43
Renter-occupied units	2.29
Single-family	2.54
Multifamily	1.78

Source: US Census 2000

Vacancy rate

Vacant units are the final variable in the basic housing need model. Vacancy rates are cyclical and represent the lag between demand and the market's response to demand in additional dwelling units. Vacancy rates for rental and multiple family units are typically higher than those for owner-occupied and single-family dwelling units.

Table 9.40.4 shows that the average vacancy rate for Grants Pass was relatively similar in 1990 and 2000. The most recent Census showed an overall vacancy rate of 4.8% for Grants Pass, compared to a vacancy rate of 4.5% in 1990. The vacancy rate in 2000 was 4.0% for single-family units and 7.1% for multifamily units.

TABLE 9.40.4
VACANCY RATES
Grants Pass City Limits, 1990 and 2000

	1990	2000
Total housing units	7,480	9,885
Total occupied	7,145	9,392
Total vacant	335	471
Vacancy Rate	4.5%	4.8%
Single-family	na	4.0%
Multifamily	na	7.1%

Source: US Census 1990 and 2000; Calculations by ECONorthwest.

The forecast of new housing units needed between 2007 to 2027 uses an aggregated vacancy rate for single-family and multifamily housing of 5.3%. This assumption reflects vacancy rates in 2000 and the needed housing mix of 75% single-family and 25% multifamily.

Forecast of new housing units, 2007-2027

The preceding analysis leads to a forecast of new housing units likely to be built in Grants Pass for the period 2007-2027. Table 9.40.5 summarizes the analysis. Based on the assumptions shown in Table 9.40.5, Grants Pass will need 8,782 new dwelling units to accommodate population growth between 2007 and 2027. The forecast shows that an average of 439 new dwelling units will be needed annually, which is higher than the average number of building permits issued (346) over the 1999 to 2006 period. This figure does not include group quarters units.

The baseline forecast assumes 3.6% of new population (742 people) will be group quarters, and the remaining population will be single-family housing types (single-family detached, single-family attached and manufactured homes) or multifamily (duplex, triplex, quad-plex, and more than five units). The mix of housing types and the basis for the mix is addressed later in this chapter.

The forecast of new units does not include dwellings that will be demolished and replaced. This analysis does not factor those units in; it assumes they will be replaced at the same site and will not create additional demand for residential land. It also does not include a forecast of needed group quarters units. Section 9.46 includes a separate estimate of acreage needed for group quarters and assumes these facilities develop at multifamily densities and will be located in high-density plan designations.

**TABLE 9.40.5
FORECAST OF NEW HOUSING UNITS
Grants Pass, 2007-2027**

Variable	Baseline Estimate of Housing Units (2007-2027)
Change in persons	20,428
<i>minus Change in persons in group quarters</i>	742
<i>equals Persons in households</i>	19,686
Average household size	2.36
New occupied DU	8,342
<i>times Aggregate vacancy rate</i>	5.3%
<i>equals Vacant dwelling units</i>	440
Total needed new dwelling units (2007-2027)	8,782
equals Total new dwelling units	8,782
Dwelling units needed annually	439

Source: ECONorthwest

9.42 National, state, and local demographic and economic trends and factors that may affect the types of housing built

National housing trends

The evaluation of housing trends that follows is based on previous research conducted by ECONorthwest for other housing needs studies as well as new research to update the evaluation of trends that may affect housing mix. Previous work by ECO and conclusions from The State of the Nation’s Housing 2007 report from the Joint Center for Housing Studies of Harvard University inform the national, state, and local housing outlook for the next decade. The Joint Center for Housing Studies of Harvard University’s The State of the Nation’s Housing, 2007 report summarizes the national housing outlook for the next decade as follows:

“After setting records for home sales, single-family starts, and house price appreciation in 2005, housing markets abruptly reversed last year. In 2006, total home sales fell 10 percent, starts tumbled 13 percent, and nominal house price appreciation slowed to just a few percentage points. Suddenly, it was inventories of unsold vacant homes that set records and homes in foreclosure that were making the news.

The length and depth of the current correction will depend on the course of employment growth and interest rates, as well as the speed with which builders pare down excess supply. But the longer term outlook for housing is more upbeat. Thanks in large part to recent immigrants and their native-born children, household growth between 2005 and 2015 should exceed the strong 12.6 million net increase in 1995–2005 by some 2.0 million. Together with the enormous increase in household wealth over the past 20 years, healthy income growth will help propel residential spending to new heights.

But housing affordability remains a pervasive problem. In just one year, the number of households with housing cost burdens in excess of 30 percent of income climbed by 2.3 million, hitting a record 37.3 million in 2005. Making real headway against this disturbing trend requires an unlikely combination of structural and public policy shifts—that state and local governments ease development regulations that drive up production costs, the federal government adds meaningfully to already significant expenditures aimed at relieving heavy housing cost burdens, and economic growth dramatically lifts the real incomes and wealth of the bottom quarter of households.”

This evaluation presents a mixed outlook for housing markets and for homeownership, and points to the significant difficulties low- and moderate-income households face in finding affordable housing. The following sections describe specific trends in more detail.

Long run trends in home ownership and demand

The year 2006 was a significant departure from the recent housing boom that had lasted for 14 consecutive years (1992-2005). While strength in early 2005 pushed most national housing indicators into record territory, the market began to soften and sales slowed in many areas in the latter half of 2005. By 2006, higher prices and rising interest rates had a negative impact on market demand. Investor demand, home sales and single-family starts dropped sharply. Growth in national house price also slowed. After 12 successive years of increases, the national homeownership rate slipped in 2005 and again in 2006 to 68.8%.

The Joint Center for Housing Studies concludes that the cooling housing market in 2006 had an immediate impact on homeownership. Increasing interest rates and decreasing housing affordability contributed to the recent market correction. Homebuilders could not react quickly enough to changing market conditions, resulting in an oversupply of housing and a rising inventory of unsold homes. The Joint Center for Housing Studies predicts the current market correction will cause housing prices to weaken. This should help reduce the oversupply of homes for sale and lead to the next market expansion. The long-term market outlook shows that homeownership is still the preferred tenure. Over the next decade, 88% of net household growth is expected to come from gains in the number of homeowners. While further homeownership gains are likely during this decade, they are not assured. Additional increases depend, in part, on finding ways to ease the difficulties faced by low and moderate income households in purchasing a home. It also rests on whether the conditions that have led to homeownership growth can be sustained.

From 2000 to 2005 housing starts and manufactured home placements appeared to have been roughly in line with household demand. In 2005, with sales slowing, but building activity steady despite widespread pullbacks, the inventory of both new and existing homes was much higher than in recent years. The supply of unsold homes on the market increased in 2006, surpassing a 7-month supply.

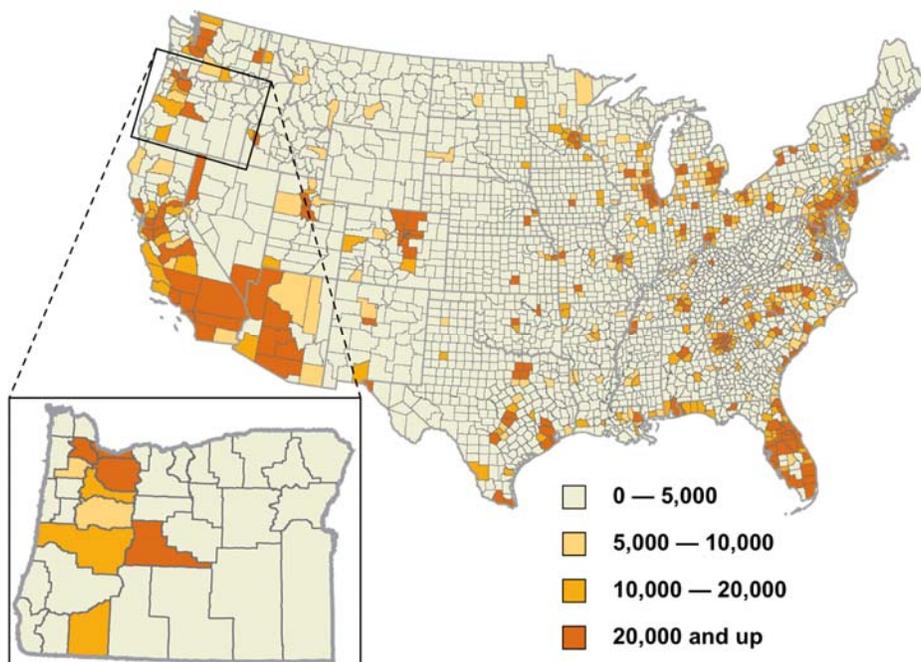
The Joint Center for Housing Studies indicates that demand for new homes could total as many as 14.6 million units nationally between 2005 and 2015. The vast majority of these homes will be built in lower-density areas where cheaper land is in greater supply. People and jobs have been moving away from central business districts (CBDs) for more than a century: the number of the country's largest metropolitan areas with more than half of their households living at least 10 miles from the CBD has more than tripled from 13 in 1970 to 46 in 2000; in six metropolitan areas more than a fifth of households live at least 30 miles out. While people older than 45 years are generally continuing to move away from CBDs, younger people have begun to move nearer to CBDs.

The Joint Center for Housing Studies also indicates that demand for higher density housing types exists among certain demographics. They conclude that because of persistent income disparities, as well as the movement of the echo boomers into young adulthood, housing demand may shift away from single-family detached homes toward more affordable multifamily apartments, town homes, and manufactured homes. Supply-side considerations, however, outweigh these demographic forces.

Recent trends in home ownership and demand

Conditions that had previously bolstered the housing market and promoted homeownership weakened in 2005 and eroded further in 2006. Increasing interest rates and weakening housing prices combined to slow the housing market. New home sales were down 18% from the record 2005 level, and existing home sales were down 8%. Regionally, using housing permits issued as a proxy for new home ownership, Jackson County is among the more robust housing markets in the nation and in Oregon, issuing between 10,000 to 20,000 or more building permits over the 1994-2003 period (see Figure 9.40.1).

**FIGURE 9.40.1
HOUSING PERMITS ISSUED BY COUNTY
US, 1994-2003**



Source: Census Bureau, Construction Statistics, Building Permits by County. As cited in *The State of The Nation's Housing, 2005*, The Joint Center for Housing Studies of Harvard University, p. 9

Demographic trends in home ownership

According to the Joint Center for Housing Studies immigration will play a key role in accelerating household growth over the next 10 years. Between 2000 and 2005, immigrants contributed to over 40% of net household formations. Minorities will account for 68% of the 14.6 million projected growth in households for the 2005 to 2015 period. Immigrants now comprise a growing share of young adults and children in the United States. Twenty-percent of Americans ages 25-34 are foreign born, and an additional 9% are second generation Americans. Members of this generation will probably earn more than their parents becoming an even greater source of housing demand in the coming decades.

The Joint Center for Housing Studies suggests that an aging population, and of baby boomers in particular, will drive changes in the age distribution of households in all age groups over 55 years. A recent survey of baby boomers found that more than a quarter plan to relocate into larger homes and 5% plan to move to smaller homes. Second home demand among upper-income homebuyers of all ages also continues to grow. Households aged 50 to 69 are expected to account for the purchase of nearly half a million second homes between 2005 and 2015.

People prefer to remain in their community as they age.⁶ The challenges that seniors face as they age 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.⁷ Not all of these issues can be addressed through housing or land-use policies.

Communities can address some of these issues through adopting policies that:

- Diversify housing stock to allow development of smaller, comparatively easily maintained houses in single-family zones, such as single story townhouses, condominiums, and apartments.
- Allow commercial uses in residential zones, such as neighborhood markets.
- Allow a mixture of housing densities and structure types in single-family zones, such as single-family detached, single-family attached, condominiums, and apartments.
- Promote the development of group housing for seniors that are unable or choose not to continue living in a private house. These facilities could include retirement communities for active seniors, assisted living facilities, or nursing homes.
- Design public facilities so that they can be used by seniors with limited mobility. For example, design and maintain sidewalks so that they can be used by people in wheel chairs or using walkers.

Home rental trends

Over the longer term, the Joint Center for Housing studies expects rental housing demand to increase. The rental market continues to experience growth, adding 1.2 million rental households from 2004 to 2006. Demand strengthened in every region except the Northeast. Vacancy rates in the West continue to decline, leading to strong increases in rental rates. Over the longer term, the Joint Center for Housing studies expects rental housing demand to grow by 1.8 million households over the next decade. Minorities will be responsible for nearly all of this increased demand. The minority share of renter households grew from 37% in 1995 to 43% in 2005. The minority share is forecast to exceed 50% of renter households in 2015. Demographics will also play a role. Growth in young adult households will increase demand for moderately priced rentals, in part because echo boomers will reach their mid-20s after 2010. Meanwhile growth among those between the ages of 45 and 64 will lift demand for higher-end rentals. Given current trends in home prices and interest rates, conditions will become increasingly favorable for rental markets in the coming years.

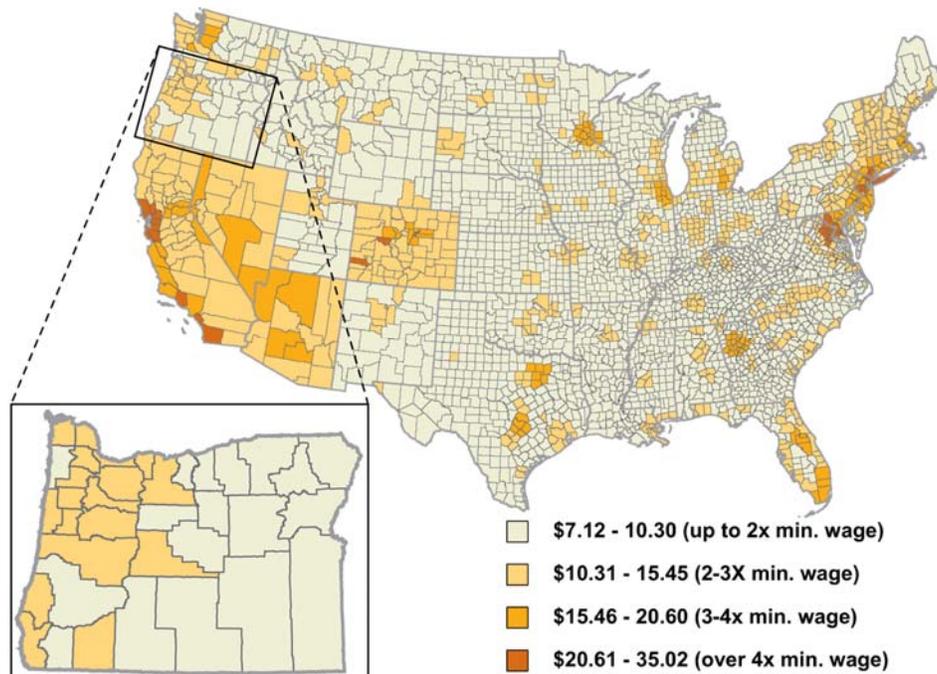
⁶ A survey conducted by the AARP indicates that 90% of people 50 years and older want to stay in their current home and community as they age. See <http://www.aarp.org/research>.

⁷ "Aging in Place: A toolkit for Local Governments" by M. Scott Ball.

Despite only modest increases in rents in recent years, growing shares of low- and moderate-wage workers, as well as seniors with fixed incomes, can no longer afford to rent even a modest two-bedroom apartment anywhere in the country. In 2006, one in three American households spent more than 30% of income on housing, and more than one in seven spent upwards of 50%.

According to the Joint Center for Housing Studies, these statistics understate the true magnitude of the affordability problem because they do not capture the tradeoffs people make to hold down their housing costs. For example, these figures exclude the 2.5 million households that live in crowded or structurally inadequate housing units. They also exclude the growing number of households that move to locations distant from work where they can afford to pay for housing, but must spend more for transportation to work. Among households in the lowest expenditure quartile, those living in affordable housing spend an average of \$100 more on transportation per month than those who are severely housing cost-burdened. With total average monthly outlays of only \$1,000, these extra travel costs amount to 10 percent of the entire household budget.

FIGURE 9.40.2
HOURLY WAGES NEEDED TO AFFORD RENT BY COUNTY
US, 2004



Source: HUD's Fair Market Rents for 2004, based on methodology developed by the National Low Income Housing Coalition. As cited in *The State of The Nation's Housing, 2005*, The Joint Center for Housing Studies of Harvard University, p. 4

Notes: Federal minimum wage in 2004 was \$5.15 per hour. Hourly wage needed to afford the Fair Market Rent on a modest 2-bedroom unit assumes paying 30% of income on housing and working 40 hours a week for 52 weeks a year.

Trends in housing affordability

The record breaking housing prices, residential investment, and home sales of 2005 mentioned above, although indicative of strong housing demand nationally, have negative implications for lower income populations and first time home buyers. Higher short-term interest rates made it more difficult for first-time buyers to break into the market. Subprime loans may help many low-income buyers access credit, but their special terms and higher rates put some of the buyers at risk of foreclosure. The concentration of subprime loans in low-income minority neighborhoods puts some of these communities at risk of widespread foreclosure. With low-wage jobs increasing and wages for those jobs stagnating, affordability problems will persist even as strong fundamentals lift the trajectory of residential investment. While the Harvard report presents a relatively optimistic outlook for housing markets and for homeownership, it points to the significant difficulties low- and moderate-income households face in finding affordable housing, and preserving the affordable units that do exist.

