

**Phase II Report:**

**Recommended Method for  
Evaluating local  
Reasonable Measures  
Programs**

Prepared for

Snohomish County Tomorrow  
Member Jurisdictions

by

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**FINAL REPORT**

June 2003

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## BACKGROUND

The Washington Growth Management Act (GMA) requires cities to establish urban growth areas (UGAs) (RCW 36.70A.110, WAC 365-195-335(1)(a)). The UGA is essentially a line that separates urban and rural uses and must contain a 20-year supply of land based on population forecasts. The general procedure for establishing or amending a UGA is described in WAC 365-195-335(2):

- (a) The designation process shall include consultation by the county with each city located within its boundaries.
- (b) Each city shall propose the location of an urban growth area.
- (c) The county shall attempt to reach agreement with each city on the location of an urban growth area within which the city is located.
- (d) If an agreement is not reached with each city located within the urban growth area, the county shall justify in writing why it so designated an urban growth area.

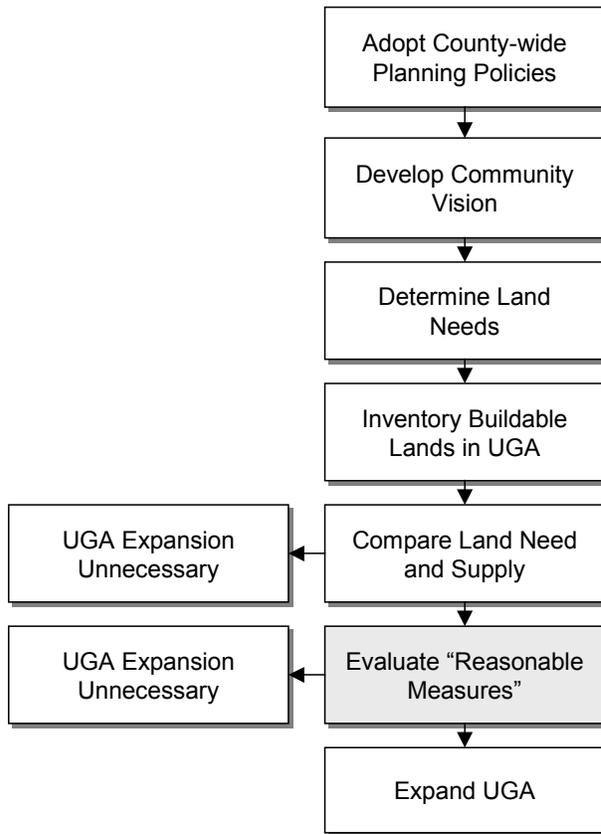
The steps described in the WAC suggest that establishing UGAs is a collaborative process between cities and counties. WAC 365-195-335(3) provides recommendations for meeting the UGA boundary requirements. Figure 1-1 summarizes the general technical procedure for establishing or amending a UGA. Figure 1-1 does not show the review process for adopting a UGA.

This project focuses on one step in the process: the one that requires communities to consider “reasonable measures” to increase land holding capacity and consistency with state, county, and local policies (the shaded box in Figure 1-1).<sup>1</sup> Thus, this project addresses one step in the larger process of reviewing and amending UGA boundaries. It does not address, much less attempt to resolve, all the local issues related to the larger process of establishing and amending UGA boundaries.

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<sup>1</sup> Land holding capacity refers to the amount of residential, commercial, or industrial development that a given amount of land can accommodate. In short, land holding capacity is a measure of density.

**Figure 1-1. UGA review process**



Amendments to the Growth Management Act, RCW 36.70A.215, adopted in 1997, require local governments to establish a review and evaluation program to monitor and report on development activity and the supply of “buildable lands” within urban growth areas (UGAs). That program is intended to highlight any inconsistencies between the level of development that occurred and what was originally envisioned by local plans, policies, and regulations.

The most significant inconsistencies tend to relate to policies intended to produce urban densities within UGAs and whether the UGAs have adequate capacity to accommodate the forecasted population and employment growth. The GMA also requires local governments to identify “reasonable measures, other than adjusting urban growth areas” that will be taken to increase consistency, such as enhancing land capacity (i.e., increase the density of population and employment) in UGAs if a potential shortfall of capacity is identified by the review and evaluation program.

The member jurisdictions of Snohomish County Tomorrow asked ECONorthwest (ECO) to complete an analysis of potential “reasonable measures” and to develop a methodology for evaluating local reasonable measure programs. Such an analysis should assist cities and Snohomish County to evaluate, adopt, and implement reasonable measures that increase

consistency between actual development and what is envisioned in plans, policies and regulations. The focus is on measures that can be taken to increase the capacity of buildable land to accommodate population and employment within UGAs. In planning jargon, measures that increase the population and employment "holding capacity" of the land.

ECO's contract with the County three phases:

- Phase I: Create a List of Reasonable Measures. This phase resulted in a list of reasonable measures for consideration by each jurisdiction or category of urban area. Among other uses, it provides participating municipalities with the building blocks from which they can construct a local program.
- Phase II: Develop Methodology to Evaluate Reasonable Measures Programs. This phase described in a methodology that may be used by individual jurisdictions to gauge their reasonable measures programs for adequacy and effectiveness. Such an evaluation would support a request for a potential UGA expansion.
- Phase III: Assist in Consensus Building. As conceived in the contract, this phase would implement a process through Snohomish County Tomorrow (SCT) to achieve consensus on the menu of reasonable measures and the methodology for evaluating reasonable measures programs. For several reasons relating to the way this project evolved, this part of the contract was eliminated from ECO's scope of work; the County will do the work necessary to get local agreement on these issues.

This report is the Phase II product for this project: a recommended methodology for evaluating local reasonable measures programs.

## **PURPOSE OF THIS REPORT**

The purpose of this report is to provide a step-by-step description of recommended methods to evaluate local reasonable measures programs. Task 6 of ECO's work program required us to identify alternative approaches for evaluating local measures programs and to recommend a preferred approach. That task was accomplished in consultation with County staff and is presented in Appendix A. We summarize those alternatives as well as the overall purpose of Phase II below.

- The purpose of Phase II, and of the whole project, is to develop a method that local governments may use to evaluate the adequacy of measures that they have considered, and then adopted or rejected, that would increase the density of development and, thus, reduce the need for UGA expansions.

- Though the focus of the analysis is on how the reviewing agency will review local programs, all local governments would be able to look to this evaluation for guidance.

The reason for adopting reasonable measures is in large part (though not exclusively) to reduce the need for UGA expansions as required by the GMA: before expanding a UGA a jurisdiction must take "reasonable measures" to increase densities inside the existing UGA. Thus, a jurisdiction, in evaluating a request for a UGA expansion would refer to forecasts of land demand, land supply, analysis of historical and likely future densities, existing policies regarding density and development standards, *potential new policies for increasing density (i.e., reasonable measures)*, final estimates of UGA expansion needs. Data for this review will be provided in the Annual Growth Monitoring Report, prepared by Snohomish County Tomorrow. Most jurisdictions will integrate this data into their comprehensive plan or Buildable Lands updates. This report does not describe or prescribe evaluating local work at each step in this process, but *focuses on the step relating to reasonable measures*.

In summary, the purpose of Phase II is to develop the basics of a process that each jurisdiction can use as a tool to evaluate the adequacy of adopted and proposed reasonable measures as part of its assessment of its need to expand its UGA.

The information and recommendations contained in this report will be useful to help jurisdictions use urban land in an efficient manner. Jurisdictions can also use this document to help estimate the land needed to accommodate future growth, such as the allocation of growth in Snohomish County to the year 2025.

ECO reviewed several potential evaluation approaches for consideration by County staff, and ECO identified two approaches: a scoring matrix method; and a holistic method. The PAC and County staff gave ECO direction to develop the evaluation method based on a holistic approach. The PAC also suggested the inclusion of a self-certification process, by which jurisdictions would conduct local review and adopt findings that their local programs are in compliance with the reasonable measures requirements.

