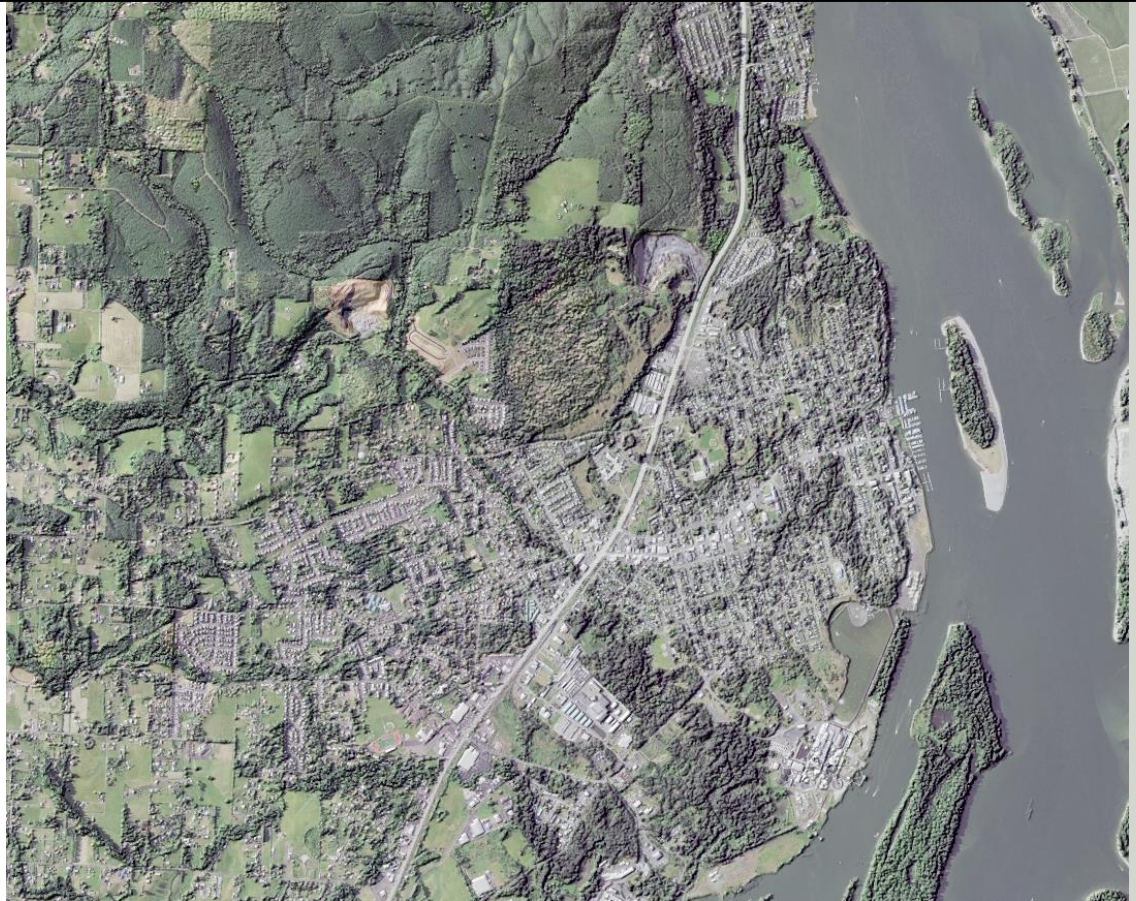




# City of St. Helens

## Buildable Lands Inventory Methodology Summary



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## OVERVIEW

In accordance with OAR 660-008-0005 (2), an estimate of buildable land inventory (BLI) within the St. Helens Urban Growth Boundary (UGB) has been created to determine that amount of land available to meet housing needs. The BLI analysis method is also consistent with the Oregon DLCD workbook “*Planning for Residential Growth – A Workbook for Oregon’s Urban Areas.*” The BLI analysis uses the most current Geographic Information Systems (GIS) data provided available for the St. Helens UGB (specific GIS data sources are shown in **Exhibit 1**).

### Buildable Land Inventory Methodology

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

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

**Exhibit 1: St. Helens BLI Data Sources**

Dataset Name	Type	Description	Source
City Limits	GIS Layer	St. Helens City Limits Boundary	City of St. Helens
CSH UGB	GIS Layer	City of St. Helens Urban Growth Boundary	City of St. Helens
CSH Zoning	GIS Layer	City of St. Helens Zoning Designations	City of St. Helens
CSH Cmpln (in)	GIS Layer	City of St. Helens Comprehensive Plan Designations	City of St. Helens
CSH Cmpln (out)	GIS Layer	UGB Comprehensive Plan Designations	City of St. Helens
CSH Downtown Hist Dist	GIS Layer	City of St. Helens Downtown Historic District Area	City of St. Helens
McNulty Boundary	GIS Layer	McNulty Boundary Area	City of St. Helens
Warren Water Assoc.	GIS Layer	Warren Water Association within St. Helens UGB	City of St. Helens
S_FLD_HAZ_AR	GIS Layer	FEMA Floodways and 100-yr. Floodplains	City of St. Helens
LX_WWET_L	GIS Layer	Wetlands Inventory	City of St. Helens
Landslide_haz_region	GIS Layer	Landslide regions as identified by Hazard Category	City of St. Helens
Taxlots_(2018SEPT)	GIS Layer	Tax lots with Assessed Value and Property Class Code	City of St. Helens
taxlot19	GIS Layer	Tax lots with various lot identifiers. No valuation data.	City of St. Helens
LOOKUP_PROPERTY_CLASS	Tabular	Lookup Table for Assessed Value Property Class and Type	Columbia County Assessor <sup>1</sup>
LOOKUP_RMV_PROPERTY_CLASS	Tabular	Lookup Table for Real Market Value Property Class and Type	Columbia County Assessor <sup>1</sup>
ValueSummary	Tabular	Summation table of land and improvement values for tax lots	Columbia County Assessor <sup>1</sup>
NAIP 2016	GIS Service	Web service providing aerial imagery	Oregon-GEO <sup>2</sup>

<sup>1</sup> - <http://www.co.columbia.or.us/departments/assessors-office-main/property-records-online>

<sup>2</sup> - <http://imagery.oregonexplorer.info/arcgis/services>

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

## GENERATE RESIDENTIAL LAND BASE

The residential land base reflects current St. Helens Comprehensive Plan land use designations (Comprehensive Plan maps for City and County areas are provided as **Exhibits 2 and 3**).