Trends in Housing Characteristics

The U.S Bureau of Census Characteristics of New Housing Report presents data that show trends in the characteristics of new housing for the nation, state, and local areas. Several trends in the characteristics of housing are evident from the New Housing Report:

- Larger single-family units on smaller lots. Between 1995 and 2006 the median size of new single-family dwellings increased 17%, from 1920 sq. ft. to 2248 sq. ft. nationally and 24% in the western region from 1835 sq. ft. to 2275 sq. ft. Moreover, the percentage of units under 1,200 sq. ft. nationally decreased from 10% in 1995 to 4% in 2006. The percentage of units greater than 3,000 sq. ft. increased from 13% in 1995 to 24% of new one-family homes sold in 2006. In addition to larger homes, a move towards smaller lot sizes is seen nationally. Between 1995 and 2006 the median lot size of new single-family dwellings decreased 9% from 9,508 sq. ft. to 8,621 sq. ft. nationally and 4% in the western region from 7,000 sq. ft. to 6,697 sq. ft.
- Larger multifamily units. Between 1994 and 2006, the median size of new multiple family dwelling units increased. The percentage of multifamily units with more than 1,200 sq. ft. increased from 11% to 43% in the western region and from 11% to 47% nationally. Moreover, the percentage of units with less than 600 sq. ft. decreased from 6% to 2% in the western region and from 4% to 1% nationally.
- More household amenities. Between 1995 and 2006 the percentage of single-family units built with amenities such as central air conditioning, fireplaces, 2 or more car garages, or 2 or more baths all increased. The same trend in increased amenities is seen in multiple family units.

9.43 Demographic characteristics and housing trends related to demand for different types of housing

State and regional demographic and housing trends are important to a thorough understanding of the dynamics of the Grants Pass housing market. Grants Pass exists in a regional economy; trends in the region impact the local housing market. This section documents state and regional demographic and housing trends relevant to Grants Pass and factors that influence households' locational choices.

Demographic trends

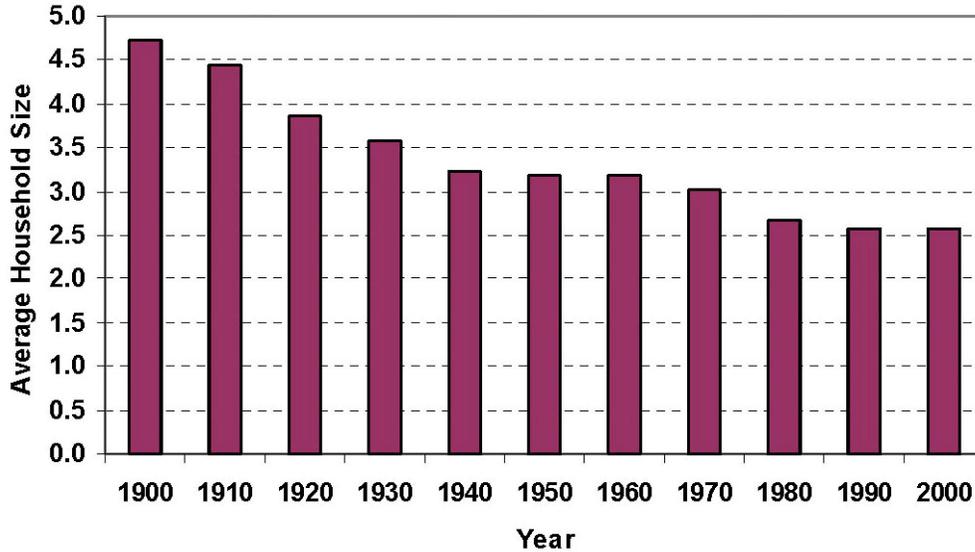
This section reviews historical demographic trends in Oregon, Josephine County, and Grants Pass. Demographic trends provide a broader context for growth in a region; factors such as age, income, migration and other trends show how communities have grown and shape future growth. To provide context, we compare Grants Pass (city limits) with Josephine County and Oregon where appropriate. Characteristics such as age and ethnicity are indicators of how population has grown in the past and provide insight into factors that may affect future growth.

State Demographic Trends

The April 2003 edition of Oregon Outlook produced by the Population Research Center at Portland State University provides a report entitled *Oregon's Major Population Trends* by Barry Edmonston, Director of Oregon's Population Research Center. It describes Oregon's major population trends through 2000, including Oregon's population growth, changes in the state's age composition, shifts on ethnic diversity, and trends in household size and composition. The report also highlights implications of these trends.

The average household size in Oregon has decreased over the past five decades, with the rate of decrease slowing during this period. Figure 9.40.3 shows that the average household size in Oregon was 2.60 in 1980, 2.52 in 1990 and 2.5 in 2000. This trend is likely to continue, with average household size continuing to decrease, but at a slowing rate. Unlike the state, Grants Pass experienced a small increase in household size from 2.34 in 1990 to 2.36 in 2000.

FIGURE 9.40.3
AVERAGE HOUSEHOLD SIZE
Oregon, 1900-2000

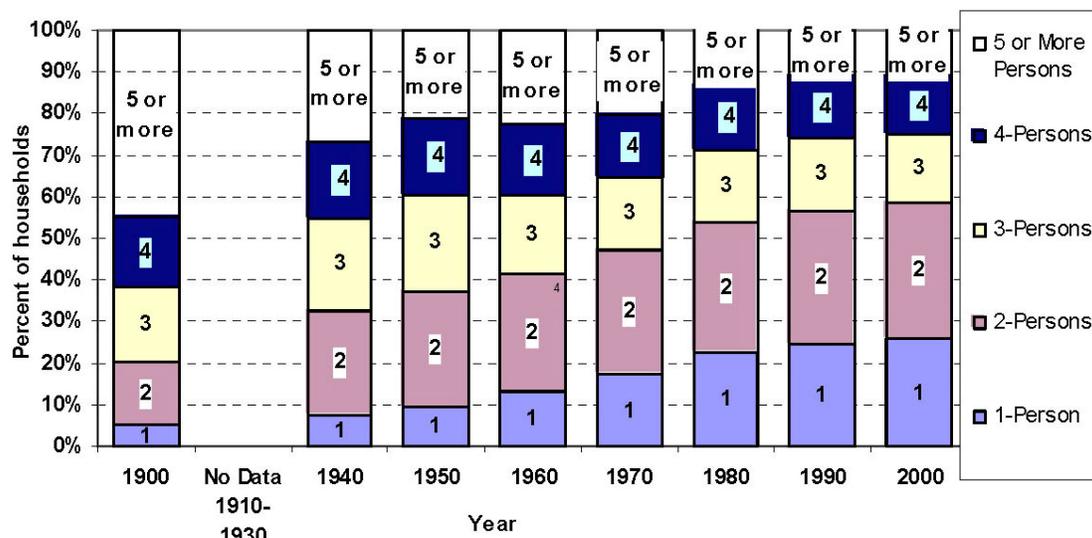


Source: Oregon's Major Population Trends, April 2003, Barry Edmonston

Figure 9.40.4 shows change in distribution of households by size in Oregon from 1900 to 2000. Households with three or more people made up the majority of Oregon households through 1970. The share of Oregon households with three or more people decreased between 1970 and 2000, while the share of one and two person households increased. By 1980, one and two person households accounted for more than 50% of Oregon households, increasing to over 60% of Oregon households by 2000.

Compared to the state, Josephine County and Grants Pass had a larger share of one and two person households in 1990 and 2000. The direct impact of decreasing household size on housing demand is that smaller households means more households, which means a need for more housing units, even if population were not growing. More housing units are needed to house the same number of people.

FIGURE 9.40.4
DISTRIBUTIONS OF HOUSEHOLD BY SIZE
Oregon, 1900-2000



Source: Oregon's Major Population Trends, April 2003, Barry Edmonston

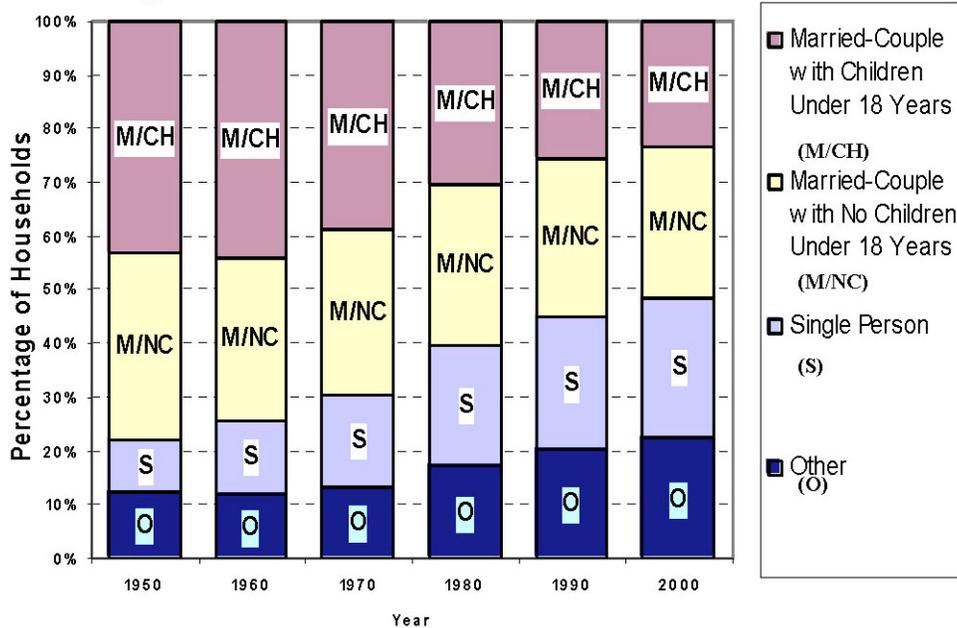
The changing composition of households that accounts for smaller average household size is also important in understanding housing need. Household size changed in the following ways between 1950 and 2000.

- **Two-person households grew increasingly common.** By 1950, two-person households were the most common household size in Oregon, accounting for about one-quarter of households. The share of two-person households continued to grow and by 2000 two-person households accounted for about one-third of Oregon households.
- **The share of one-person households increased.** The share of one-person households also increased substantially between 1950 and 2000. In 1950, about 10% of Oregon households were non-family households, and almost all were single persons. By 2000, non-family households had increased to almost one-third of households, and about one-quarter of Oregon households in 2000 were single persons.
- **Households of households with three or more people became less common.** The share of households with three or more people decreased from more than 60% of households to about 40% of households in 2000. This was most pronounced in households with five or more people, which decreased from about 20% to 10% of households.

Figure 9.40.5 shows trends in household type in Oregon from 1950 through 2000. The composition of households changed in the following ways between 1950 and 2000:

- **Single persons are the most common type of *non-family* household in Oregon.** By 2000, for the first time, the number of one-person households exceeded the number of households comprised of married couples with children. As Oregon's population grows older during the next several decades, there is likely to be a further increase in the number and proportion of single person households. *See Figure 9.40.5 and Figure 9.40.9.*
- **Married-couples account for a decreasing share of households in Oregon.** While the number of married couple households in Oregon has increased in absolute numbers since 1950, they have decreased substantially as a proportion of all households, especially since 1970. In 1950, married couples accounted for more than three-quarters of all Oregon households. By 2000, married couples accounted for a little more than one-half of all Oregon households, a decrease of about 25% since 1950.
- **Married couples remain the most common type of *total* households and *family* households in Oregon and the United States.** Compared to other states, Oregon's population has slightly more married couples as a share of all households. In 2000, 51.9% of Oregon households were married couples, compared to a national average of 51.7%. In 2000, the share of married couples was higher than the state average in Josephine County, with married couples accounting for 56% of households. However, for Grants Pass, married couples comprised a lower share of households compared to the state average in 2000, accounting for 46% of households in Grants Pass.
- **The share of households with married couples with children declined between 1950 and 2000.** In 1960, at the peak of the baby boom years, more than 40% of Oregon households were married couples with one or more children under 18 years at home, decreasing to about 22% of households in 2000. In 2000, for Josephine County, the percentage of married couples with children was 19%. For Grants Pass, that percentage was 21%.
- **The share of married couples with no children declined between 1950 and 2000.** In 1950 married couples with no children under 18 years accounted for about one-third of households and declined to more than one-quarter of households in 2000.

FIGURE 9.40.5
DISTRIBUTION OF HOUSEHOLDS BY TYPE
Oregon, 1950-2000



Source: *Oregon's Major Population Trends*, April 2003, Barry Edmonston

Oregon's 2006-2010 Consolidated Plan includes a detailed housing needs analysis as well as strategies for addressing housing needs statewide.⁸ The plan concludes that "Oregon's changing population demographics are having a significant impact on its housing market." It identified the following population and demographic trends that influence housing need statewide:

- 11th fastest growing population in the United States
- Facing dramatic housing cost increases
- Facing median and adjusted incomes less than those of 1999
- Growing faster than national rates: 4.0% v. 3.3% and expecting a non-entitlement growth during this consolidated plan of about 6%, 82% of which will come from in-migration.
- Increasingly older
- Increasingly diverse

⁸ http://www.ohcs.oregon.gov/OHCS/HRS_Consolidated_Plan_5yearplan.shtml

- Increasingly less affluent⁹

Richard Bjelland, State Housing Analyst at the Housing and Community Services Department of the State of Oregon, analyzed recent demographic changes taking place in Oregon and discussed their implications in a 2006 presentation “Changing Demographics: Impacts to Oregon and the US.” Some of Bjelland’s most significant findings are summarized below:

- Oregon’s **minority population is growing** quickly. Minorities made up 9.2% of the population in 1990 and 16.5% of the population in 2000, a 52% increase.
- **Hispanics and Latinos make up a large share of that population** and their growth rate is higher than non-Hispanics/ Latinos. The growth rate of Oregon’s non-Hispanic/ Latino population between 1990 and 2000 was 15.3% compared to 144.3% for Hispanics and Latinos.
- The **birth rates** of Hispanic/ Latino residents are higher than non-Hispanic/ Latino residents. In 1998, for the US, white non-Hispanic/ Latino residents had a birth rate of 12.3 per 1,000, lower than Asians and Pacific Islanders (16.4 per 1,000), black non-Hispanics (18.2 per 1,000) and Hispanic/ Latino (24.3 per 1,000).
- The share of resident births and deaths in Oregon shows the implications of that birthrate: Hispanic/ Latino residents accounted for 17.4% of births but only 1.4% of deaths in Oregon for 2001. In addition, **Hispanic/ Latino Oregonians are younger than non-Hispanic/ Latino residents**: in 2000, 75.9% of Hispanic/ Latino residents of Oregon are under age 35, compared to 45.7% of non-Hispanic/ Latino residents.
- In Oregon, Hispanic/ Latino **per capita income** in 2005 was only 44% of white **non-Hispanic/ Latino** per capita income.
- Hispanic/ Latino residents of Oregon become **homeowners** at younger ages than non-Hispanic/ Latino residents. Table 9.40.6 shows that Hispanic/ Latino Oregonians under 45 have higher homeownership rates than non-Hispanic/ Latino residents.

⁹ State of Oregon Consolidated Plan, 2006-2010, pg. 23.

**TABLE 9.40.6
HOMEOWNERSHIP RATES BY AGE AND
ETHNICITY OF HOUSEHOLDER
Oregon, 2000**

Age of householder	Non-Hispanic/ Latino	Hispanic/ Latino
25-34	10.2%	25.7%
35-44	20.6%	31.0%
45 and older	68.1%	39.4%

Source: Richard Bjelland, State Housing Analyst at the Housing and Community Services Department of the State of Oregon, "Changing Demographics: Impacts to Oregon and the US" 2006. He obtained his data from US Census 2000

Regional Demographic Trends

Regional demographic trends largely follow the statewide trends discussed above, but provide additional insight into how demographic trends might affect housing in Grants Pass.

Population growth in Oregon tends to follow economic cycles. Oregon’s economy is generally more cyclical than the nation’s, growing faster than the national economy during expansions and contracting more rapidly than the nation during recessions. This pattern is shown in Table 9.40.7, which presents data on population in the U.S., Oregon, and Southern Oregon, and Jackson and Josephine Counties and selected cities in Southern Oregon over the 1980–2006 period.

Table 9.40.7 shows population growth in Oregon, Jackson and Josephine Counties, and selected cities over the 1980–2006 period. Table 9.40.7 shows that Josephine County’s population grew by more than 22,000 people over the twenty-six year period at an average annual rate of 1.29%. Over the same period, Jackson County’s population grew by about 62,000 residents at an average annual rate of 1.55%.

The majority of population growth in Southern Oregon occurred in the cities of Medford, Ashland, Central Point, and Grants Pass. These cities grew by about 62,000 people, accounting for about two-thirds of the population growth in Southern Oregon over the 1980 to 2006 period.

Population within the Grants Pass city limits grew from 15,032 residents in 1980 to 30,930 residents in 2006, an increase of 15,989 people at an average annual rate of 2.93%. Population growth in Grants Pass accounted for about 70% of population growth in Josephine County.