The final task was to identify the specific steps recommended for implementing that approach. ECO initiated this process by describing the framework for the evaluation methodology (Chapter 2). This framework provides the justification for specific steps in the evaluation process.

## ORGANIZATION OF THIS REPORT

The remainder of this report is organized as follows:

**Chapter 2: Framework for Evaluating Local Reasonable Measures Programs** describes the goals and objectives of a local reasonable measures

program, a theoretical framework for evaluation, and legal, process, and implementation issues that should be considered in establishing an evaluation methodology.

**Chapter 3: Recommended Method for Evaluating Local Reasonable Measures Programs in Snohomish County** describes a recommended methodology to evaluate local reasonable measures programs and estimate their effectiveness.

This report also includes two appendices:

**Appendix A: Description and Assessment of Reasonable Measure Policies** presents a list of reasonable measures local jurisdictions can consider for local program and evaluates each measure on several dimensions.

**Appendix B: Sample Outline for Local Jurisdiction Documentation of Reasonable Measures** presents an outline intended for use by local jurisdictions in developing and documenting their reasonable measures program.



# Framework for Evaluating Local Reasonable Measures Programs

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This chapter describes the framework and four key elements ECO considered in developing the recommended evaluation method described in Chapter 3:

- **Standard principles of program evaluation.** This section provides the rationale for monitoring and evaluation programs and describes accepted principles of program evaluation.
- **GMA and County legal requirements for evaluation.** This section describes and interprets state statutory requirements of the Buildable Lands Program and policies that Snohomish County has adopted to implement the program.
- **Issues related to implementation.** This section describes issues related to the review process. What is expected of local jurisdictions? What criteria should be used to evaluate reasonable measures programs? How long will the review process take? How will conflicts be resolved?
- **Considerations for local reasonable measures programs.** This section describes some of the key goals and objectives that local jurisdictions should consider when developing and documenting their reasonable measures programs.

## STANDARD PRINCIPLES OF PROGRAM EVALUATION

An effective monitoring and evaluation program helps a jurisdiction determine whether a policy is achieving its intended objectives, and whether there are intended or unintended effects.

The GMA (RCW 36.70A.215) requires counties to establish a buildable lands monitoring program and conduct annual reviews. Monitoring programs typically identify a number of indicators that are used to benchmark against intended outcomes expressed in local policy. Snohomish County and the cities have cooperated on a coordinated growth monitoring program through SCT, including the recent Buildable Lands Report process.

A typical project or program evaluation will include the following components:

- **Implementation and processes.** This component of an evaluation describes program management and activities: what policies exist, what their goals and objectives are, and how they are implemented.

- **Intervening/mediating variables.** This component of an evaluation describes other programs and activities that are related or may affect outcomes. For example, transportation investments made by the DOT or a local transit agency may affect the implementation of a policy.
- **Direct outcomes.** This component of an evaluation addresses the direct impacts of a program: for example, number of applications, permits issued, and data that allow assessment of longer term outcomes.
- **Short- and long-term outcomes.** This component of an evaluation addresses the intended and unintended outcomes of the local reasonable measures program. It will compare targeted objectives and outcomes with actual outcomes. This will include issues such as impact on densities, development pattern, and need for UGA expansion.

The primary intent of the evaluation methods described in this report is to assess whether local policies will improve consistency with local growth management objectives or increase land holding capacity, or both. An evaluation of reasonable measures includes assumptions about a number of factors including how the policy will perform, how frequently it will be used, and whether it will be implemented as intended.

Another important consideration is evaluation criteria. What criteria will be used to determine whether a local reasonable measures program will achieve consistency with state statutory requirements and adopted policies? One of the biggest questions is whether the criteria will be quantitative or qualitative. The final section of this chapter describes alternative approaches for evaluating local programs.

Many *program* evaluations also include *process* evaluations—an evaluation of how well the program is managed and implemented. While a process evaluation is not relevant to the methods described in this report, the process used to evaluate programs will have implications for the evaluation methodology.

## **GMA AND COUNTY LEGAL REQUIREMENTS FOR EVALUATION**

RCW 36.70A.215 requires that certain counties adopt county-wide planning policies to establish a review and evaluation program. The primary purposes of the statute, known as the Buildable Lands Program, are to:

- Determine whether a county and its cities are achieving urban densities within UGAs by comparing growth and development assumptions, targets, and objectives with actual growth and development that has occurred in the county and its cities.

- Identify reasonable measures, other than adjusting UGAs, that will be taken to comply with the GMA, including to increase consistency between actual development and plan assumptions.

The *Buildable Lands Program Guidelines*<sup>2</sup> identify the following actions counties and cities can take to achieve consistency:

- Consider the reasons for any inconsistencies and identify possible actions (other than expanding urban growth areas) to be taken.
- Adopt and implement any necessary actions that are reasonably likely to increase consistency.
- Determine on an annual basis whether the actions taken to increase consistency have been effective and make necessary changes.

The statute specifically requires a review and monitoring program that primarily deals with monitoring development activity. Snohomish County has adopted a number of policies to implement the requirements of the state buildable lands program in its General Policy Plan. Policy UG-14 establishes the framework from the County's Buildable Lands Program. UG-14(b) requires the County to adopt a list of reasonable measures that may be used to increase residential, commercial, and industrial capacity in UGAs through the Snohomish County Tomorrow process.

The County can also establish indicators, benchmarks, and other similar criteria to use in conducting the evaluation (RCW 36.70A.215(2)(b)), as is done in the Annual Growth Monitoring Report. The key legal passage relevant to this study is found in RCW 36.70A.215(4):

“If the evaluation required by subsection (3) of this section demonstrates an inconsistency between what has occurred since the adoption of the county-wide planning policies and the county and city comprehensive plans and development regulations and what was envisioned in those policies and plans and the planning goals and the requirements of this chapter, as the inconsistency relates to the evaluation factors specified in subsection (3) of this section, the county and its cities shall adopt and implement measures that are reasonably likely to increase consistency during the subsequent five-year period. If necessary, a county, in consultation with its cities as required by RCW 36.70A.210, shall adopt amendments to county-wide planning policies to increase consistency. The county and its cities shall annually monitor the measures adopted under this subsection to determine their effect and may revise or rescind them as appropriate.”

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<sup>2</sup> Washington State Community, Trade, and Economic Development Department. June 2000.

The discussion of statutory requirements above shows the GMA does not provide much specific direction on how local communities should structure an adequate reasonable measures program. GMA requires the county and cities to adopt measures that are reasonably likely to increase consistency with adopted planning policies within a five-year period. It requires annual monitoring of measures to determine their effectiveness. But the statutes do not define what constitutes a *reasonable* measure or what constitutes an *adequate* program. The State provides some guidance on reasonable measures in its *Buildable Lands Program Guidelines* report by presenting a menu of potential measures. No direction on evaluating measures is provided in this document, however.

Snohomish County has adopted a number of policies to implement the requirements of the state buildable lands program in the Countywide Planning Policies (CPPs), and its General Policy Plan. CPP UG-14, and associated GPP policy LU 1.A.9, establish the framework for the County's Buildable Lands Program. CPP UG-14(b) requires the County to adopt a list of reasonable measures that may be used to increase residential, commercial, and industrial capacity in UGAs through the Snohomish County Tomorrow process.

## ISSUES RELATED TO IMPLEMENTATION

A key issue is how to implement the review process. Under any scenario, jurisdictions will adopt a process for evaluating local reasonable measures programs. Any such process has three components:

- Submission by the local government of some documentation of its decision when an inconsistency is found.
- Review of the submission by a technical review committee at time of consideration of an application for UGA boundary expansion. If the submission is deemed inadequate the technical review committee would provide necessary data for analysis if not available from the jurisdiction.
- Review by elected officials at the time of decision on the UGA expansion request.