Properties that are within the residential land base include the following classifications:

### **Residential Comprehensive Plan Use Classifications**

- Suburban Residential (SR)
- Rural Suburban Unincorporated Residential (RSUR)
- General Residential (GR)
- Mobile Home Residential (MHR)
- Unincorporated General Residential (UGR)
- Unincorporated Multi-Family Residential (UMFR)
- Unincorporated Mobile Home Residential (UMHR)

In addition, commercial land on which housing development is allowed was included the following Comprehensive Plan classifications:

### **Commercial and Mixed-Use Comprehensive Plan Land Use Classifications**

- General Commercial (GC)
- Unincorporated General Commercial (UGC)
- Unincorporated Highway Commercial (UHI)

For analysis purposes, each of these Comprehensive Plan classifications have been grouped into four residential development categories that represent the expected level of development based on the housing types/densities that are permitted by the City (housing types must be permitted outright or by conditional development approval). This includes: low, medium and high density residential categories; as well as a commercial/mixed use category (which allows a mix of medium and high density housing).

Draft BLI findings and results were reviewed by City Staff and subjected to public review, then refined accordingly based on the input received.



Exhibit 2. City of St. Helens Comprehensive Plan Designations

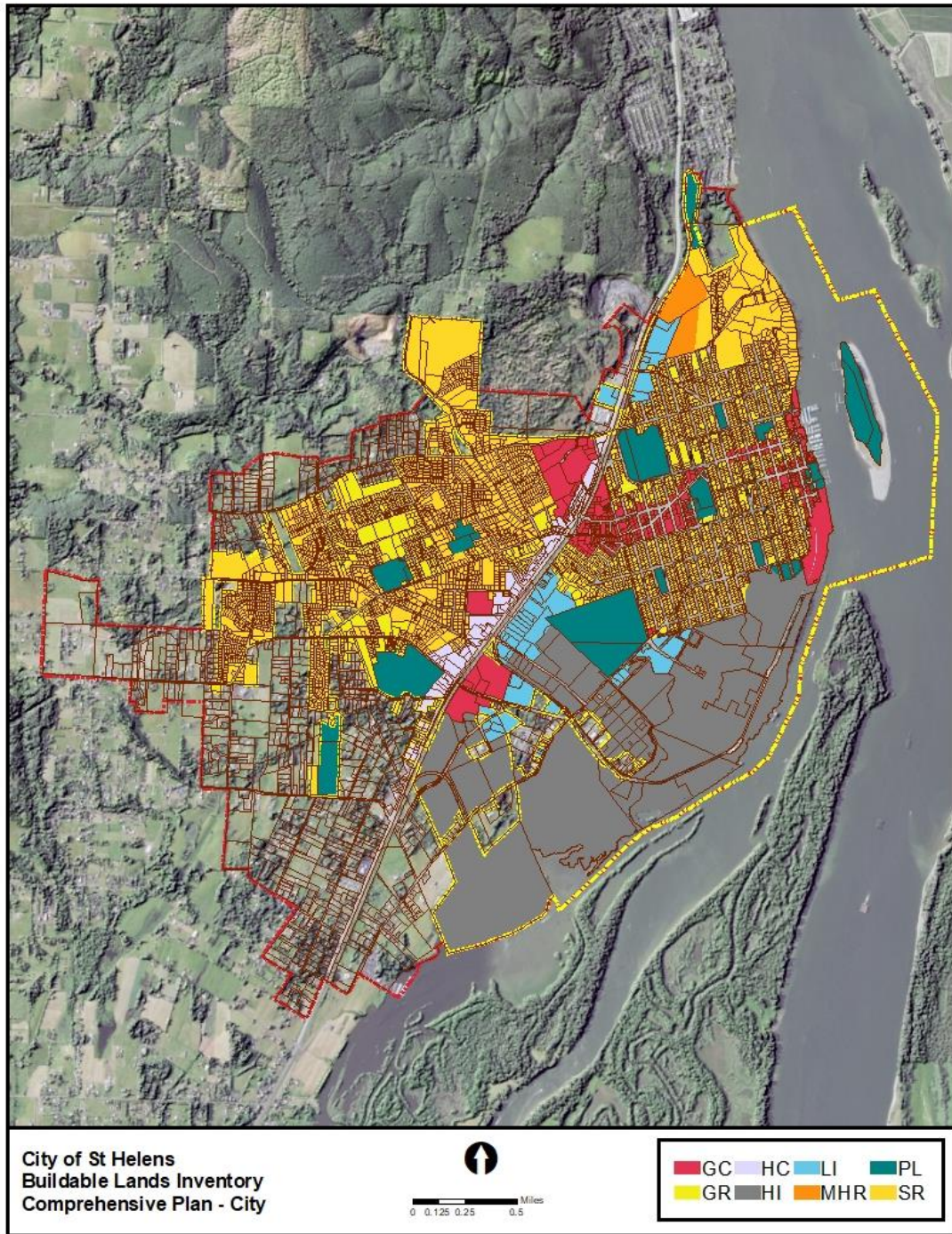
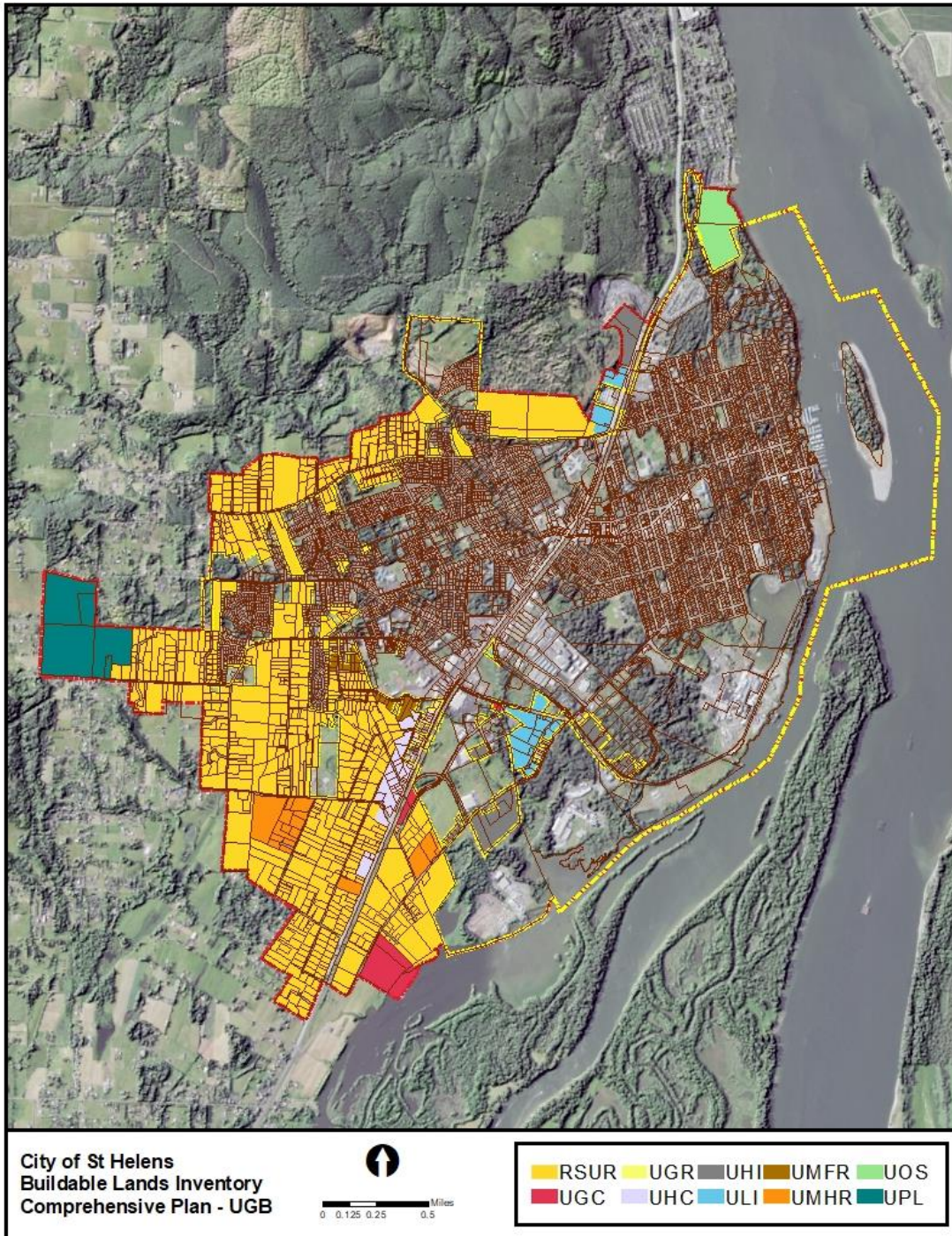




