



Development Classification System Improvements

Meeting #2

Presented by:

Andy Taylor

January 10, 2017



Agenda

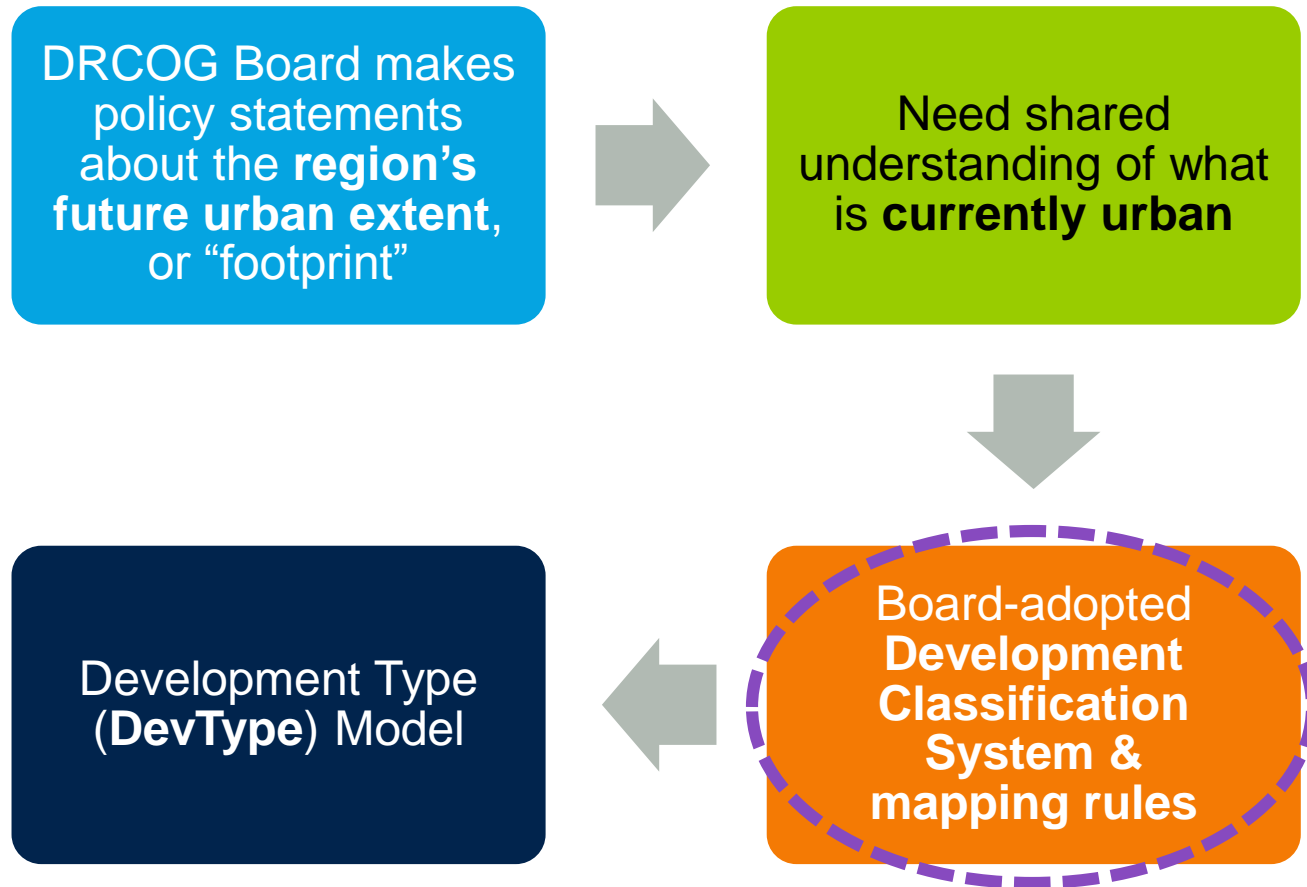
- Introductions
 - Name
 - Jurisdiction
 - Role
- Quick refresher: Understand the Board-adopted process for identifying what's currently urban
- Meeting #1 update
- First pass of issues yet to be discussed
- Tabled issue
 - Open space definition clarity - purpose/intent

Quick refresher:

WHAT IS THE BOARD-ADOPTED PROCESS?



From Board policy to computer model





Development Classification System

Urban

**Semi-
urban**

**Semi-
rural**

Rural

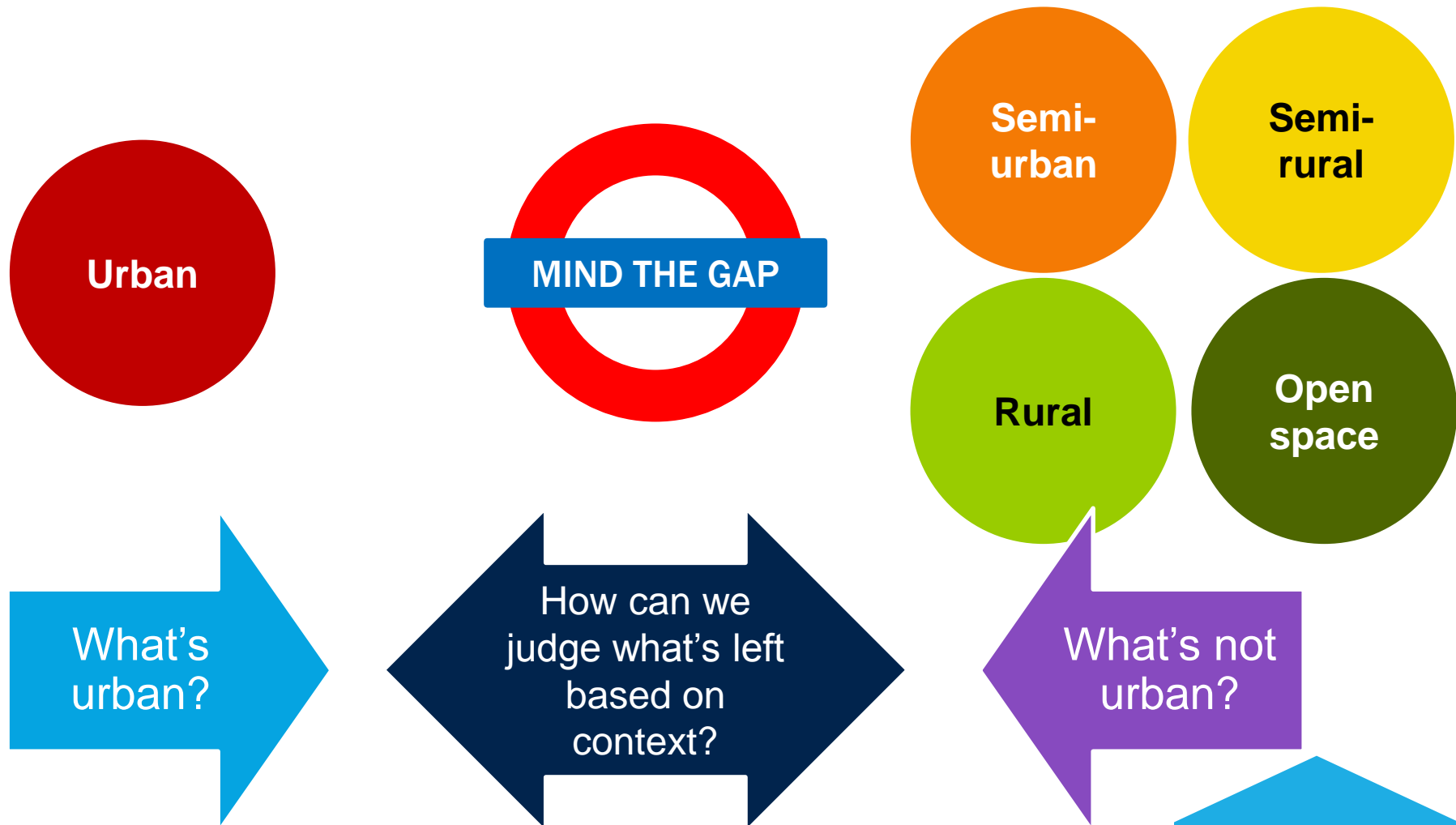
**Open
space**

“The definitions provide a consistent, region-wide classification system to support regional planning activities.... Many local governments use different development type classification systems to support local planning activities.”

*Metro Vision 2035 Growth and Development Supplement, Extent of Urban Development – Overview (**Page 4**)*



3 ways the mapping rules work





Mapping rules “cheat sheet”

Later
rules
cannot
override

Rule	Topic	Way it works
1	Open space parcels	◀ What's not urban?
2	Large undevelopable parcels	◀ What's not urban?
3a	Small parcel residential subdivisions	▶ What's urban?
3b-c	Larger parcel residential subdivisions	◀ What's not urban?
4a	Commercial/industrial subdivisions	▶ What's urban?
4b	Non-subdivision commercial/industrial	▶ What's urban?
5	Non-subdivision, previous inventory	▶ What's urban?
6	Large parcels	◀ What's not urban?
7a	Small parcel groupings	▶ What's urban?
7b-c	Larger parcel groupings	◀ What's not urban?
8	Unclassified in previous rules	◀ ▶ Judge on context
9a	Interior enclaves	▶ What's urban?
9b	Exterior enclaves	◀ What's not urban?

overrides
all above

MEETING #1 UPDATE



Major theme of discussion

- Keep any changes from negatively impacting UGB/A allocation





What's happened since meeting #1?

- DRAFT Metro Vision public review, comment, and edits
- Issue status – see handout



ISSUES & PROPOSALS



Issue #7: Non-commercial/industrial employment

Rule involved: 4

As adopted:

- Consider parcels with commercial or industrial uses
- Classify as urban if parcel has more than 50 employees

Problem:

- Ignores schools, government offices, and other “exempt” properties

Potential fix:

- Consider parcels with other uses for employment calculation

Legend

- Urban
- Semi-Urban
- Semi-Rural
- Rural
- Open Space

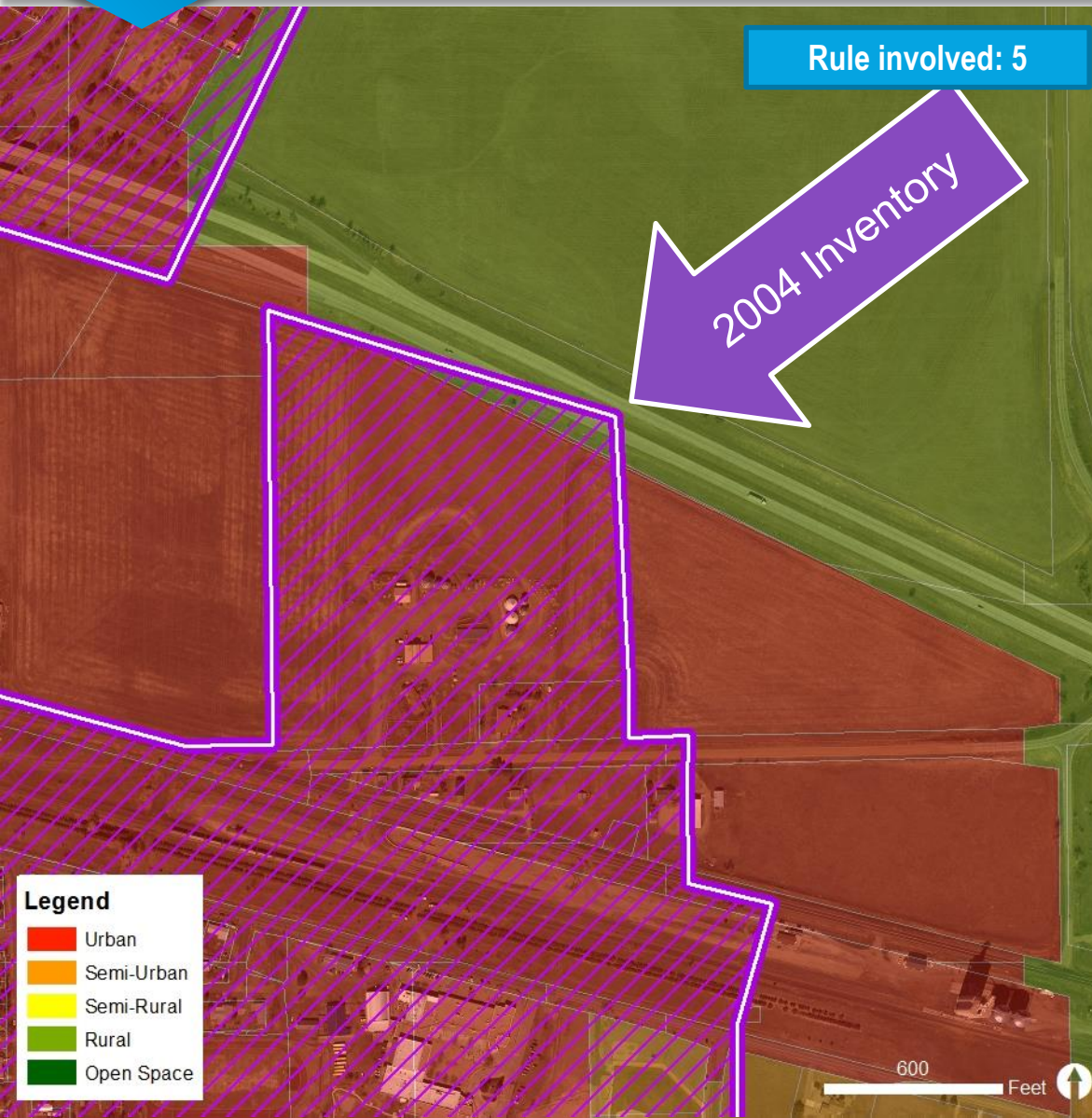
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Feet





Issue #8: Reliance on previous inventories



As adopted:

- Consider parcels not within a platted subdivision
- Classify as urban if included in a previous inventory

Problem:

- Captures land that does not meet the Development Classification System description

Potential fix:

- Consider other steps to capture land similar to other urban land, but without subdivision data



Issue #9: Rural loopholes

Rule involved: 6

As adopted:

- Consider parcels outside a subdivision classified in previous steps
- Classify as rural if 35 acres or larger

Problem:

- Some host urban-serving uses, such as:
 - **Utilities**
 - Airports
 - Rights-of-way (ROW)
 - Open space 80-160 ac.

Potential fixes:

- Consider including certain uses as urban
- Consider excluding certain uses from rural test, let context determine

Legend

- Urban
- Semi-Urban
- Semi-Rural
- Rural
- Open Space

0.25

Miles





Issue #9: Rural loopholes

Rule involved: 6

As adopted:

- Consider parcels outside a subdivision classified in previous steps
- Classify as rural if 35 acres or larger

Problem:

- Some host urban-serving uses, such as:
 - Utilities
 - Airports
 - Rights-of-way (ROW)
 - *Open space 80-160 ac.*

Potential fixes:

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Legend

- Urban
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- Rural
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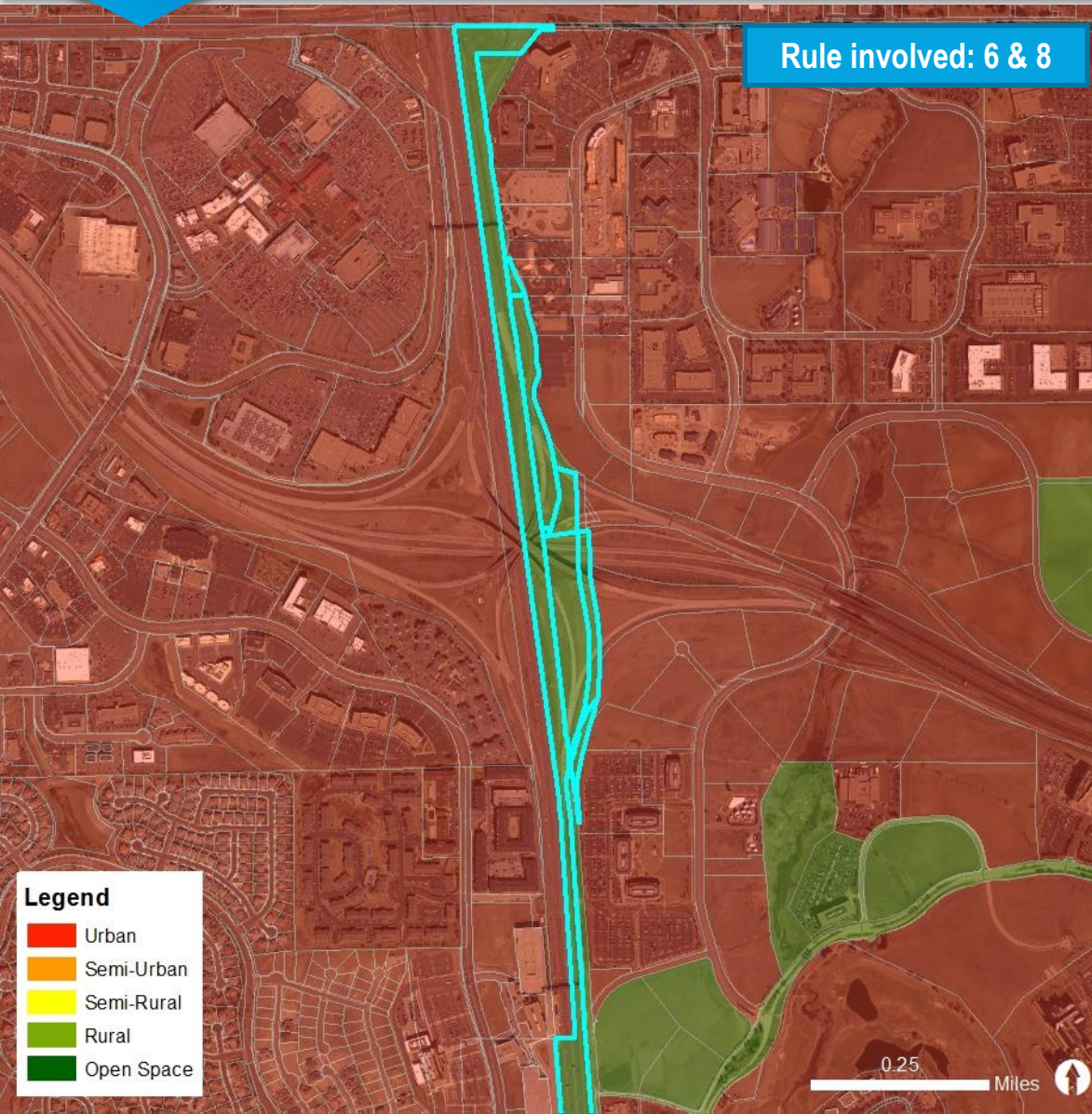
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Feet





Issue #9: Rural loopholes



As adopted:

- Consider parcels outside a subdivision classified in previous steps
- Classify as rural if 35 acres or larger

Problem:

- Some host urban-serving uses, such as:
 - Utilities
 - Airports
 - **Rights-of-way (ROW)**
 - Open space 80-160 ac.

Potential fixes:

- Consider including certain uses as urban
- Consider excluding certain uses from rural test, let context determine



Issue #10: Airports and subdivision

Rules involved: 4 & 6

As adopted:

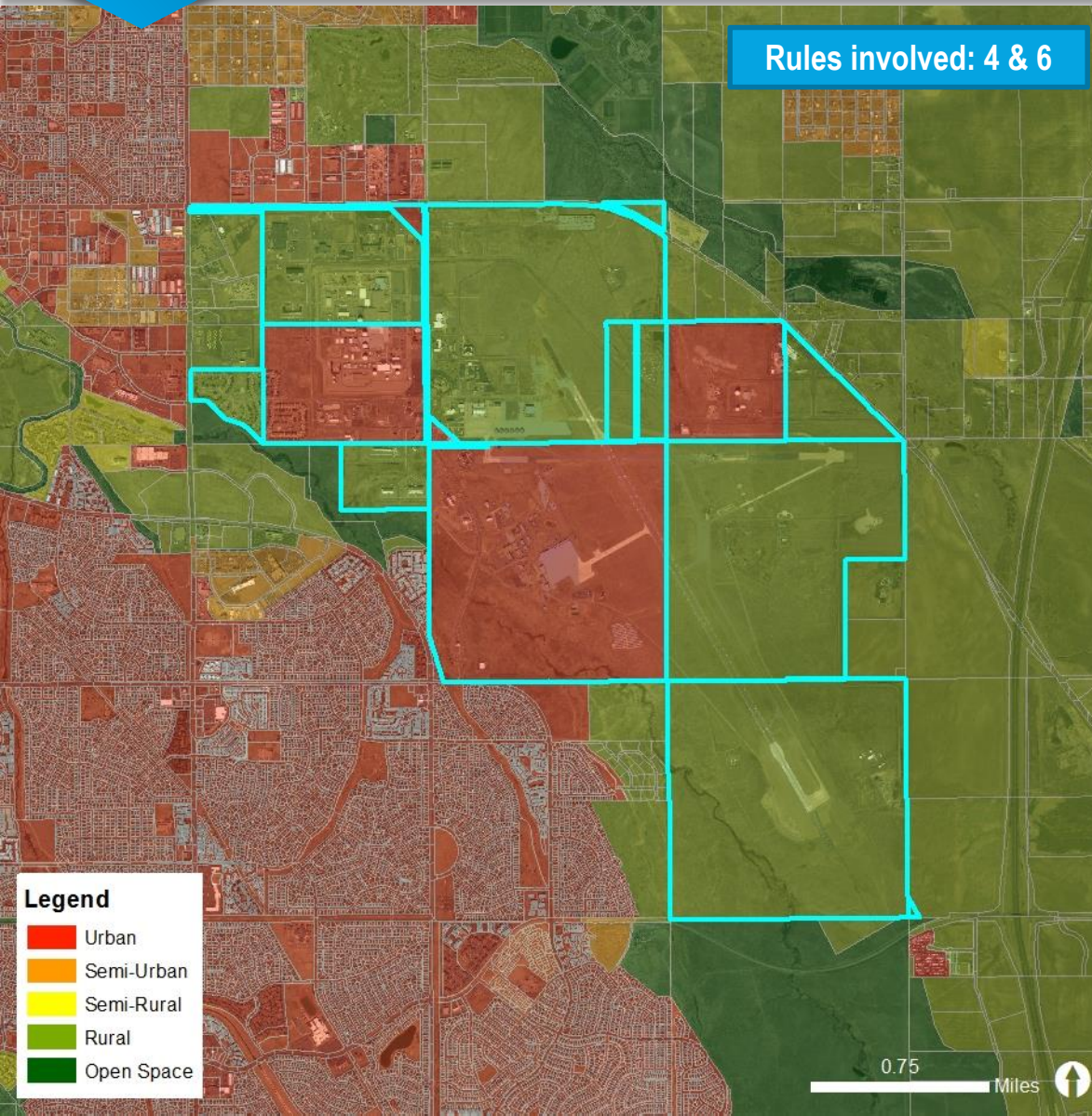
- Considers uses on parcels
- Considers subdivisions

Problem:

- Airports rarely take parcels through the subdivision process
- Parcel boundaries do not match uses

Potential fix:

- Custom delineation of airport properties





Major airport treatment

“Major airport” means general aviation or commercial air carrier airports, as identified in the National Plan of Integrated Airport Systems (NPIAS), as well as military airports.

