



MEMORANDUM

Employment Buildable Lands Inventory (DRAFT) Woodburn Economic Opportunities Analysis

DATE August 24, 2023
TO Renata Wakeley, City of Woodburn Special Projects Director
FROM Matt Hastie, Clinton “CJ” Doxsee, and Sun-gyo Lee, MIG|APG
CC Brendan Buckley, Johnson Economics

INTRODUCTION

This memorandum describes the methodology and updated results of the Buildable Lands Inventory (BLI) for the City of Woodburn’s Economic Opportunities Analysis (EOA).

The draft BLI represents the second phase of an Economic Opportunities Analysis (EOA) for the City. The first phase of the EOA, conducted by Johnson Economics, identified employment conditions and trends, target industries, employment land needs, and draft strategies and actions to achieve the City’s economic objectives. Once the BLI has been further refined as needed by City staff and the Technical Advisory Group (TAG), it will be used to update the City’s recommended economic development strategies and actions. This inventory covers land within the City’s urban growth boundary (UGB), consistent with Oregon statutory and administrative rule requirements.

REGULATORY BASIS

The BLI is conducted consistent with the following requirements of statewide planning Goal 9 and the Goal 9 administrative rule (OAR 660-009) as they pertain to BLIs. The BLI supports an Economic Opportunities Analysis that is currently underway.

1. **Economic Opportunities Analysis (OAR 660-009-0015).** The Economic Opportunities Analysis (EOA) requires communities to identify the major categories of industrial or other employment uses that could reasonably be expected to locate or expand in the planning area based on information about national, state, regional, county or local trends; identify the number of sites by type reasonably expected to be needed to accommodate projected employment growth based on the site characteristics typical of expected uses; include an inventory of vacant and developed lands within the planning area designated for industrial or other employment use; and estimate the types and amounts of industrial and other employment uses likely to occur in the planning area.

2. **Industrial and commercial development policies (OAR 660-009-0020).** Cities with a population over 2,500 are required to develop commercial and industrial development policies based on the EOA. Local comprehensive plans must state the overall objectives for economic development in the planning area and identify categories or particular types of industrial and other employment uses desired by the community. Local comprehensive plans must also include policies that commit the city or county to designate an adequate number of employment sites of suitable sizes, types and locations. The plan must also include policies to provide necessary public facilities and transportation facilities for the planning area.
3. **Designation of lands for industrial and commercial uses (OAR 660-009-0025).** Cities and counties must adopt measures to implement policies adopted pursuant to OAR 660-009-0020. Appropriate implementation measures include amendments to plan and zone map designations, land use regulations, public facility plans, and transportation system plans. More specifically, plans must identify the approximate number, acreage, and characteristics of sites needed to accommodate industrial and other employment uses to implement plan policies, and must designate serviceable land suitable to meet identified site needs.

BLI METHODOLOGY

Consistent with OAR 660-009-0015, the BLI is conducted in several steps, described below.

- **Step 1: Determine Land Type** – This step identifies all land within the UGB as either residential, employment, or other, based on zoning and other characteristics. Because this BLI is in support of an EOA, the inventory is further refined to include only employment and mixed use areas, with residential lands excluded.
- **Step 2: Identify and Calculate Constraints** – This step identifies development constraints and removes them from the inventory to get an accurate measurement of the amount of developable land within the UGB.
- **Step 3: Classify Land by Development Status** – This step classifies land into categories of Vacant, Partially Vacant, Developed, and Committed, based on a series of filters using available data.
- **Step 4: Inventory Results** – This step reports the results of the analysis in various ways, and accounts for land needed for right-of-way and other public uses to arrive at total developable net acreage within the UGB.

The remainder of this memorandum addresses each of the above steps in turn. The BLI data and assumptions described in the memo have undergone extensive review, discussion, and revision with City staff, other team members, state agency staff, and members of the Technical Advisory Committee. The current draft of the memo reflects the results of that process.

Step 1: Determine Land Type

Land in the City of Woodburn is categorized into Residential or Employment. This classification is made primarily by zoning designation as shown in Figure 1. Exceptions were made for cases based on existing land use, property ownership, or other circumstances. Figure 2 illustrates land as either employment based or residential based, depending on the underlying zoning. Employment based land types include zoning that allows for commercial or industrial types of development and are used as the basis of generating BLI information in subsequent steps.