TABLE 9.40.7
HISTORIC POPULATION CHANGE
Oregon, Jackson and Josephine Counties, and Selected Cities, 1980 - 2006

Area	Population				Change 1980 to 2006		
	1980	1990	2000	2006	Number	Percent	AAGR
Oregon	2,639,915	2,842,321	3,421,399	3,690,505	988,785	37%	1.28%
Jackson County	132,456	146,389	181,269	198,615	62,059	47%	1.55%
Medford	39,746	46,951	63,154	73,960	31,109	78%	2.34%
Ashland	14,943	16,234	19,522	21,430	5,937	40%	1.35%
Central Point	6,357	7,509	12,493	16,550	9,283	146%	3.67%
Josephine County	58,855	62,649	75,726	81,125	22,270	38%	1.29%
Grants Pass	15,032	17,488	23,003	30,930	15,898	106%	2.93%
Cave Junction	1,023	1,126	1,363	1,600	577	56%	1.81%

Source: U.S. Census, Population Research Center, and calculations by ECONorthwest

Between 1990 and 1999, almost 70% of Oregon’s total population growth was from net migration (in-migration minus out-migration), with the remaining 30% from natural increase (births minus deaths).¹⁰ Migrants to Oregon tend to have many characteristics in common with existing residents, with some differences—recent in-migrants to Oregon are, on average, younger and more educated, and are more likely to hold professional or managerial jobs, compared to Oregon’s existing population. The race and ethnicity of in-migrants generally mirrors Oregon’s established pattern, with one exception: Hispanics make up more than 7% of in-migrants but only 3% of the state’s population. The number-one reason cited by in-migrants for coming to Oregon was family or friends, followed by quality of life and employment.¹¹

The Census collects information about migration patterns. Specifically, it asks households where their residence was in 1995 (5 years prior to the Census count). Table 9.40.8 shows the place of residence in 1995 for Oregon, Josephine County, and Grants Pass. Table 9.40.8 shows that residents of Grants Pass were more mobile than the County or State averages. Residents of Grants Pass were more likely to have lived in a different state in 1995. Sixty-percent of Grants Pass residents lived in a different house in 1995, compared with 49% of Josephine County residents and 53% of Oregon residents. Seventeen percent of Grants Pass residents lived in a different state in 1995, compared with 15% of Josephine County and 12% of Oregon residents. Census data indicates that the majority of people moving to Josephine County from out of state are from California, with many fewer people moving from Washington, Arizona and other states.

¹⁰ Portland State University, Population Research Center, 2000. *1990-2000 Components of Population Change*

¹¹ State of Oregon, Employment Department. 1999. *1999 Oregon In-migration Study*.

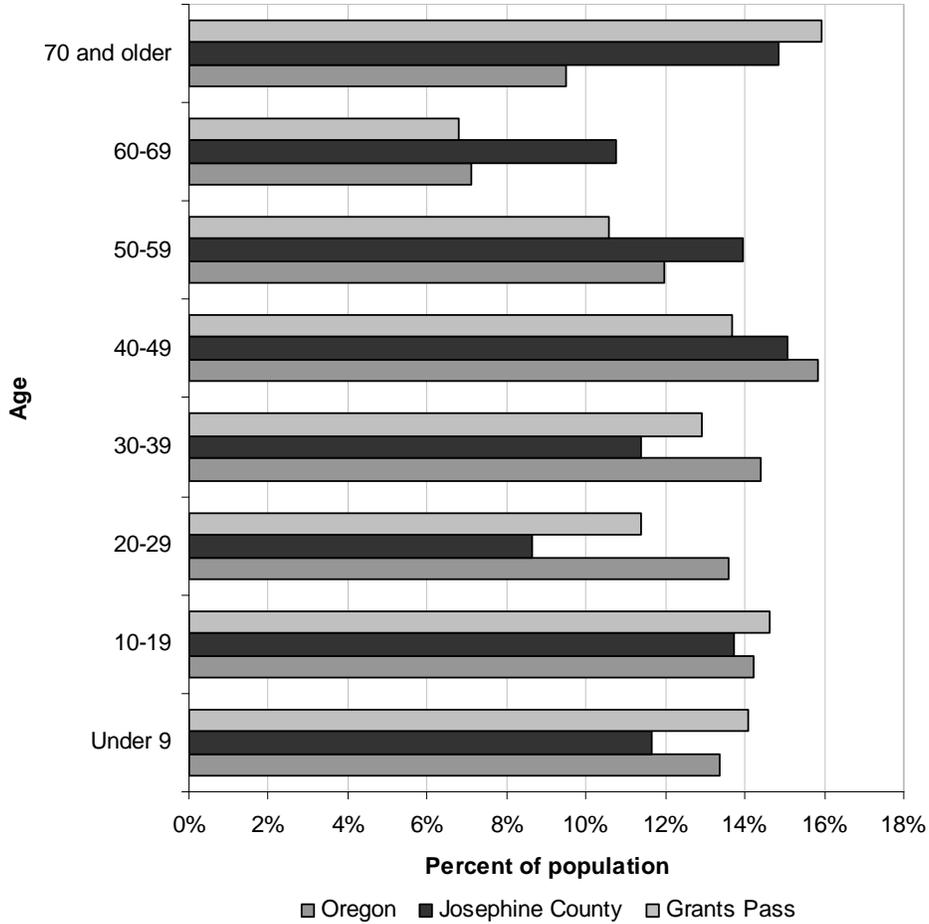
TABLE 9.40.8
PLACE OF RESIDENCE IN 1995, PERSONS 5 YEARS AND OVER
Oregon, Josephine County, and Grants Pass

Location	Oregon		Josephine County		Grants Pass	
	Persons	Percent	Persons	Percent	Persons	Percent
Population 5 years and older	3,199,323	100%	71,725	100%	21,283	100%
Same house in 1995	1,496,938	47%	36,636	51%	8,570	40%
Different house in 1995:	1,702,385	53%	35,089	49%	12,713	60%
Same county	863,070	27%	18,814	26%	7,087	33%
Different county:	755,954	24%	15,946	22%	5,531	26%
Same state	356,626	11%	5,207	7%	1,865	9%
Different state	399,328	12%	10,739	15%	3,666	17%

Source: US Census 2000

Figure 9.40.6 shows the age distribution of residents of Oregon, Josephine County, and Grants Pass for 2000. Grants Pass and Josephine County had a smaller share of population aged 20 to 59 than the state average. Grants Pass had a larger share of residents aged 20 to 39 years than the County average. Grants Pass had a larger share of residents under 19 years and 70 years and older than Josephine County or Oregon. During the 1990's the fastest growing groups were 45 to 64 years and 5 to 17 years. The slowest growing group was 65 years and older. These trends suggest that Grants Pass attracted retirees and families with children.

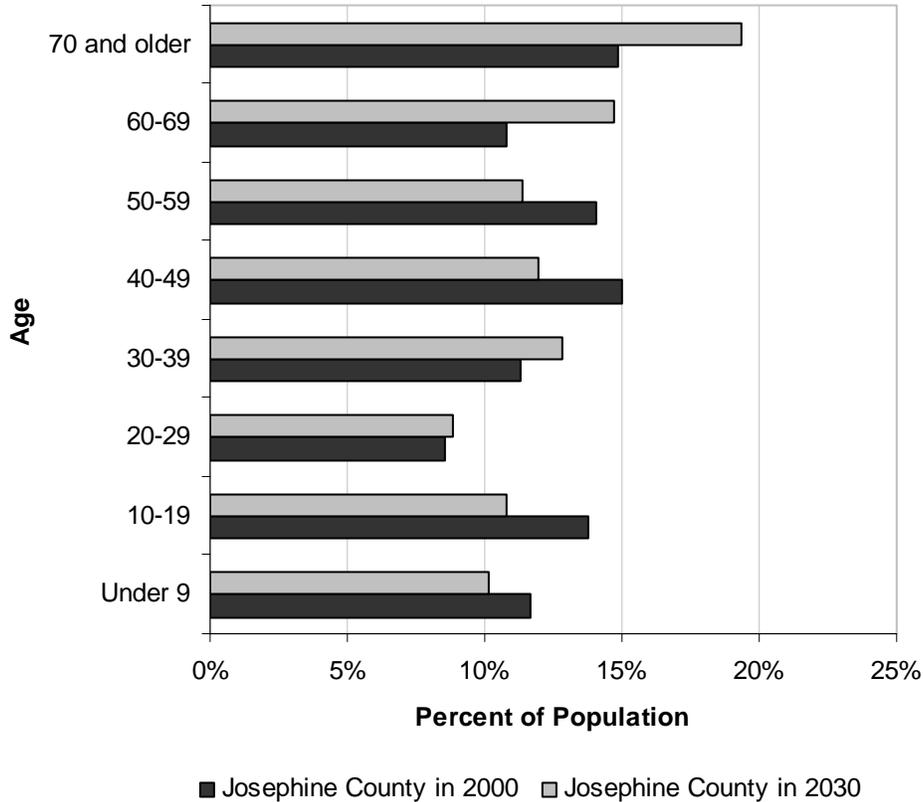
**FIGURE 9.40.6
POPULATION BY AGE
Oregon, Josephine County, and Grants Pass, 2000**



Source: US Census 2000

Figure 9.40.7 shows the Office of Economic Analysis’s (OEA) forecast of population by age group for 2000 to 2025. Figure 9.40.7 shows that the OEA forecasts that Josephine County will experience growth in all age groups, with the greatest growth in people 60 years and older, a group that is forecast to increase by 75%. Slowest growth is forecast for people younger than 29 years.

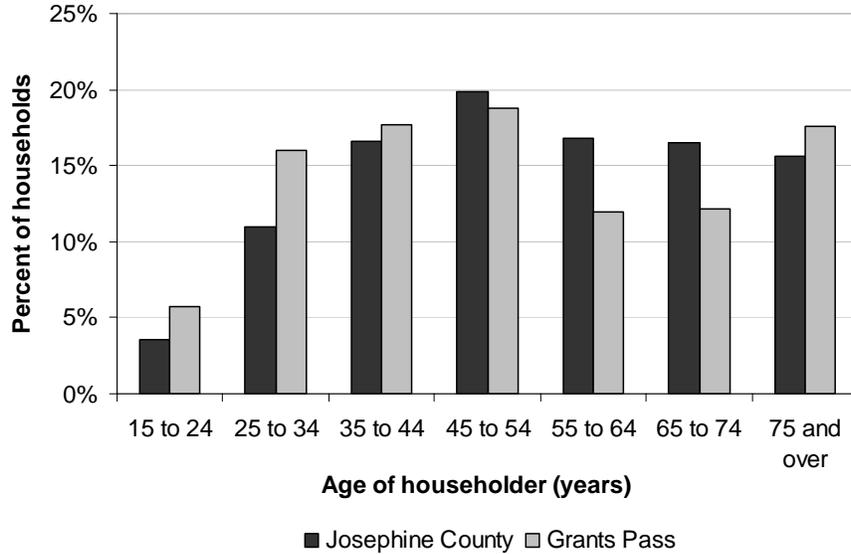
**FIGURE 9.40.7
CHANGE IN POPULATION BY AGE
Josephine County, 2000-2025**



Source: Oregon Office of Economic Analysis, 2004

Figures 9.40.7 through 9.40.10 show different characteristics of households by age of householder for Grants Pass, including number of households, size of households, tenure. Figure 9.40.8 shows that householders are aged 35 to 54 accounts for more than one-third of households in Grants Pass and Josephine County. Grants Pass has a larger share householders aged 34 and younger (22%) compared to Josephine County (15%).

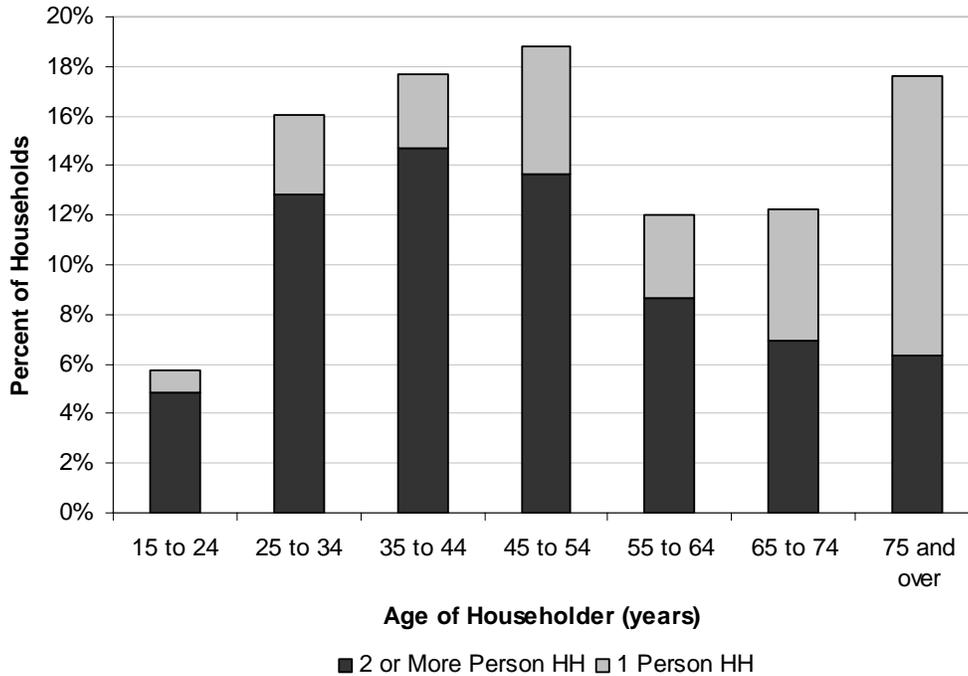
**FIGURE 9.40.8
HOUSEHOLDS BY AGE OF HOUSEHOLDER
Josephine County and Grants Pass, 2000**



Source: US Census 2000

Figure 9.40.9 shows households by household size and age of householder. The majority of households have two or more persons, except for householders 75 years and older. Younger householders are more likely to have households with two or more people. The share of households with two or more people peaks with householders aged 25 to 54. The share of one-person households is greatest for householders 75 years and older.

**FIGURE 9.40.9.
NUMBER OF HOUSEHOLDS BY HOUSEHOLD
SIZE AND AGE OF HOUSEHOLDER
Grants Pass, 2000**

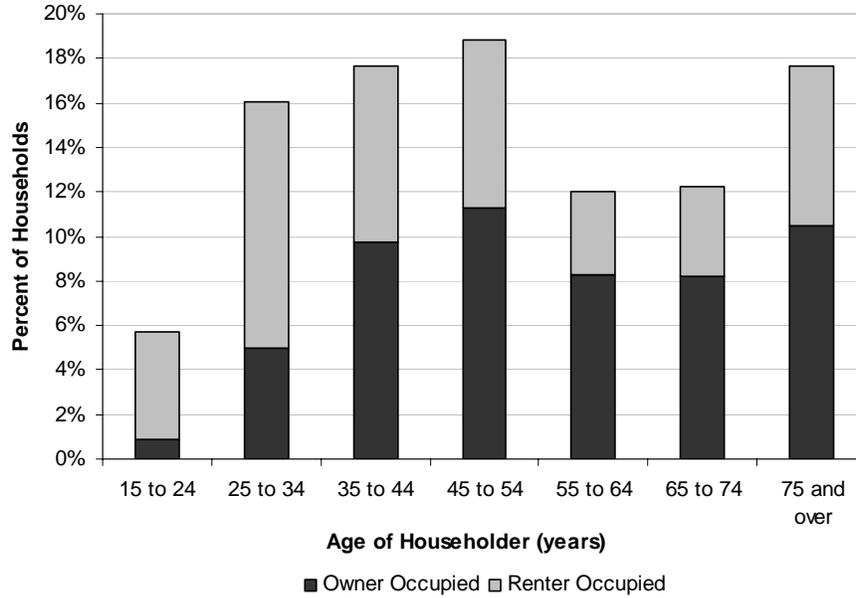


Source: US Census 2000

Figure 9.40.10 shows households by tenure and age of householder and Figure 9.40.11 shows households by household size, tenure, and age of householder. Grants Pass had more owner-occupied units than renter-occupied households in all age cohorts other than 15-24 and 25-34. Owner occupied households are generally older. The share of owner-occupied one-person households increased with age, while the share of owner-occupied households with two or more persons decreased with age. The share of one-person owner-occupied households exceeded the number of two or more person owner-occupied households over age 74

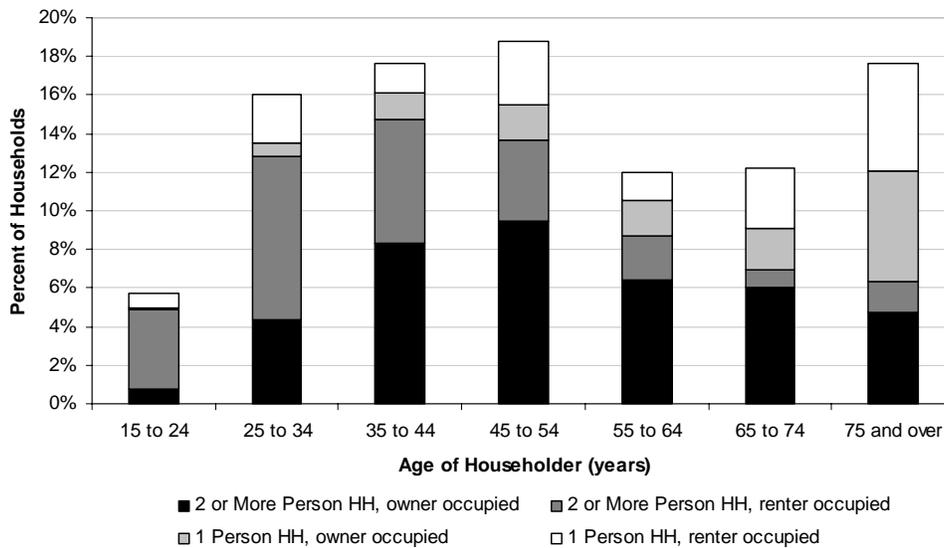
Renter occupied households were generally younger. The share of renter occupied units was largest for people aged 25 to 34 years. Over age 64, the number of one-person renter-occupied households increased. The number of two or more person renter-occupied households declined over age 34 through age 74, then increased over age 74.

