



MEMORANDUM

City of Sisters Residential Buildable Lands Inventory (BLI) Sisters Housing Needs Analysis

DATE June 25, 2019
TO Sisters HNA PMT and TAC
FROM Matt Hastie, Andrew Parish, Brandon Crawford, Angelo Planning Group
CC File

The purpose of this memo is to summarize the methodology and initial results of a Geographic Information Systems (GIS)-based Buildable Land Inventory (BLI) for the City of Sisters Housing Needs Analysis (HNA). The results are expected to inform the strategies and approaches that may be effective and appropriate for increasing the developability of residential land, which can lead to greater overall housing supply. The memo summarizes the methodology and key findings of the analysis, then presents the initial results in a series of tables and maps. This memorandum focuses solely on the supply and capacity of buildable residential land within the Sisters urban growth boundary (UGB). The projected future need for land for housing and the comparison of projected need and supply are described in a separate Housing Needs Analysis report.

The results of this memo represent a point-in-time estimate of the supply of buildable residential land in the City. Development of land which occurs after preparation of this memo will further reduce the supply of land accordingly and will need to be reflected in future housing planning efforts.

METHODOLOGY

Buildable Land Inventories

This BLI uses the methodology of the Simplified Urban Growth Boundary Methodology as identified in OAR 660-038-0060 – Buildable Lands Inventory (BLI) for Residential Land within the UGB. These administrative rules require:

- Classification of residential districts into low-density (8 dwelling units per acre or less); medium density (between 8 and 16 dwelling units per acre); and high density (greater than 16 dwelling units per acre) (660-038-0060(1)(B))
- For all parcels in a residential district:

- Identify vacant land as a parcel which is at least 3,000 square feet in size with a real market improvement value of less than \$10,000. (660-038-0060(2))
 - For lots at least ½ acre in size that contain a single-family residence, subtract ¼ acre for the residence and count the remainder of the lot as vacant land. For lots that contain more than one single family residence, or other uses, use aerial photography or other method to identify vacant land. These lots are “partially vacant.” (660-038-0060(3))
 - The following lots are excluded: private streets, common open areas, utility areas, schools and other public facilities, rights of way, and other institutions (660-038-0060(3)).
- Determine the amount and location of low density, medium density, and high density vacant and partially vacant land.

In addition to these rules, OAR 660-038-0070 describes reductions of buildable land for natural resources (in this case, floodplain area) and Table 2 (OAR 660-038-0050(1)) describes the densities assumed for low, medium, and high-density residential districts. While we have used the provisions of Division 38 of OAR 660 for assumed densities and constraints, the assumed densities also are consistent with densities allowed by the City of Sisters’ Development Code and also are consistent with the provisions of Division 24 of OAR 660.

Table 2: Land Need

Table 2 OAR 660-038-0050(1): To determine the net land needed for each category of residential development over the 14-year period, the city must divide the number of needed units determined in OAR 660-038-0040 by the number of dwelling units per acre from the ranges in Table 2.			
	Low	Medium	High
Eastern Oregon*			
Population Less than 2,500	5 to 6.5 du/ac.	10-15 du/ac.	
Population 2,500-10,000	5 to 6.5 du/ac.	10-12 du/ac.	15-24 du/ac.
Population 10,000-25,000	5 to 6.5 du/ac.	10-12 du/ac.	15-24 du/ac.
Population 25,000 or greater	5 to 6.5 du/ac.	10-14 du/ac.	15-33 du/ac.
Outside of Eastern Oregon			
Population Less than 2,500	5 to 6 du/ac.	10-15 du/ac.	
Population 2,500-10,000	5 to 6 du/ac.	10-12 du/ac.	15-24 du/ac.
Population 10,000-25,000	6 to 7 du/ac.	10-12 du/ac.	15-24 du/ac.
Population 25,000 or greater	6 to 7 du/ac.	12-15 du/ac.	20-33 du/ac.