Major airports:

May not include the airfield (runways, safety areas/zones) and other contiguous, non-developable areas in and around these airports, unless such areas constitute all of a contiguous area surrounded by urban development or part of a contiguous area smaller than 80 acres in total, surrounded by urban development.

Does include terminal/concourse area and supporting uses/areas, airport/airline support, and other on-site commercial, residential, or industrial development.



Issue #11: Including rights-of-way (ROW)

Rules involved: 3, 6 & 9

As adopted:

- Consider a residential subdivision
- Include rights-of-way (ROW) and utility easements, regardless of size

Problem:

- ROW often voids in assessor data
- If included, not well attributed
- Issues with other rules:
5, 6, 8, 9

Potential fix:

- Work to identify ROW
- Consider excluding from 5 & 6 test, let context determine
- – OR – Consider treating the same throughout all counties

Legend

- Urban
- Semi-Urban
- Semi-Rural
- Rural
- Open Space

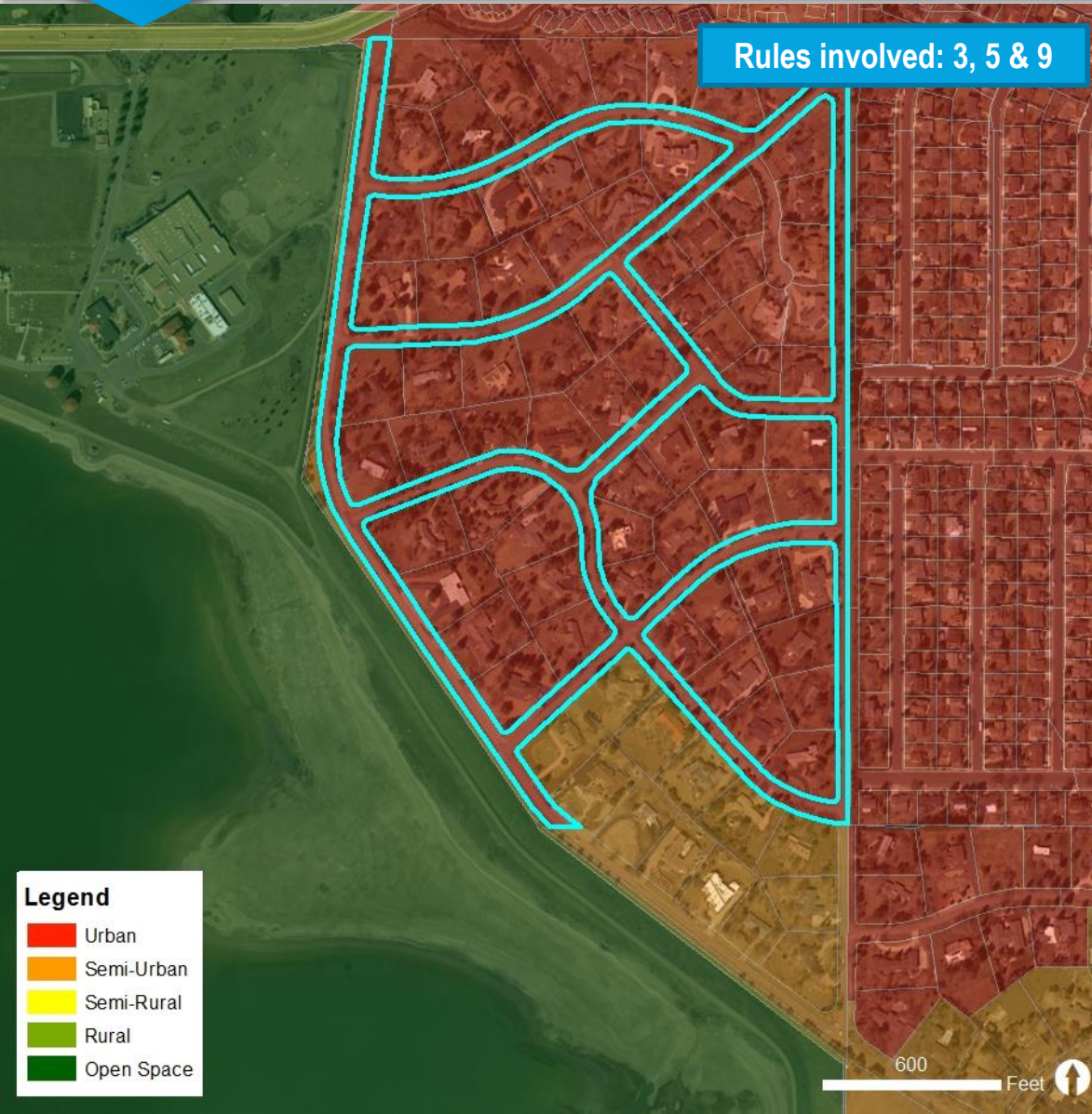
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Issue #11: Including rights-of-way (ROW)



As adopted:

- Consider a residential subdivision
- Include rights-of-way (ROW) and utility easements, regardless of size

Problem:

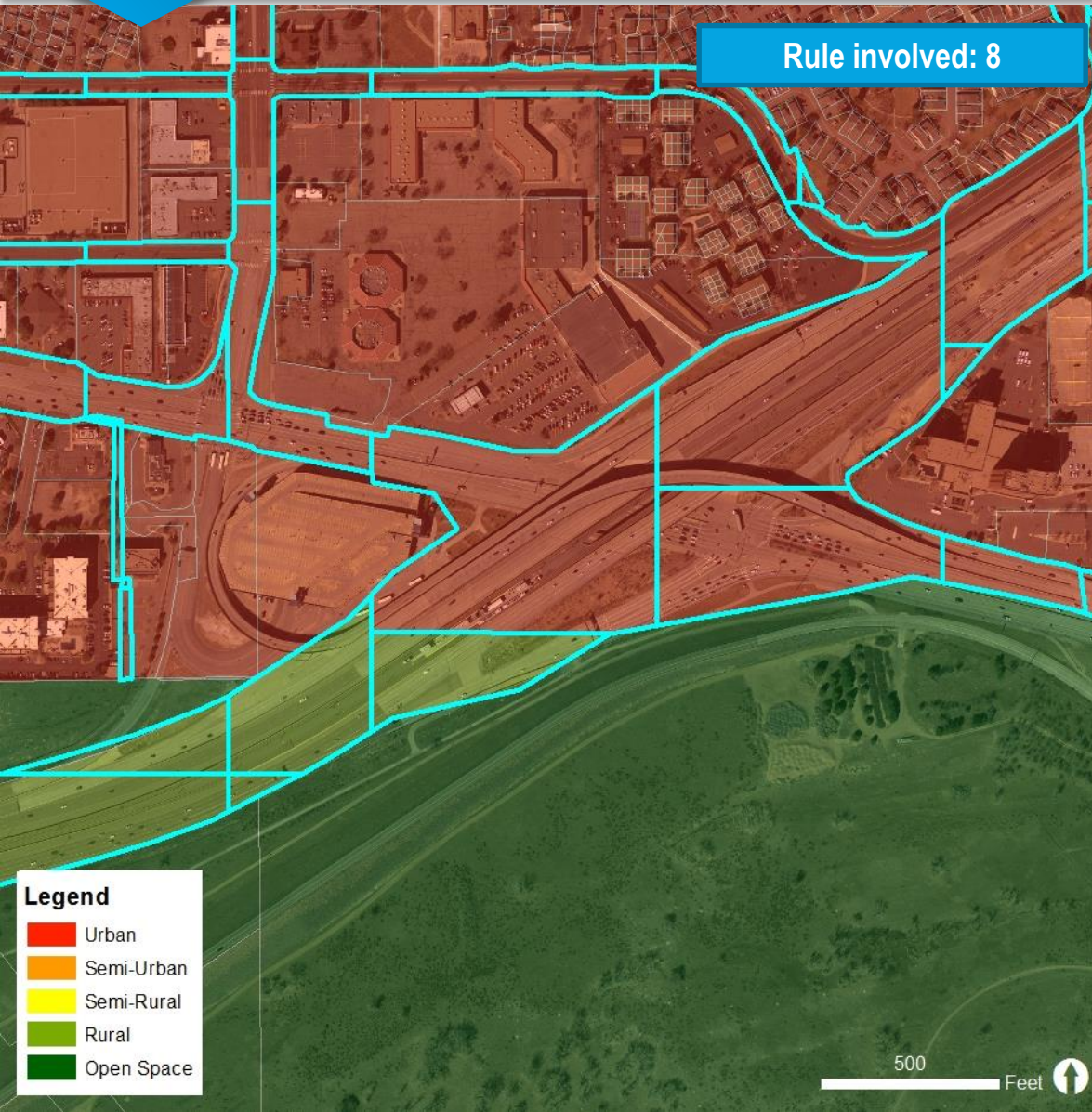
- ROW often voids in assessor data
- If included, not well attributed
- Issues with other rules:
5, 6, 8, 9

Potential fix:

- Work to identify ROW
- Consider excluding from 5 & 6 test, let context determine
- – OR – Consider treating the same throughout all counties



Issue #11: Including rights-of-way (ROW)



As adopted:

- Consider remaining parcels after first 7 rules
- Classify based on surroundings

Problem:

- ROW often voids in assessor data
- Must fill in the voids to successfully run other rules: 8 & 9

Potential fix:

- Fill in voids using Euclidean allocation
- Consider treating the same throughout all counties



Issue #12: Treatment of groupings

Rule involved: 7

As adopted:

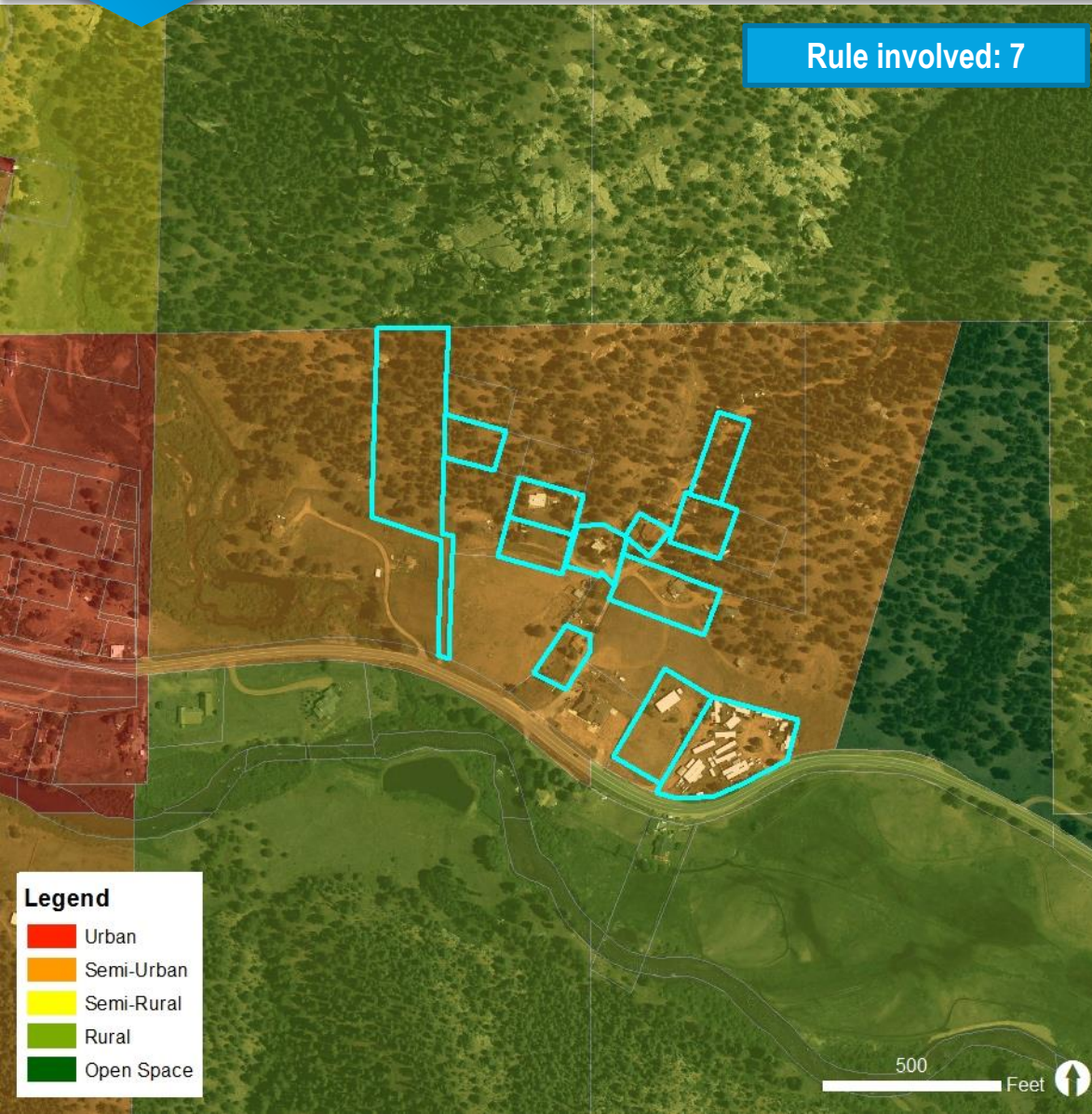
- Consider groupings of 10 or more residential parcels
- Classify by average parcel size

Problem:

- Missing definitions
- Need to follow lot size density calculation fix

Potential fixes:

- Add new definitions





Grouping definitions

“Grouping” means adjacent parcels that are not recorded as part of a subdivision.

“Residential grouping” means a grouping of ten (10) or more residential parcels.

- MAY ALSO TRY -

“Residential parcel” means a parcel with a property improvement that hosts residential uses.

“Rural grouping” means a grouping of parcels without recorded property improvements greater than or equal to 35 acres.



Issue #13: Surrounding parcels

Rule involved: 8

As adopted:

- Consider remaining parcels after first 7 rules
- Classify based on surroundings

Problem:

- Unclear definition of “surrounding parcels”

Potential fixes:

- Define “contiguous” and “adjacent areas”

Legend

- Urban
- Semi-Urban
- Semi-Rural
- Rural
- Open Space

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Feet





“Adjacent” instead of “surrounding”

For “urban,” “semi-urban,” and “semi-rural”:

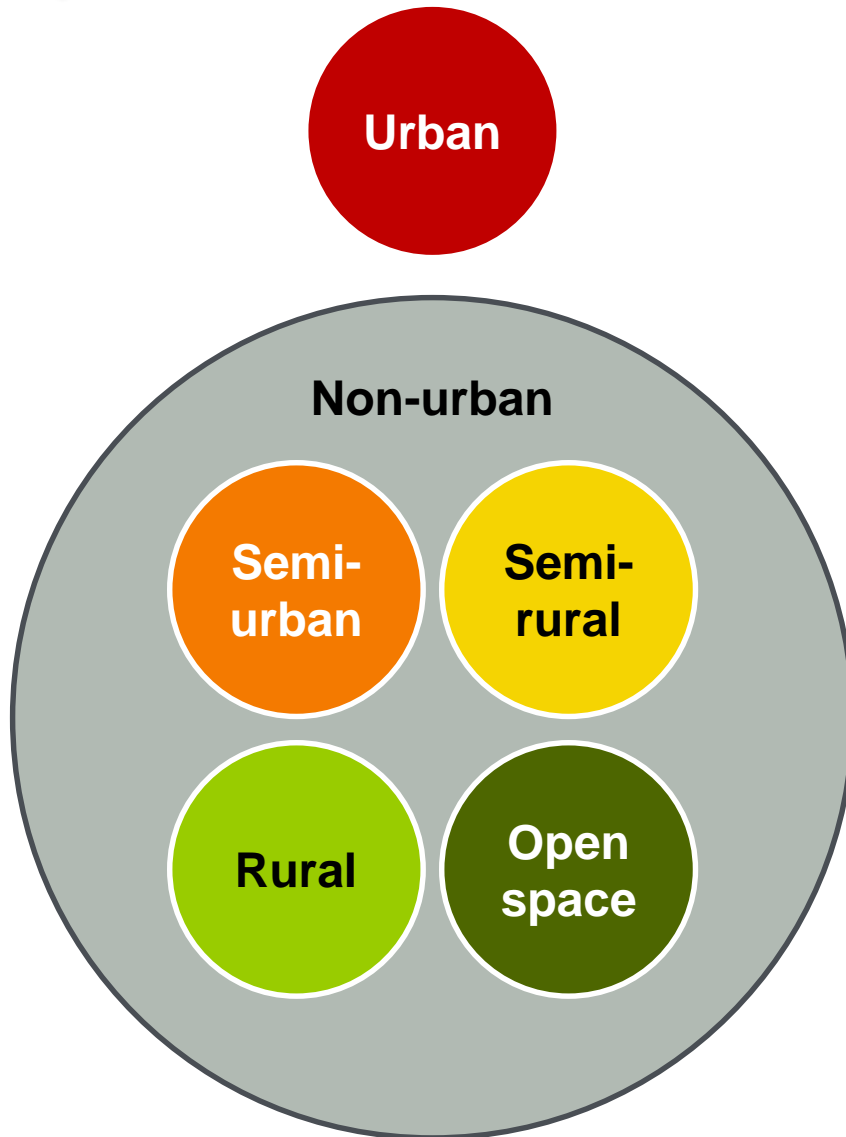
Adjacent areas: Areas not included in other classifications where the majority or plurality of its boundary is adjacent to areas classified as [urban, semi-urban, semi-rural]

For “rural”:

Adjacent areas: Areas not included in other classifications where the majority or plurality of its boundary is adjacent to areas classified as rural or open space.



Issue #14: Unused classes create complication



As adopted:

- Classify development as urban, semi-urban, semi-rural, rural, or open space

Problem:

- Complicates contextual determination of “surrounding parcels”

Potential fix:

- Group all non-urban:
 - Throughout
 - -OR- Just this step

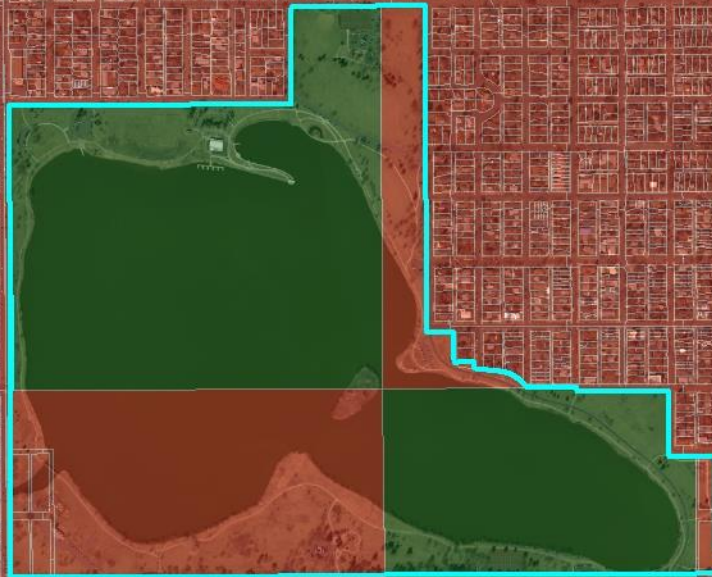
Tabled Issues

OPEN SPACE ROLE



Issue #2: Open space parcels

Rule involved: 1



Legend

- Urban
- Semi-Urban
- Semi-Rural
- Rural
- Open Space

0.25

Miles



As adopted:

- Consider parcels in open space inventory
- Classify as open space unless in a subdivision and less than 160 acres

Problem:

- Functional boundaries mismatch with parcel (and subdivision) boundaries

Potential fix:

- Judge size by functional boundaries, not parcel boundaries



Previously offered open space definitions

“Open space” means areas protected for outdoor recreation; wildlife habitat; natural resources; prominent geographical, geologic, and cultural features; ranching; farming; visual buffering; and/or community separation.

- Adapted from past *Metro Vision* definitions
- Would inform model approach to querying and filtering inventory

“Regionally significant open space” means areas of open space delineated to include 160 acres or more within a single contiguous area.

- Could be expanded to exclude specific types if desired.



Purpose and intent

“It identifies land which will need urban services, and will be defined by local boundaries created through identification of open space, environmental constraints, prime agricultural lands, and that which is most appropriately rural.”

~Metro Vision 2020

Two persistent themes concerning urban land:

1. Need for urban-level services
2. Need for urban-level infrastructure

Questions:

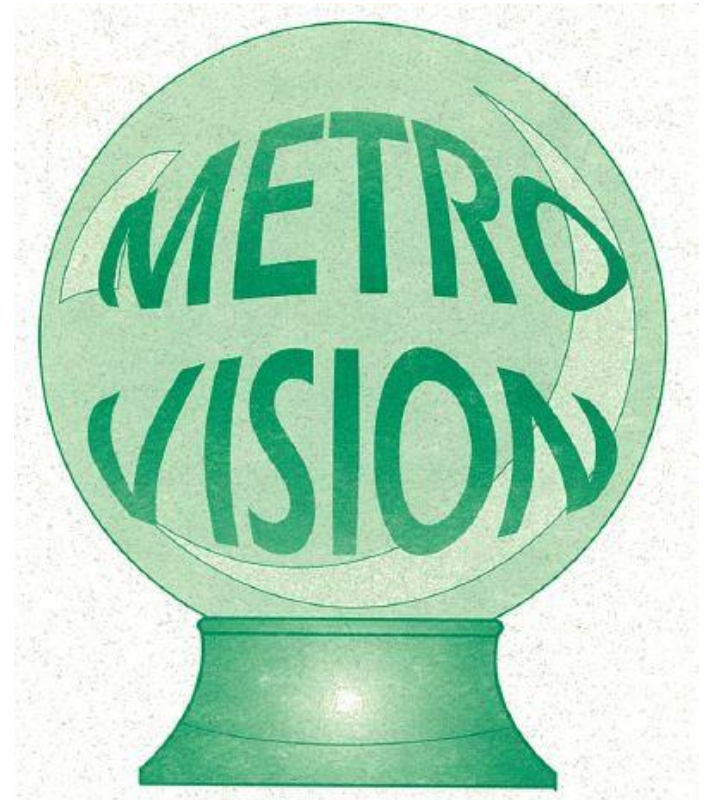
- Does the 160 acre threshold help identify areas without these needs?
- How important is context (e.g. interior enclave)?