The review process will also provide local jurisdictions the opportunity to address identified deficiencies in their programs, and procedures to resolve conflicts. Local jurisdictions will have a vested interest in the details of that process. Snohomish County and its cities have defined the process in proposed amendments to the Countywide planning policies:

- A reasonable measures review may occur as the result of the five-year consistency review required by RCW 36.70A.130(1) or the 10 year UGA update required by RCW 36.70A.130(3), or when a UGA expansion is proposed under certain circumstances.

- Jurisdictions will review, evaluate and adopt measures programs in conjunction with their 10-year comprehensive plan updates in 2004 and 2005.
- Each jurisdiction will document its review and evaluation and make its own determination of the adequacy of its adopted and proposed reasonable measures. The process and guidelines for review in this report are recommended, but are not required.
- The county will use the cities' evaluation and findings in the review of proposals to expand UGAs.

## IMPLICATIONS OF THE FRAMEWORK FOR A COUNTY-LEVEL PROCESS FOR EVALUATING LOCAL REASONABLE MEASURES

As an initial step in developing a recommended method, ECO reviewed alternative approaches for evaluating local measures programs, in the event the County takes on that task. In discussions with County staff we identified two basic methods of evaluation.

- Rating methods. This includes any method that would give points or check-marks for certain types of measures, or certain estimates of impacts.
- Holistic methods. This method would involve evaluating the overall quality of the program and a determination about adequacy based on the entire package. It would not give points for individual measures or results.

The apparent advantage of a **rating method** is that it is clear, non-arbitrary, and easy to administer. We say "apparent" because, as we will describe, we are not convinced these advantages really exist. To explain, we start by describing a possible rating system.

Assume that one was able to describe and quantify precisely the impacts of each measure on density. In reality, we would make judgments about the rough category of impact (large, small), so let's assume that this method would assign points based on that assessment of impacts. For the sake of this discussion let's say we develop a rating scheme that gives a jurisdiction three points if it adopts a measure expected to have a large impact, and one point for one expected to have a small impact. Assume finally that a jurisdiction needs seven points to get a passing grade.

There are other ways the rating scheme could be structured, but any scheme will have these characteristics: it gives points or check-marks for performance, and adequacy is determined based on either a total number of

points or check-marks, on having points or checkmarks for certain mandatory criteria or measures, or both.

The apparent benefits are clarity (once developed, the evaluation system should be easy to describe and understand), fairness (once the rules are established, then a local government knows what it must do and what it takes to get a passing score); and ease of administration (points can quickly be assigned to the measures the local government has adopted).

But now consider all the reasons that a rating system will not be as clean as this simple description implies:

- Existing policy context. New measures may be added to existing measures (policies). The existing mix of policies will clearly make a difference to the impacts of new measures. If a jurisdiction already has substantial policy that reduces obstacles to, and provides incentives for, more density, new measures will have less impact or might not be needed. Ratings may include existing measures.
- Market context. This heading includes variables like the size of the jurisdiction, its land values, the activity of its real estate market, the type of products sold in that market, prices, and so on. All of these factors will have an effect on the impacts of new and existing measures.
- Gradations of policy. Few jurisdictions will be adopting policies exactly as specified in the process. There will be differences, and those differences may affect impacts. There is no way to specify all those differences in advance.
- Different mixes of policy. Even if a jurisdiction adopts new measures, different combinations of these measures will have different effects. They are not strictly additive. The number of combinations is very large. It would difficult to specify in advance the net impact of combinations of policies.

If one accepts that the points above are relevant dimensions of an evaluation of local policy, then there are potentially dozens of variations on the local policies. That either requires an extremely complicated rating scheme, or a lot of *ex post* adjustments to whatever rating scheme is developed. The former substantially reduces any rating scheme's claim to clarity; the latter reduces claims of fairness and ease of administration.

The **holistic method** evaluates everything at once, rather than the individual pieces.

Here's an example of this method. A jurisdiction would submit documentation to any review agency about its "measures" decisionmaking. That documentation would include some evidence (both quantitative and

qualitative) about the categories of issues just listed: existing policy, existing and likely future market conditions, the new measures selected (description of how they work), the expected impacts of the new measures, and why (in the overall context of UGA analysis) the adopted measures are "reasonable" and fulfill local requirements with respect to UGA expansion.

The submittal would then be evaluated as a whole package. The holistic approach is probably more flexible and more procedural (i.e., it will focus more on the question "Did the local jurisdiction document its decisions and use the right sources" than the rating method probably would).

Discussion of these options with County staff and the PAC during Phase II led to a decision to proceed with development of a holistic method.

## **SUMMARY**

This chapter has described elements that would be considered in an evaluation for consistency with State and County Buildable Lands program policies. Under this recommended framework a method should:

- Conform to accepted standards for program evaluation. In short, the evaluation methodology should clearly state program goals and assess existing and proposed measures for how well they meet those goals.
- Take a holistic approach. Local programs should be tailored to meet local land use and growth management objectives as well as conform to adopted Countywide Planning Policies and State regulations. Because each jurisdiction has a unique set of attributes, a scoring methodology would be needlessly inflexible.
- Consider density and other criteria. This is a corollary to the previous point. While density is the key variable of interest, the State Buildable Lands program guidelines suggest that other variables should also be considered in reviewing the adequacy of local reasonable measures programs.
- Clearly define the review process, probably within the comprehensive plan update or Buildable Lands process. The evaluation of reasonable measures does not need to be complex nor be a separate process.

The recommended method described in Chapter 3 builds from these principles.



# Recommended Method for Evaluating Local Programs for Reasonable Measures in Snohomish County

## Chapter 3

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This chapter presents steps recommended for use in Snohomish County to evaluate local reasonable measures programs. The method recommended in this chapter builds from the principles described in the summary of Chapter 2 and derives from the following assumptions:

- Jurisdictions will conduct a UGA review, which may include a consistency review, every five years;
- Jurisdictions will document and assess their reasonable measures program;
- UGA expansions may be initiated by the county, a city, or a private developer;
- The process will incorporate cities and the County documentation of local reasonable measures programs;
- Reasonable measures programs may be reviewed using the method described in this chapter
- The County will review local programs during consideration of a UGA expansion request.

What is not made explicit in these assumptions is *who* is responsible for reviewing local reasonable measures programs. At the time this report was written, procedural decisions about the reviewing agency had yet to be made. For the purpose of this report, we use the term “reviewing agency” to refer to the agency or group that will ultimately be responsible for review.