**Eastern Oregon consists of the following counties: Baker, Gilliam, Grant, Harney, Klamath, Lake, Malheur, Morrow, Sherman, Umatilla, Union, Wallowa, and Wheeler.*

Step 1: Identify Residential Land

For the purposes of this analysis, residential land includes the following:

- Land with a comprehensive plan designation of “Residential.” Zoning designations for residential tax lots within Sisters city limits generally match comprehensive plan categories, with some small exceptions for lots with “Open Space” designations that have residential zoning. These are examined on a case-by-case basis.
- Land with a county residential zoning designation within the city’s urban growth boundary (UGB).

Other land (designated as open space, commercial, industrial, or airport) is excluded as it is generally intended for non-residential purposes. Although the City’s development code allows for residential use in some of these zones, there is no guarantee that it will be used for residential development. Land within the US Forest Service property located in Sisters also was not considered in the inventory because it does not have a residential designation. If all or a portion of this property is planned and zoned for residential use in the future, it may provide additional capacity for future housing.

Figure 2. Sisters Zoning Designations

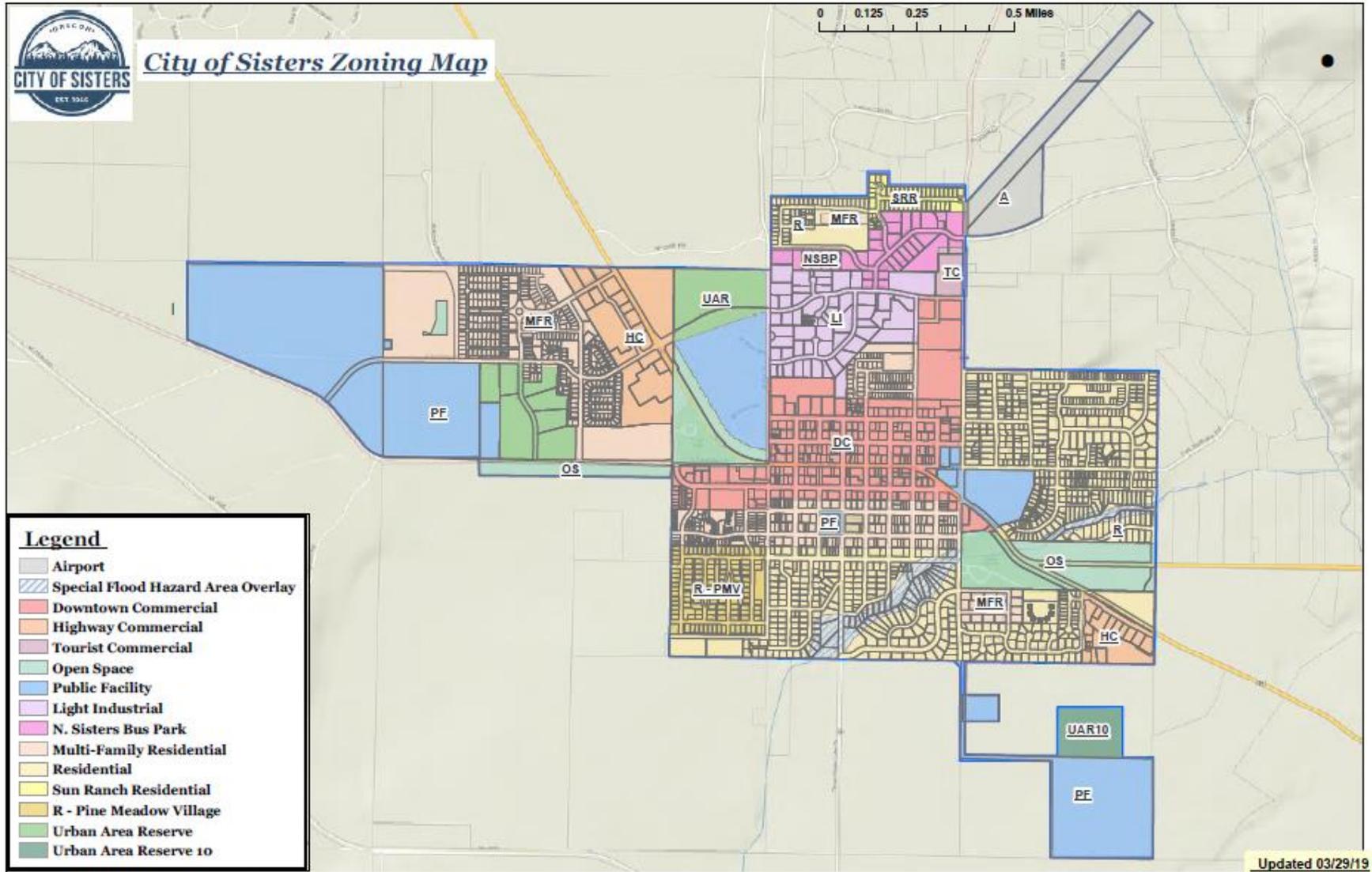
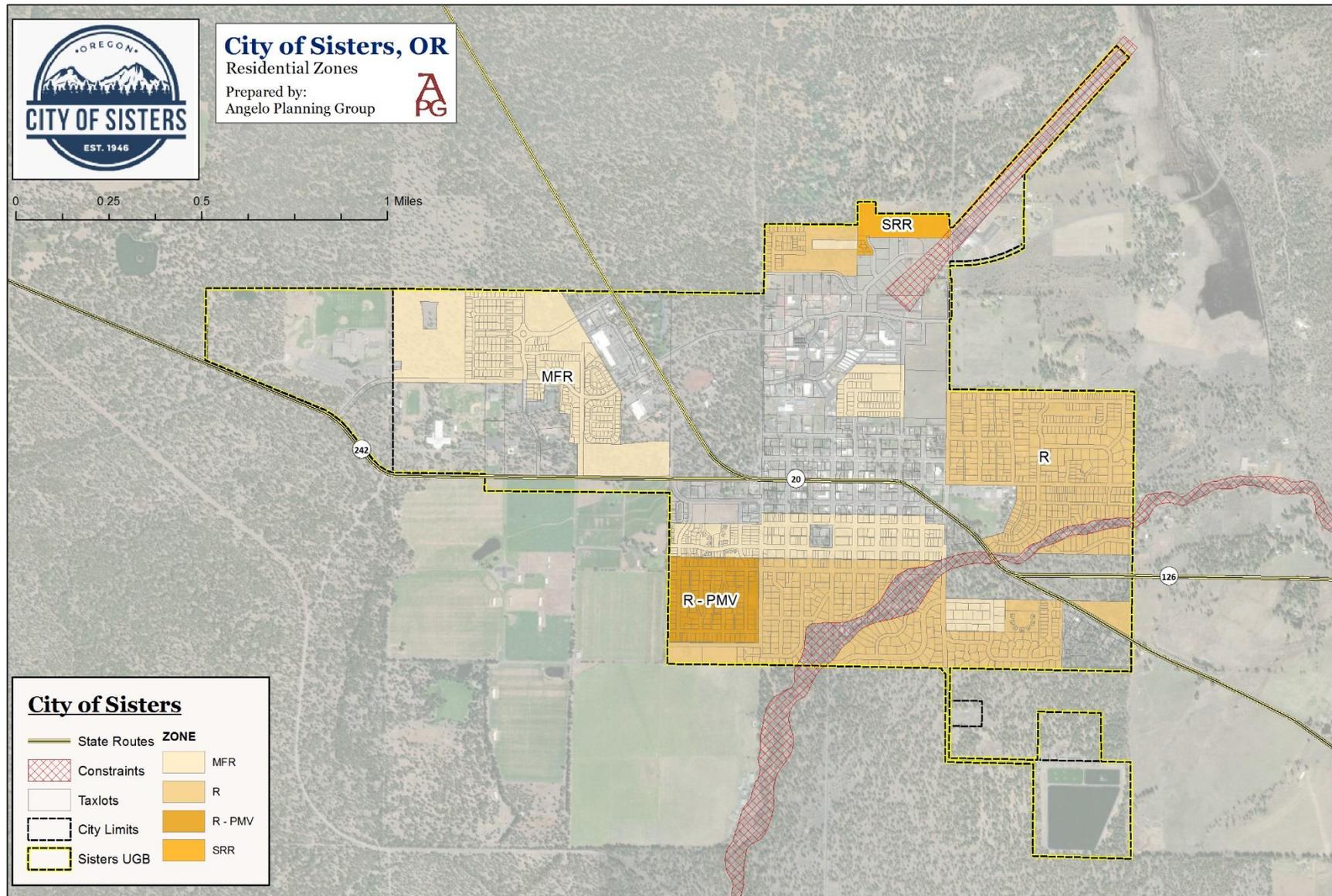