Figure 1: Woodburn Zoning Designations

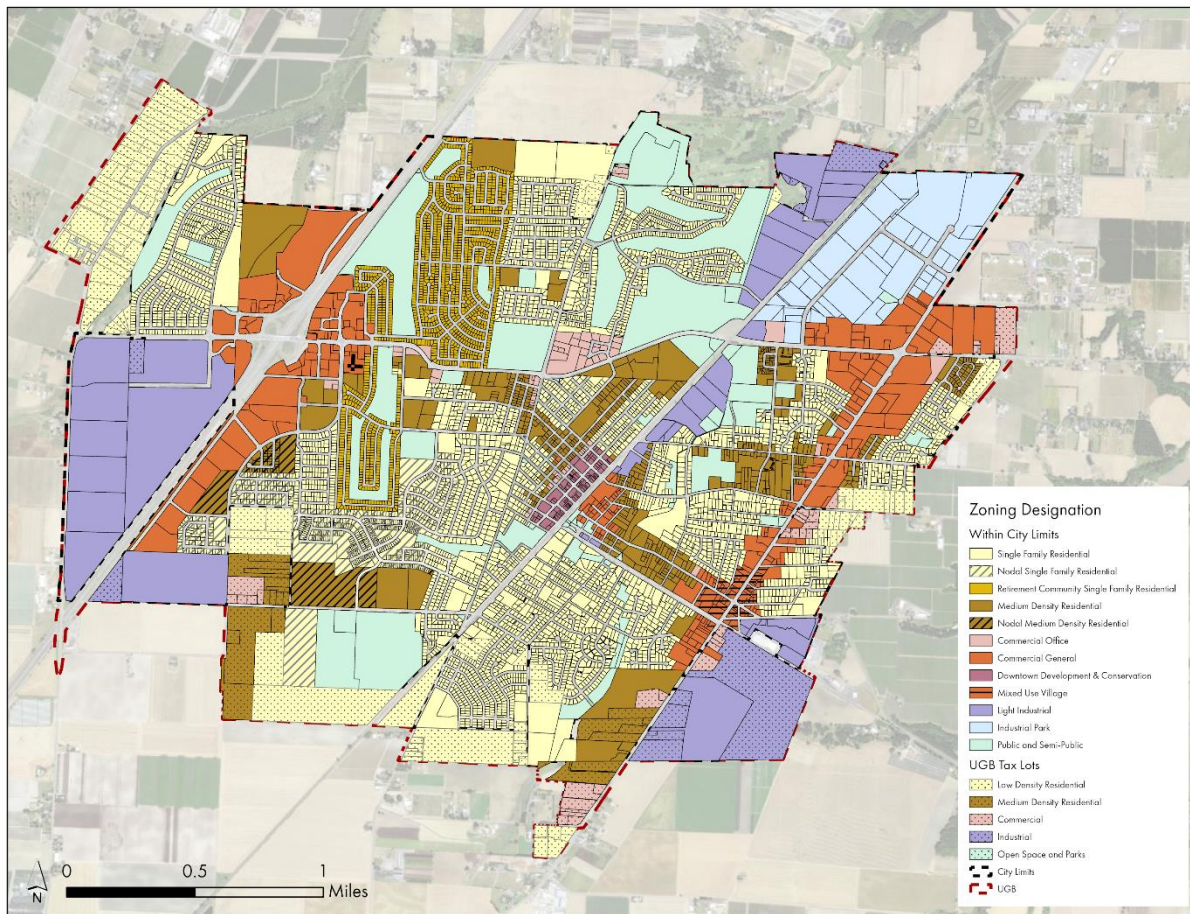


Figure 2: Woodburn Land Type

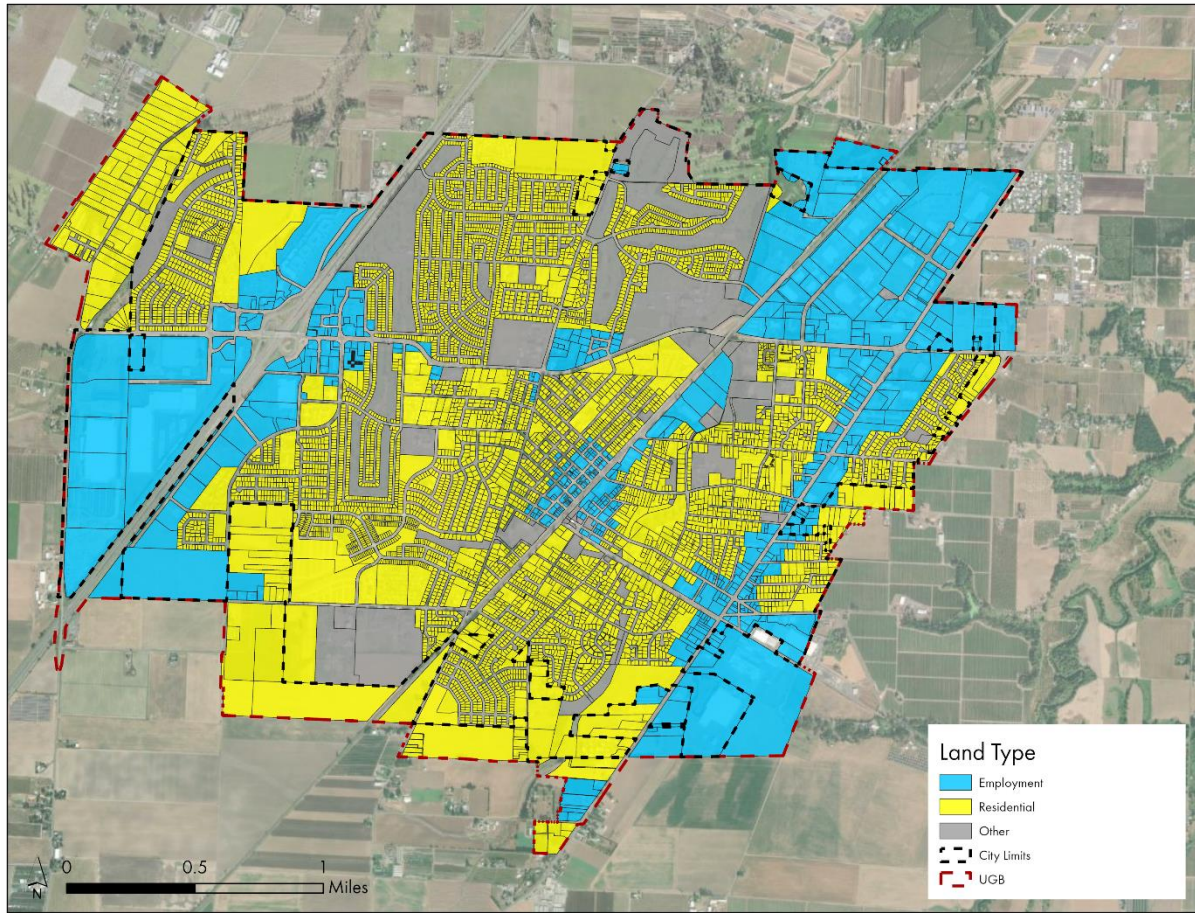


Table 1 summarizes the number of tax lots and gross acreage associated with the two land types. For the purpose of this inventory, portions of tax lots that extend beyond the UGB are not factored into the estimated land capacity. Overall, there are significantly fewer employment land type tax lots compared to residential land types. However, employment land type tax lots comprise nearly half of the overall gross acreage in the City’s UGB, due to their much larger average size.

Table 1: Woodburn Land Type

	Number of Tax Lots	Gross Acres¹
Employment	696	1,302.4
Residential	6,987	2,093.5
Total	7,683	3,395.9

¹ Gross acreage includes a limited number of tax lots that are partially located inside the Woodburn UGB.

Step 2: Calculate Constraints

As defined in OAR 660-009-005, “Development Constraints” are factors that temporarily or permanently limit or prevent the use of land for economic development. Development constraints include, but are not limited to, wetlands, environmentally sensitive areas such as habitat, slope, topography, infrastructure deficiencies, parcel fragmentation, or natural hazard areas. The constraints used for this analysis include:

- FEMA Floodplain Hazards, including regulatory floodways and 100-year flood hazard areas.
- Riparian Corridor Wetlands Overlay (RCWOD).
- National Wetlands Inventory

The portions of a site that are affected by one or more of these constraints are removed from the site area and are not considered buildable for the purposes of the inventory. Figure 3 shows the location of these constraints.