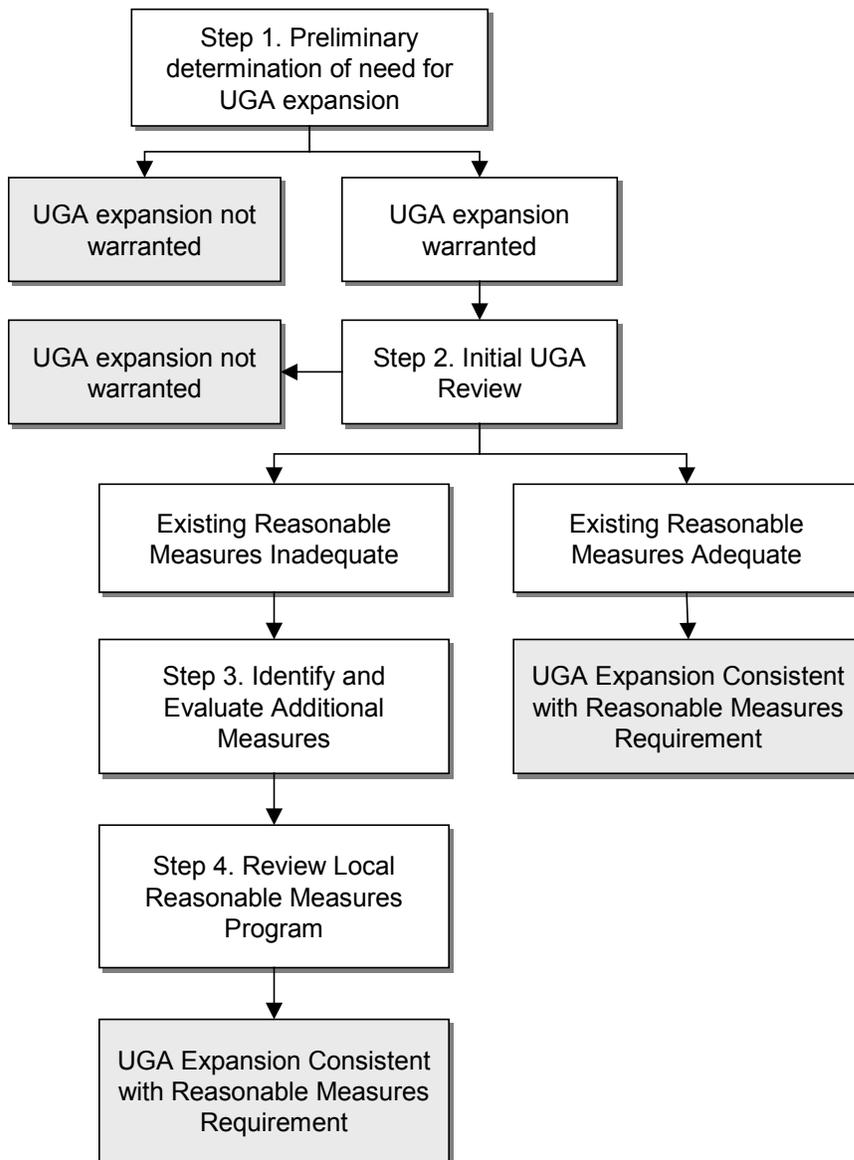
The recommended process has four steps. The next section provides an overview of the steps and how they fit into the proposed review process. A more detailed discussion of each step is provided in subsequent sections. The chapter ends with a discussion of the process by which local findings regarding reasonable measures programs would be submitted and reviewed.

## OVERVIEW OF THE RECOMMENDED EVALUATION PROCESS

Figure 3-1 shows a conceptual diagram of the review process. Step 1 of the process is a preliminary determination that a UGA expansion is likely to

be necessary. This determination can occur when the County or City conducts its 5- year review and evaluation consistent with CPP UG-14 and RCW 36.70A.130(1), or when a city or private developer identifies a likely need for a UGA expansion.

**Figure 3-1. Steps in evaluating local reasonable measures programs**



Step 2 is an initial review of the UGA expansion proposal. This step, conducted by local staff or the applicant, is intended to verify the need for a UGA expansion by review of data and assumptions.<sup>3</sup> The initial review can

<sup>3</sup> A local government or private developer can initiate a UGA expansion. We use the term “applicant” to refer to the entity applying for the UGA expansion.

result in one of three outcomes: (1) the review determines that a UGA expansion is not necessary; (2) the review determines that a UGA expansion is necessary and that the jurisdiction does not need to adopt additional reasonable measures; or (3) the review determines that a UGA expansion is necessary and the jurisdiction must consider additional reasonable measures. This initial review requires local jurisdictions document existing reasonable measures.

Step 3 is required only if the outcome of the initial review in Step 2 determines additional reasonable measures are required. This step requires identification and evaluation of additional reasonable measures to increase densities or improve consistency with state and local policies.

Step 4 is an evaluation of the proposed reasonable measures. This evaluation will result in a determination that the proposed measures will be adequate to address state and local policies, or inadequate. If measures are judged to be inadequate, the proposal may be remanded to the local jurisdiction for additional work.

The recommended method presented in this chapter (Steps 1 through 4 in Figure 3-1 above) addresses only the review component. *The method describes a recommended process and criteria by which the reasonable measures component that accompanies local documentation of UGA expansion proposals may be reviewed.* It is not intended to provide specific direction on the broader process of UGA review—such as how to address measures programs deemed inadequate.

Following is a detailed description of the steps in the recommended evaluation method. The description includes a general discussion of the step, the specific process for review, and implications for local jurisdictions. Each step also identifies primary responsibilities for completion (County, local, or reviewing agency).

## **STEPS IN THE EVALUATION**

### **STEP 1. IS A UGA EXPANSION NECESSARY?**

Snohomish County Countywide Planning Policies (CPPs) UG-2c and HO-9 require that Snohomish County Tomorrow (SCT) develop and implement a coordinated, long term growth and housing monitoring program. Policy UG-2c1 lists a series of data indicators that are to be monitored annually as part of this effort, including:

- Estimated population and employment growth;
- Annexations and incorporations;
- Residential and non-residential land consumption;

- Land supply and land values relative to demographic changes; and
- Availability and affordability of housing.

The data from the annual and five-year monitoring reports provide the basis for the evaluation of UGAs described in this step. We do not describe the data collection process in detail here—the *Buildable Lands Methods Report* prepared for Snohomish County by ECO in September 2000 describes the data collection methodologies in detail.<sup>4</sup>

RCW 36.70A.130(3) requires the County and cities to review all UGAs, and the densities permitted within them, every 10 years. This review, however, is only one way that a UGA expansion may be proposed. A UGA expansion proposal may result from the 5-year buildable lands review and evaluation required by RCW 36.70A.130(1) and CPP UG-14; or as a result of requests from cities and private developers.

## REVIEW PROCESS

Review of an Urban Growth Area begins with a land need analysis. In general, a land need analysis contains a *supply* analysis (buildable and redevelopable land by type) and a *demand* analysis (population and employment growth leading to demand for more residential and non-residential development). The geographic scope of the land need analysis is all land inside the UGA.

A UGA includes lands under both city and county jurisdiction. Some UGAs include more than one city. The preliminary evaluation must include an analysis of land supply and demand for areas inside the city limits and the area between the city limit and the UGA boundary.

The general steps in the land need analysis are:

- a) *Conduct supply analysis.* Estimate gross buildable acres in the city limit and the area between the city limit and UGA by planned use.
- b) *Conduct demand analysis.* Estimate gross acres needed for housing, employment, and other uses. The demand analysis builds from population and employment allocations and assumptions about demographic characteristics and density.
- c) *Compare supply and demand.* Subtract estimated gross buildable acres by planned use from estimated gross acres needed for population, employment, and other uses. This evaluation will identify if: (1) the UGA has an overall surplus or deficit of buildable land; and

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<sup>4</sup> Chapter 5 of the *Buildable Lands Program Methods* describes the inventory and land demand methods, while Chapter 6 describes methods for comparing land supply and demand.

(2) the UGA has a surplus or deficit of lands designated for specific land uses (e.g., residential, commercial, industrial).

If the land need analysis determines that a UGA has an overall deficit of buildable land, or a deficit of lands needed for some uses and a surplus of lands needed for other uses, the process should continue to Step 2.

## **IMPLICATIONS FOR LOCAL GOVERNMENTS**

If the UGA review is part of the decennial review required by RCW 36.70A.130(3) and County Planning Policy UG-14, then the role of local jurisdictions is to review the County's analysis and identify any questions or issues that emerge as part of that review. Questions and issues should be submitted in a memorandum to the reviewing agency's staff.

Data for the review is supplied in the Annual Growth Monitoring Report. Any needed updating will be conducted by the County as part of the consideration of UGA expansion requests.

## **STEP 2. IDENTIFY AND EVALUATE EXISTING MEASURES**

If the analysis in Step 1 identifies an overall deficit of land in the UGA or a deficit of lands designated for specific uses, the local jurisdiction or the applicant should evaluate whether local growth management policies, or measures, addressing buildable lands, density, and UGA expansion are consistent with State requirements, CPPs, and local policies.

## **REVIEW PROCESS**

The applicant should begin by identifying policies the jurisdiction has adopted from the menu of reasonable measures presented in Appendix A. Once the jurisdiction has identified measures it has adopted, it should evaluate the effectiveness of each measure.