Figure 3. Residential Zones



Step 2: Identify Environmental Constraints and Natural Hazards

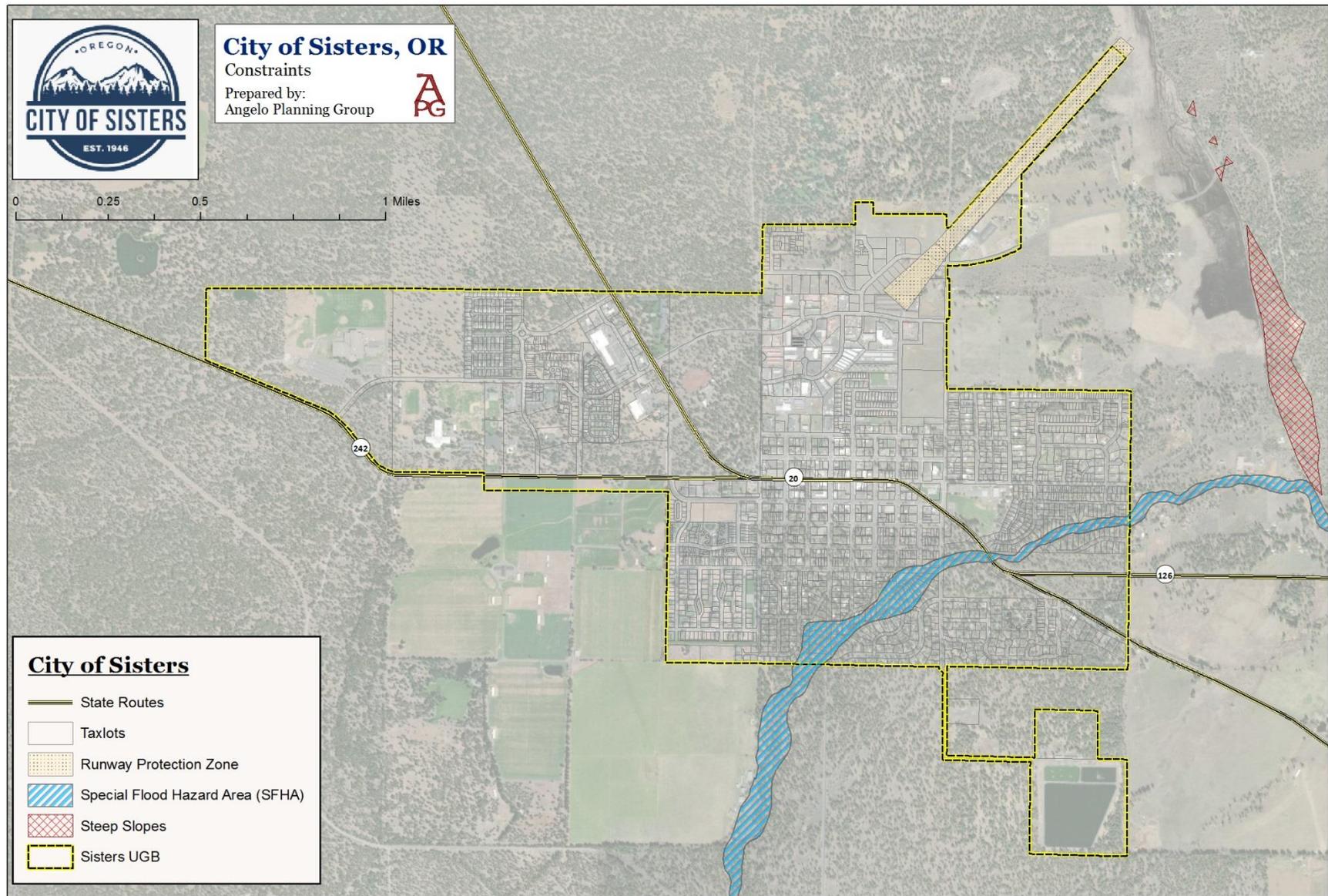
In order to estimate lands that may be buildable for residential uses, it is necessary to remove any lands where development is constrained or unfeasible due to environmental resources, hazards, or topography. GIS data on location of these constraints was obtained from the City. The following items constraints been included in the BLI.