FIGURE 9.40.10
HOUSEHOLDS BY TENURE AND AGE OF HOUSEHOLDER
Grants Pass, 2000



Source: US Census 2000

FIGURE 9.40.11
HOUSEHOLDS BY HOUSEHOLD SIZE, TENURE, AND AGE OF HOUSEHOLDER
Grants Pass, 2000



Source: US Census 2000

During the past 50 years, the composition of households in Oregon has changed. The share of family households other than married couples grew from about 11% of all households in 1950 to 16% in 2000. The most common type of “other” family households in Oregon is single women with children.

Table 9.40.9 shows household composition and Table 9.40.10 shows household size for Oregon, Josephine County, and Grants Pass. In 2000, 69% of Oregon households were households with no children. Of Oregon households with no children, 43% of these were married couples, 8% were other family households, and 49% were non-family households. Josephine County had a higher percentage of households with no children (73%), with a higher percentage of these (51%) being married couples.

In 2000, 31% of Oregon households were households with children. Of Oregon households with children, 72% were married couples, 20% were female householder with no husband present, and 8% were other family households. The percentage of households with children for Josephine County was lower, at 27%, while it was slightly higher for Grants Pass, at 32%. Grants Pass had a higher share of households with children with a female householders and no husband present (9%), than either the County or State (6%).

Grants Pass households show the following characteristics related to household size and composition when compared with Josephine County and the State:

- Grants Pass had fewer people per household, with an average household size of 2.36 people, compared to the County average of 2.41 and State average of 2.51 people per household.
- Compared to the State share of 1-person and 2-person households (62%), Josephine County and Grants Pass had larger shares, with Grants Pass (65%) slightly below Josephine County 66%).
- Grants Pass had a larger share of 1-person households (32%) than the State (26%) or County (25%).
- Grants Pass had a larger share of households with children (32%) compared with Josephine County (27%) and Oregon (31%). Grants Pass also had a larger share of female householders with children and no husband, 9% compared with the County and State averages of 6%.
- Grants Pass had a smaller share of households with married couples (46%), with and without children, than the State (52%) or County (56%).
- Grants Pass had a larger share of non-family households (36%) than the County average (30%) or State average (34%).
- Like Oregon and Josephine County, a large share of Grants Pass’ households do not include children and have multiple unrelated persons living in the household. In Grants Pass, 21% of households are “traditional” families (married couples with children living

at home). This means that all other family and non-family households make up 79% of all households. 68% of Grants Pass households have no children, 36% are composed of two or more unrelated adults, 54% do not have a married couple in the household, and 25% are married couples without children.

**TABLE 9.40.9
HOUSEHOLD COMPOSITION
Oregon, Josephine County, and Grants Pass, 2000**

Household Type	Oregon		Josephine County		Grants Pass	
	Number	Percent	Number	Percent	Number	Percent
Households with children	410,803	31%	8,454	27%	3,003	32%
Married couples	296,404	22%	5,929	19%	1,980	21%
Female householder, no husband present	83,131	6%	1,929	6%	865	9%
Other families	31,268	2%	596	2%	158	2%
Households without children	922,920	69%	22,573	73%	6,442	68%
Married couples	396,128	30%	11,458	37%	2,393	25%
Other families	70,740	5%	1,657	5%	628	7%
Nonfamilies	456,052	34%	9,458	30%	3,421	36%
Total Households	1,333,723	100%	31,027	100%	9,445	100%
Average Household Size	2.51		2.41		2.36	
Average Family Size	3.02		2.85		2.94	

Source: U.S. Census, 2000¹²

**TABLE 9.40.10
HOUSEHOLD SIZE
Oregon, Josephine County, and Grants Pass, 1990 and 2000**

Number of Persons in Household	Oregon		Josephine County		Grants Pass	
	Number	Percent	Number	Percent	Number	Percent
1990						
1-person	277,631	25%	5,874	23%	2159	30%
2-persons	393,755	36%	10,235	41%	2534	35%
3 or more	433,976	39%	8,984	36%	2476	35%
Total	1,105,362	100%	25,093	100%	7169	100%
2000						
1-person	347,547	26%	7,863	25%	3,018	32%
2-persons	477,561	36%	12,621	41%	3,159	33%
3 or more	510,001	38%	10,543	34%	3,268	35%
Total	1,335,109	100%	31,027	100%	9,445	100%

Source: U.S. Census, 1990 and 2000

¹² According to US Census Bureau definitions, households are classified as either family or non-family households. Family households are comprised of two or more people who are related by marriage, birth, or adoption. Non-family households are comprised of single persons, or two or more people who are not related.

Some people living in Grants Pass and Josephine County do not have a place to live. The State conducts an annual census of people staying in shelters on one night per year. According to information collected by the State, common reasons for homelessness include: substance abuse, unemployment, housing affordability, criminal history, domestic violence, and other reasons. Table 9.40.11 shows a snap-shot of the total number of homeless people in (or turned away from) shelters in Josephine County on one specific night. Between 2001 and 2007, Josephine County had an average of 245 people, including 75 children, staying in homeless shelters (or turned away from shelter). It is difficult to determine if the number of homeless people have increased over the seven year period because the data excludes people not staying in shelters. Apparent increases in homelessness may actually be an increase in the number of beds available in shelters.

**TABLE 9.40.11
PEOPLE STAYING IN OR TURNED AWAY
FROM HOMELESS SHELTERS
Josephine County, 2001-2007**

Year	Total	Children
2001	151	64
2002	237	78
2003	181	58
2004	213	60
2005	380	120
2006	229	57
2007	326	88
Average	245	75

Source: Homeless Shelter Nightcount reports for 2001-2007, Oregon Housing and Community Services

Note: The Nightcount was conducted at the end of March for 2001 through 2004. From 2005 to 2007, the Nightcount was conducted at the end of January.

The State also collects information about homeless children and youth enrolled in schools. Table 9.40.12 shows homeless children and youth attending school in the Grants Pass SD 7 and Three Rivers school districts. Table 9.40.12 shows that Grants Pass and Josephine County have homeless students in all grade levels, from kindergarten through high school. The number of homeless children and youth enrolled in SD 7 has varied from 71 students to 173 students. The number of homeless children and youth enrolled in Three Rivers School District has remained relatively stable, varying from 232 students and 287 students.

**TABLE 9.40.12
HOMELESS CHILDREN AND YOUTH ENROLLED IN
SCHOOL AT SD7 AND THREE RIVERS SCHOOL DISTRICTS
Josephine County and Grants Pass,
School Years 2004-2005 through 2006-2007**

School Type	2004 to 2005	2005 to 2006	2006 to 2007
Grants Pass SD 7			
Elementary (Grades K-5)	39	40	72
Middle (Grades 6-8)	20	16	56
High (Grades 9-12)	24	15	45
SD 7 Total	83	71	173
Three Rivers School District			
Elementary (Grades K-5)	146	166	179
Middle (Grades 6-8)	76	80	25
High (Grades 9-12)	31	41	28
Three Rivers Total	253	287	232

Source: SD 7 and Three Rivers school districts

Table 9.40.13 shows the number of persons of Hispanic or Latino origin in Oregon, Josephine County, and Grants Pass for 1990 and 2000. The Census data show that Grants Pass had a larger share of Hispanic population (5.4%) compared to the County (4.3%) but a smaller share compared to the State (8.0%). Grants Pass Hispanic population grew from 494 residents in 1990 to 1,236 residents in 2000, an increase of 742 people or 150%.

The Hispanic population grew faster in Grants Pass than the overall population, which is similar to State trends. National demographic trends suggest that this trend will continue in Grants Pass. By 2050, the Census forecasts that Hispanics will account for 24% of the population nationwide.

TABLE 9.40.13
PERSONS OF HISPANIC OR LATINO ORIGIN
Oregon, Josephine County, and Grants Pass, 1990 and 2000

	Oregon	Josephine County	Grants Pass
1990			
Total Population	2,842,321	62,649	17,488
Hispanic or Latino	112,707	1,749	494
Percent Hispanic or Latino	4.0%	2.8%	2.8%
2000			
Total Population	3,421,399	75,726	22,865
Hispanic or Latino	275,314	3,229	1,236
Percent Hispanic or Latino	8.0%	4.3%	5.4%
Change 1900-2000			
Hispanic or Latino	162,607	1,480	742
Percent Hispanic or Latino	144%	85%	150%

Source: U.S. Census, 1990 and 2000

In conclusion, in addition to the household size and composition trends described above, the following trends influence housing need in Grants Pass and Josephine County:

- Grants Pass is attracting retirees or near retirees and families with children. Grants Pass has a larger share of residents under 19 years and 70 years and older than Josephine County or Oregon. During the 1990's the fastest growing groups were 45 to 64 years and 5 to 17 years. The slowest growing group was 65 years and older. These demographic changes will impact the types of housing needed in Grants Pass over the next 20-years.
- Migration is an important contributor to population growth. A larger share of residents of Grants Pass moved to the city from out of state, compared with the County average.
- Josephine County and Grants Pass have a homeless population, which includes children. On average, the County has had 245 homeless people including 75 children staying in or turned away from a shelter on a given day between 2001 to 2007. The Three Rivers School District had between 232 and 287 homeless students for the 2004 to 2005 through 2006 to 2007 school years. SD 7 had between 71 and 173 homeless students for the same school years.
- Grants Pass is becoming more ethnically diverse. Hispanic population grew from 494 residents in 1990 to 1,236 residents in 2000, an increase of 742 people or 150%. National trends suggest that Grants Pass will continue to become more ethnically diverse. Hispanic residents tend to become homeowners at a younger age than non-Hispanic residents.

A clear linkage exists between demographic characteristics and housing choice. This is more typically referred to as the linkage between life-cycle and housing choice and is documented in detail in several publications.¹³ ECONorthwest used Public Use Microsample (PUMS) data from the 2000 Census to describe the relationship between selected demographic characteristics and housing choice.¹⁴ This analysis identified several key relationships:

- Homeownership rates increase as income increases;
- Homeownership rates generally increase as age increases;
- Choice of single-family detached housing types increases as income increases;
- Renters are much more likely to choose multiple family housing types than single-family; and
- Income is a strong determinate of tenure and housing type choice for all age categories.

Demographic trends in Grants Pass have been similar to state and national trends, with increases in people aged 45 to 64, and people aged 5 to 17 (in families with children), and increases in Hispanic population. If these trends continue, housing demand is likely to change in Grants Pass.

- Demand for multi-family and single-family attached housing is likely to increase with the increase in low and moderate income residents and non-traditional families (those other than married couples with children living at home). As the population ages and housing becomes more expensive, demand for high amenity multi-family housing may increase as the baby boomers begin to downsize.
- Demand for single-family detached housing is likely to continue, especially from families with children and in-migrants.
- Demand for group quarters for retirees, such as an active retirement community, is likely to increase. Recent trends have included “transitional living” communities with a combination of independent and assisted-living facilities, including a mix of multi-family or single-family attached units and group quarters units that allow for “aging in place”.
- Demand for ownership products will likely increase due to ongoing in-migration and the City’s relatively low ownership rate.

¹³ This linkage is identified in the DLCD Workbook. It is described in detail in *Households and Housing: Choice and Outcomes in the Housing Market*, Clark and Dieleman, Center for Policy Research, 1996.

¹⁴ ECO used the 5% Public Use Microsample (PUMS) data set for this analysis. A description of the PUMS data can be found at www.census.gov.

Factors that influence households' locational choices

Residential choice means the choice of both a location and a housing type. Households consider many factors in making housing choices: views, neighborhood characteristics, quality of schools, tax rates, and commute time. All of these factors relate to location. Housing type is defined by many attributes, the most important of which are structure type (e.g., single-family, multifamily) and size, lot size, quality and age, price, and tenure (own/rent). All of these attributes—what real estate economists refer to as the *bundle of goods* that one purchases when making a housing choice—affect residential choice.

Households value a variety of site and structure characteristics, including:

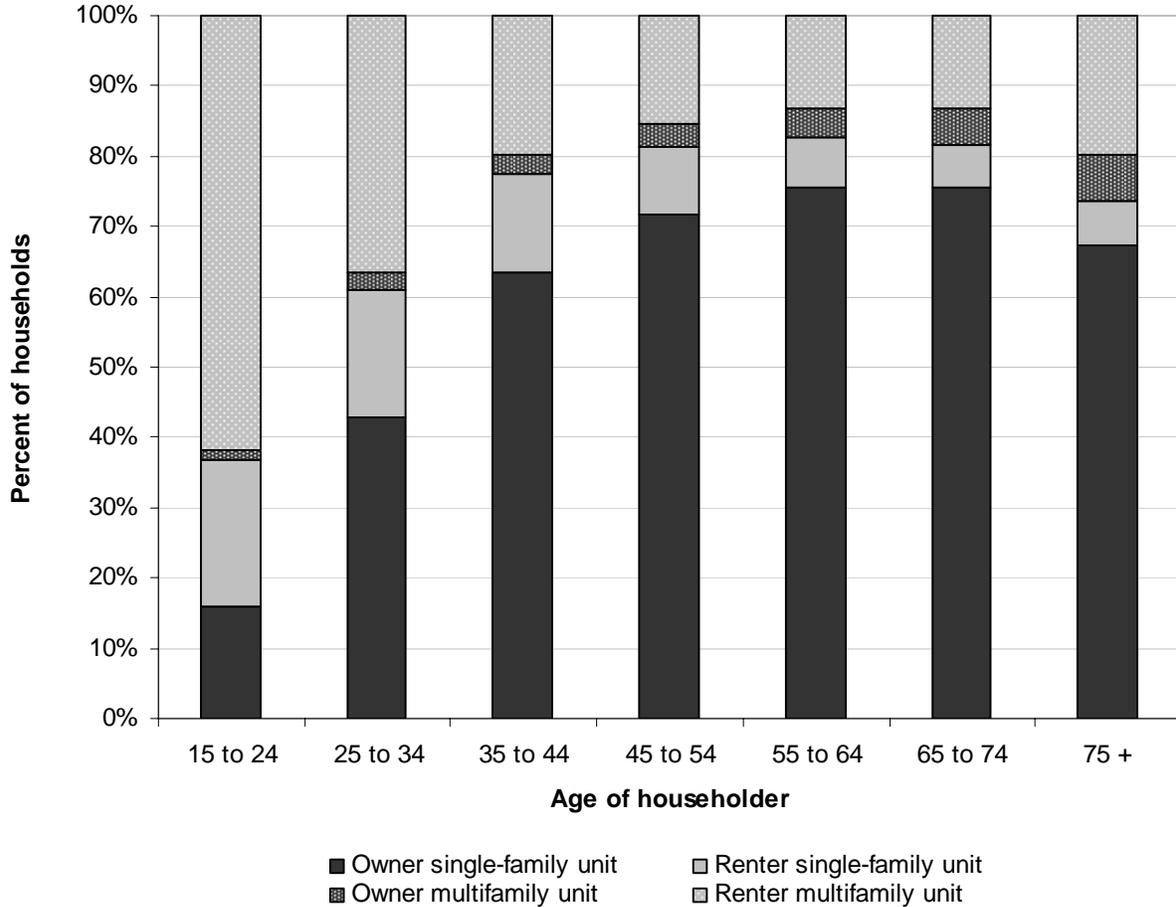
- **Access to work.** At least one member of each household, and often two members, commutes to work daily. Recent research into household location questions the emphasis early studies placed on commuting to work. There is no doubt that other factors influence location decisions, or that the automobile gives households considerable flexibility in choosing a location, but access to work remains an important determinant of household location.
- **Access to shopping, recreation, friends.** Recent research reveals that about 70% of all household travel is for non-work purposes. People travel from their homes to shopping, recreation, and other neighborhoods. Households value access to a variety of destinations.
- **Public services.** Households value a variety of public services, some of which vary by location. The quality and price of water, sewer, drainage, and power service typically vary little within an urban area. The quality of other public services, especially schools and police and fire protection can often vary substantially, and have a large impact on a household's location decision.
- **Neighborhood characteristics.** Characteristics of residential neighborhoods—character of development, income, age, size of households, and environmental quality—vary dramatically within a metropolitan area, and are important to households.
- **Land and improvements.** As with businesses, the desire for space varies by household, and households are willing to trade-off space for other attributes, such as accessibility and amenities. Some families, for example, are willing to pay more for space, and use less of it, in areas with especially good schools.