The actual review and documentation of local reasonable measures programs will be a shared effort. Because areas added to UGAs are in the County, the County will have to provide the information for area outside city limit. In summary, both the county and the affected city will document reasonable measures adopted by both jurisdictions during the Comprehensive Plan Update or Buildable Lands Review.

The following steps describe the process in more detail.

- 2.A *Document historic development patterns.* The key issue in Step 2 is consistency. The consistency review should begin with a detailed review of development patterns and trends over a specified time period (the past five years at a minimum). The annual monitoring reports developed by the SCT in coordination with local jurisdictions provide the data needed to accomplish this step. The

steps in the development patterns analysis are posed as a series of questions below.

- (1) What is the rate of population growth in the UGA over the past five years? What was the rate assumed in the UGA's population allocation?

The two growth rates should be compared. If population growth has occurred faster than the allocated rate, that implies the jurisdiction may need more residential land than initially planned for in its 20-year UGA.

- (2) What is the rate of employment growth in the UGA over the past five years? What was the rate assumed in the UGA's employment allocation?

As in question 1, the two growth rates should be compared. If employment growth has occurred faster than the allocated rate the jurisdiction may need more commercial and/or industrial land than initially planned for in its 20-year UGA.

- (3) What is the rate of residential development? What is the rate of commercial and industrial development?

This analysis should document the number of residential building permits issued by type, and the number of dwelling units represented by the building permits (some jurisdictions may not count dwelling units in multifamily residential permits). The housing mix implied by residential building permits is of particular importance in this analysis. Housing mix should be compared with the jurisdiction's housing analysis, or with historical data. Large shifts in mix (5 or more percentage points) as reported by residential building permits should be examined in more detail.

Square footage of built space is the best indicator of commercial and industrial development. At a minimum, built space should be recorded by type (commercial/industrial) and zone.

- (4) What is the actual density of development?

Actual density for residential development can be estimated using subdivision and short plat data and should be expressed in dwelling units per net residential acre. Actual density for non-residential development should be expressed as a floor area ratio.

- (5) How much land was developed, by zone?

These data should come from the jurisdiction's updated buildable lands inventory or, if feasible, by tracking parcels that developed during the analysis period. It provides an indication of the rate of land development which can be extrapolated over a 20-year period and compared to the buildable lands inventory to provide additional verification of whether a surplus or deficit exists in any specific zone.

- (6) What is the amount of underbuild by zone?

This indicator includes two pieces of data for each zoning district: (1) theoretical density; and (2) actual density. Underbuild should be expressed as the percentage of allowable density in each zone.

Calculating theoretical capacity is more difficult in planned unit development zones, mixed-use zones, and zones that provide density bonuses.

- (7) What is the relationship between net and gross densities, by zone?

The answer to this question provides information on the amount of land consumed for other uses as a result of development. Ideally, the gross-to-net factors would be calculated for each zone. Higher gross-to-net factors suggest less efficient land use.<sup>5</sup>

- (8) Is the jurisdiction achieving desired development patterns?

The answer to this question at one level is provided by the jurisdiction's zoning map. Many jurisdictions, however, are encouraging higher densities in city centers, around transit stations, and in other desirable areas. This step should identify areas where density is desired and assess whether the density and mixture of uses in those areas is consistent with desired development patterns.

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<sup>5</sup> A key definition in this type of analysis is that of *gross* and *net* buildable land. A gross acre is a real acre: it contains 43,560 square feet. But if you build four dwelling units on a gross acre, you do not get an average lot size of 10,890 square feet (43,560/4) because some of the acre will be used for streets (typically 20–25% of the acre). So four units per gross buildable acre yields lot sizes of about 8,700 square feet. At a larger scale, as you assemble acre after acre lots of 8,700 square feet, you will need arterial streets, electric rights of way, parks, schools, and so on. In contrast, a net acre, while useful for some planning purposes, is a fiction that cannot be observed in the real world: it assumes that every square foot of a large parcel can go into lots. Thus, if one builds identical houses on identically sized lots, one gets more units per net acre than per gross acre.

(9) How much development occurred in critical natural areas?

Jurisdictions should have an inventory of critical natural areas. This step would document how much development occurred in areas identified in local inventories.

(10) How many plan and zone changes were approved?

Documenting plan and zone changes is important because it affects the land base. For example, if an area zoned for multifamily residential use is rezoned for commercial use, the supply of multifamily land is reduced and the pattern of development changed. This analysis can be reported in a simple table that documents each change and includes the acreages for the original and new zones.

(11) How much residential, commercial, and industrial infill and redevelopment occurred?

Documenting infill and redevelopment is important since it suggests more efficient use of existing developed lands. For infill development, the number of permits issued and acres by zone will document the extent of this type of development. For redevelopment, demolition permits are helpful. The redevelopment analysis should also include documentation of whether changes in broad land uses occurred and whether new development was denser than existing development.

This step should conclude with an evaluation of development patterns and trends that appear inconsistent with applicable state, county, and local policies.

2.B *Identify reasonable measures in place within the jurisdiction's UGA.* This step provides the baseline of reasonable measures in place in the jurisdiction. This step should include the following information for each measure: name; date adopted; and description. It should include both city and county policies.

2.C *Evaluate impact of those measures on consistency.* This evaluation is the core of Step 2 of the review process. To the extent possible, jurisdictions should estimate impact of local measures on land holding capacity and other planning objectives. Many measures will not have outcomes that can be measured empirically. At a minimum, jurisdictions should document how often the measure is used. If possible, jurisdictions should document the amount of development the measure affected (in dwelling units, built space, acres of critical areas conserved, etc.). In the best circumstances, the outcomes can be compared against objectives stated in the reasonable

measures policy.

To a large extent the evaluation of existing measures may be qualitative in nature. Appendix A of this memorandum provides guidance on methods local jurisdictions can use to estimate the impacts of specific measures.

The findings documented in this step should be reviewed to determine if (1) the findings are complete (e.g., they address consistency issues and document existing local measures), and (2) if local measures meet the consistency requirements. If it is determined that existing local measures are sufficient, then no further evaluation is necessary.

## **IMPLICATIONS FOR LOCAL GOVERNMENTS**

The jurisdiction should document local programs intended to increase densities, improve consistency with state requirements and CPPs, and address local growth management objectives. If the application is initiated by a private developer, then the local jurisdiction should review the evaluation developed by the applicant.

Following are more specific criteria the reviewing agency can use to determine whether existing local reasonable measures programs are sufficient.

- How many reasonable measures has the jurisdiction adopted and implemented?

Reviewers should use caution in interpreting the answer to this question. If the answer is none, then the jurisdiction clearly has an obligation to consider additional measures. If the jurisdiction has any reasonable measures in place, it demonstrates that they have taken some steps towards meeting the intent of the consistency requirement. Moreover, the number of reasonable measures a jurisdiction has adopted is clearly of less practical importance than their effectiveness in increasing density and, thus, reducing the need for UGA expansions.

- Has the jurisdiction demonstrated that existing reasonable measures are effective?

The jurisdiction's documentation supporting the need for a UGA expansion should identify each reasonable measure that has been adopted and provide some assessment of the impact and effectiveness of each measure. If a measure is found to be ineffective in achieving its stated objectives, it implies the jurisdiction should be required to address its deficiencies either by modifying the measure, addressing implementation issues, or adopting additional measures.

The reviewing agency should note the frequency a policy is used as well as its estimated impacts on land holding capacity.

- Do inconsistencies exist with respect to State, County, and local policies and requirements?

If the jurisdiction identifies inconsistencies in its documentation, or the reviewing agency thinks inconsistencies exist based on its review, the jurisdiction should consider additional reasonable measures.

- Does the jurisdiction have an overall surplus of buildable lands, but a deficit of buildable lands in one or more zones?