- Floodplains: Areas within the 100-year floodplain, based on the most recent version of FEMA floodplain maps released in 2012.
- Runway Protection Zone: The overlay zone that is intended to prevent obstructions within the Sisters Eagle Air Airport approach surface.

These constraints are shown in Figure 4.

The land that falls into one or more of the above constrained categories was combined with tax lots within the UGB to estimate the amount of land in each parcel where development is limited by environmental constraints. These constrained areas were deducted from the total area of the parcel to estimate the portion of the parcel that is potentially buildable.

Figure 4. Constraints and Natural Hazards



Updated 06/11/2019

Step 3 – Classify Parcels by Development Status

Each parcel in the City was classified based on its potential for accommodating new residential development. This classification is intended to separate parcels that have capacity for development from those that do not. The classification is based on the amount of potentially buildable area on the parcel and the valuation of improvements (buildings, other structures). While the analysis included every parcel in the City, the mapping and figures in this report are limited to residential zones only. Improvement values are sourced from Deschutes County Tax Assessor data. The following four categories were used to classify parcels:

- **Developed:** Parcels that have an improvement value of more than \$10,000, but do not meet the definition of Partially Vacant or Constrained.
- **Constrained:** Parcels with less than 3,000 square feet of unconstrained land. These parcels are assumed to not be developable due to the small area on the lot that is potentially buildable. This figure is also the recommended threshold for DLCDC's Simplified BLI Method used for cities with populations greater than 2,500.
- **Partially Vacant:** Parcels that meet the state definition as partially vacant under provisions of (660-038-0060(3)) mentioned previously. These parcels are at least a half-acre in size, have an existing single-family dwelling, and have an improvement value greater than \$10,000. The amount of potentially buildable area on a parcel was estimated based on the type of structure, value of structure, and size of parcel, as follows:
 - A quarter-acre was removed from the unconstrained area of these parcels to account for the existing dwelling. If the remaining unconstrained area was less than a quarter-acre, then the parcel was classified as "Developed", OR;
 - Parcels with an improvement value to land value ratio of less than 0.75. Those with a ratio greater than 0.75 were classified as "Developed".
- **Vacant:** These are vacant parcels with sufficient area for development. They must meet a minimum of 3,000 square feet of unconstrained land and:
 - An improvement value of less than \$10,000, OR;
 - Have a tax assessor property class code that identifies the parcel as residentially zoned and vacant.

In cases where the data was unclear, aerial imagery was used to make the best possible determination of development status. The classification of land was reviewed by City Staff.

Figure 5. Development Status.