NEXT STEPS AND NEXT ACTIONS



Next steps and next actions

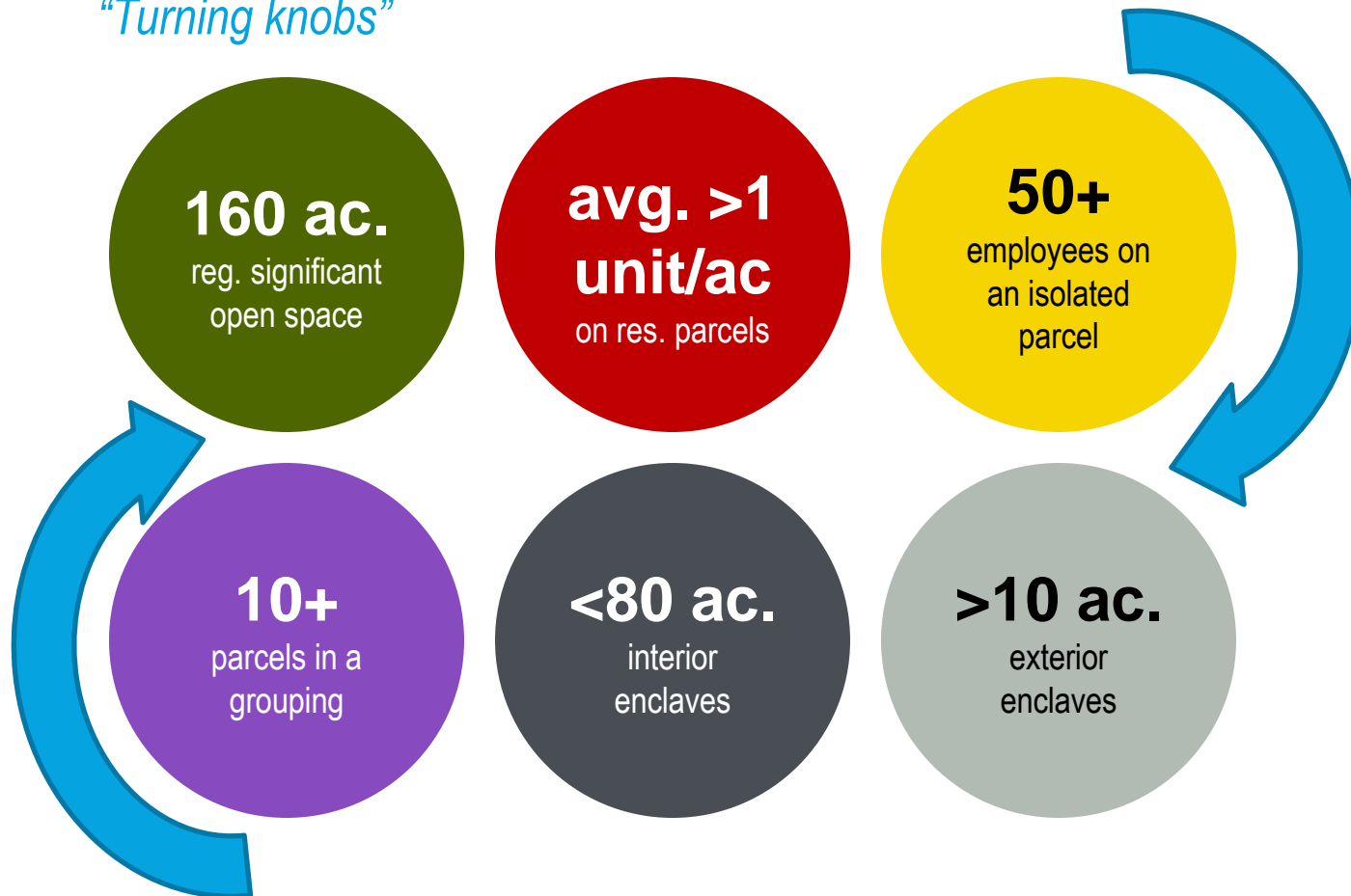
- No February meeting
 - Was tentatively planned for 2/7/2017
- What might be next?
 - Webpage at www.drcog.org
 - May convene local planners at a future date and/or webcast





Changing thresholds and cutoffs

"Turning knobs"



SPARE SLIDES



Explaining enclaves

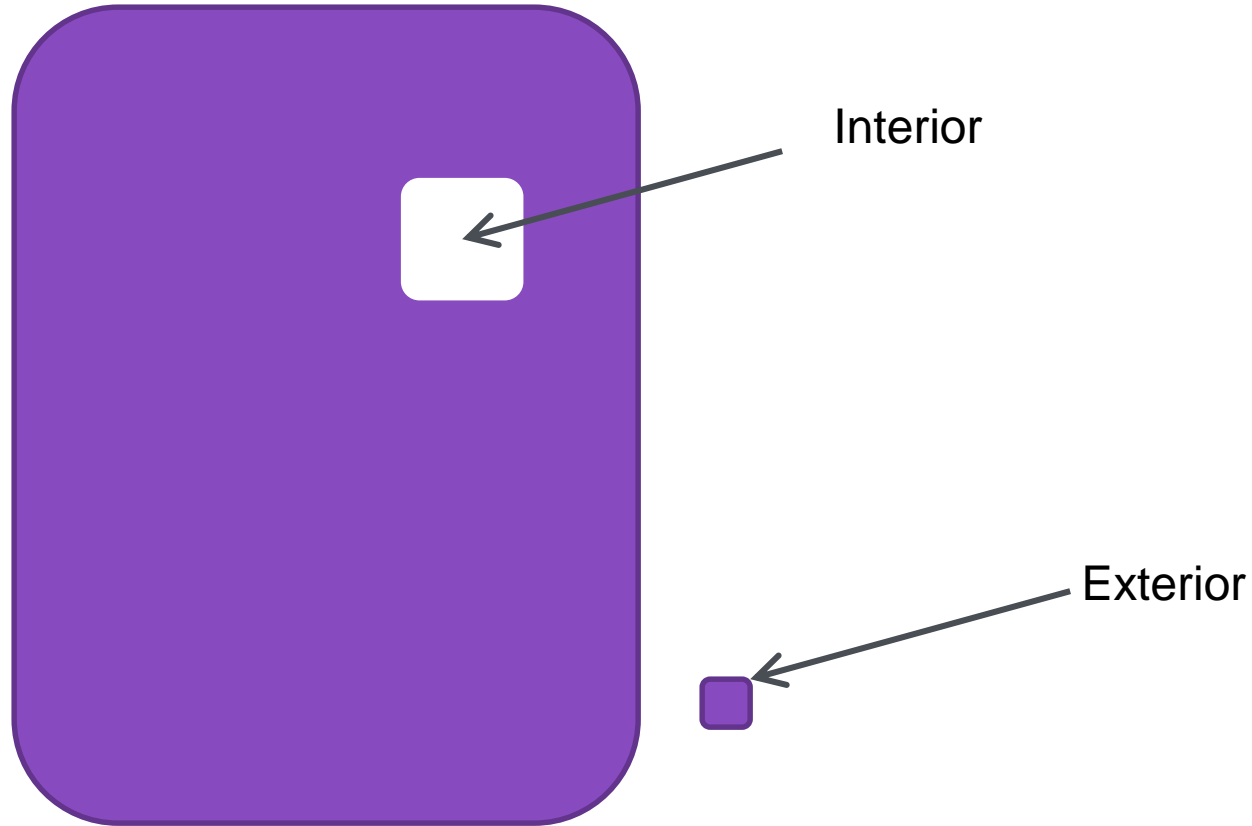
Offering clearer language concerning enclaves (no policy change)

Interior enclaves: Includes contiguous areas of what would otherwise classify as non-urban development, smaller than 80 acres in total area, surrounded by urban development.

Exterior enclaves: Excludes contiguous areas of what would otherwise classify as urban development smaller than 10 acres in total area



Explaining enclaves





Why include interior enclaves?

- Land across which social and economic interactions in the urban area occur
- Often have a role as part of the urban fabric
- Make a more legible, understandable result for other planning purposes



Why exclude exterior enclaves?

- Small scale may allow non-urban level services/infrastructure, for example:
 - Septic or other decentralized/package wastewater treatment plant
 - Well water
 - Fire and police service undifferentiated from surrounding non-urban land
 - May add volume, but capacity still sufficient on 2-lane rural roads
- Again, makes a more legible, understandable result for other planning purposes

More spare slides

**SLIDES FROM MEETING #1 NOT
REUSED ABOVE**



Development Classification System

Urban

Semi-urban

Semi-rural

Rural

Open space

- a. Residential subdivisions or groupings of 10 or more residential parcels with an **average residential lot size of less than 1 acre**.
- b. Commercial and industrial subdivisions.
- c. Commercial activity on isolated parcels, not within platted subdivisions, with more than 50 employees. Example: large agricultural-related sales or manufacturing operations in outlying areas.
- d. Includes enclaves of semi-urban and other development, smaller than 80 acres in total area, surrounded by urban development. This includes rights-of-way, schools, and other tracts of land that are within separate filings, or not within a platted subdivision.
- e. Includes all of the area within a platted subdivision (that has been classified as urban), including rights-of way and utility easements, regardless of size, and parks, schools, protected open space and other undevelopable land, less than 160 acres (per individual parcel or tract). Does not include open space and other types of undevelopable land larger than 160 acres.
- f. Excludes enclaves of urban development smaller than 10 acres in total area that are surrounded by non-urban development.



Development Classification System

Urban

Semi-
urban

Semi-
rural

Rural

Open
space

- ▶ Residential subdivisions or groupings of 10 or more residential parcels with an average residential lot size **greater than or equal to 1 acre and less than 10 acres.**
- ▶ Residential subdivisions or groupings of 10 or more residential parcels with an average residential lot size **greater than or equal to 10 acres and less than 35 acres.**



Development Classification System

Urban

Semi-
urban

Semi-
rural

Rural

Open
space

- a. Parcels that are not part of an urban, semi-urban, or semi-rural subdivision and that are **35 acres or larger**.
- b. Any undevelopable parcel **160 acres or larger**



Development Classification System

Urban

Semi-
urban

Semi-
rural

Rural

Open
space

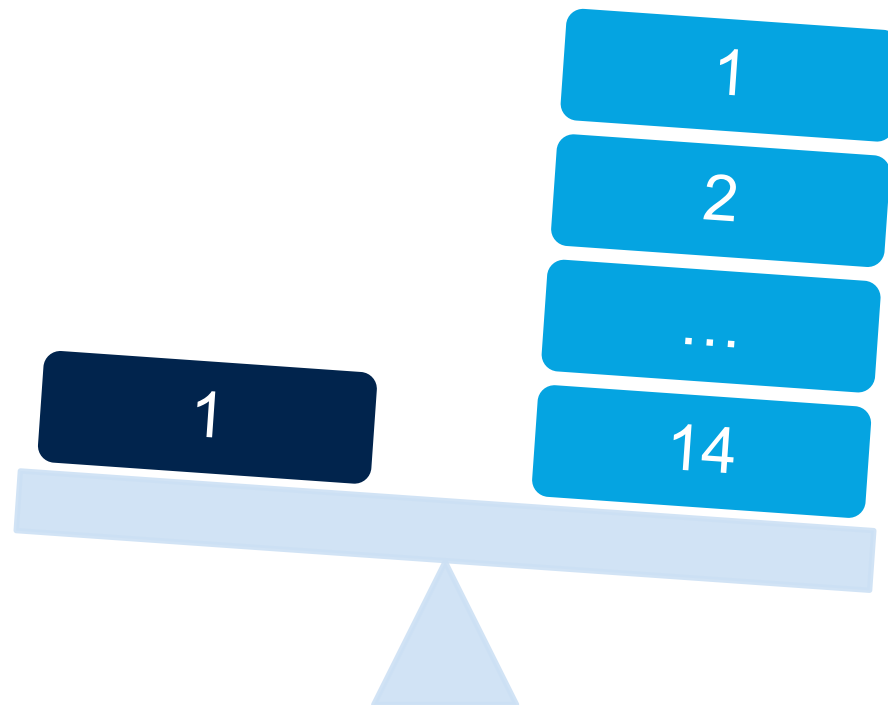
- a. Protected open space (from DRCOG's most recent inventory).
- b. Excludes parcels that are part of a subdivision and less than 160 acres.