Exhibit 3. St. Helens UGB Comprehensive Plan Designations (outside city)





## CLASSIFY LANDS

The next step includes classifying each tax lot (parcel) into one of the following categories.

- **Vacant land:** Properties with no structures or have buildings with very little value. For purpose of the BLI, residential lands with improvement value less than \$10,000 are considered vacant. These lands were also subjected to review using aerial photography; and if the land is in a committed use such as a parking lot, an assessment has been made to determine if it is to be classified as vacant, part vacant or developed.
- **Partially vacant land:** Properties that are occupied by a use (e.g., a home or building structure with value over \$10,000), but have enough land to be subdivided without the need for rezoning. This determination is made using tax assessor records and aerial photography. For lots with existing buildings, it is assumed that ¼ acre (10,890 sq. ft.) is retained by each existing home, and the remainder is included in the part vacant land inventory.
- **Vacant Undersized:** Properties that are vacant with less than 3,000 sq. ft. of land area. While this land area is not likely large enough to accommodate standard detached housing units, it may be suitable for accessory dwelling units (ADUs).
- **Developed & Non-Residential Land Base:** Properties unlikely to yield additional residential development for one of two reasons: they possess existing building structures at densities and are unlikely to redevelop over the planning period; or they include parcels with Comprehensive Land Use Plan designations not included in the aforementioned residential land use classifications.
- **Public and Constrained (unbuildable) land:** Properties which are regarded as unlikely to be developed because they are: under a certain size (3,000 square feet) or being restricted by existing uses such as: public ownership, roads and public right-of-way (ROW); common areas held by Home Owners Associations, parks/open space/recreation areas; cemeteries; and power substations.

These tax lot classifications were validated using aerial photos, building permit data, and assessor records. Preliminary results were refined based on City staff and public input received during the Housing Needs Analysis (HNA) planning process.

## DEVELOPMENT CONSTRAINTS

The BLI methodology for identifying and removing development constraints is consistent with state guidance on buildable land inventories per OAR 660-008-0005(2). By definition, the BLI is intended to include land that is “suitable, available, and necessary for residential uses.”