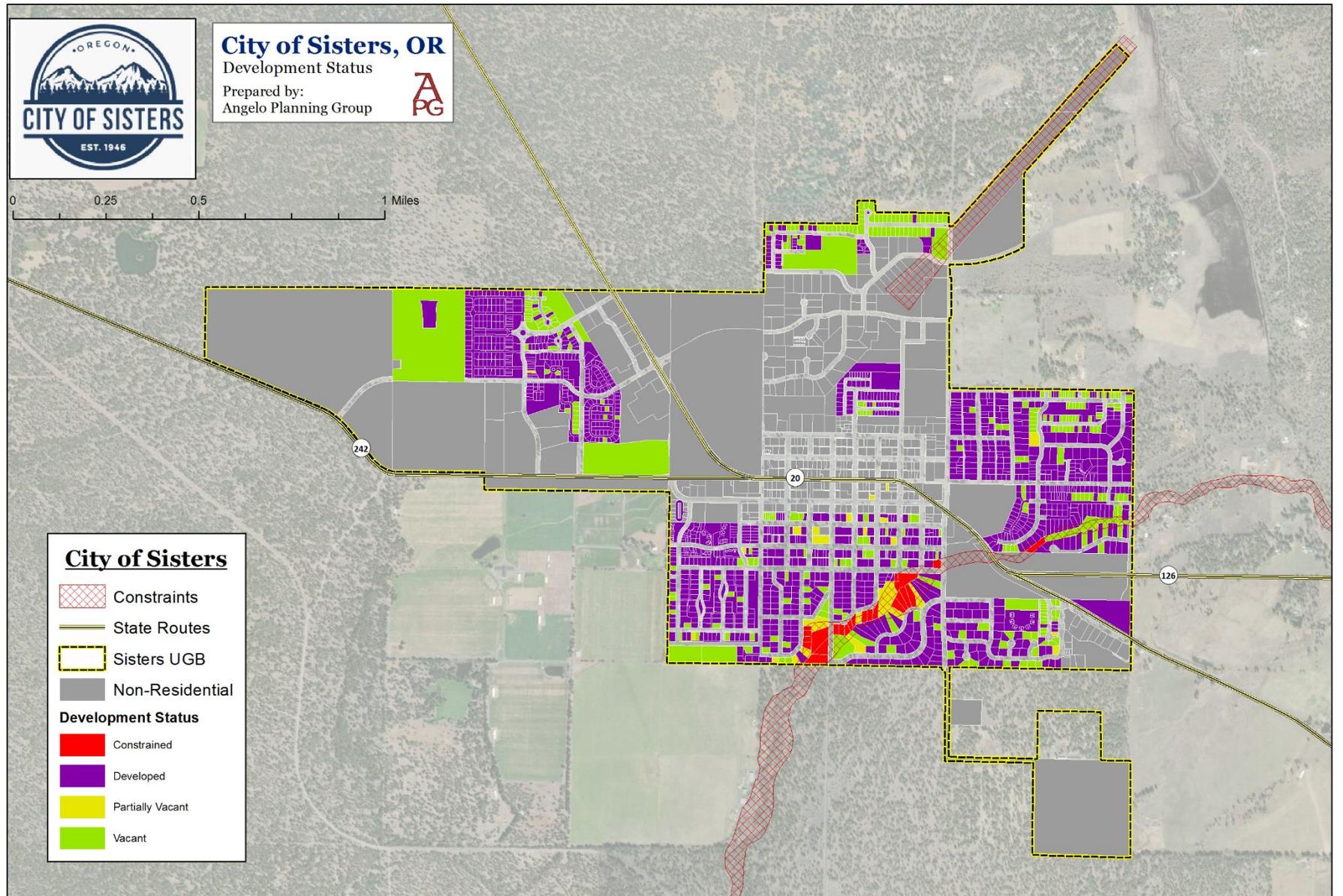
