

DRAFT
TECHNICAL MEMORANDUM
ENHANCED GROWTH TOOL

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Introduction:

Enhanced growth opportunities is a term used to describe areas in the Highlands Region that demonstrate potential viability for growth and redevelopment based on regional and local land and development characteristics. The purpose of the Enhanced Growth Tool is to have a mechanism to identify the realm of parcels that are vacant or economically underutilized or oversized single family residential lots, or have local conditions that represent opportunities for future development or redevelopment. Parcels are also evaluated based on their proximity to transportation and transit infrastructure and whether they are located in areas appropriate for economic growth and development. The tool characterizes largely contiguous developed areas (as defined by the Highlands Developed Lands layer, including Core, Moderate, and Suburban Fringe developed landscapes) for potential opportunities using a set of assumptions and GIS data. The Enhanced Growth tool may support the identification of TDR receiving areas and the Highlands build out analysis. The methodology used to develop the Enhanced Growth Tool was designed based on analyses that have been completed by other city, regional, and state planning organizations and were tailored to the Highlands Region.

The Enhanced Growth Tool is intended to give a rough estimate of the location and number of parcels and acres in each municipality that may have potential for development and redevelopment. The Enhanced Growth Tool does not incorporate issues of utility capacity or some resource or environmental constraints. The findings of the tool will serve as baseline data that will be supplemented and enhanced with local planning knowledge during Conformance. It is meant to serve as a tool to assist in long-term planning evaluations and in support of local housing and development.

Analysis Steps:

The Enhanced Growth Tool analysis consists of the following steps:

Step 1: Parcel data attribution:

1. 2007 MOD4 data;
2. Highlands Composite and Base Zoning;
3. Percentage within Highlands Developed Lands, including Core, Moderate and Suburban Fringe Developed Lands;
4. Percentage within Preservation Area/Planning Area;
5. Percentage environmentally constrained (as included in Table 1);
6. Percentage Baseline Transportation and Transit indicator and within 1 mile radius of train stations; and
7. Identify those parcels that are:
 - a. Open space;
 - b. Residential condominium community;

Table 1: Enhance Growth Tool Resource Constraint Layers

RESOURCE CONSTRAINTS		
GIS LAYER	CATEGORY	SCENARIO A
STREAMS	HIGHLANDS WATER	300 FT
	SPECIAL WATER	300 FT
	EXCEPTIONAL WATER	150 FT
	INTERMEDIATE WATER	75 FT
WATER BODIES	HIGHLANDS WATER	300 FT
	SPECIAL WATER	300 FT
	EXCEPTIONAL WATER	150 FT
	INTERMEDIATE WATER	75 FT
WETLANDS	HIGHLANDS WATER	300 FT
	SPECIAL WATER	300 FT
	EXCEPTIONAL WATER	150 FT
	INTERMEDIATE WATER	75 FT
OPEN SPACE	PROTECTED LANDS	EXCLUDE
	PRESERVED FARMS	EXCLUDE
SLOPES	UNDEVELOPED	> 20%

Step 2: Identify parcels that fall into the 6 indicators, as discussed below, including:

- Vacant Indicator;
- Refill Indicator;
- Oversized Single Family Residential Lot Indicator;
- State Designated Center Indicator;
- Local Conditions Indicator; and
- Baseline Transportation and Transit Indicator.

A. Vacant Indicator includes vacant parcels in the Planning Area and may provide viable infill opportunities.

- Those parcels with a MOD4 property class of 1 (vacant), 3B (farm qualified), or both 1 and 3B within the Developed Lands layer were identified;
 - Parcels with additional MOD4 property class records did not meet the criteria for the vacant indicator. For example, a parcel with property class 1 and 4A would have been excluded.
- Parcels identified as condos or open space were excluded;
 - Note that every effort was made to exclude residential condos from the dataset. This was done through Access queries, parcel data as a visual aid, and aerial photo interpretation.
- After considering environmental constraints, those parcels with at least 0.5 unconstrained acres were included; and

- It was noted in the database if vacant parcels had also been identified as a Highlands Act Exemption.

B. Refill Indicator consists of parcels that are considered to be economically underutilized, and as such are assumed to have potential for redevelopment. A literature review revealed the use of the improvement to land ratio as an indicator of economic productivity. “An improvement-to-land ratio of 1:1 or less constitutes strong evidence of underutilization and always should be investigated further.” (The Redevelopment Handbook, Slachetka, and Roberts. 2003).