“Buildable Land” includes residential designated land within the UGB, including vacant, part vacant and land that is likely to be redeveloped; and suitable, available and necessary for residential uses. Public-owned land is generally not considered to be available for residential use unless it is the intent of the public agency to see it developed for residential (i.e., as part of a public/private development or redevelopment project).

Land is considered to be “suitable and available” unless it is:

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

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

- Land within waterbodies and floodways. Lands identified within waterbodies and floodways per the FEMA FIRM maps.
- Land within floodplains. This includes lands in flood-hazard areas (the 100-year floodplain) from the buildable land inventory.
- Land within wetlands. This includes areas identified as an environmental constraint in the St. Helens Comprehensive Plan. It should be noted that wetlands are locally protected from future development according to the St. Helens Municipal Code (SHMC) 17.40.
- Land with slopes greater than 25%. This includes land slide hazard areas identified in the St. Helens Comprehensive Plan.
- Land within natural resource protection measures. This includes parks and open spaces that are identified in the St. Helens Comprehensive Plan.

**Exhibits 4-7** illustrate these types of “environmental” constraints.

Exhibit 4. Floodplains and Waterways

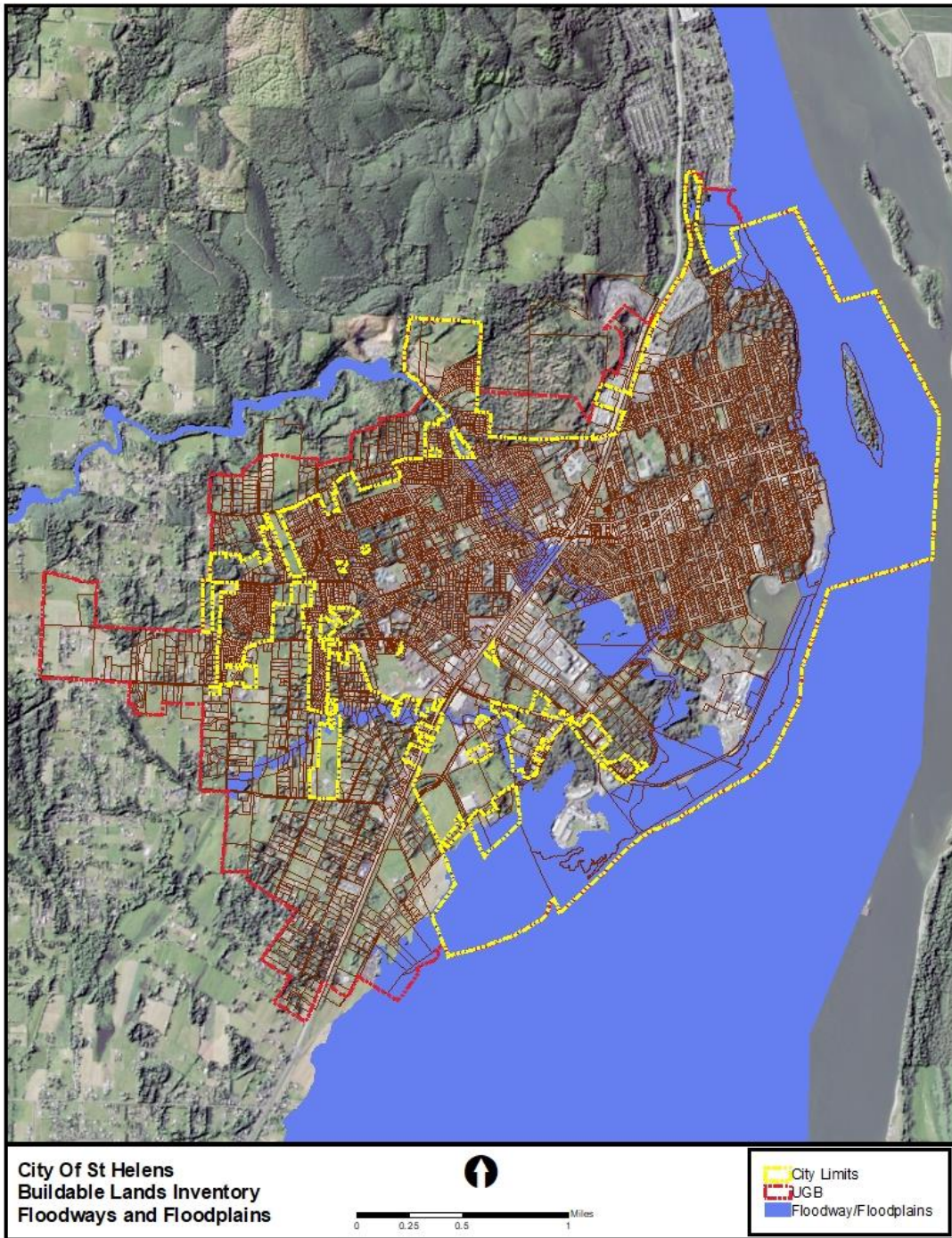




Exhibit 5. Wetlands

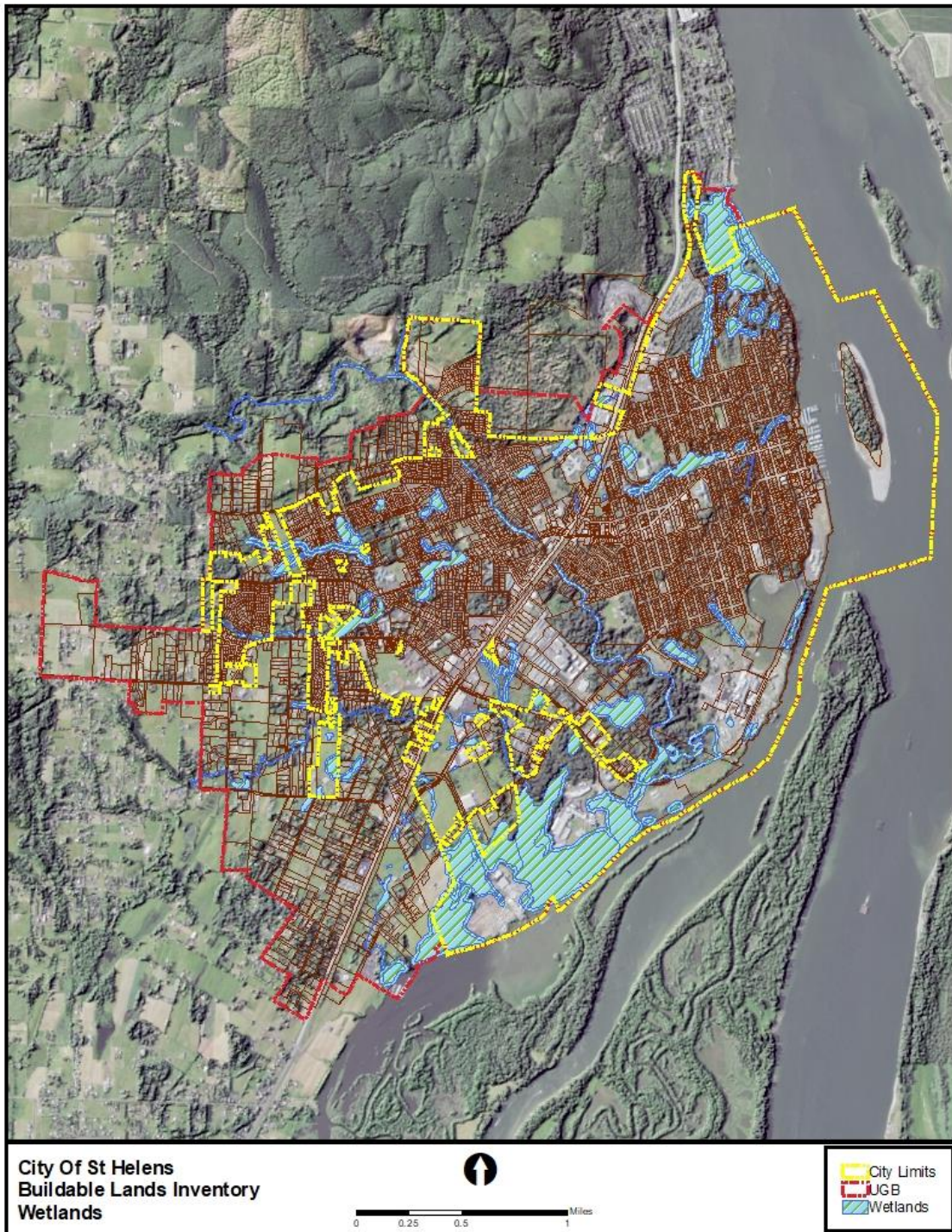




Exhibit 6. Land Slide Hazard Areas (slopes over 25%)