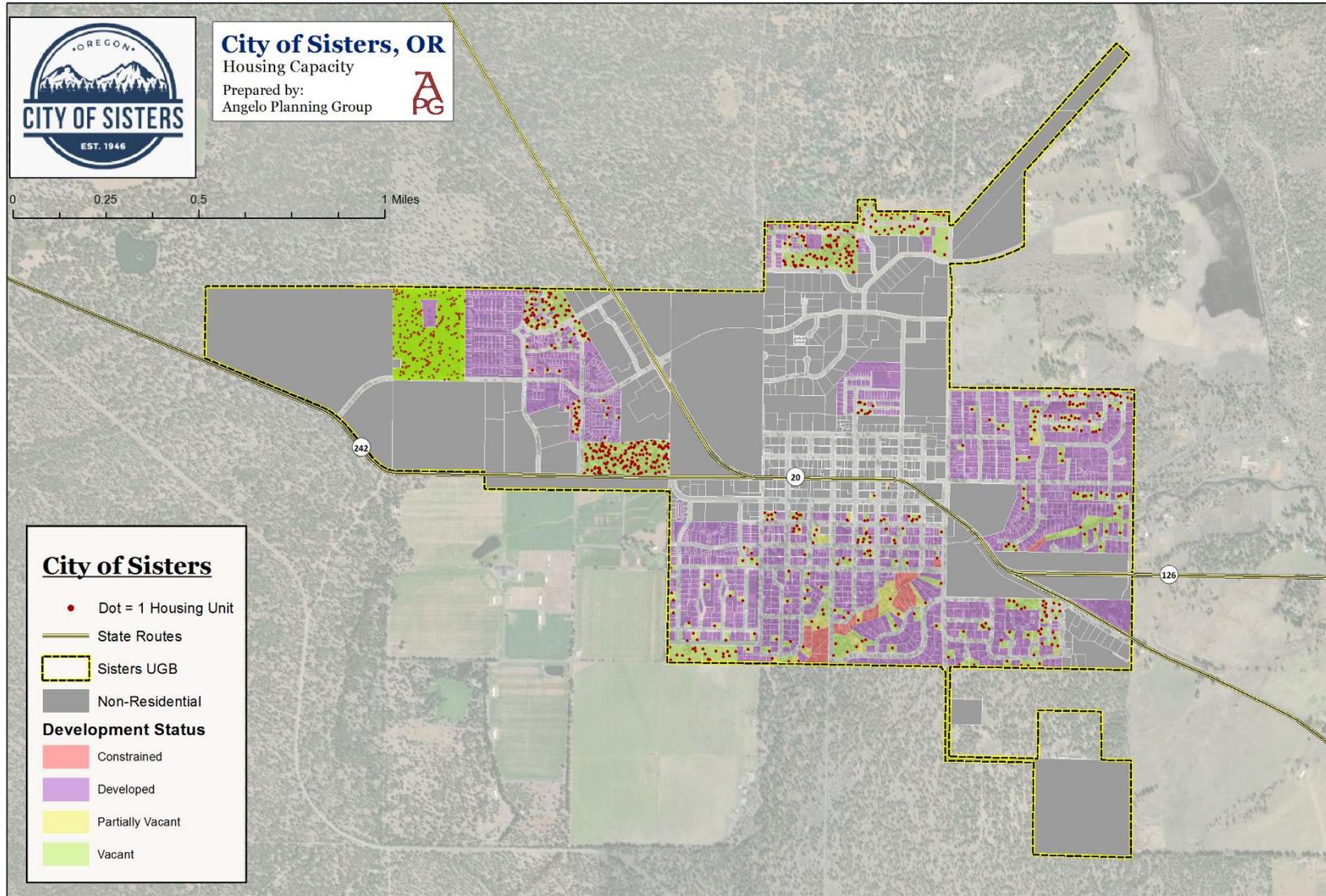