Figure 3: Woodburn Development Constraints

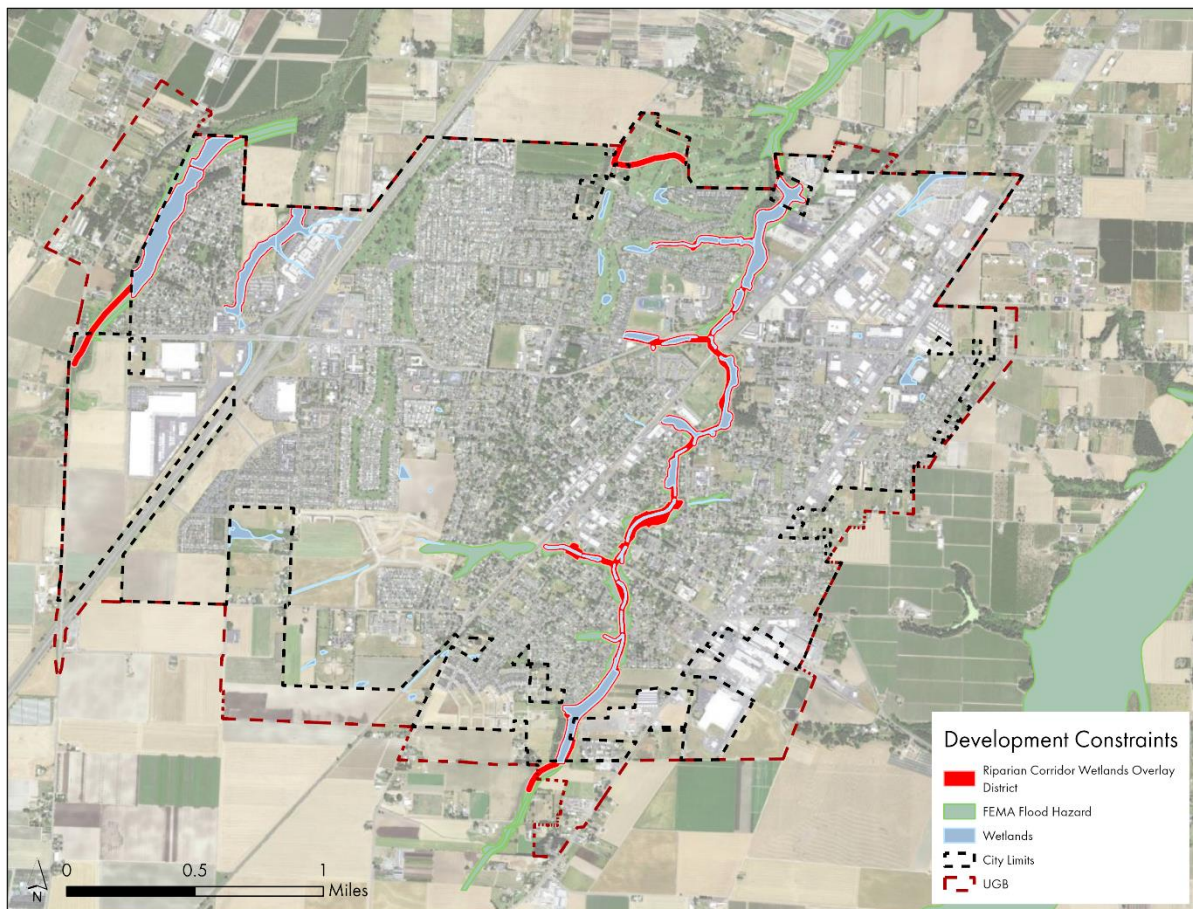


Table 2 provides a summary of the overall amount of constrained areas present within the UGB. Approximately 52 acres of employment land is constrained by FEMA floodplain hazards or the RCWOD overlay.

Table 2: Woodburn Development Constraints

	Constrained (acres)	Unconstrained (acres)	Total (acres)
Employment	51.8	1,250.6	1,302.4
Residential	97.6	1,995.9	2,093.5
Total	145.4	3,250.5	3,395.9

Step 3: Classify Employment Land by Development Status

Employment land within the study area was classified by development status, as follows:

- **“Vacant”** land meets one or more of the following criteria:
 - Equal to or larger than ½ acre and not currently containing permanent improvements.²
 - Equal to or larger than 5 acres where less than ½ acre is occupied by permanent buildings or improvements.³
 - Improvement value is less than \$5,000 or less than 5% of the property’s land value.⁴
- **“Partially Vacant”** land has an improvement value of between 5% and 40% of the land value, or is greater than one acre in size with at least ½ acre not improved (based on aerial photo). Unless aerial photos or other information indicate otherwise, this inventory assumes that 50% of unconstrained land is vacant based on state harbor rules.⁵ A number of partially vacant sites have been adjusted to account for present conditions.
- **“Developed”** land has an improvement value greater than 40% of the land value and/or does not meet the definition of vacant or partially vacant.⁶ In addition, several other types of land were identified as developed, including the following:
 - Land approved for non-employment development (i.e., for residential uses).
 - Land currently used for outdoor storage of equipment or merchandise.
 - Land that is subject to site improvement or expansion plan

Table 3 presents a summary of the land development status organized by zoning inside City limits and by general commercial/industrial designation outside of City limits.

² Safe harbor pursuant to OAR 660-024-0050(3)(a)

³ Safe harbor pursuant to OAR 660-024-0050(3)(b)

⁴ Safe harbor pursuant to OAR 660-038-0120(2)(a)

⁵ Safe harbor pursuant to OAR 660-038-0120(2)(b)

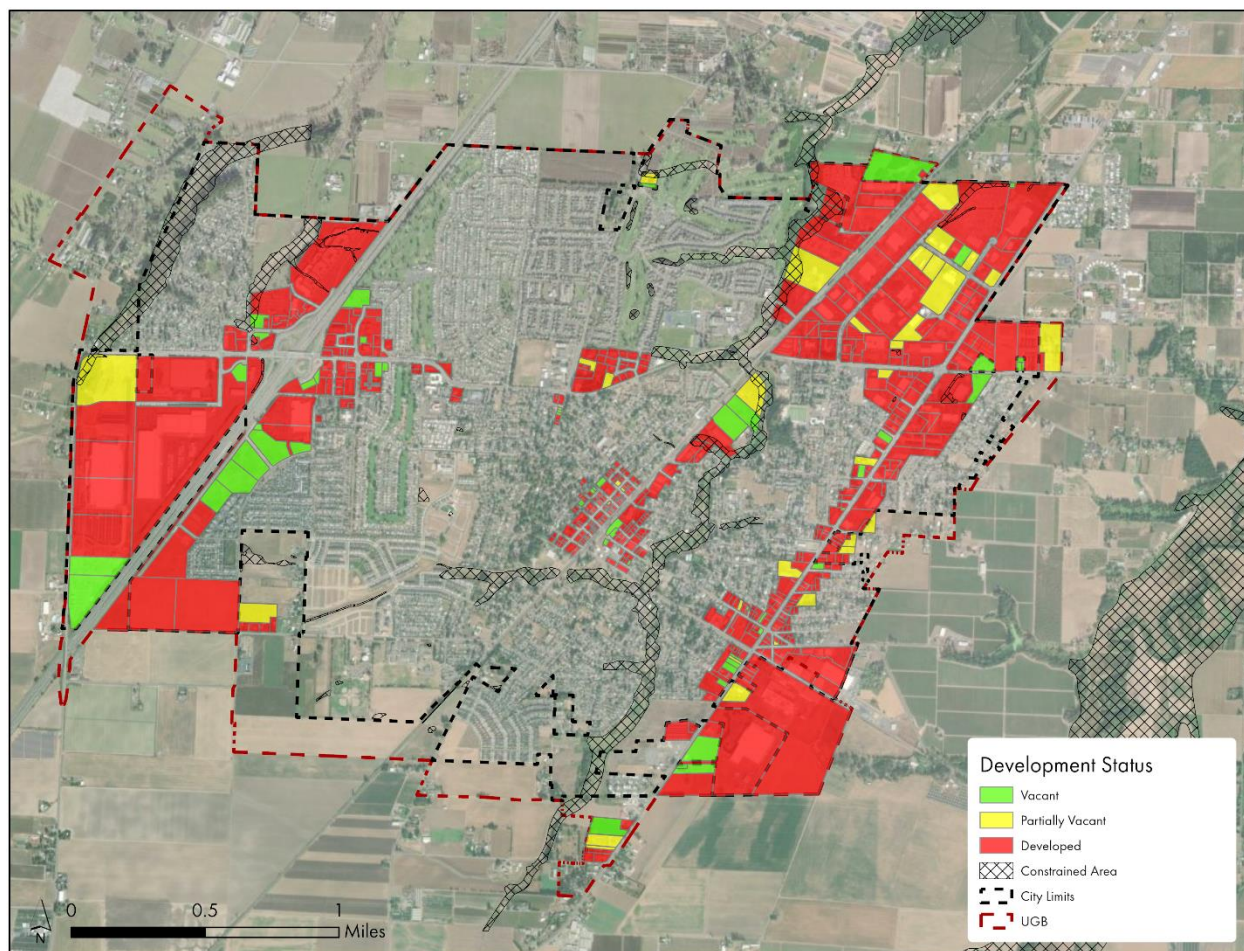
⁶ Safe harbor pursuant to OAR 660-038-0120(2)(c)