If the answer is yes, then the jurisdiction should review planned land uses by zone to determine whether rezoning can alleviate the deficit(s) while still leaving sufficient land for all other uses. Rezoning is included in the list of reasonable measures and would require the jurisdiction to complete Step 3 of the process.

- Has population and/or employment growth occurred at rates faster than those assumed by the population and employment allocations?

If the answer is “yes,” it implies growth—and land consumption—has occurred faster than planned which provides additional evidence that a UGA expansion may be warranted. If the answer is “no,” that a closer review of the assumptions that drive the land demand estimates is warranted.

- Have densities decreased during the analysis period?

If the answer is yes, it suggests the jurisdiction could more effectively implement existing measures, or should consider additional measures.

The same evaluation and review criteria should apply for analysis of consistency with state and county policies and requirements inside and outside city limits.

Appendix B presents a sample outline for local evaluation of existing and proposed measures (if necessary).

### **STEP 3. IDENTIFY AND EVALUATE PROPOSED REASONABLE MEASURES**

If the analysis in Step 2 suggests development patterns that are inconsistent with state requirements, CPPs and local policies, then the jurisdiction should identify and evaluate additional reasonable measures.

The starting point for this step is to identify where inconsistencies exist and then match those with policies that address the inconsistency. For example, if a jurisdiction identifies that the density of single-family subdivisions is lower than planned, then it can choose from a handful of policies that can address that specific inconsistency.

Jurisdictions should begin this step by reviewing the menu of potential reasonable measures shown in Table 3-1 that shows all of the measures included in the County's menu and whether they are directly or partially applicable to various planning objectives. Measures are described in detail in Appendix A. Jurisdictions should identify policies that are appropriate to address the deficiencies identified in Step 2 and fit within the context of existing local policies.

## **REVIEW PROCESS**

The documentation and review process for Step 3 is similar in many respects to Step 2. The key difference is that jurisdictions will estimate the impacts of measures prospectively—before they are implemented. Appendix A provides a general discussion of how jurisdictions can estimate the impacts of various reasonable measures. Following are steps in the documentation process. For each proposed policy:

- i) Identify policy and describe purpose;
- ii) Describe which state requirements, CPPs and local policies it is intended to address—i.e., how it will help improve consistency;
- iii) Estimate impacts on consistency with state/county policy—i.e., how it will increase land holding capacity or address other policies;
- iv) Estimate other impacts the policy might have; and
- v) Evaluate probability policy will lead to intended outcomes (implementation).

**Table 3-1. Applicability of reasonable measures**

- Directly applicable
- ◐ Partially applicable

Measures to increase density	Applicability of Measure									
	Increases densities	Increases redevelopment	Increases Infill	Changes housing type/ increases options	Provides affordable housing	Economic Development	Make efficient use of infrastructure	Ensure efficient land uses	Urban design/ form	Prevents development in critical areas
<b>Measures that increase Residential Capacity</b>										
Permit Accessory Dwelling Units (ADUs) in single family zones.	◐		●	◐	●		●			
Provide Multifamily Housing Tax Credits to Developers	●		●	●	◐		◐	●		
Provide Density Bonuses to Developers	●	◐	◐	◐	◐		●	●		
Transfer/Purchase of Development Rights	●	◐	◐	◐			◐			
Allow Clustered Residential Development	◐			●			◐	◐		●
Allow Co-housing	◐	◐	◐	◐	●					
Allow Duplexes, Townhomes, and Condominiums	◐		◐	●	●		◐			
Increase Allowable Residential Densities	●				◐					
Mandate Maximum Lot Sizes	●						◐	●		
Mandate Minimum Residential Densities	●						◐	●		
Reduce Street Width Standards	●						◐	●		
Allow Small Residential Lots	●				●		◐	●		
Encourage Infill and Redevelopment	●	●	●				◐	●		
Enact an inclusionary zoning ordinance for new housing developments	◐			◐	●					
Plan and zone for affordable and manufactured housing development	◐			●	●					
<b>Measures that increase Employment Capacity</b>										
Develop an Economic Development Strategy						●				◐
Create Industrial Zones		◐				●				

- Directly applicable
- ◐ Partially applicable

Measures to increase density	Applicability of Measure									
	Increases densities	Increases redevelopment	Increases Infill	Changes housing type/ increases options	Provides affordable housing	Economic Development	Make efficient use of infrastructure	Ensure efficient land uses	Urban design/ form	Prevents development in critical areas
Zone areas by building type, not by use	●					●				
Develop or strengthen local brownfields programs		●	●							
<b>Measures that support increased densities</b>										
Encourage the Development of Urban Centers and Urban Villages	●	◐	◐	◐	◐	◐				
Allow Mixed Uses	◐	◐	◐	◐	◐			●	●	
Encourage Transit-Oriented Design	◐			◐	◐	◐	●	●		
Downtown Revitalization	◐	●	●	◐	◐	●	◐			
Impose High Development Fees and Exactions	◐	◐	◐							
Impose Restrictions on Physically Developable Land	◐	◐	◐							
Require Adequate Public Facilities	◐						●			
Specific Development Plans	◐	◐	◐	◐	◐	◐	◐			◐
Interim Development Standards	◐						◐			◐
Encourage Transportation-Efficient Land Use	◐			◐	◐	◐	◐			
Urban Growth Management Agreements	◐						◐	●		◐
Create Annexation Plans	◐						◐	●		◐
Encourage developers to reduce off-street surface parking	◐						◐	◐		
Implement a program to identify and redevelop vacant and abandoned buildings	◐	●				◐	◐			
Concentrate critical services near homes, jobs, and transit							●	●		
Locate civic buildings in existing communities rather than in greenfield areas							◐	◐		

- Directly applicable
- ◐ Partially applicable

Measures to increase density	Applicability of Measure									
	Increases densities	Increases redevelopment	Increases Infill	Changes housing type/ increases options	Provides affordable housing	Economic Development	Make efficient use of infrastructure	Ensure efficient land uses	Urban design/ form	Prevents development in critical areas
Implement a process to expedite plan and permit approval for smart growth projects	◐	◐	◐	◐	◐	◐	◐	◐		◐
<b>Measures to mitigate the impact of density</b>										
Design Standards									●	
Urban Amenities for Increased Densities									●	
Conduct community visioning exercises to determine how and where the community will grow									●	
<b>Other Measures</b>										
Mandate Low Densities in Rural and Resource Lands								●		
Urban Holding Zones								●		
Phasing Urban Growth							●	●		
Capital Facilities Investments							●	●		
Environmental Review and Mitigation Built into the Subarea Planning Process	◐	◐	◐	◐	◐	◐	◐	◐	◐	◐
Partner with nongovernmental organizations to preserve natural resource lands										●

Source: ECONorthwest, 2002

## **IMPLICATIONS FOR LOCAL GOVERNMENTS**

Local governments have the responsibility for identifying and evaluating reasonable measures to address identified inconsistencies.

### **STEP 4. DETERMINE IF PROPOSED MEASURES ARE REASONABLE TO ACHIEVE CONSISTENCY AND/OR INCREASE LAND HOLDING CAPACITY**

The final step in the evaluation is to determine if measures proposed are likely to achieve consistency or increase land holding capacity. This evaluation is completed by each individual jurisdiction.

## **REVIEW PROCESS**

The key issue in the evaluation will be determining whether the policies proposed will (1) have a measurable impact on the capacity of land to accommodate development, (2) will lead to “sufficient” increases in that capacity, and (3) will be implemented in a manner that will lead to the intended outcomes. The second issue is an important one: GMA provides little guidance on how much density increase is enough.

The review should focus on the following items.

- Does each proposed measure address an identified inconsistency?
- Does the measure have a reasonable probability of addressing the inconsistency over the next five-year period?
- Would other measures be more effective at addressing the inconsistency?
- Will the measure have a quantifiable impact on the capacity of land to accommodate development?