The literature is inconclusive on the relative weight of site and structure characteristics in housing location choice. No one disagrees that travel time is an important variable that households consider when making a residential location choice. Casual observation of the choices of one's self and one's acquaintances confirms the point; the field of urban economics is based on the presumed tradeoff between travel time and land prices (which generally decrease with distance from places that a lot of people want to be).

Housing preference can impact a household's decision to live in a community. Households will base their decision to move to Grants Pass, in part, on the types of housing available in the City. Housing preferences change throughout a person's lifetime. The type of housing preferred by young, single people is different than housing preferences of middle-aged people with children or elderly people. Three housing characteristics that are strongly related to housing location and housing type are: age of the head of household; size of the household; and income.

Figure 9.40.12 illustrates the relationship between age, housing type, and housing tenure. People younger than 25 typically have greater mobility and less income than people who are older. They are also less likely to have children. As a result, people in this age group are more likely to be renters, and renters are more likely to live in multifamily housing. Homeownership rates increase with the age until age 75, when homeownership rates begin to decrease. Ownership of single-family housing types is greatest for people aged 45 to 74. While single-family housing ownership declines over age 75, ownership of multifamily units continues to increase. Figure 9.40.12 shows these general patterns but also shows that these patterns are not absolute.

**FIGURE 9.40.12
TENURE AND HOUSEHOLD TYPE BY
AGE OF HOUSEHOLD HEAD, U.S., 2000**

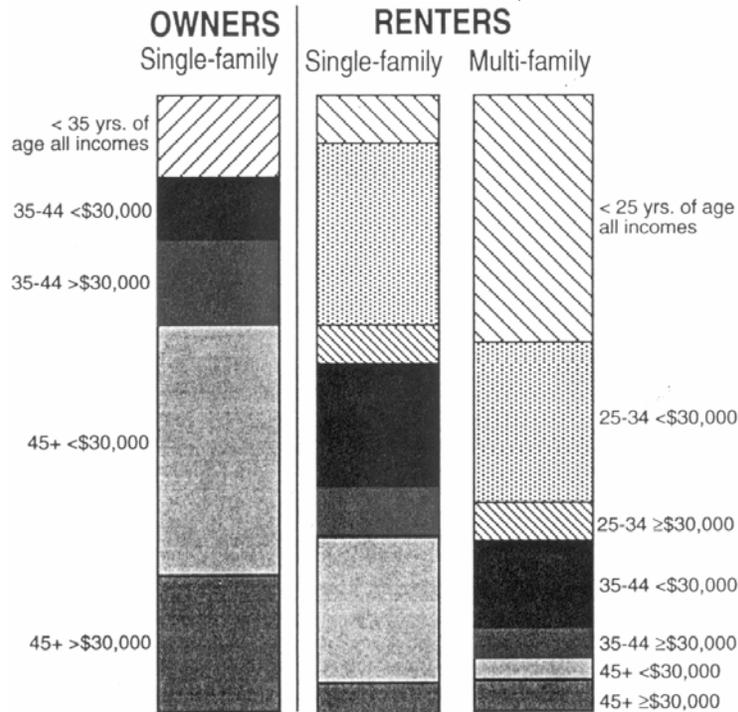


Source: U.S. Census, 2000

Note: Single-family units include single-family attached and detached units and manufactured and mobile homes. Multifamily units include structures with two or more units per structure.

Figure 9.40.13 shows the effects of age and income on the choice of housing type and tenure in the U.S. in 1990. Figure 9.40.13 shows a strong preference for single-family housing and housing ownership when income allows, regardless of age.

**FIGURE 9.40.13
COMPOSITION OF OWNER AND RENTER TENURES
FOR U.S. HOUSEHOLDS, 1990**



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

Figures 9.40.4 and 9.40.5 illustrate demographic relationships that can help to estimate future housing demands because housing life cycle and housing choice interact in predictable ways. The age of the household head is related with household size and income, which affect housing preferences. Income affects the ability of a household to afford their preferred housing type.

9.44 Housing affordability

Income is one of the key determinants in housing choice and households' ability to afford housing. This section presents estimates of housing affordability based on housing costs and the income of current households in the community.

A typical standard used to determine housing affordability is that a household should pay no more than 30% of its total monthly household income for housing, including utilities. According to the U.S. Census, nearly 19,000 households in the region—about one-third—paid more than 30% of their income for housing in 2000.

One way of exploring the issue of financial need is to review wage rates and housing affordability. Table 9.40.14 shows an analysis of affordable housing wage and rent gap for households in Grants Pass at different percentages of median family income (MFI). The data are

for household living in a two bedroom unit. Households earning less than approximately \$20,850 annually are not able to afford a two-bedroom dwelling that rents for HUD's fair market rent (\$639 per month). The results indicate that a household must earn about \$12.25 an hour to afford a two-bedroom unit according to HUD's market rate rent estimate.

TABLE 9.40.14
ANALYSIS OF AFFORDABLE HOUSING WAGE AND RENT GAP BY HUD INCOME
CATEGORIES
Josephine County, 2007

Value	Minimum Wage	30% MFI	50% MFI	80% MFI	100% MFI	120% MFI
Annual Hours	2086	2086	2086	2086	2086	2086
Derived Hourly Wage	\$7.25	\$6.00	\$10.00	\$15.99	\$19.99	\$23.99
Annual Wage At Minimum Wage	\$15,124	\$12,510	\$20,850	\$33,360	\$41,700	\$50,040
Annual Affordable Rent	\$4,537	\$3,753	\$6,255	\$10,008	\$12,510	\$15,012
Monthly Affordable Rent	\$378	\$313	\$521	\$834	\$1,043	\$1,251
HUD Fair Market Rent (2 Bedroom)	\$639	\$639	\$639	\$639	\$639	\$639
Is HUD Fair Market Rent Higher Than The Monthly Affordable Rent?	Yes	Yes	Yes	No	No	No
Rent Paid Monthly OVER 30% of Income	\$261	\$326	\$118	na	na	na
Rent Paid Annually OVER 30% of Income	\$3,131	\$3,915	\$1,413	na	na	na
Percentage of Income Paid OVER 30% of Income for Rent	21%	31%	7%	na	na	na
Total Spent on Housing	51%	61%	37%	23%	18%	15%
For this area what would the "Affordable Housing Wage" be?	\$12.25	\$12.25	\$12.25	\$12.25	\$12.25	\$12.25
The Affordable Housing Wage Gap IS:	\$5.00	\$6.26	\$2.26	na	na	na

Source: HUD, Oregon office; analysis by ECONorthwest
MFI: Median family income

The total amount a household spends on housing is referred to as cost burden. Total housing expenses are generally defined to include payments and interest or rent, utilities, and insurance. HUD 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 consistent with the Goal 10 requirement of providing housing that is affordable to all households in a community.

Table 9.40.15 shows housing costs as a percent of income by tenure for Grants Pass households in 2000. The data show that about 39% of Grants Pass households experienced cost burden in 2000. The rate was much higher for renters (45%) than for homeowners (32%). This finding is consistent with other Oregon cities, where it is much more common for renters to experience higher rates of cost burden.

TABLE 9.40.15
HOUSING COST AS A PERCENTAGE OF HOUSEHOLD INCOME
Grants Pass City Limits, 2000

Percent of Income	Owners		Renters		Total	
	Number	Percent	Number	Percent	Number	Percent
Less than 20%	1,012	33%	1,091	26%	2,103	29%
20% - 24%	587	19%	603	15%	1,190	17%
25% - 29%	487	16%	571	14%	1,058	15%
30% - 34%	339	11%	290	7%	629	9%
35% or more	625	20%	1,584	38%	2,209	31%
Total	3,050	100%	4,139	100%	7,189	100%
Cost Burden	964	32%	1,874	45%	2,838	39%

Source: US Census 2000

Table 9.40.16 shows a rough estimate of affordable housing cost and units by income levels for Grants Pass in 2000. Several points should be kept in mind when interpreting this data:

- Because all of the affordability guidelines are based on median family income, they provide a rough estimate of financial need and may mask other barriers to affordable housing such as move-in costs, competition for housing from higher income households, and availability of suitable units. They also ignore other important factors such as accumulated assets, purchasing housing as an investment, and the effect of down payments and interest rates on housing affordability.
- Households compete for housing in the marketplace. In other words, affordable housing units are not necessarily *available* to low income households. For example, if an area has a total of 50 dwelling units that are affordable to households earning 30% of median family income, 50% of those units may already be occupied by households that earn more than 30% of median family income.

The data in Table 9.40.16 indicate that in 2000:

- More than 25% of Grants Pass households could not afford a studio apartment according to HUD's estimate of \$461 as fair market rent;
- Approximately 30% of Grants Pass households could not afford a one-bedroom apartment at HUD's fair market rent level of \$528
- Approximately 45% of Grants Pass households could not afford a two-bedroom apartment at HUD's fair market rent level of \$639;
- A household earning median family income (\$41,700) could afford a home valued up to about \$104,250.

TABLE 9.40.16
ROUGH ESTIMATE OF HOUSING AFFORDABILITY
Grants Pass, 2000

Income Level	Number of HH	Percent	Affordable Monthly Housing Cost	Crude Estimate of Affordable Purchase Owner-Occupied Unit	Est. Number of Owner Units	Est. Number of Renter Units	Surplus (Deficit)	Notes
Less than \$10,000	1,303	13.8%	\$0 to \$250	\$0 to \$25,000	119	459	-724	
\$10,000 to \$14,999	915	9.7%	\$250 to \$375	\$25,000 to \$37,000	69	404	-442	
\$15,000 to \$24,999	1,886	20.0%	\$375 to \$625	\$37,500 to \$62,500	171	2197	482	1 bdrm: \$528
\$25,000 to \$34,999	1480	15.7%	\$625 to \$875	\$62,500 to \$87,500	985	865	370	HUD FMR 2 bdrm: \$639
\$35,000 to \$49,000	1677	17.8%	\$875 to \$1,250	\$87,500 to \$125,000	1964	241	528	4 bdrm: \$1008
Josephine County MFI: \$41,700			\$1,043	\$104,250			0	
\$50,000 to \$74,999	1265	13.4%	\$1,250 to \$1,875	\$125,000 to \$187,500	1366	107	208	
\$75,000 to \$99,999	519	5.5%	\$1,875 to \$2,450	\$187,500 to \$245,000	276	10	-233	
\$100,000 to \$149,999	264	2.8%	\$2,450 to 3,750	\$245,000 to \$375,000	168	0	-96	
\$150,000 or more	136	1.4%	More than \$3,750	More than \$375,000	42	0	-94	
Total	9,445	100.0%			5,160	4,285	0	

Source: 2000 Census, HUD Section 8 Income Limits, HUD Fair Market Rent. Based on Oregon Housing & Community Services. Housing Strategies Workbook: *Your Guide to Local Affordable Housing Initiatives, 1993.*

Notes: FMR-Fair market rent

The conclusion based on the data presented in Table 9.40.16 is that in 2000 Grants Pass had a significant deficit of more than 1,100 affordable housing units for households that earn less than \$15,000 annually. Housing prices have increased significantly in the past five years; the affordability gap for lower income households has probably increased considerably.

Housing prices have increased across all of Oregon since 2000. Prices have risen rapidly in Southern Oregon. According to the Office of Federal Housing Enterprise Oversight, the average sales price of a single-family home in Jackson County (the Medford MSA) increased 215% between 2000 and 2006.

Sales prices in Grants Pass increased at a slower rate than in Jackson County. Table 9.40.17 shows the change in average sales price in Grants Pass between 2000 and 2006 based on sales data from the Josephine County Assessor. The average sales price increased from about \$119,000 in 2000 to \$273,000 in 2006, an increase of more than \$154,000 or 130%. The greatest increase in average sales price took place in 2003 and 2005. The number of houses sold peaked between 2002 and 2005.

**TABLE 9.40.17
AVERAGE SALES PRICE
Grants Pass 2000 to 2006**

Year	Number	Avg. Price	% Change
2000	423	\$119,058	--
2001	473	\$118,027	-0.9%
2002	637	\$138,511	17.4%
2003	796	\$201,935	45.8%
2004	959	\$201,314	-0.3%
2005	1,008	\$246,425	22.4%
2006	476	\$273,404	10.9%
Change 2000-2006			
Value		\$154,346	
Percent		130%	

Source: Josephine County Assessor's Database

A comparison of sales prices to household income highlights the increasing affordability gap. Table 9.40.18 shows a comparison of housing value and rent to household income for 2000 and 2006 in Josephine County.¹⁵ The data show the median value of owner-occupied units increased 108% during this 6-year period, while the median rent increase 18%. Median household income increased 28% during the period. Thus, the affordability of ownership has decreased while rentals have become slightly more affordable.

¹⁵ No comparable data for these time periods is available for Grants Pass. A review of Census data suggests that both housing costs and income are slightly lower in Grants Pass than the County average.

**TABLE 9.40.18
COMPARISON OF SALES PRICE AND MONTHLY RENTS
TO HOUSEHOLD INCOME
JOSEPHINE COUNTY 2000-2006**

Year	Median Owner Value	Avg. Monthly Rent	Median HH Income	Ratio of Housing Price to Income	Ratio of Ann. Rent to Income
2000	\$128,700	\$534	\$31,229	4.1	0.21
2006	\$268,200	\$628	\$39,993	6.7	0.19
Change 2000-2005					
Value	\$139,500	\$94	\$8,764		
Percent	108%	18%	28%		

Source: American Factfinder, 2006

Avg monthly rent: Gross rent as defined by the Census Bureau. Gross rent includes rent payment plus selected utility costs.

The measures of housing affordability presented above are based on household income. However, housing affordability is also affected by wealth. Nation trends¹⁶ show that older Americans, particularly baby boomers have higher incomes and greater wealth than younger age groups and previous generations. Table 9.40.19 shows that households aged 45 to 54 have a median family income of \$61,000, compared to the median family income for all households of \$43,200. Median family income declines to \$23,700 for households 85 years and older. The combination of high household income and low number of dependents result in the large per capita income for baby boomers.¹⁷ In addition, older Americans have lower poverty levels, with 9.8% of people aged 65 years and over in poverty in 2004, compared to 11.3% of people aged 18 to 64. Poverty rates are higher among the oldest seniors, with 12.6% of people 85 years and older in poverty.¹⁸

¹⁶ Reliable data about accumulated assets and wealth by age group is not available at the state or city level.

¹⁷ How Changes in the Nation's Age and Household Structure Will Reshape Housing Demand in the 21st Century, Martha Farnsworth Riche, Ph.D., 2003.

¹⁸ Federal Interagency Forum on Aging-Related Statistics, "Older Americans Update 2006: Key Indicators of Well-Being," May 2006.

TABLE 9.40.19
MEASURES OF FINANCIAL WORTH BY AGE GROUP
UNITED STATES 2004

Family by age group	Family Income (Median)	Net Worth (Median)	Primary Residence (Median Value)	Financial Assets (Median Value)
45 - 54	\$61,100	\$144,700	\$170,000	\$38,600
55-64	\$54,400	\$248,700	\$200,000	\$78,000
65-74	\$33,300	\$190,100	\$150,000	\$36,100
75 +	\$23,700	\$163,100	\$125,000	\$38,800
All families	\$43,200	\$93,100	\$160,000	\$23,000

Source: Federal Reserve report "Recent changes in U.S. Family Finances: Evidence from the 2001 and 2004 Survey of Consumer Finances"

The major sources of income for people 65 years and older in 2004 were Social Security, earnings, and pensions. Income from Social Security accounted for 39% of income in 2004, compared to 34% in 1967. Earnings from work accounted 26% of income, down from 29% of income in 1967. Pensions accounted for 20% of income, compared to 12% in 1967.¹⁹

Income only accounts for a portion of worth. Table 9.40.19 shows that median net worth is greatest among families 54 to 64 years (\$248,700) and 65 to 74 years (\$190,000). Net worth for families 75 years and older (\$163,100) remains substantially higher than the average net worth for all families (\$93,100).

Two of the most important assets for all families are a family's primary residence and their financial assets. The value of these assets is higher for people 45 years and over when compared to the average value for all families and peaks for families 55 to 64 years and decreases in older households, while continuing remaining above the average for all families.

In addition to household income, older Americans also have substantial home equity, which was estimated to be \$2.5 trillion in 2000, and has continued to grow.²⁰ A 2006 report by the Mortgage Bankers Association called older Americans' home equity "the most important non-pension asset in household portfolios, and a large reserve of untapped wealth." The baby boomers unprecedented financial capabilities will continue to increase as they inherit their parents' properties and investments.²¹ Table 9.40.19 shows that median home value was greatest for families 55 to 64 years and decreases in older households, while remaining above the average for all families.

¹⁹ Federal Interagency Forum on Aging-Related Statistics, "Older Americans Update 2006: Key Indicators of Well-Being," May 2006.

²⁰ Housing Trends Among Baby Boomers, Gary V. Engelhardt, 2006.

²¹ Resort-Style Retirement, Lewis M. Goodkin, 2000.

Another important source of wealth is financial assets, which include bonds, stock, retirement accounts, cash value of life insurance, certificates of deposit, and other investments. The value of financial assets was also greatest for families 55 to 64 years and decreases in older households, while remaining above the average for all families.