Types of issues

High
level

Specific
cases





High-level issue: Mapping rules serve two masters poorly

Computer clarity vs. human readability



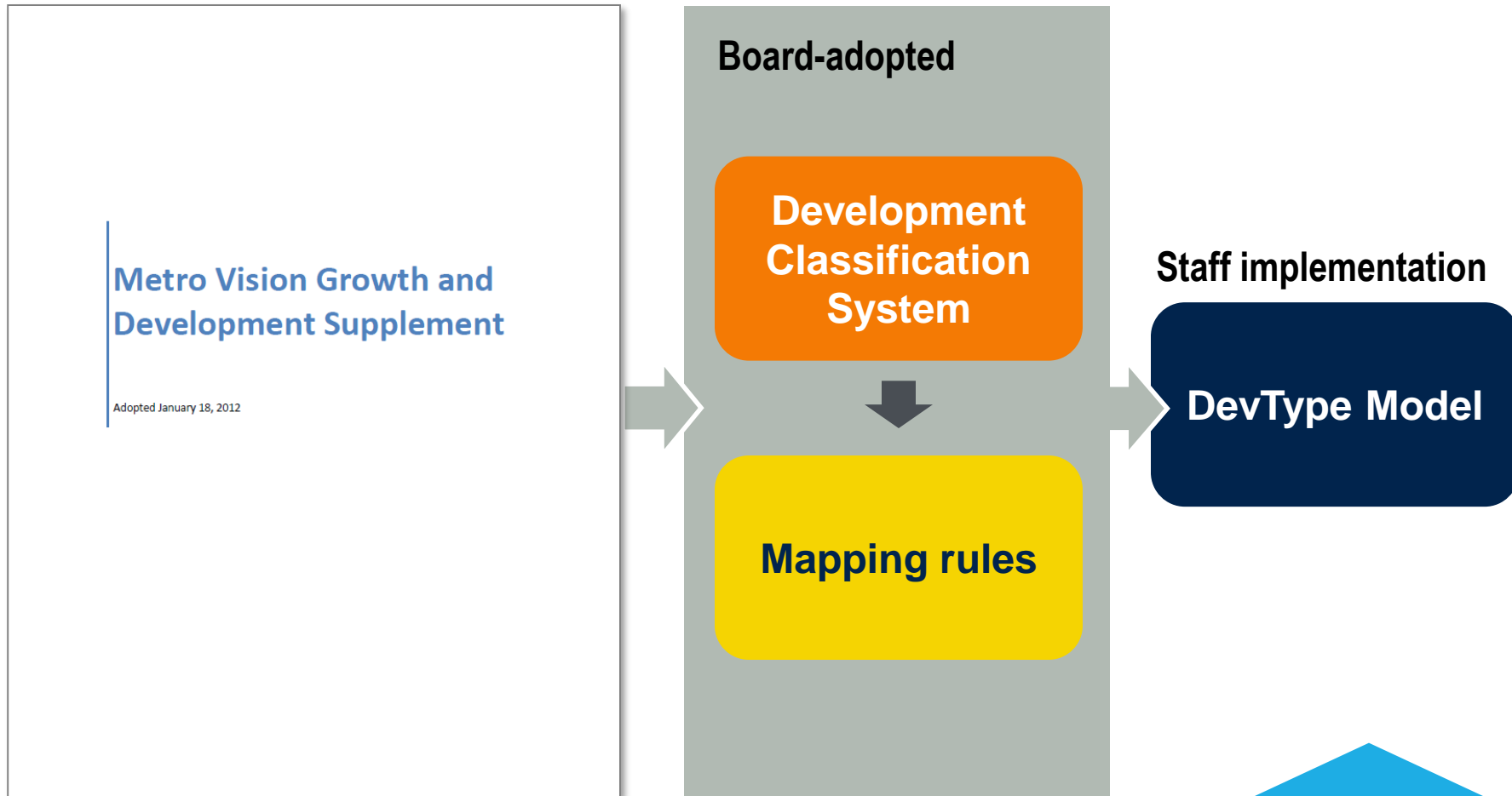
Computers



Humans

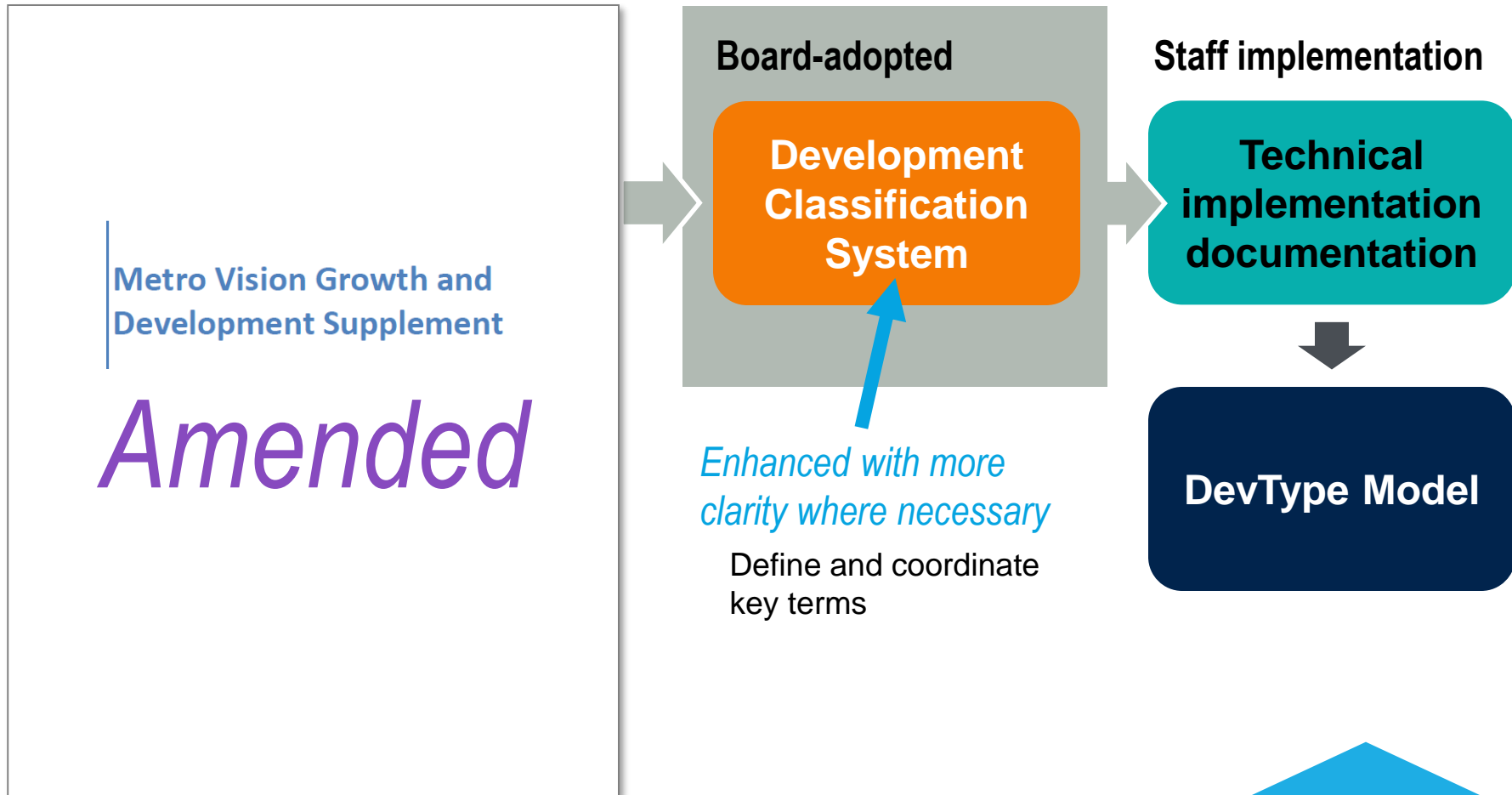


Current arrangement





Proposed arrangement





Issue #0: Description

Current system context for issue

Issue with this type of case

Does this fix make sense?

As adopted:

- Consider how the system/rules currently work

Problem:

- Brief description of the problem that causes

Potential fix:

- Possible way to address the problem

Legend

- Urban
- Semi-Urban
- Semi-Rural
- Rural
- Open Space



Issue #1: Problematic open space definition

Rule involved: 1

As adopted:

- Consider everything in open space inventory

Problem:

- Jurisdictions may or may not include certain categories, such as:
 - Golf courses
 - Cemeteries
 - **Schools**
 - Recreation centers

Potential fix:

- Use an open space definition





Issue #1: Problematic open space definition

Rule involved: 1



As adopted:

- Consider everything in open space inventory

Problem:

- Jurisdictions may or may not include certain categories, such as:
 - **Golf courses**
 - Cemeteries
 - Schools
 - Recreation centers

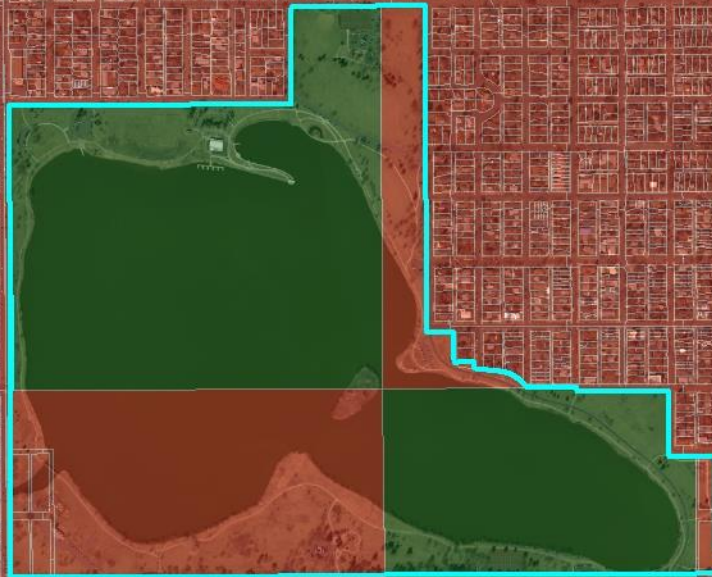
Potential fix:

- Use an open space definition



Issue #2: Open space parcels

Rule involved: 1



Legend

- Urban
- Semi-Urban
- Semi-Rural
- Rural
- Open Space

0.25

Miles



As adopted:

- Consider parcels in open space inventory
- Classify as open space unless in a subdivision and less than 160 acres

Problem:

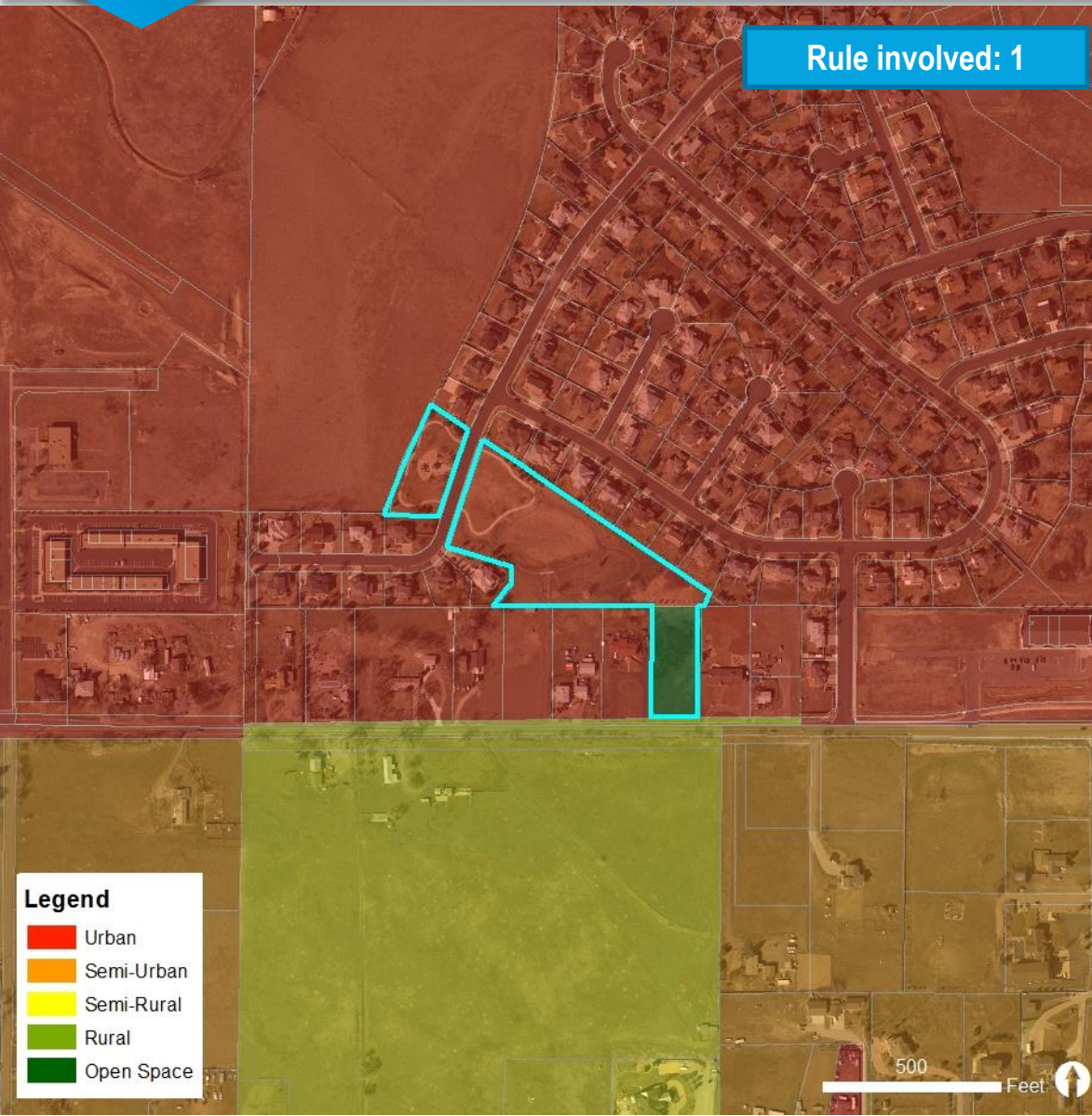
- Functional boundaries mismatch with parcel (and subdivision) boundaries

Potential fix:

- Judge size by functional boundaries, not parcel boundaries



Issue #3: Open space and subdivision relationship



Rule involved: 1

As adopted:

- Consider parcels in open space inventory
- Classify as open space unless in a subdivision and less than 160 acres

Problem:

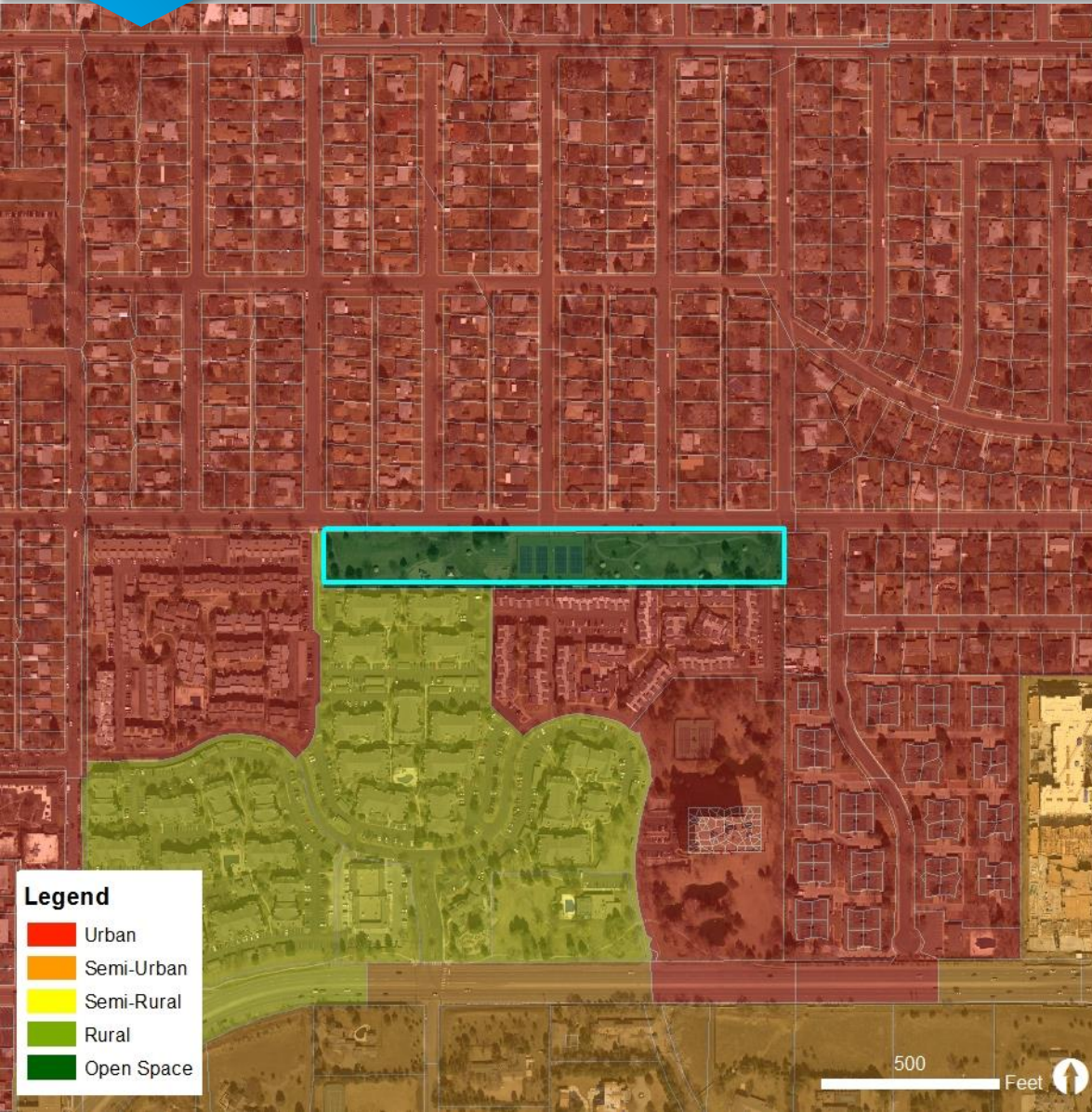
- Small parks identified as open space

Potential fix:

- Only consider regionally significant open space of 160 acres or larger, regardless of subdivision



Issue #3: Open space and subdivision relationship



As adopted:

- Consider parcels in open space inventory
- Classify as open space unless in a subdivision and less than 160 acres

Problem:

- Small parks identified as open space

Potential fix:

- Only consider regionally significant open space of 160 acres or larger, regardless of subdivision



Potential open space definitions

“Open space” means areas protected for outdoor recreation; wildlife habitat; natural resources; prominent geographical, geologic, and cultural features; ranching; farming; visual buffering; and/or community separation.

- Adapted from past *Metro Vision* definitions
- Would inform model approach to querying and filtering inventory

“Regionally significant open space” means areas of open space delineated to include 160 acres or more within a single contiguous area.

- Could be expanded to exclude specific types if desired.



Issue #4: Undevelopable parcels

Rule involved: 2



As adopted:

- Consider all undevelopable parcels larger than 160 acres
- Classify as rural

Problems:

- Mixes future state with observing current use
- No definition provided
- Such an extreme case – When would a parcel that large be completely undevelopable?

Potential fix:

- Let other steps categorize large, currently undeveloped parcels.



Issue #5: Lot size to calculate density

Rule involved: 3

As adopted:

- Consider a residential subdivision
- Classify as urban if average **residential lot size** is less than 1 acre

Problem:

- Some subdivisions include large parcels with multiple dwelling units
 - Manufactured home parks
 - **Apartment complexes**

Potential fix:

- Consider number of units on residential lots

Legend

- Urban
- Semi-Urban
- Semi-Rural
- Rural
- Open Space

500

Feet





Issue #5: Lot size to calculate density

Rule involved: 3

As adopted:

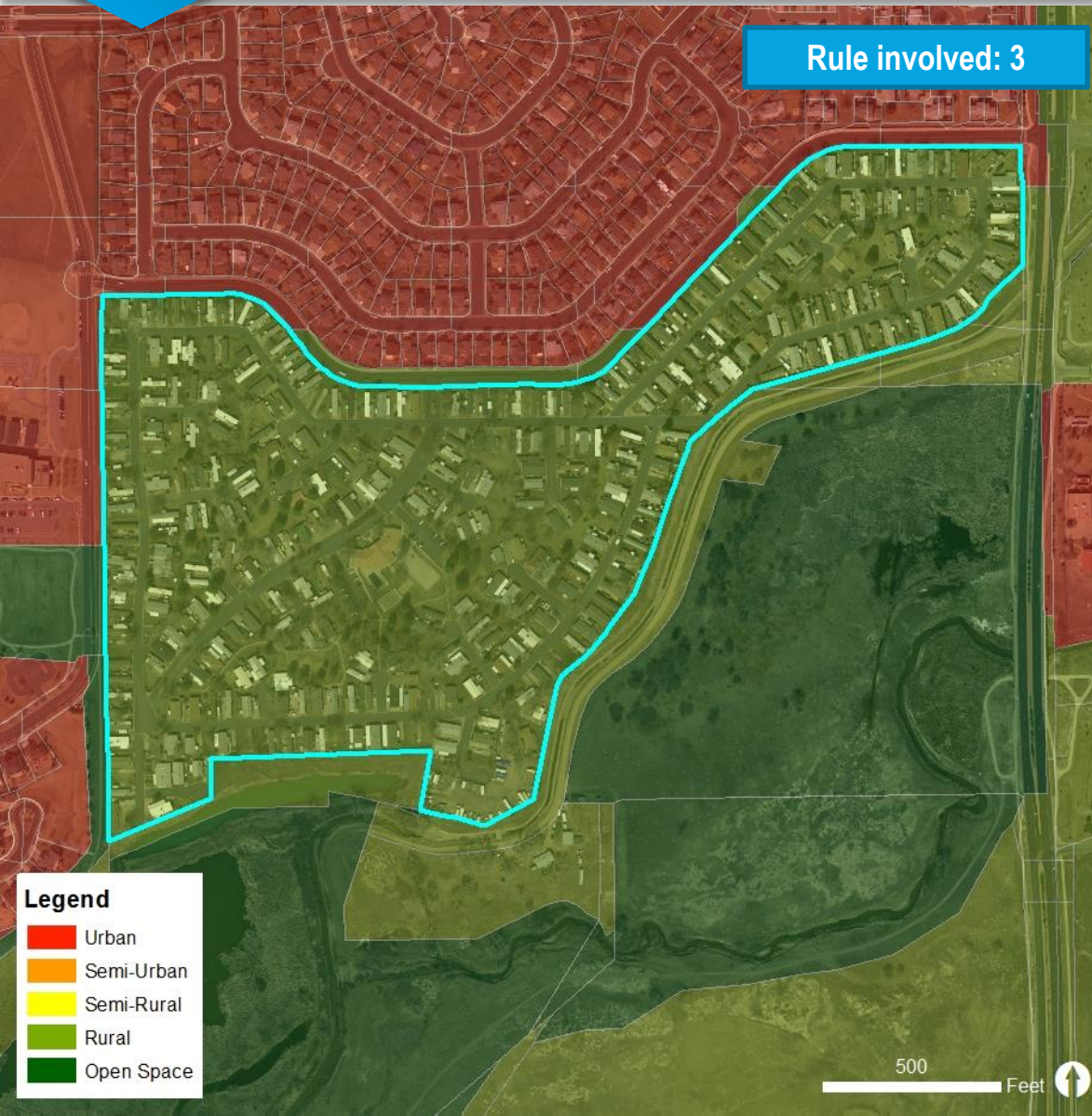
- Consider a residential subdivision
- Classify as urban if average **residential lot size** is less than 1 acre