This evaluation can result in one of two findings: (1) the proposed measures are adequate; or (2) the measures proposed are inadequate. If the local jurisdiction determines the measures are adequate, then it can adopt and implement the measures. After the local jurisdiction adopts the measures, it should monitor the effectiveness of the measure.

## **SUBMISSION AND REVIEW PROCESS**

The four steps in the method described above provide direction on the data and analysis recommended for the reasonable measures review. Those steps, however, are described independently of the review process. The review process will probably be determined in the future, however, it should clearly define roles and responsibilities, timeframes, procedures for arbitrating disputes, and other procedural issues.



# Description and Assessment of Reasonable Measures Policies

## Appendix A

This appendix presents the menu of reasonable measures for jurisdictions to consider. The discussion of each measure includes a description of the policy, what its intended effects are, and a discussion of how to evaluate, or if possible, estimate, each measure's impact on land holding capacity. This appendix is not intended to provide an in-depth discussion of policy language or how to implement and administer specific policies.

It is common for jurisdictions to adopt combinations of policies to manage growth and improve the efficiency and holding capacity of land uses. Such policy groupings, however, are not necessarily cumulative in their intent or impact. Policies that address similar issues may not be mutually reinforcing. For example, having policies in residential zones for maximum lot size and minimum density essentially address the same issue—underbuild in residential zones. Thus, communities should carefully consider their policy programs and evaluate each policy both individually and in consideration of other policies.

### MEASURES TO INCREASE DENSITY

#### MEASURES THAT INCREASE RESIDENTIAL CAPACITY

<b>Measure:</b>	<b>Permit Accessory Dwelling Units (ADUs) in single family zones.</b>
Description:	Communities use a variety of terms to refer to the concept of accessory dwellings: secondary residences; “granny” flats; and single-family conversions, among others. Regardless of the title, all of these terms refer to an independent dwelling unit that shares, at least, a tax lot in a single-family zone. Some accessory dwelling units share parking and entrances. Some may be incorporated into the primary structure; others may be in accessory structures. Accessory dwellings can be distinguished from “shared” housing in that the unit has separate kitchen and bathroom facilities. ADUs are typically regulated as a conditional uses. Some ordinances only allow ADUs where the primary dwelling is owner-occupied.
Potential Benefits:	Increases residential land holding capacity. Densities are increased within existing developed areas with minimal visual disruption.

Other Planning Goals:	Accessory dwelling units provide another housing option for changing demographics. They preserve affordable options for local residents to downsize and stay in the neighborhood as they age, and for new residents seeking more compact living quarters. ADUs can also make better use of existing infrastructure.
Scale of Impact:	Small. Communities that have adopted ADU ordinances have generally reported that few applications occur each year. Moreover, single-family subdivisions may have CC&Rs that prohibit ADUs.
Estimating Impacts:	<p>Estimating impacts of an ADU ordinance require estimating the number of permits that will be issued annually. This is a function of two factors: (1) the geographic extent of application of the ADU ordinance; (2) the specific requirements for approval of an ADU. Most cities that have ADU ordinances have not seen a lot of activity. For example, the City of Portland, Oregon received about 5 permits annually for the first several years after adopting its ordinance in 1981.</p> <p>To calculate the impact, estimate the number of permits issued annually and multiply it by an average lot size assumption for a single-family dwelling (probably between 5,000 and 8,000 square feet). This can provide an upper boundary estimate of the amount of land saved by the ADU ordinance.</p>
Data Sources:	Use of ADU ordinances in nearby or comparable cities.
Ease of Administration:	<p>Technical – Easy. Many model ADU ordinances exist and can easily be accessed through Web sites. ADUs would require land use applications and are typically subject to conditional use standards.</p> <p>Political – Moderate. ADUs can be controversial due to perceptions of impacts to existing neighborhoods.</p> <p>Market – Difficult. While demand exists for affordable housing in many cities, development of ADUs is typically initiated by property owners rather than developers. Because ADUs are developed one at a time, no economy of scale exists for developers.</p>
Applicability:	All urban areas.

Conditions for Success: Low density neighborhoods that do not have CC&Rs. These conditions typically exist in older neighborhoods. City policies must allow and encourage development of ADUs. Market for small, low-income housing.

**Measure: Provide Multifamily Housing Tax Credits to Developers**

Description: Local governments can provide tax credits to developers for new or rehabilitated multi-family housing. Tax credits provide an incentive to developers by reducing future tax burden. In some markets, this can make projects financially feasible. This policy is intended to encourage development of multifamily housing, primarily in urban centers. This policy is primarily applicable in larger cities and is typically offered for projects that meet specific criteria.

Potential Benefits: This encourages increased and improved residential opportunities within urban centers where there is insufficient housing. It is intended to stimulate new multifamily housing construction as well as rehabilitation of existing vacant and under-utilized buildings for multifamily housing targeting both renters and owners.

Other Planning Goals: Multifamily units can provide affordable housing for low-income residents.

Scale of Impact: Small to moderate. Successful cities in the Puget Sound Region typically facilitate fewer than 100 dwelling units per year using this policy.

Estimating Impacts: Estimating the impact of this measure requires an estimate of frequency of use and the number of units affected. This will depend on several factors: (1) the amount of money available for tax credits; (2) the amount of the tax credits (i.e., the degree to which the credits provide incentive to develop multi-family housing versus other housing types); (3) the amount of multi-family housing being developed without tax credits; the amount of land on which the credits are applicable.

Data Sources: Local multi-family tax credit programs (city or local housing authority); use of programs in nearby or comparable cities.

Ease of Implementation: Technical — Moderate to Difficult. Tax incentives may not be sufficient incentive to attract development in some areas.

Political — Moderate. Community residents may object to public dollars going to private developers.

Neighbors may resist development of units due to perceptions of impacts to land values and characters in existing neighborhoods.

Market — Easy to Moderate. In larger, fast growing communities, demand for affordable housing is likely to be high.

Applicability:

.All urban areas

Conditions for Success:

Demand for affordable housing in markets where profitability of affordable housing is marginal.

**Measure:**

**Provide Density Bonuses to Developers**

Description:

The local government allows developers to build housing at densities higher than are usually allowed by the underlying zoning. Density bonuses are commonly used as a tool to encourage greater housing density in desired areas, provided certain requirements are met. This policy is generally implemented through provisions of the local zoning code and is allowed in appropriate residential zones.

Potential Benefits:

Bonuses can increase densities in urban areas and create an incentive for providing neighborhood amenities. They can also be used as receiving zones to preserve resource lands by buying or transferring development rights from rural to urban areas.

Other Planning Goals:

Can be used to preserve nearby open space that is vulnerable to development.

Scale of Impact:

Moderate to large. Depending on the type and amount of bonus, this approach can result in densities of 200% or more of allowable density.

Estimating Impacts:

Theoretical impact can be estimated by comparing actual densities measured in the underlying zone with theoretical density based on allowable density bonuses. This approach, however, will probably overestimate impacts since developers may choose to use less than the full density bonus. A case study approach that evaluates impacts in cities with similar policies can provide some indication of the level of impact.

Data Sources:

Interviews with local developers; data from cities with similar policies.

Ease of Implementation:

Technical — Moderate to difficult. Policies need to be written with clear guidelines so developers can easily understand when they are eligible for bonuses and to what extent they can increase densities.

Political — Moderate. Increased density may be unpopular with existing residents.

Market — Moderate. There must be a market demand for denser single-family housing.

Applicability:

Large fast growing; Small fast growing

Conditions for Success:

Market demand for high-density residential housing.

**Measure:**

**Transfer/Purchase of Development Rights**

Description:

This policy is intended to move development from sensitive areas to more appropriate areas. Development rights are transferred to “receiving zones” and can be traded. This policy can increase overall densities. This policy is usually implemented through a subsection of the zoning code and identifies both sending zones (zones where decreased densities are desirable) and receiving zones (zones where increased densities are allowed).