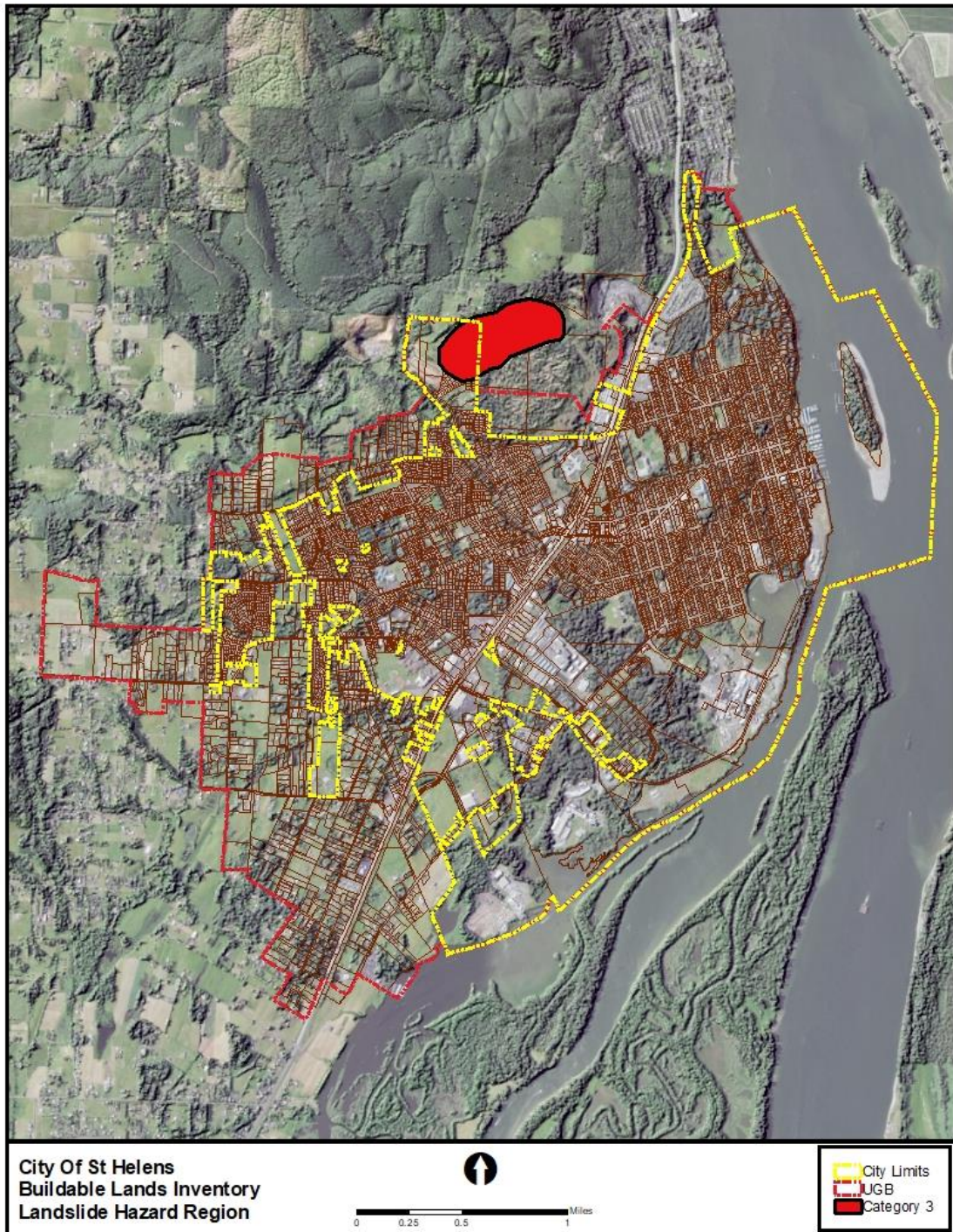
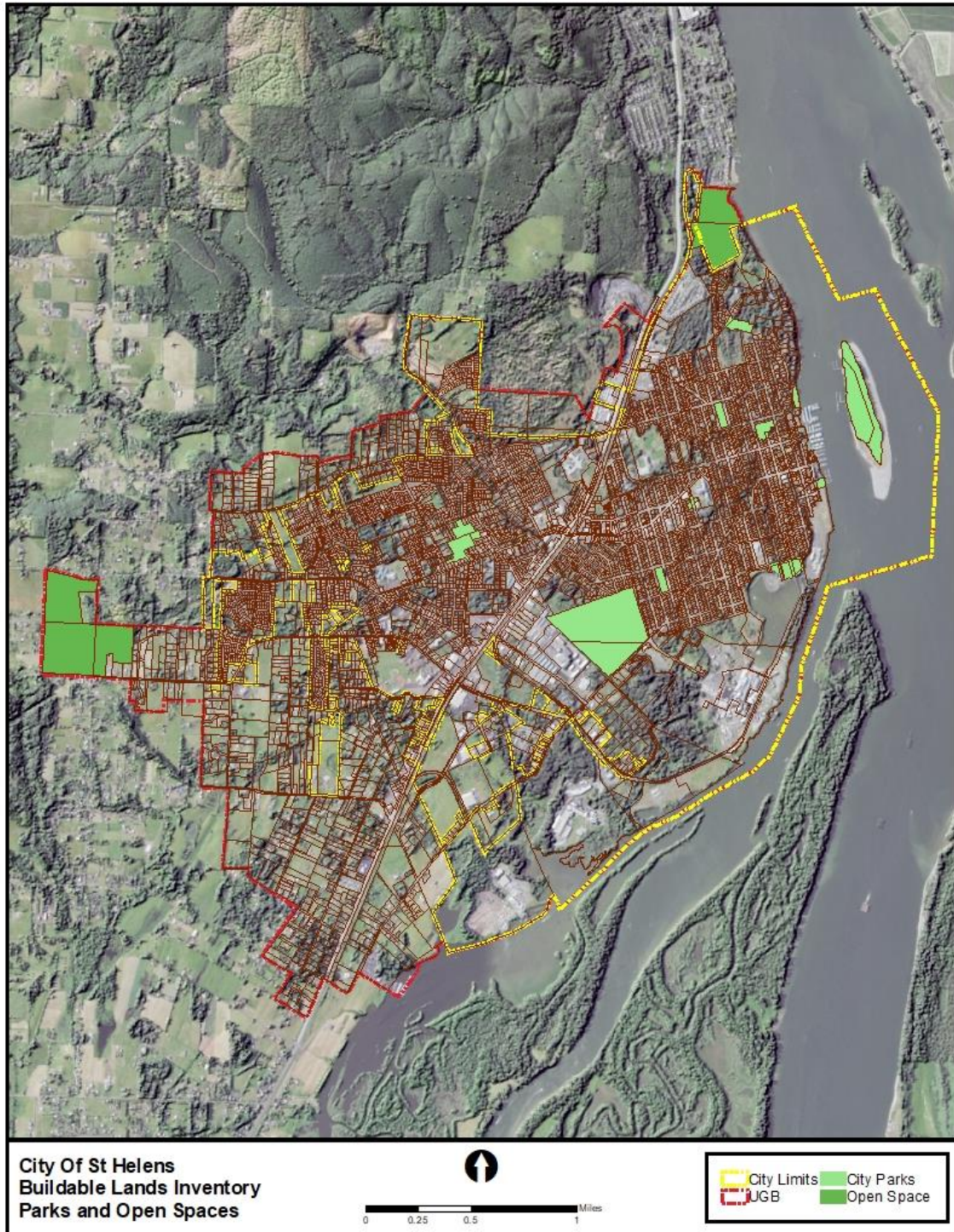




Exhibit 7. Parks and Open Space





## RESIDENTIAL BUILDABLE LAND INVENTORY RESULTS

### Land Base

As noted above, the residential land base for the BLI includes all tax lots in the UGB in residential, commercial and mixed-use designations. A summary of the land base by generalized plan designation is provided in **Exhibit 8**. The findings indicate that there are 5,952 tax lots in the land base with 3,130 gross acres.

**Exhibit 8: Gross Acreage in Residential Land Base, St. Helens UGB**

Generalized Plan Designation	Number of		Total Gross	
	Taxlots	Percent	Acres	Percent
Low-Density Residential	2,676	45%	1,887	60%
Medium-Density Residential	2,101	35%	698	22%
High-Density Residential	539	9%	206	7%
Commercial/Mixed Use	636	11%	338	11%
<b>Total</b>	<b>5,952</b>	<b>100%</b>	<b>3,130</b>	<b>100%</b>

Source: City of St. Helens GIS data, FCS GROUP analysis.