The implication of the data in Table 9.40.19 is that retired people or those nearing retirement may be able to afford to purchase more expensive dwellings than younger people. The majority of older people purchasing new homes are likely to be in-migrants, rather than existing residents. According to a number of sources, the majority of seniors prefer to continue living in their current home. An AARP survey conducted in 2000 found that 83% of seniors prefer to continue living in their current residence as long as possible and 69% of respondents age 55 years and over expected to continue living in their current residence indefinitely.²² Challenges that seniors face in continuing to live in their current home include changing healthcare needs, financial concerns, home maintenance, loss of mobility, and property taxes.

However, in-migrants have made the choice to move, often from out-of-state. According to information in Table 9.40.19, older in-migrants will have, on average, greater accumulated wealth and ability to afford a more expensive dwelling than younger in-migrants.

9.45 Estimate of additional units needed by structure type²³

Step four of the housing needs analysis as described in the DLCD Workbook is to develop an estimate of need for housing by income and housing type. This requires some estimate of the income distribution of future households in the community. The estimates presented in this section are based on (1) secondary data from the Census, and (2) analysis by ECONorthwest.

The baseline forecast assumes 3.6% of new population (742 people) will be in group quarters, and the remaining population (19,686) will require dwelling units. The analysis (Table 9.40.5) indicated that Grants Pass needs 8,782 new dwelling units for the 2007-2027 period. The first step in estimating units by structure type is to evaluate income as it relates to housing affordability. Table 9.40.20 shows an estimate of needed dwelling units by income level for the 2007-2027 period. The analysis uses market segments consistent with HUD income level categories. The analysis shows that about 53% of households in Grants Pass could be considered high or upper-middle income in 2007 and that about 53% of the housing need will derive from households in these categories.

²² AARP, "Fixing to Stay: A National Survey of Housing and Home Modification Issued," May 2000, page 27.

²³ Note: Manufactured dwellings are a permitted use in all residential zones that allow 10 or fewer dwellings per net buildable acre. As a result, Grants Pass is not required to estimate the need for manufactured dwellings on individual lots per OAR 660-024-0040 (7) (c).

TABLE 9.40.20
ESTIMATE OF NEEDED DWELLING UNITS BY INCOME LEVEL
Grants Pass 2007-2027

Market Segment by Income	Income range	Number of Households	Percent of Households	Financially Attainable Products		
				Owner-occupied	Renter-occupied	
High (120% or more of MFI)	\$55,800 or more	2,804	32%	All housing types; higher prices	All housing types; higher prices	Primarily New Housing ↑
Upper Middle (80%-120% of MFI)	\$37,200 to \$55,800	1,862	21%	All housing types; lower values	All housing types; lower values	
Lower Middle (50%-80% of MFI)	\$23,250 to \$37,200	1,681	19%	Manufactured on lots; single-family attached; duplexes	Single-family attached; detached; manufactured on lots; apartments	Primarily Used Housing ↓
Low (30%-50% or less of MFI)	\$13,950 to \$23,250	883	10%	Manufactured in parks	Apartments; manufactured in parks; duplexes	
Very Low (Less than 30% of MFI)	Less than \$13,950	1,552	18%	None	Apartments; new and used government assisted housing	

Source: ECONorthwest

Table 9.40.21 shows the number of new units needed by housing type (single-family or multi-family). The need for 8,782 housing units needed for the new 19,686 population from 2007-2027 is based on the following trends and assumptions:

- Population will increase by 20,428 people from 2007 to 2027, as forecast in Josephine County’s adopted population forecast.
- About 3.6% of new population or 742 people will locate in group quarters, based on the share of population in group quarters from the 2000 Census. The OEA forecast that people 70 years and older (the group most likely to live in group quarters such as a nursing home) will grow from 15% of Josephine County’s population in 2000 to 19% of the County’s population in 2030.
- The average household size will continue to be 2.36 people per household, based on information from the 2000 Census, a “safe harbor” assumption established in OAR 660-024.
- Vacancy rates for all housing types is 5.3%. This assumption reflects aggregated vacancy rates by housing type in 2000.

- The needed mix of housing is 75% single-family housing types and 25% multifamily types. The needed mix is based on the following factors:
 - Josephine County and Grants Pass are growing, with all growth resulting from in-migration. The County grew by 22,270 people between 1980 and 2006. Much of this growth occurred in Grants Pass.
 - The share of single-family housing types held relatively steady between 1990 and 2000, with single-family housing accounting for 74% of housing in 2000. Over the 2001 to 2006 period, 75% of the permits issued were for single-family housing types.
 - Grants Pass has historically zoned more land for multifamily development than has actually been used for multifamily uses, especially in Moderate and High Density designations. The City has provided the opportunity for development of more dense, affordable housing than occurred over the 2001 to 2006 period. Despite increases in home value (and corresponding decreases in housing affordability) during the 2001 to 2006 period, the market continued producing 75% single-family and 25% multifamily housing types.
 - Future housing needs will be driven by in-migration. Many of these in-migrants are likely to be retired or semi-retired people moving to Grants Pass from out of state and are likely to have substantial wealth from selling their previous home or from other accumulated assets. These residents are likely to choose to purchase a home, most frequently a single-family detached unit.
 - The housing needs analysis assumes that future development will continue to respond to market pressures, resulting in a continuation of the historic housing split. However, the City will continue to provide land for multifamily housing to allow for the opportunity for multifamily development based on housing market demand.
 - The average net density for all residential development occurring in Grants Pass between 1996 and 2000 was 5.1 units per net acre. The net density in the Low Density designation (where 43% of growth occurred) was 3.5 units per net acre. Growth in Moderate and High Density plan designations averaged 6.3 units per net acre and 9.4 units per net acre respectively.

**TABLE 9.40.21
FORECAST OF NEW HOUSING UNITS BY TYPE
Grants Pass, 2007-2027**

Variable	Baseline Estimate of Housing Units (2007-2027)
Change in persons	20,428
<i>minus</i> Change in persons in group quarters	742
<i>equals</i> Persons in households	19,686
Average household size	2.36
New occupied DU	8,342
<i>times</i> Aggregate vacancy rate	5.3%
<i>equals</i> Vacant dwelling units	440
Total needed new dwelling units (2007-2027)	8,782
Single-family dwelling units	
Percent single-family DU	75%
Total new single-family DU	6,587
Multiple family dwelling units	
Percent multiple family DU	25%
New multiple family DU	2,196
Totals	
<i>equals</i> Total new occupied dwelling units	8,342
Aggregate household size (persons/occupied DU)	2.36
<i>plus</i> Vacant dwelling units	440
<i>equals</i> Total new dwelling units	8,782
Dwelling units needed annually	439

Source: ECONorthwest

The next step in the analysis is to relate income levels to tenure and structure type. Table 9.30.3 showed tenure by structure type from the 2000 Census. Table 9.40.22 shows an estimate of needed housing by structure type and tenure for the 2007-2027 planning period. The housing needs analysis suggests that the housing mix will remain consistent with historical mix, resulting in a housing mix for needed units from 2007 to 2027 of 75% single-family and 25% multi-family. The overall housing mix in 2027 for the UGB will be approximately 75% single-family, including manufactured, 25% multi-family. This average does not account for the development existing in the Urbanizing Area in 2000 (within the UGB outside City limits).

The housing needs analysis also suggests the City will see a higher rate of homeownership in the future. Thus, the tenure split is increased from 53% owner-occupied/47% renter occupied to 60% owner-occupied/40% renter occupied.

TABLE 9.40.22
ESTIMATE OF NEEDED DWELLING UNITS BY TYPE AND TENURE
Grants Pass 2007-2027

Housing Type	Owner-Occupied		Renter-Occupied		Total	
	New DU	Percent	New DU	Percent	New DU	Percent
Needed Units, 2007-2027						
Single-family types						
Single-family detached	4,532	86%	1,265	36%	5,796	66%
Manufactured in Parks	53	1%	35	1%	88	1%
Single-family attached	527	10%	176	5%	703	8%
Subtotal	5,111		1,475		6,587	75%
Multi-family						
Multifamily	158	3%	2,037	58%	2,196	25%
Subtotal	158		2,037		2,196	25%
Total	5,269	60%	3,513	40%	8,782	100%

9.46 Needed density range for residential development

Table 9.40.23 shows the forecast of needed housing units and density of needed units in Grants Pass for the period 2007-2027.

Grants Pass makes the following findings in support of the density assumptions used in Table 9.40.23:

- Grants Pass had an average residential density of 5.1 dwelling units per net acre or about 8,541 square feet of land per dwelling unit between 1999 and 2006 (Table 9.30.4). Average single-family detached density was 4.7 units per net acre. In the Low Density plan designation, single-family detached dwellings averaged 3.5 dwelling units per net residential acre, or about 12,446 square feet per dwelling unit. The moderate density designation averaged 6.3 dwellings per net acre (about 6,915 square feet per dwelling unit), the high density designation averaged 9.4 dwelling units per net residential acre (about 4,634 square feet per dwelling unit). The high-rise residential designation averaged the highest net density, with 26.4 units per net acre (about 1,650 square feet per dwelling unit).
- National homeownership rates have been increasing and reached nearly 70% in 2006. The homeownership rate in Grants Pass in 2000 was considerably lower at 53%. It is the policy of the City to provide homeownership opportunities to Grants Pass residents.
- National trends are towards larger units (both single-family and multifamily) on smaller lots.
- Nearly 27% of dwelling units in Grants Pass in 2000 were multifamily types.

- The “needed” density for new single-family dwellings for 2007-2027 in the housing needs analysis is 5.5 dwelling units per net acre. This assumption is an increase of about 15% over the historical density (actual built density, not zoned density) of 4.7 dwellings per net acre for single-family detached units in all plan designations. Increasing the average density of single-family detached dwellings should result in the provision of more affordable single-family detached units as a result of decreased lot sizes.
- Topography, lot configurations, and other factors typically reduce land use efficiency. The achieved density may be lower for single-family detached dwellings in areas with slopes and other constraints. Needed densities may be affected site specific constraints and by future policy decisions.
- The City assumes an average multifamily density of 14.0 dwellings per net acre or a land area of about 3,111 square feet per dwelling unit. This assumption is an increase of about 50% over the historical density (actual built density, not zoned density) of 9.4 dwellings per net acre achieved in the High Density zone but lower than the historical density achieved in the High-Rise Density zone of 26.4 dwellings per net acre.

In summary, the City assumes that average densities for new residential units needed from 2007-2027 will increase by about 24% over average historical built densities from 1999 to 2006, that ownership rates will increase, and that the majority of households will choose single-family housing types. These assumptions are consistent with the housing needs analysis presented in this chapter. These findings support the City’s overall density assumption of 6.7 dwelling unit per net acre.

The forecast indicates that Grants Pass would need about 1,303 net buildable residential acres, or about 1,602 gross residential acres to accommodate new housing between 2007 and 2027. This total could be change based on policy decisions. The effect of policy decisions on land needs is addressed in the Element 14, Urbanization. The forecast results in an average residential density of 6.7 dwelling units per net residential acre and of 5.5 dwelling units per gross residential acre. This represents a 24% increase in density for new residential units needed from 2007-2027 over the historical (built, not zoned) average of 5.1 dwelling units per net acre achieved during 1999 to 2006.

TABLE 9.40.23
FORECAST OF NEW DWELLING UNITS AND LAND NEEDED BY TYPE
Grants Pass 2007-2027

Housing Type	New DU	Percent	Density (DU/net res ac)	Net Res. Acres	Net to Gross Factor	Gross Res. Acres	Density (DU/gross res ac)
Single-family types							
Single-family detached	5,796	66%	5.5	1,053.8	20%	1,317.3	4.4
Manufactured in parks	88	1%	6.0	14.6	20%	18.3	4.8
Single-family attached	703	8%	9.0	78.1	15%	91.8	7.7
Subtotal	6,587	75%	5.7	1,146.5		1,427.4	4.6
Multi-family							
Multifamily	2,196	25%	14.0	156.8	10%	174.2	12.6
Subtotal	2,196	25%	14.0	156.8		174.2	12.6
Total	8,782	100%	6.7	1,303.4		1,601.7	5.5

Source: ECONorthwest

Table 9.40.24 provides an allocation of housing units by Grants Pass' four residential plan designations. Dwelling units were allocated to plan designations based, in part, on historic development trends within each plan designation and on the type of development allowed in each plan destination. Table 9.40.24 also provides an estimate of the gross acres required in each zone to accommodate needed housing units. The acreages are based on the gross density assumptions shown in Table 9.40.23. The residential land needs presented in Table 9.40.24 may change based on policy decisions, which may result in increased or decreased land need. The effect of policy decisions on land needs is addressed in the Element 14, Urbanization.

Based on the housing needs analysis, dwellings have been allocated by plan designation and type:

- The overall needed housing mix is 75% single-family (including single-family attached and detached and manufactured) and 25% multifamily.
- The density assumptions increase by plan designations as shown in Table 9.40.23.
- Forty-seven percent of needed dwelling units will locate in the Low Density residential designation, which allows single-family detached and single detached manufactured. This designation also allows duplex, townhomes, and multifamily units in conjunction with a planned development.
- Twenty percent of needed dwellings will locate in the Moderate Density residential designation, which allows single-family detached, single-family attached, manufactured home parks, townhomes, duplexes, and multifamily in conjunction with a planned development.

- Twenty-six percent of needed dwelling units will locate in the High Density residential designation, which allows single-family detached, townhomes, manufactured (single detached and manufactured home parks), duplexes, and multifamily.
- Seven percent of needed dwellings will locate in the High-Rise Density residential designation, which allows single-family detached, townhomes, manufactured (single detached and manufactured home parks), duplexes, and multifamily.
- Manufactured units in parks will locate in each plan designation, except for Low Density.

**TABLE 9.40.24
ALLOCATION OF NEEDED HOUSING UNITS BY PLAN DESIGNATION
Grants Pass 2007-2027**

Housing Type	Plan Designation								Total	
	Low Density		Moderate Density		High Density		High-Rise Density			
	DU	Gross Ac	DU	Gross Ac	DU	Gross Ac	DU	Gross Ac	DU	Gross Ac
Single-family										
Single-family detached	4,040	918.1	1,405	319.3	176	39.9	176	39.9	5,796	1,317.3
Manufactured in parks	0	0.0	88	18.3	0	0.0	0	0.0	88	18.3
Single-family attached	88	11.5	263	34.4	351	45.9	0	0.0	703	91.8
Subtotal	4,128	929.6	1,756	372.1	527	85.8	176	39.9	6,587	1,427.4
Multi-family										
Multi-family	0	0.0	0	0.0	1,756	139.4	439	34.8	2,196	174.2
Subtotal	0	0.0	0	0.0	1,756	139.4	439	34.8	2,196	174.2
Total	4,128	929.6	1,756	372.1	2,283	225.2	615	74.8	8,782	1,601.7
Percent of Acres and Units										
Single-family										
Single-family detached	46%	57%	16%	20%	2%	2%	2%	2%	66%	82%
Manufactured in parks	0%	0%	1%	1%	0%	0%	0%	0%	1%	1%
Single-family attached	1%	1%	3%	2%	4%	3%	0%	0%	8%	6%
Subtotal	47%	58%	20%	23%	6%	5%	2%	2%	75%	89%
Multi-family										
Multi-family	0%	0%	0%	0%	20%	9%	5%	2%	25%	11%
Subtotal	0%	0%	0%	0%	20%	9%	5%	2%	25%	11%
Total	47%	58%	20%	23%	26%	14%	7%	5%	100%	100%

Source: ECONorthwest

In addition to the housing types shown in Table 9.40.24, Grants Pass needs to plan for additional group quarters. The analysis assumes the City will add 742 persons in group quarters between 2007 and 2027. The City will need to add a similar number of group quarter units during this period. Assuming that group quarters achieve densities comparable to multifamily units, the City will need approximately 58 gross residential acres for these units (742 divided by 12.6 units per gross acre). The majority of these units will locate in the higher density residential plan designations or commercial plan designations.