The literary review also indicated that various thresholds were utilized to identify economically underutilized parcels. A survey of approaches by other land planning agencies to developing criteria for assessing economically underutilized lands indicated that “the actually thresholds for what constituted ‘redevelopability’...varied considerably, reflecting differences in policy, local markets, and professional judgment.” (Monitoring Land Supply with Geographic Information Systems, Moudon and Hubner. 2000) For this analysis, parcels with an improvement to land value of between zero and 0.5 (the improvement value was less than 50% of the value of the land) were identified for residential and non-residential land uses. (Values were rounded to the second place.)

- Those Property Class 2 (residential) with an improvement-to-land values of less than 0.5 and within the Developed Land layer were identified;
 - In those instances where there are multiple records for Property Class 2, the record was excluded.
- Those Property Class 4A (commercial), 4B (Industrial), and 4C (Apartment) parcels and with an improvement-to-land values of less than 0.5 were identified throughout the region;
 - In those instances where there are multiple records for Property Class 4A, 4B, or 4C for a parcel, the land and improvement values were aggregated.
- Those parcels with no land value or no improvement value were excluded;
- Parcels identified as being condos or preserved open space were excluded; and
- Environmental constraints were not considered in this layer; the assumption was that these are existing developed parcels.

Refill parcels are considered economically underutilized in the Enhanced Growth Tool. In Conformance discussions, additional areas may also be found to be appropriate for redevelopment. For example, an area may have primarily economically viable parcels (according to the

improvement to land ratio), but surrounding conditions may suggest opportunity.

C. Oversized Single Family Residential Lot Indicator is comprised of those parcels with existing development on an oversized residential lot in the Planning Area. For example, a 10 acre parcel with one existing structure, in an area that zoning allows 1 unit per 5 acres, could potentially accommodate another structure based on existing zoning. The method for estimating oversized parcels is based on the approach presented in “Estimating and Analyzing Land Supply and Development Capacity: The Case of Southeast Seattle,” and assumes that partially utilized lands are “single family zoned parcels with existing structures on lots large enough to be subdivided.... Parcels qualify as infillable lots if the lot size is equal to or more than 2 times the minimum lot size requirement of the zone.” (Lincoln Institute of Land Policy working paper, 2001. “Estimating and Analyzing Land Supply and Development Capacity: The Case of Southeast Seattle”).

In order to identify those oversized residential parcels, the following steps were taken:

- Those single family residentially zoned parcels within the Developed Lands layer that were twice as large as the minimum lot size allowed by zoning were identified;
 - Single family residentially zoned records were identified if they were MOD4 Property Class 2 (residential) AND if zoned for single family residential (Highlands composite zones Estate Residential, High Density Residential, Low Density Residential, Medium Density Residential, Resource Residential, Rural Residential, Suburban Residential) they were selected.
 - Those parcels with more than one associated composite zone were identified, and appropriate composite zone information was attributed to the corresponding portion of the lot (i.e., the parcel was spatially split according to zoning).
- Parcels with multiple MOD4 records were excluded;
- Parcels identified as being condos or preserved open space were excluded; and
- Constrained land (see Figure 1) was removed from the identified oversized lot parcels. The parcel remained in the dataset if the remaining unconstrained land was still greater than twice the minimum lot size.

It should be noted that there may be overlap in the definition of vacant, refill, and oversized single family residential lot indicators. For example, a parcel may fit the criteria of both refill and an oversized single family

residential lot. In order to avoid “double counting” of these parcels and associated acres, the following order was used assign a final indicator:

- Vacant;
- Refill; and
- Oversized Single Family Residential Lots.

D. Designated Center Indicator consists of State Designated Centers that are contained within the boundary of Highlands Developed Lands (Core, Moderate, and Suburban Fringe lands).

E. Local Conditions Indicator consists of those parcels within the target areas of existing initiatives that suggest the potential for redevelopment and includes the following layers:

- Existing Redevelopment Initiatives;
- Urban Enterprise Zone; and
- Foreign Trade Zone (developed portion only).

F. Baseline Transportation and Transit Indicator is a data layer that identified and ranked areas based on proximity to roadway interchanges and intersections, train stations, park & rides, and bus routes. The Baseline Transportation and Transit indicator was used in the development of the Land Use Capability Map, and is used in this analysis at a parcel level. The Baseline Transportation and Transit Indicator was not used as a stand alone indicator, but was used to inform the ranking of other indicators.

- Parcels that fell (20% or greater) within the Baseline Transportation and Transit area were identified; and
- In addition to the Baseline Transportation and Transit indicator, parcels that were located within one mile of a rail station were identified.