### Development Status

Before the deduction of environmental constraints, the residential land base has been classified by development status to estimate land that is “committed” and not likely to be developed for additional residential uses. These definitions include residential land that is developed, tax lots that exempt residential development, and public right-of-way<sup>1</sup>, as described previously (results are summarized in **Exhibit 9**).

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<sup>1</sup> Includes right-of-way that is defined as a tax lot in the GIS database, which exempts residential development. This includes most major existing right-of-way which is excluded from the buildable land base.

**Exhibit 9: Residential Land Base before environmental constraints are applied, St. Helens UGB**

Generalized Plan Designation	Acres on Vacant Taxlots	Acres on Part-Vacant Taxlots	Total Vacant & Part-Vacant Acres	Developed, non-residential and other constrained acres			
				Developed or Non-Res Land Base	Public/Unbuildable	Undersized (less than 3,000 SF)	Total Committed Acres
Low-Density Residential	428	412	840	802	245	0.25	1,047
Medium-Density Residential	110	38	148	327	222	0.95	551
High-Density Residential	17	3	19	156	31	0.33	187
Commercial/Mixed Use	110	37	147	127	63	0.52	191
<b>Total</b>	<b>665</b>	<b>490</b>	<b>1,154</b>	<b>1,412</b>	<b>561</b>	<b>2</b>	<b>1,975</b>

Source: City of St. Helens GIS data, FCS GROUP analysis.

**Buildable Land After Constraints**

The BLI methodology calculates the residential land base after accounting for the environmental constraints (described in prior section) and future public facilities.<sup>2</sup> The findings indicate that out of a total of 3,130 gross acres, 1,975 acres are committed (derived from **Exhibit 9**) and 129 acres are environmentally constrained (derived from **Exhibit 10**). As noted above, approximately 58% of the buildable land inventory is classified as vacant land and 42% is classified as partially vacant land.

After allowing for future public facilities and future right-of-way, there are 804 net buildable acres. The buildable land inventory includes 570 acres with low-density plan designations, 93 acres with medium-density designations, 15 acres with high-density designations and 127 acres in commercial and mixed-use designations (see **Exhibit 10**).

**Exhibit 10: Residential Land Base with all constraints, St. Helens UGB, 2019**

Generalized Plan Designation	Total Acres	Committed Acres	Env. Constrained Acres	Less Future Public Facilities*	Net Buildable Acres
Low-Density Residential	1,887	1,047	81	190	570
Medium-Density Residential	698	551	24	31	93
High-Density Residential	206	187	5	-	15
Commercial/Mixed Use	338	191	20	-	127
<b>Total</b>	<b>3,130</b>	<b>1,975</b>	<b>129</b>	<b>221</b>	<b>804</b>

Source: City of St. Helens GIS data, FCS GROUP analysis.

\* assumes 25% of buildable low and medium density land area is utilized for future public facilities.

**Exhibits 11 & 12** illustrates the buildable vacant and partially vacant land areas for the residential land base as well as commercial and mixed use within the St. Helens UGB.

<sup>2</sup> Per OAR 660-024-0040 (10), the St. Helens buildable land inventory assumes the safe harbor assumption that 25% of the net buildable land area contained in the low-density and medium-density residential land base is allotted to future land needs for roads, parks and school facilities.