9.50 FINDINGS

Population growth and demographic trends

1. Josephine County experienced substantial population growth between 1980 and 2006. Josephine County grew from 58,855 people in 1980 to 81,125 people in 2006, an increase of more than 22,000 people at an average annual growth rate of 1.29%. Over the twenty-six year period, Josephine County grew at approximately the same rate as the State average.
2. The majority of population growth in Josephine County occurred in Grants Pass. Population within the Grants Pass city limits grew from 15,032 residents in 1980 to 30,930 residents in 2006, an increase of 15,989 people at an average annual rate of 2.93%. Population growth in Grants Pass accounted for about 70% of population growth in Josephine County.
3. Migration was the largest source of population growth in Oregon and Josephine County. For the 1990 to 2006 period, about 70% of population growth in Oregon resulted from net migration. All population growth in Josephine County between 2000 to 2006 was the result of net migration because Josephine County experienced negative population growth from natural causes, with about 1,500 more deaths than births during this period. In addition, Census data show that residents of Grants Pass were more likely to have lived in a different state (most often California) in 1995 compared with the County and State averages.
4. The Grants Pass UGB population is forecast to grow from 37,460 people in 2007 to 57,888 people in 2027, an increase of 20,428 people at an average annual growth rate of 2.2%. This growth is significant in that the Grants Pass urban area will pass the 50,000 population mark within planning horizon and be designated as metropolitan area. With that designation comes CDBG Entitlement Community Status and the need to develop a housing plan and qualification to receive federal housing dollars.
5. Grants Pass is attracting retirees or near retirees and families with children. Grants Pass has a larger share of residents under 19 years and 70 years and older than Josephine County or Oregon. During the 1990's the fastest growing groups were 45 to 64 years and 5 to 17 years. The slowest growing group was 65 years and older. If Grants Pass continues attracting retirees, Grants Pass is likely to need additional housing for active retirees, such as high-amenity multifamily housing and active retirement communities.
6. The OEA forecasts that people aged 60 years and older will be the fastest growing age groups between 2000 and 2025, increasing by 75%. The groups forecast to grow slowest are people under 29 years old.
7. Grants Pass is becoming more ethnically diverse. Grants Pass Hispanic population grew from 494 residents in 1990 to 1,236 residents in 2000, an increase of 742 people or 150%. In 2000, Grants Pass had a lower share Hispanic residents (5.4%) compared to the

State average (8.0%) but higher than Josephine County's average (4.3%). National trends suggest that Grants Pass will continue to become more ethnically diverse.

8. State trends indicate that Hispanic residents are typically younger than non-Hispanic residents when they purchase a house. About 57% of Hispanic homeowners were under 45 years old when they purchased their first house, compared with 31% of non-Hispanic homeowners.

Development trends in Grants Pass

9. Grants Pass approved 2,769 dwellings in the UGB between 1999 and 2006. The number of dwellings approved annually ranged from a low of 189 in 2000 to a high of 533 in 2005, with an average of 346 dwellings permitted annually. This represents an increase in development activity—the U.S. Census database of building permit activity shows that Grants Pass issued permits for an average of about 235 dwelling units annually during the 1990's. However, the City did not begin issuing permits for the urbanizing area in the UGB until August 1998.
10. Most of Grants Pass' housing stock is single-family housing. In 1990, single-family housing, including manufactured housing, accounted for 25% of Grants Pass housing and multifamily housing accounted for 25% of the City's housing stock. In 2000, single-family housing, including manufactured housing, accounted for 74% of Grants Pass housing and 26% of housing was multifamily housing. The mix of housing did not change significantly during the 1990's; the share of single-family housing decreased by 1%.
11. Single-family housing continued to account for the majority of residential development between 2001 to 2006. About 75% of dwelling units permitted between 2001 and 2006 were for single-family housing types (detached and attached single-family units and manufactured units), accounting for 1,766 units. The City issued permits for 591 for multifamily units (25% of units) over the five-year period.
12. Residential subdivision activity through 2005 suggested that residential development was likely to continue in Grants Pass. However, the housing slowdown also resulted in reduced subdivision activity in 2006. Between 2000 and 2006, Grants Pass had 109 subdivisions and more than 2,000 lots created through subdivisions, and almost 400 through partitions. The number of subdivisions and partitions platted and lots created peaked in 2005 and 2006.
13. The built density of residential development in Grants Pass between 1999 and 2006 was an average of 5.1 dwelling units per net acre. More than 40% of new dwellings were built in the Low Density plan designation, which achieved an average density of 3.5 dwellings per acre. The Moderate Density plan designation averaged 6.3 units per net acre and the High Density plan designation averaged 9.4 dwellings per net acre. The highest densities were achieved in the High-Rise Density plan designation with 26.4 dwellings per net

acre. Residential density in the Commercial plan designation was 7.6 dwelling unit per net acre.

National, State, and Regional Trends

14. Housing development will continue, especially in suburban areas. The Joint Center for Housing Studies indicates that demand for new homes could total as many as 14.6 million units nationally between 2005 and 2015. The vast majority of these homes will be built in lower-density areas where cheaper land is in greater supply. People and jobs have been moving away from central business districts (CBDs) for more than a century: the number of the country's largest metropolitan areas with more than half of their households living at least 10 miles from the CBD has more than tripled from 13 in 1970 to 46 in 2000; in six metropolitan areas more than a fifth of households live at least 30 miles out. While people older than 45 years are generally continuing to move away from CBDs, younger people have begun to move nearer to CBDs.
15. Immigration will continue to impact demand for housing. The Joint Center for Housing Studies suggests that immigration will play a key role in accelerating household growth over the next 10 years. Between 2000 and 2005, immigrants contributed to over 40% of net household formations. Minorities will account for 68% of the 14.6 million projected growth in households for the 2005 to 2015 period. The children of immigrants who arrived in the 1980s and 1990s now account for 21 percent of children between the ages of 1 and 10, and 15 percent of those between the ages of 11 and 20. Members of this generation will probably earn more than their parents becoming an even greater source of housing demand in the coming decades.
16. The lack of affordable housing will continue to be a problem for low-income households. According to the Joint Center for Housing Studies, these statistics understate the true magnitude of the affordability problem because they do not capture the tradeoffs people make to hold down their housing costs. They also exclude the growing number of households that move to locations distant from work where they can afford to pay for housing, but must spend more for transportation to work.
17. Demand for affordable higher density housing will increase. The Joint Center for Housing Studies also indicates that demand for higher density housing types exists among certain demographics. They conclude that because of persistent income disparities, as well as the movement of the echo boomers into young adulthood, housing demand may shift away from single-family detached homes toward more affordable multifamily apartments, town homes, and manufactured homes.
18. Nationally, the market for rental housing will increase. Minorities will be responsible for nearly all of this increased demand. The minority share of renter households grew from 37% in 1995 to 43% in 2005. The minority share is forecast to exceed 50% of renter households in 2015. Demographics will also play a role. Growth in young adult households will increase demand for moderately priced rentals, in part because echo

boomers will reach their mid-20s after 2010. Meanwhile growth among those between the ages of 45 and 64 will lift demand for higher-end rentals.

19. Larger single-family units on smaller lots. Between 1995 and 2006 the median size of new single-family dwellings increased 17%, from 1920 sq. ft. to 2248 sq. ft. nationally and 24% in the western region from 1835 sq. ft. to 2275 sq. ft. Moreover, the percentage of units under 1,200 sq. ft. nationally decreased from 10% in 1995 to 4% in 2006. The percentage of units greater than 3,000 sq. ft. increased from 13% in 1995 to 24% of new one-family homes sold in 2006. In addition to larger homes, a move towards smaller lot sizes is seen nationally. Between 1995 and 2006 the median lot size of new single-family dwellings decreased 9% from 9,508 sq. ft. to 8,621 sq. ft. nationally and 4% in the western region from 7,000 sq. ft. to 6,697 sq. ft.
20. Multifamily units are increasing in size. Between 1994 and 2006, the median size of new multiple family dwelling units increased. The percentage of multifamily units with more than 1,200 sq. ft. increased from 11% to 43% in the western region and from 11% to 47% nationally. Moreover, the percentage of units with less than 600 sq. ft. decreased from 6% to 2% in the western region and from 4% to 1% nationally.
21. Houses are being built with more amenities. Between 1995 and 2006 the percentage of single-family units built with amenities such as central air conditioning, fireplaces, 2 or more car garages, or 2 or more baths all increased. The same trend in increased amenities is seen in multiple family units.

Housing and household characteristics in Grants Pass

22. Tenure rates remained stable during the 1990's. In 1990, 54% of dwellings were owner-occupied and in 2000 53% of dwellings were owner occupied. Homeownership rates in Grants Pass are lower than County and State averages. In 1990 and 2000, 70% of homes were owner-occupied in Josephine County and state homeownership rates were 63% in 1990 and 64% in 2000.
23. Households in Grants Pass are smaller and have different composition than the State averages. Grants Pass has a smaller average household size (2.36) compared to the County (2.41) or State (2.51) averages. Grants Pass has a larger share of 1-person households (32%) compared with Josephine County (25%) and Oregon (26%). Grants Pass has a larger share of households with children (32%) compared with Josephine County (27%) and Oregon (31%). Grants Pass has a larger share of non-family households (36%) than the County average (30%) or State average (34%).
24. In Grants Pass, the share of households with married couples with children was 21% in 2000. All other family and non-family households in Grants Pass that were not married couples with children accounted for 79% of all households. Like Oregon and Josephine County, a large share of Grants Pass' households do not include children and have multiple unrelated persons living in the household. 68% of Grants Pass households have

no children, 36% are composed of two or more unrelated adults, 54% do not have a married couple in the household, and 25% are married couples with no children.

25. According to the Census, vacancy rates in Grants Pass were similar in 1990 and 2000. The overall vacancy rate in 1990 was 4.5% and it was 4.8% in 2000. The vacancy rate in 2000 was 4.0% for single-family units and 7.1% for multifamily units.

Housing affordability in Grants Pass

26. Housing affordability is a problem for households with low income. Households earning 50% of the HUD's estimated Median Family Income in Josephine County (\$41,700 in 2007) may have problems affording housing in Grants Pass.
27. Approximately 45% of Grants Pass households could not afford a two-bedroom apartment at HUD's fair market rent level of \$639. Households earning less than \$20,850 annually were unable to afford a two-bedroom dwelling that rents for HUD's fair market rent. A household had to earn about \$12.25 an hour to afford a two-bedroom unit according to HUD's market rate rent estimate.
28. In 2000 about 39% of Grants Pass households experienced cost burden. The rate was much higher for renters (45%) than for homeowners (32%). This finding is consistent with other Oregon cities, where it is much more common for renters to experience higher rates of cost burden.
29. A household earning median family income (\$41,700) could afford a home valued up to about \$104,250.
30. Housing costs in Grants Pass have increased since 2000. The average sales price of a house in Grants Pass increased from about \$119,000 in 2000 to \$273,000 in 2006, an increase of more than \$154,000 or 130%. The greatest increase in average sales price took place in 2003 and 2005.
31. Housing prices in Grants Pass have increased less than housing prices in Jackson County. According to the Office of Federal Housing Enterprise Oversight, the average sales price of a single-family home in Jackson County (the Medford MSA) increased 215% between 2000 and 2006.
32. Housing affordability guidelines are based on median family income and provide a rough estimate of financial need but may mask other barriers to affordable housing such as move-in costs, competition for housing from higher income households, and availability of suitable units. They also ignore other important factors such as accumulated assets, purchasing housing as an investment, and the effect of down payments and interest rates on housing affordability.
33. People 55 and over are wealthier than the national average. Median net worth is greatest among families 54 to 64 years (\$248,700) and 65 to 74 years (\$190,000). Net worth for families 75 years and older (\$163,100) remains substantially higher than the average net

worth for all families (\$93,100). Two of the most important assets for all families are a family's primary residence and their financial assets. The value of these assets is higher for people 45 years and over when compared to the average value for all families and peaks for families 55 to 64 years.

34. Grants Pass is likely to continue attracting retirees or people nearing retirement age. The State expects the number of people aged 60 years and older in Josephine County to grow by 75% between 2000 and 2030. A large share of the growth in people 60 years and older is likely to result from in-migration, most frequently from other parts of Oregon or from California. On average, people in these age groups have greater wealth than younger people, which increases their ability to purchase higher-priced single-family dwellings.

Projected housing needs

35. Grants Pass will need 8,782 new dwelling units to accommodate population growth between 2007 and 2027. The forecast shows that an average of 439 new dwelling units will be needed annually, which is higher than the average number of building permits issued (346) over the 1999 to 2006 period. The baseline forecast assumes 75% of needed housing for 2007-2027 will be single-family housing types (single-family detached, single-family attached, and manufactured homes) and 25% will be multifamily (duplex, triplex, quadplex, and five or more units). When added to existing development, this results in an overall housing mix in 2027 estimated at about 75% single-family/25% multi-family.
36. The future mix of 75% single-family and 25% multifamily housing types is based on: population growth trends and expected in-migration; national housing trends; economic growth in Josephine County and Grants Pass; historic trends in housing mix; the amount of multifamily housing produced during the 2004-2006 housing boom, despite the availability of land for multifamily housing; and expected increases in wealth and age of in-migrants moving to Grants Pass.
37. Grants Pass would need about 1,303 net residential acres, or about 1,602 gross residential acres to accommodate new housing between 2007 and 2027. These residential land needs could be affected by policy decisions, which may result in increased or decreased land need. The effect of policy decisions on land needs is addressed in Element 14, Urbanization. The forecast results in an average residential density of 6.7 dwelling units per net residential acre and of 5.5 dwelling units per gross residential acre for new residential units built between 2007 and 2027. This represents a 24% increase in density over the historical average density (built, not zoned) of 5.1 dwelling units per net acre achieved 1999 to 2006.
38. Each plan designation will experience development. About 47% of housing (4,128 units) will locate in the Low Density residential designation. The Moderate Density designation will have 20% of residential development (1,756 units) and the High Density designation

will have 26% of residential development (2,283 units). The High-Rise Density designation will experience the least development, with 7% of housing (615 units).

**Grants Pass and Urbanizing Area Community Comprehensive Plan
Element 9. Housing Element**

Addendum 1: 2014 Update

This addendum includes two sections:

- **Section 1** is an update to the housing needs forecast based on the updated population forecast and planning period.
- **Section 2** provides some selected facts and figures about population and households in Grants Pass (city limits) from the 2011 American Communities Survey (ACS).

Section 1. Housing Forecast Update

This addendum updates the Housing Element to reflect the revised population forecast for the Grants Pass urban area adopted as part of the Josephine County Coordinated Population Forecast 2014 Update.

Grants Pass is planning for its Urban Growth Boundary (UGB) for the 20-year planning period from 2013-2033 and planning for an Urban Reserve for an additional 10-year period from 2033-2043. This addendum updates data for housing needs and residential land needs, proportional to the revised population forecast for those periods, applying the same methodology in the Housing Element adopted in 2008 which was subsequently updated in the Urbanization Element adopted in 2009. The 2009 Urbanization Element updated the planning period from 2007-2027 to 2009-2029, which included updates associated with the original needs in the Housing and Economic Elements. This update includes the figures from the earlier elements for comparative purposes and ease of reference to help illustrate the methodology used for the 2014 updates.

The basis for the number and type of units, allocation to plan designation, and density determination are provided in the original acknowledged Housing Element. Those do not change with this update. The acreage calculations for land needs for new residential units and group quarters are at 'needed density' as outlined in the Housing Element. Consistent with the original Housing and Urbanization Elements, average needed density is 6.7 du/net acre (5.5 du/gross acre), a 24% increase in net density over historic density of 5.1 du/net acre, achieved through a balanced approach of diverse efficiency measures identified in the Urbanization Element.

The Housing Element update only includes the updated needs for housing units, group quarters (such as retirement and nursing homes), and residential land needs for housing. Other uses (public and semi-public uses, etc.) will also locate within residential and non-residential plan designations. Those allocations are not part of the Housing Element. The separate Urbanization Element update builds off of the data in the Housing Element and Economic Element updates and provides the allocation of those other uses to the respective plan designations.

This update only identifies the total housing and residential land needs for the planning period. The Urbanization Element identifies how those needs will be met (infill and redevelopment, vacant and partially vacant lands already in the UGB, UGB expansion areas, and Urban Reserve).

Table 1-1 shows the updated number of housing units needed for the planning periods for the UGB (2013-2033) and for the Urban Reserve (2033-2043) based on the updated population forecast. It uses the same basis as the original Housing Element.

**Table 1-1. New Housing Units
(Updates data provided in Table 9.40.5)**

Variable	2008 Original Housing Element UGB 2007-2027	2009 Revised Urbanization Element UGB 2009-2029	2014 Updates Housing & Urbanization Elements		
			UGB 2013-2033	Urban Reserve 2033-2043	UGB+UR 2013-2043
Change in Population	+20,428	+19,987	+13,125	+4,771	+17,896
% of 2009 Urbanization Element	-	100%	65.7%	23.9%	89.5%
% in Group Quarters	3.6%	3.6%	3.6%	3.6%	3.6%
Persons in Group Quarters	742	726	477	173	650
Persons in Households	19,686	19,261	12,648	4,598	17,246
Average Household Size	2.36	2.36	2.36	2.36	2.36
New Occupied Dwelling Units	8,342	8,161	5,359	1,948	7,308
Aggregate Vacancy Rate	5.30%	5.30%	5.30%	5.30%	5.30%
Vacant Dwelling Units	440	433	284	103	387
Total New Dwelling Units	8,782	8,594	5,643	2,051	7,695

Note: Some calculations were performed before rounding. Therefore, some totals differ in this table and between tables.

Table 1-2 shows the number of housing units needed for the planning periods, by housing type, based on the updated population forecast. It uses the same basis as the original Housing Element.

**Table 1-2. New Housing Units by Type
(Updates data provided in Tables 9.40.21, 9.40.22, 9.40.23 and 14.30.2)**

Housing Type	Percent of Housing Units	2008 Housing Element	2009 Urbanization Element	2014 Updates Housing & Urbanization Elements		
		UGB 2007-2027	UGB 2009-2029	UGB 2013-2033	Urb. Reserve 2033-2043	UGB+UR 2013-2043
Percent of 2009 Urbanization Element	-	-	100%	65.7%	23.9%	89.5%
Single-Family Types (subtotal)	75%	6,587	6,445	4,232	1,538	5,771
-Single-Family Detached	66%	5,796	5,671	3,724	1,354	5,078
-Manufactured in Parks*	1%	88	86	56	21	77
-Single-Family Attached	5%	703	687	451	164	615
Multi-Family (subtotal)	25%	2,196	2,148	1,411	513	1,923
-Multi-Family	25%	2,196	2,148	1,411	513	1,923
Total New Dwelling Units	100%	8,782	8,593	5,643	2,051	7,694

*Or equivalent residential units at the same density.