Step 3: Rank parcels according to indicators based on a set of rules to represent enhanced growth opportunities. See Table 2 for the Enhanced Growth Tool scoring system.

Rules:

1. Parcels that have been identified as vacant, refill, or oversized single family residential lots all receive 1 point;
2. Parcels that have been identified as local conditions receive 1 point;
3. Parcels identified as vacant, refill, oversized single family residential, and/or local conditions receive an additional 1 point if they are within a Designated Center; and
4. The Baseline Transportation and Transit indicators give additional points to identified parcels. Baseline Transportation and Transit parcels receive 1 point, while those that have been identified as falling within 1 mile of a rail station receive 2 points.

The following table illustrates the various scenarios by which a parcel may be identified and scored. Points are assigned to a parcel based on the presence of the various indicators. The scoring system represents a range of values from 1 to 5.

Table 2: Enhanced Growth Tool scoring system.

Total Score	Vacant, Refill, or Oversized SF Residential	Local Conditions	Designated Center	Baseline Transportation/Transit	1 Mile of Train Station
1	1				
		1			
2	1	1			
	1		1		
	1			1	
		1	1		
		1		1	
3	1	1	1		
	1	1		1	
	1		1	1	
	1				2
		1	1	1	
		1			2
4	1	1	1	1	
	1	1			2
	1		1		2
		1	1		2
	1		1		2
5	1	1	1		2

Those parcels with a score of 2 or more are considered to be regionally significant opportunities in the Enhanced Growth Tool. The assumption is that no single factor was sufficient evidence of enhanced growth opportunity; for example, a parcel that was identified as vacant would only fulfill the final criteria if it was also located near a transportation and transit rich area or was located within a designated redevelopment area.

Step 4: Quality assurance:

In order to test the quality of the data, the following steps were taken:

1. Aerial photo interpretation was used throughout the analysis to verify findings;
2. The steps used to assign indicators were confirmed in the dataset; and
3. The methodology and assumptions were verified and documented by the project team throughout the process.

Examples:

See Figures 1 – 4 for examples of parcels identified using the Enhanced Growth Tool.

Figure 1:



Figure 1 shows a portion of a traditional urban center. The neighborhood, with designated redevelopment areas and multi-modal transportation connections is a logical place to consider infill initiatives.

Figure 2:



Figure 2 shows a commercial corridor intersection. The Enhanced Growth tool identified these parcels as economically underutilized within a transportation rich area. Opportunities may exist for retrofitting the area by condensing the existing parking and infilling with additional development.

Figure 3:



Figure 3 shows several commercial parcels bordering a residential neighborhood. The Enhanced Growth tool identified these parcels as economically underutilized and located within a transportation rich Urban Enterprise Zone.

Figure 4:

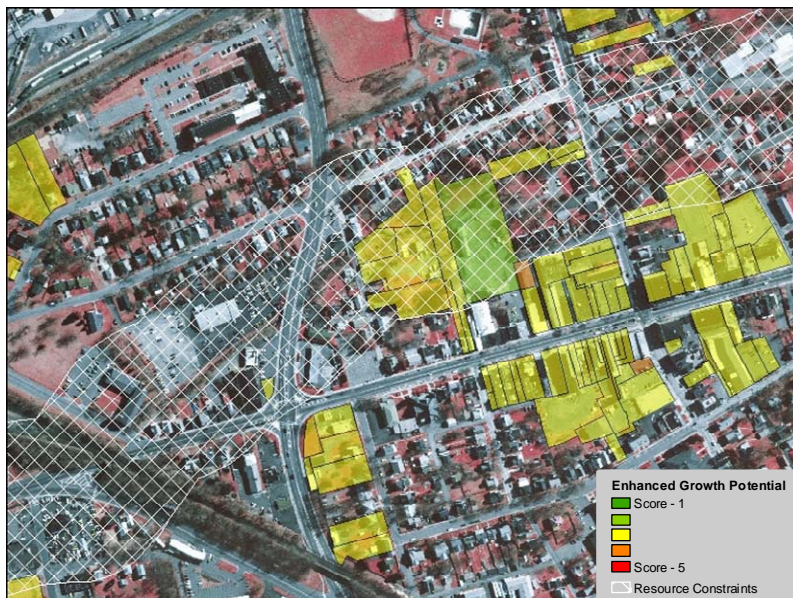


Figure 4 shows a traditional downtown with a designated redevelopment area. Some developed parcels fall within the Highlands Open Waters buffer area. Opportunities for stream restoration and enhancement exist through the redevelopment initiative.

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