Exhibit 11: Residential Land Base with all constraints, St. Helens UGB, 2019

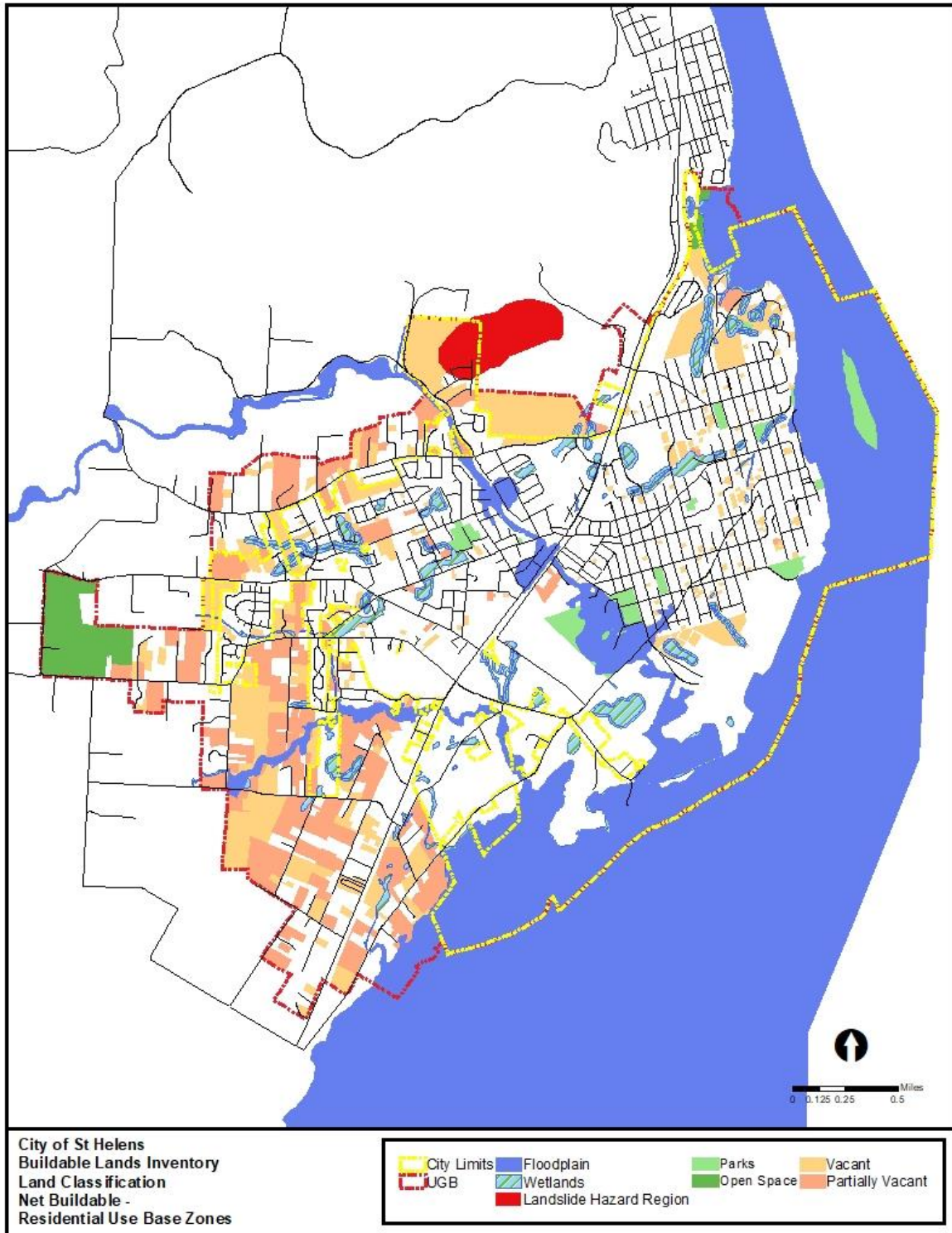
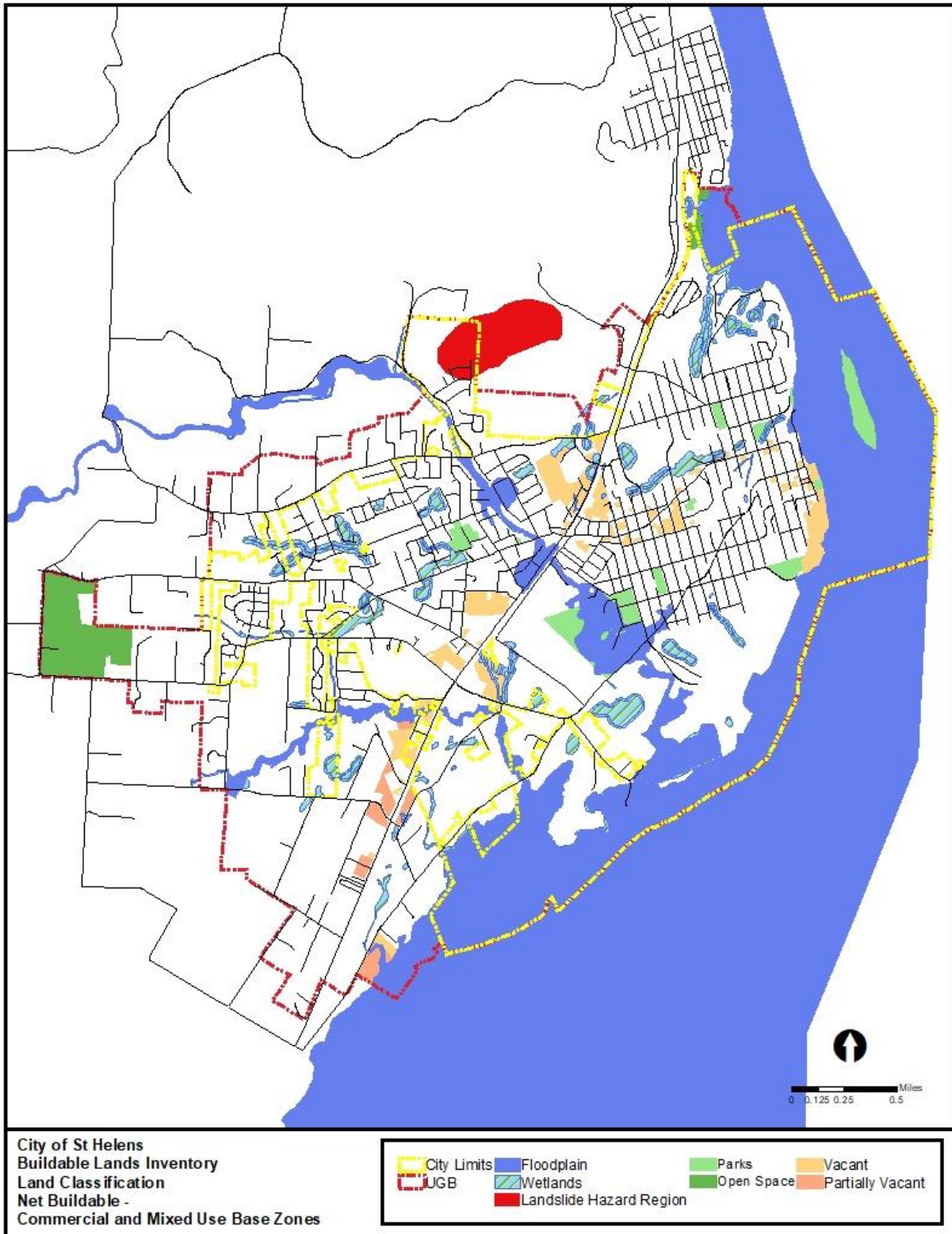




Exhibit 12: Commercial & Mixed-Use Land Base with all constraints, St. Helens UGB, 2019



## Redevelopment Areas

Per OAR 660-008, “Redevelopable Land” means land zoned for residential use on which development has already occurred but on which, due to present or expected market forces, there exists the strong likelihood that existing development will be converted to more intensive residential uses during the planning period.

At this time, no additional redevelopment land area beyond what has been reflected in the part-vacant land inventory has been identified.