Figure 6. Housing Unit Capacity



Step 4 – Estimate Potentially Buildable Lands and Housing Unit Capacity

Assign parcels to zones

Lands were classified by zone type (residential, commercial, etc.) to estimate the amount of land that is potentially developable that is zoned for residential uses. To do this, all City and County zoning designations were classified into generalized zone types, and each parcel was assigned a zone.

Estimate housing unit capacity based on zoning

Next, the capacity for residential development on each parcel was estimated based on the density regulations of the zone and/or approval of development applications specifying a specific number and type of future housing units. For each zone, a projected density (units per acre) was calculated based on the minimum lot size standards of the zone and the housing types (single-family, duplex, multi-family, etc.) that are permitted in the zone.

These assumptions for projected density are detailed in Table 3.

The projected density was applied to the buildable acres of each parcel to estimate the capacity for new housing units on that parcel. This calculation was applied to all residential parcels, however “developed” and “constrained” parcels were assigned a housing capacity of “0” by default. Finally, the housing unit capacity of each parcel was rounded down to a whole number to reflect the actual maximum allowable number of units that could be permitted.

For several parcels, development approvals for specific numbers of units exist. These approvals have been used to assign these lots a development capacity that matches the number of units already approved.

KEY FINDINGS AND RESULTS

- There are relatively few physical constraints on housing in Sisters. Consequently, the City’s vacant and partially vacant land has significant capacity for additional housing. Multi-family zones in the City’s western region represents a sizable portion of the vacant area and housing capacity.
- The Sun Ranch Residential area in Northern Sisters, while mostly vacant, comprises of a small portion of the City’s housing capacity, largely due to the cap on the number of units allowed in the district.
- As noted previously, land within the US Forest Service property located in Sisters also was not considered in the inventory because it does not have a residential designation. If all or a portion of this property is planned and zoned for residential use in the future, it may provide additional capacity for future housing.
- Land included within existing or approved subdivisions which is committed, planned or dedicated for roads or open space was not included in the acres of buildable land.

Table 1. Development Status

Parcel Status	Total Parcels	Total Acres	Constrained Acres	Vacant Acres (Gross)
Constrained	25	10	10	-
Developed	1,330	256	4	-
<i>Total Not Buildable (sum of constrained and developed)</i>	<i>1,355</i>	<i>266</i>	<i>-</i>	<i>-</i>
Partially Vacant*	24	10	4	6
Vacant	318	118	6	112
Total Potentially Buildable	342	128	10	118

* Partially Vacant properties are assumed to have .25 acres for an existing home, with the remaining area available for development. This is removed as part of the gross-to-net calculation of Table 2.

Table 2. Potentially Buildable Acres by Zoning Designation

Zoning Designation	Partially Vacant or Vacant Parcels	Gross Vacant Acres			Net Vacant Acres ¹
		Partially Vacant	Vacant	Total	
Residential	203	5	47	51	39
Multi-Family Residential	89	1	53	54	43
Sun Ranch Residential	50	0	10	10	7
Subtotal	342	6	110	116	91
Net Buildable Acres²	--	5	85	91	--

¹ Subtracting 25% of acreage to account for public utilities and open space, as well as .25 acres for “partially vacant” properties.

² The calculated total for net vacant acres and net buildable acres is the sum of each individual parcel’s net buildable acres (75% of gross of each parcel added up), rather than 75% of the sum of “gross vacant acres”.

Table 3. Development Assumptions for Sisters and Deschutes County Zoning Designations

Jurisdiction	Sisters Density Projections				Projected DU/Net Acre
	Zone	Min lot size (for single-family detached)	Max DU/Net Acre	Notes (single-family detached allowed in all residential zones)	
City of Sisters	R	6000	8	Manufactured dwellings and parks, accessory dwelling, townhomes, cottage cluster, duplexes allowed	5
	MFR	4500	20 (minor conditional use)	Manufactured dwellings and parks, accessory dwelling units, duplex/triplex, multi-family, townhomes, cottage cluster allowed	15
	SRR	2000	45 Total in District (Development Code 2.13.1000.A.1)	Cottage cluster, manufactured dwelling, townhome, accessory dwelling unit allowed	4

Table 4. Housing Unit Capacity by Zone, Residential Zones

Zoning Designation	Estimated Housing Unit Capacity		
	Net Vacant Acres	Projected DU/Net Acre	Projected Housing Capacity
R – Residential	39	5	284
MFR – Multi-Family Residential	43	15	506
SRR – Sun Ranch Residential	7	4	45
Total	91	--	835

All residential parcels that were not constrained or developed were given at least one housing unit in capacity, which is why the projected housing capacity is slightly higher than the product of “net vacant acres” and “projected units per acre”. Those calculated to less than one unit for the entire parcel were rounded up to one. The remaining parcels were rounded down to the nearest integer.