Problem:

- Some subdivisions include large parcels with multiple dwelling units
 - **Manufactured home parks**
 - Apartment complexes

Potential fix:

- Consider number of units on residential lots





Issue #6: Treatment of subdivisions

Rules involved: 3 & 4

As adopted:

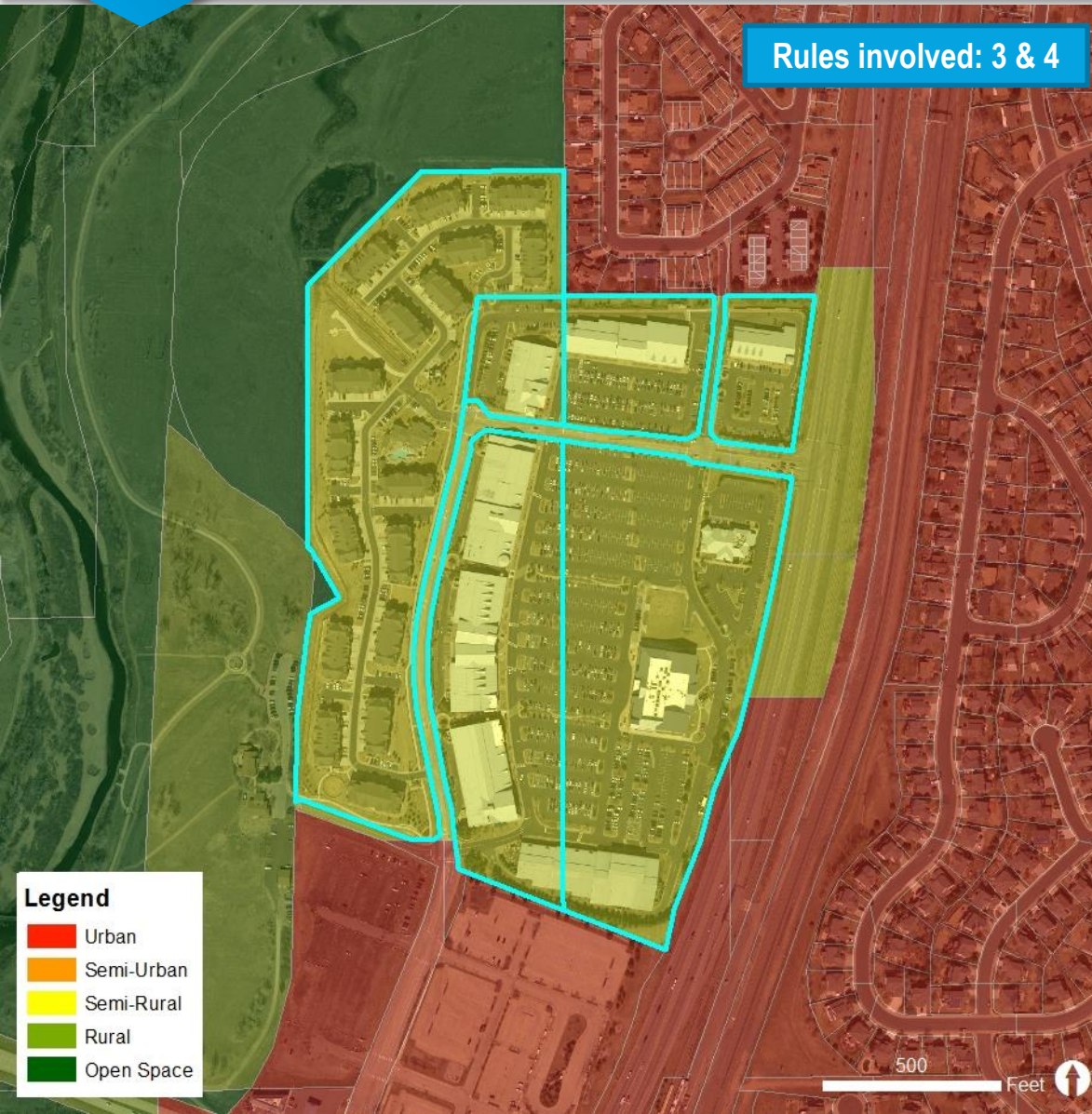
- Consider a residential subdivision
- Consider a commercial or industrial subdivision

Problem:

- Uses mix

Potential fix:

- Add and improve definitions



Legend

- Urban
- Semi-Urban
- Semi-Rural
- Rural
- Open Space



Issue #6: Treatment of subdivisions

Rule involved: 4

As adopted:

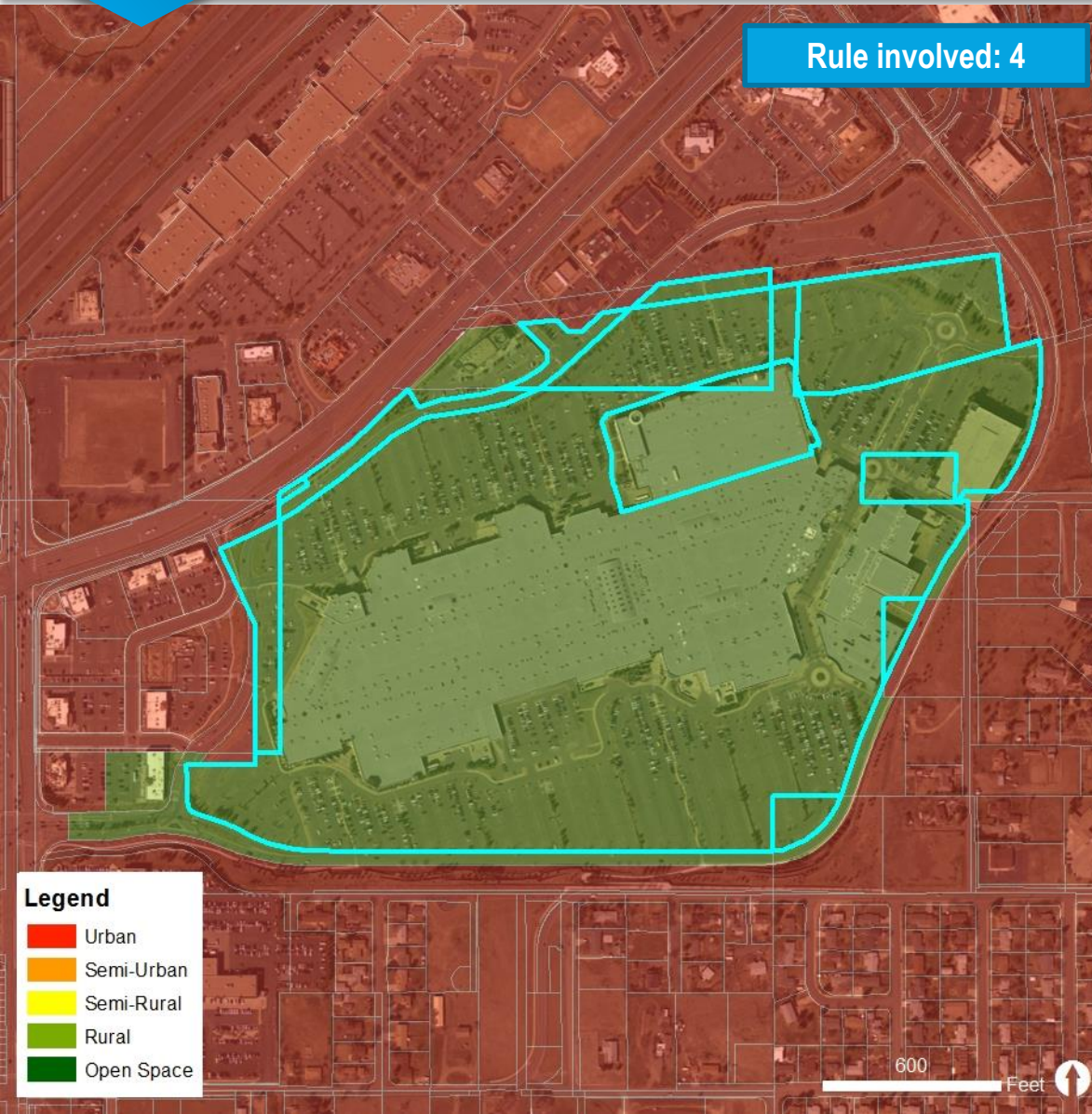
- Consider a commercial or industrial subdivision
- Current definition: subdivision where more than half of the parcels are used for commercial or industrial activities

Problem:

- Vacant parcels

Potential fix:

- Calculate share based on parcels with a property improvement





Potential subdivision definitions

“Subdivision” means a collection of parcels and other land dedications platted and recorded as a set with the county.

“Commercial and/or industrial subdivisions” means any subdivision where half or more of the parcels with a property improvement host commercial or industrial uses.

“Residential subdivision” means a subdivision with less than half of the parcels with a property improvement hosting commercial or industrial uses and *[at least] [more than one (1)]* residential parcel.



Data inputs

Existing

- Parcels
- Subdivisions
- Open space
- Employment
- Old inventory

Proposed Additions

- Housing

Available

- Planimetrics (partial coverage)
- ?

Needs

- ROW
- Road centerline
- Utility plants
- ?



Longer timeline

January: Meeting #2

February: Meeting #3 (if needed)

Pilot testing of local review platform

Board adoption of a *Growth & Development Supplement* amendment

Local review of model results





Next steps and next actions

- Before January meeting, DRCOG staff will attempt to test fixes
 - Check for feasibility
 - Incorporate new data, as necessary
 - Develop and run new test code
 - Check for new issues/errors introduced
 - Document and report back to group
- Local staff participants can contact me with questions or ideas at ataylor@drcog.org, 303-480-5636, such as:
 - Other commonly available data
 - Thoughts on other steps/techniques/approaches