Table 3: Summary of Unconstrained Employment Land Acreage by Development Status

	Vacant	Partially Vacant	Developed	Total
Commercial General (CG)	45.5	9.0	321.5	376.0
Commercial Office (CO)	4.1	2.2	32.5	38.8
Downtown Development & Conservation (DDC)	0.7	0.4	14.2	15.3
Mixed Use Village (MUV)	0.5	0.2	17.8	18.5
UGB Commercial	8.7	28.0	20.5	57.3
Commercial/Mixed use Subtotal	59.5	39.9	406.6	506.0
Light Industrial (IL)	32.2	18.5	376.4	427.1
Industrial Park (IP)	2.1	37.3	151.5	190.8
UGB Industrial	23.7	0.0	102.9	126.6
Industrial Subtotal	58.1	55.8	630.7	744.6
Total	117.6	95.6	1,037.3	1,250.6

Figure 4 illustrates the development status of employment land types within the City's UGB.

Figure 4: Employment Land by Development Status



Step 4: Inventory Results

The following assumptions were used to determine the net acreage of land within the City.

- 50% of all employment land identified as partially vacant.
- 15% of vacant industrial employment land (Light Industrial, Industrial Park zones).
- 20% of vacant commercial employment land (Commercial General, Commercial Office, Downtown Development & Conservation, Mixed Use Village zones).
- 5% of additional reduction on vacant, partially vacant Commercial General zone in consideration of multi-family housing development.

The 50% deduction is based on safe harbor rules in OAR 660-038-0120(2)(b), which assumes half the site is available to support additional economic development. The 15% and 20% deductions for vacant industrial and commercial employment lands are to account for potential infrastructure improvements on vacant land. Typically, infrastructure improvements include right-of-way

dedications for street improvements.⁷ The additional 5% reduction reflects the fact that residential use is allowed in the General Commercial zone and several recent developments of that type have occurred in that zone.

Table 4 below provides a summary for each zone and Table 5 classifies the developable lands by size.

Table 4: Net Developable Acres of Employment Land

	Vacant	Partially Vacant	Total
Commercial General (CG)	34.1	4.1	38.2
Commercial Office (CO)	3.3	1.1	4.4
Downtown Development & Conservation (DDC)	0.6	0.2	0.8
Mixed Use Village (MUV)	0.4	0.1	0.5
UGB Commercial	7.0	14.0	21.0
Commercial/Mixed use Subtotal	45.3	19.5	64.8
Light Industrial (IL)	27.4	9.2	36.6
Industrial Park (IP)	1.8	18.6	20.4
UGB Industrial	20.2	0.0	20.2
Industrial Subtotal	49.4	27.9	77.3
Total	94.7	47.4	142.1

Table 5: Remaining Inventory by Net Developable Acres

	Number of lots	Share
Commercial/Mixed use		
0 – 5 acres	69	97.2%
5 – 10 acres	2	2.8%
>10 acres	0	0%
Commercial/Mixed use Subtotal	71	
Industrial		
0 – 5 acres	17	73.9%
5 – 20 acres	6	26.1%
>20 acres	0	0
Industrial Subtotal	23	
Total	94	

⁷ Note, OAR 660-024-0040(10) allows a safe harbor deduction of 25% for a residential buildable land inventory to account for streets and roads, parks, and school facilities. There is no equivalent rule in the OAR for an employment buildable land inventory. Notwithstanding, this employment buildable land inventory applies deductions because street and road improvements are anticipated for development of vacant properties. The lower amount is because, in part, parks and school facilities aren't typically built on commercial and industrial properties. Similarly, commercial and industrial properties typically require larger lot sizes and incorporate private roads or accessways, necessitating less land for public dedication.