Note: Some calculations were performed before rounding. Therefore, some totals differ in this table and between tables.

Table 1-3 shows the updated residential land needs for housing and group quarters, with the needed gross residential buildable acres shown by housing type. It uses the same basis as the original Housing Element, but with the updated number of housing units.

Table 1-3. New Residential Land Needs for Housing and Group Quarters, by Housing Type (Gross Residential Buildable Acres) (Updates Data in Tables 9.40.23, 14.30.1, and 14.30.2)

Housing Type	Avg. Net Density (du/net res ac)	Avg. Gross Density (du/gross res ac)	2008 Housing Element 2007-2027	2009 Urbaniz. Element 2009-2029	2014 Updates Housing & Urbanization Elements (Gross Res. Bld. Ac)			% of Res. & GQ Acres
			Gross Res. Acres (buildable)	Gross Res. Acres (buildable)	UGB 2013-2033	Urban Reserve 2033-2043	UGB+UR 2013-2043	
Percent of 2009 Urbanization Element	-	-	-	100%	65.7%	23.9%	89.5%	-
Single-Family Types (subtotal)	5.7	4.6	1,427	1,289	918	334	1,250	86%
-Single-Family Detached	5.5	4.4	1,317	1,289	847	308	1,154	79%
-Manufactured in Parks*	6.0	4.8	18	18	12	4	16	1%
-Single-Family Attached	9.0	7.6	92	90	559	22	81	6%
Multi-Family (subtotal)	14.0	12.6	174	171	112	41	153	11%
-Multi-Family	14.0	12.6	174	171	112	41	153	11%
Subtotal Residential	6.7	5.5	1,602	1,567	1,030	375	1,402	96%
Group Quarters	14.0	12.6	58.8	57.6	38	14	52	4%
Total Residential & GQ	-	-	1,661	1,625	1,068	388	1,454	100%

*Or equivalent residential units at the same density.

Note: Some calculations were performed before rounding. Therefore, some totals differ in this table and between tables.

Table 1-4 shows the updated residential land needs for housing and group quarters, with the needed gross residential buildable acres shown by plan designation. The distribution and percentage of housing types assigned to each plan designation, and the resulting average density by plan designation, which reflects an average of more than one housing type within the plan designations, uses the same basis as the original Housing and Urbanization Elements (Tables 9.40.24 and 14.30.3), but with the updated number of housing units.

Table 1-4. New Residential Land Needs for Housing and Group Quarters, by Plan Designation (Gross Residential Buildable Acres) (Updates Data in Tables 9.40.24, 14.30.3)

Plan Designation	2008 Housing Element 2007-2027	2009 Urbaniz. Element 2009-2029	2014 Updates Housing & Urbanization Elements (Gross Res. Bld. Ac.)			% of Res. Acres	% of Res. & GQ Ac.	Avg. Gross Density (du/gross res ac)
	Gross Res. Acres (buildable)	Gross Res. Acres (buildable)	UGB 2013-2033	Urban Reserve 2033-2043	UGB+UR 2013-2043			
% of 2009 Urbanization Element	-	100%	65.7%	23.9%	89.5%	-	-	-
(gross buildable residential acres)								
LR	930	910	598	217	815	58%	56%	4.4
MR	372	364	239	87	326	23%	22%	4.7
HR	225	220	145	53	197	14%	14%	10.1
HRR	75	73	48	17	65	5%	4%	8.2
Subtotal Residential Acres	1,602	1,567	1,030	375	1,403	100%	96%	5.5
Group Quarters Ac.	59	58	38	14	52	-	4%	-
Total Res. & Group Quarters Acres	1,661	1,625	1,067	388	1,455	-	100%	-

Note: Some calculations were performed before rounding. Therefore, some totals differ in this table and between tables.

Table 1-5 shows the updated needs for housing units, with the needed number of housing units shown by plan designation. The distribution and percentage of housing types assigned to each plan designation, and the resulting average density by plan designation, which reflects an average of more than one housing type within the plan designations, uses the same basis as the original Housing and Urbanization Elements (Tables 9.40.24 and 14.30.3), but with the updated number of housing units.

**Table 1-5. New Housing Units by Plan Designation
(Updates Data in Tables 9.40.24, 14.30.3)**

Plan Designation	2008 Housing Element 2007-2027	2009 Urbaniz. Element 2009-2029	2014 Updates Housing & Urbanization Elements (DUs)			% of DUs	Avg. Gross Density (du/gross res ac)
	DUs	DUs	UGB 2013-2033	Urban Reserve 2033-2043	UGB+UR 2013-2043		
% of 2009 Urbanization Element	-	100%	65.7%	23.9%	89.5%	-	-
(new dwelling units)							
LR	4,128	4,039	2,654	965	3,615	47%	4.4
MR	1,756	1,719	1,129	411	1,539	20%	4.7
HR	2,283	2,234	1,468	534	1,999	26%	10.1
HRR	615	601	395	144	538	7%	8.2
Subtotal Residential Units	8,782	8,593	5,646	2,054	7,691	100%	5.5

Note: Some calculations were performed before rounding. Therefore, some totals differ in this table and between tables.

Section 2. Selected Population and Housing Characteristics (2011 ACS)

This section provides some selected facts and figures about population and households in Grants Pass (city limits) from the 2011 American Communities Survey (ACS).

Household Size and Housing Units (Figures 2-2, 2-3, and 2-4)

- 1 person, 2 person, and 3+ person households each occupy about one-third of housing units. (36% 1 person HHs, 35% 2 person HHs, 29% 3+ person HHs)
- There are slightly more 1 person households than any other household size.

Household Size, Housing Units, and Population (Figure 2-2, 2-3, and 2-4)

- 1 person households represent 15% of the population and 36% of occupied housing units.
- 1 person and 2 person households represent 45% of the population and 71% of occupied housing units.
- 3+ person households represent 55% of the population and 29% of occupied housing units.

Household Size and Age (Figures 2-4 and 2-5)

- 65% of 1-person households are age 55 or older. A little over half of those are age 75 or older.

Year Householder Moved Into Current Unit (Figure 2-2)

- More than half of householders in Grants Pass (56%) moved into their current housing unit in 2005 or later. 77% moved into their current housing unit since 2000, and 92% since 1990.

Housing Tenure (Owner/Renter Occupancy) (Figures 2-2 and 2-6)

- Approximately half of housing units are owner-occupied and approximately half are renter-occupied. (Figures 2-2 and 2-6 are based on different tables and differ slightly).

Housing Tenure (Owner/Renter Occupancy) and Age (Figure 2-6)

- For each 10-year age group 15 years and older:
 - Below Age 35: more households rent than own
 - Ages 35-44: more households own than rent
 - Ages 45-54: almost an equal number of households own and rent
 - Ages 55-84: more households own than rent,
 - Age 85 and Older: more households rent than own.

Note: Most data is from the 2011 American Communities Survey (ACS) 5-year tables and includes associated margin of error.

Figure 2-1. Population, Housing Units, and Group Quarters, 2011 ACS and 2012 PSU

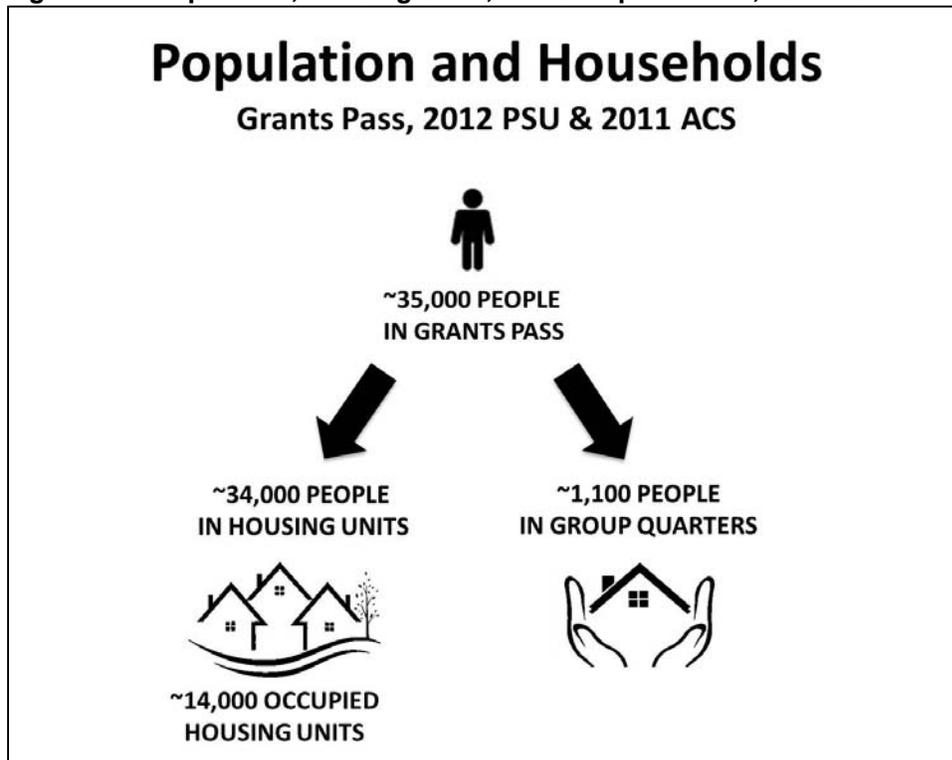


Figure 2-2. Households, Housing Units, Population, Housing Tenure, and Year Householder Moved into Current Unit, 2011 ACS

HH Size	% of HH	# of HH	% of HH Pop	# of HH Pop
1-Person	36%	5,129	15%	5,129
2-Person	35%	4,958	30%	9,916
3-Person	11%	1,591	14%	4,774
4-Person	18%	2,529	41%	13,516
Total	100%	14,207	100%	33,335

Of people in households (vs. assisted living, etc.):

- 1-Person HHs: 15% of pop. in 36% of dwelling units
- 2-Person HHs: 30% of pop. in 35% of dwellings units
- 3-Person HHs: 14% of pop. in 11% of dwellings units
- 4+ Person HHs: 41% of pop. in 18% of dwellings units

Housing Tenure:

49.4% Owner-Occupied
50.6% Renter-Occupied

Year Householder Moved into Current Unit:

56% moved in 2005 or later
21% moved in 2000-2004
15% moved in 1990-1999
5% moved in 1980-1989
2% moved in 1970-1979
2% moved in 1969 or earlier

} 77% since 2000 } 92% since 1990

Figure 2-3. Population and Households by Household Size, 2011 ACS

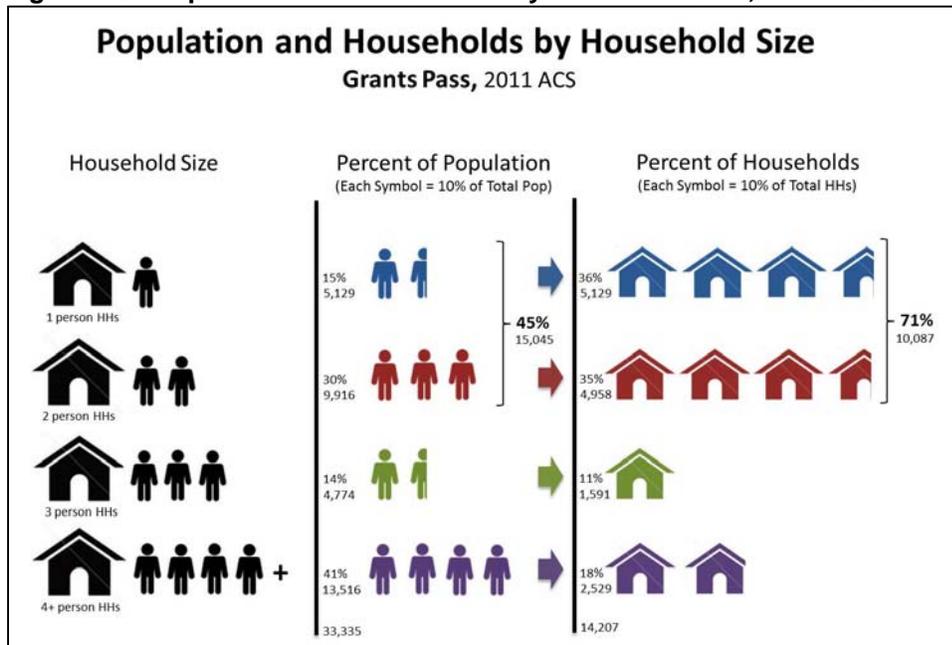


Figure 2-4. Population and Households by Household Size, 2011 ACS

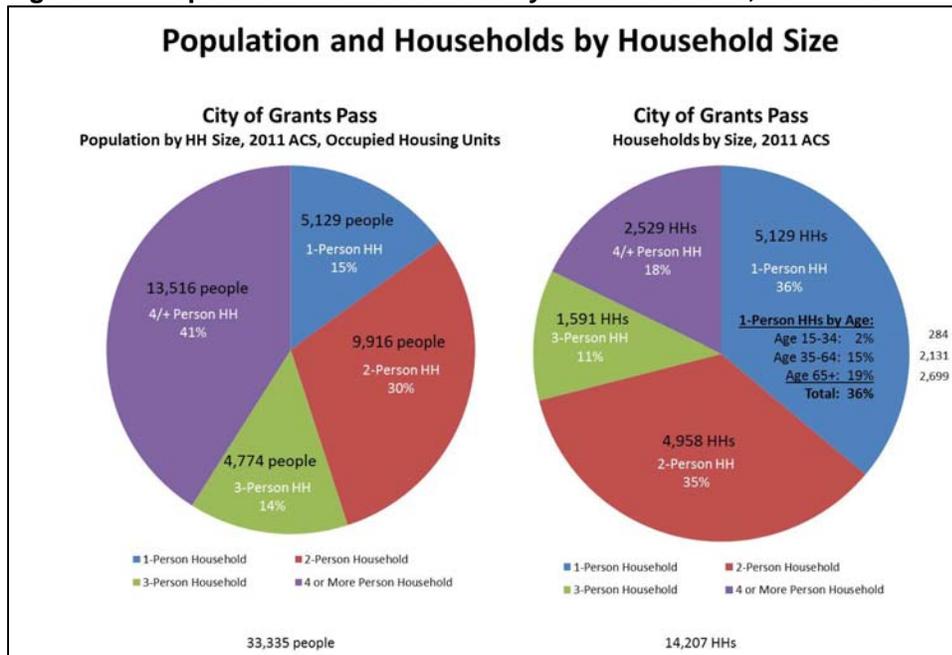


Figure 2-5. Household Size by Age of Householder (1-Person & 2-Person Households), 2011 ACS

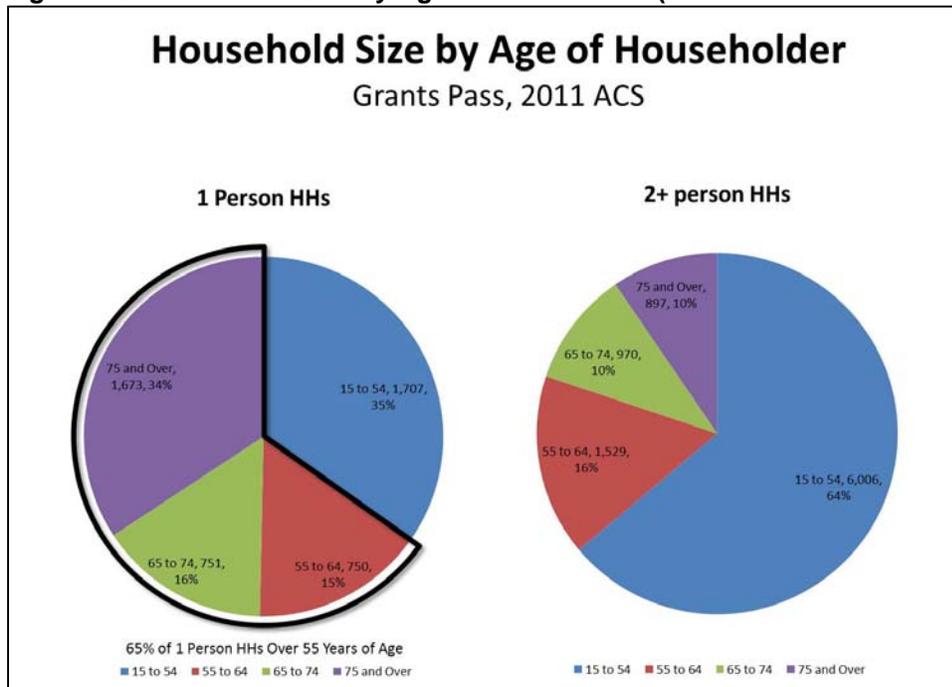


Figure 2-6. Tenure by Age of Householder, 2011 ACS