Potential Benefits:

These techniques can protect rural resource lands and reduce sprawl outside UGAs. They also may be used to protect critical areas while still allowing development on lots that contain unbuildable areas. They encourage the more efficient use of land and promote densities where they can be provided most cost effectively.

Other Planning Goals:

Can be used to preserve nearby open space, including farmland and forests. Can also be used to mitigate development in areas where natural hazards exist.

Scale of Impact:

Small to moderate. Actual impact will depend on the extent to which the policy is used. TDRs may have little impact on overall densities since overall density is not changed; rather it is moved around. TDRs can be used to encourage higher densities in selected areas.

Estimating Impacts:

Identify allowable capacity in sending areas. Estimate actual density of development in sending areas by comparing observed densities in similar areas. Subtract actual density from allowable capacity to obtain the amount of transferable development capacity. Identify receiving areas. Allocate transferable development capacity to receiving areas based on assessment of desirability for development. Estimate total capacity of receiving areas by adding capacity under the base zoning to transferable capacity. Finally, estimate

the use of the TDR by conducting expert interviews, reviewing results in comparable cities, or by conducting a local market analysis.

Increasing densities may be a secondary objective in some TDR ordinances. In these instances, it will be important to document how the TDR achieves the primary objectives (i.e., preserving critical natural areas, preventing development in hazardous areas, etc.). An inventory of such resources in sending zones should support justification for the TDR.

Data Sources:	Local zoning and GIS data. Expert interviews. Case studies of comparable cities.
Ease of Implementation:	Technical — Difficult. Transfer of development rights involves complex transactions at both ends.  Political — Difficult. While the general population may be supportive of a transfer, individual landowners may be unwilling to cooperate.  Market — Moderate. Property owners will need to be fairly compensated for land transfers.
Applicability:	Large cities, urban areas that have critical natural areas or areas of known natural hazards.
Conditions for Success:	A variety of land types available for sale, and availability of appropriate “receiving zones.”
<b>Measure:</b>	<b>Allow Clustered Residential Development</b>
Description:	Clustering allows developers to increase density on portions of a site, while preserving other areas of the site. Clustering is a tool most commonly used to preserve natural areas or avoid natural hazards during development. It uses characteristics of the site as a primary consideration in determining building footprints, access, etc. Clustering is typically processed during the site review phase of development review.
Potential Benefits:	Clustering may allow more efficient use of land in addition to providing open space. The technique also encourages a neighborhood feeling. It allows critical areas to be protected while still permitting both urban and rural development.
Other Planning Goals:	Can be used to preserve particular tracts of land, creating open space or avoiding development in areas of critical natural resources or with natural hazards.

Scale of Impact:	Moderate. Clustering can increase density, however, if other areas of the site that could otherwise be developed are not developed, the scale of impact can be reduced.
Estimating Impacts:	Calculate the area (in acres) of lands where clustering is required or encouraged. Estimate overall density of development on the sites under the base zoning. Potentially make market adjustments for underbuild.
Data Sources:	Local GIS data, expert interviews, review of zoning regulations.
Ease of Implementation:	<p>Technical — Easy. Clustering has commonly been used with site review or flexible design standards. Few Snohomish County communities have clustering policies.</p> <p>Political — Easy. Clustering has few perceived negative attributes, and existing residents are unlikely to resist it.</p> <p>Market — Easy. Cluster development tends to look different than tract housing, making them desirable in the housing marketplace.</p>
Applicability:	All urban areas
Conditions for Success:	Flexible design standards, to allow and encourage creative development.
<b>Measure:</b>	<b>Allow Co-housing</b>
Description:	Co-housing communities balance the traditional advantages of home ownership with the benefits of shared common facilities and connections with neighbors. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones.
Potential Benefits:	It provides another choice in a variety of housing options.
Other Planning Goals:	Can be used to preserve particular tracts of land, preserving open space. Can also be used as an affordable housing option.
Scale of Impact:	Small. While co-housing may be able to achieve multi-family housing densities, it is unlikely that this housing type would make up a large portion of new housing stock, thereby diminishing its impact.
Estimating Impacts:	Inventory areas where co-housing is allowed as an outright or conditional use. Make assumptions about the rate of co-housing development based on case study analysis, discussion with market

experts, or previous trends. Estimate the amount of additional dwelling units created as a result of allowing co-housing.

Density may be a secondary objective of many co-housing ordinances. Thus, it is important to document these other objectives such as providing additional affordable housing units, preserving land, etc.

Data Sources:

GIS inventory data, case studies of jurisdictions that allow co-housing.

Ease of Implementation:

Technical — Easy to moderate. Developing cohousing policies is relatively simple.

Political — Moderate. Some communities have experienced political controversy when considering such ordinances. But to non-residents, the co-housing looks much like clustered developments.

Market — Difficult. Demand for co-housing is small, but may grow.

Applicability:

All urban areas

Conditions for Success:

Market demand for co-housing opportunities. Local policies and development ordinances that allow cohousing.

**Measure:**

**Allow Duplexes, Townhomes, and Condominiums in single-family zones**

Description:

Allowing these housing types can increase overall density of residential development and may encourage a higher percentage of multi-family housing types. This approach would be implemented through the local zoning or development code and would list these housing types as outright allowable uses in appropriate residential zones.

Potential Benefits:

These housing types can increase overall density of residential development. They provide additional affordable housing options and allow more residential units than would be achieved by detached homes alone.

Other Planning Goals:

They provide options for changing demographics, allowing local residents to downsize their residences while staying in their communities as they age.

Scale of Impact:

Small to moderate. Most jurisdictions already allow these housing types.

Estimating Impacts:	Data from the land supply monitoring process should include these housing types. Conduct density analysis of existing duplexes, condominiums, and townhouses for a specified time period. Calculate net density and rate of development for these housing types. Estimate the amount of land available for these housing types and assume some future rate of development. Estimate difference between historical and estimated densities.
Data Sources:	Local GIS data.
Ease of Implementation:	<p>Technical — Easy. These housing types would be added to the list of outright allowable uses in appropriate zones.</p> <p>Political — Moderate. Duplexes and townhouses can be controversial due to perceptions of impacts to existing neighborhoods.</p> <p>Market — Easy. Duplexes, townhouses, and condominiums can fill a market demand for lower cost and smaller housing.</p>
Applicability:	All urban areas
Conditions for Success:	Market for these housing types; local policies that allow or encourage development of duplexes, townhouses and condominiums.
<b>Measure:</b>	<b>Increase Allowable Residential Densities</b>
Description:	This approach seeks to increase holding capacity by increasing allowable density in residential zones. It gives developers the option of building to higher densities. This approach would be implemented through the local zoning or development code.
Potential Benefits:	Higher densities increase residential land holding capacity. Higher densities, where appropriate, provide more housing, a greater variety of housing options, and a more efficient use of scarce land resources. Higher densities also reduce sprawl development and make the provision of services more cost effective.
Other Planning Goals:	Smaller lots can yield more housing options for low-income residents.
Scale of Impact:	Moderate to high. The actual impact will depend on the amount of the density increase and the size of area upon which it is applied.
Estimating Impacts:	Calculate maximum allowable density for existing zoning and for increased densities. Make assumptions about densities under new density

	rules considering underbuild and market factors. Identify number of acres increased densities will be allowed on. Multiply assumed densities (in gross acres) by number of acres to estimate dwelling units. Subtract estimated number of dwelling units under old density standards to estimate increased productivity.
Data Sources:	Local GIS data. Data on historical densities and underbuild in residential zones.
Ease of Implementation:	<p>Technical — Easy. Increased density standards are simple to implement—the standards would be applied at the development review phase.</p> <p>Political — Moderate. Increased density standards may be politically unpopular with existing residents.</p> <p>Market — Easy. More varied housing options provides a greater diversity of housing stock to homebuyers.</p>
Applicability:	All urban areas
Conditions for Success:	Market for higher density housing.
<b>Measure:</b>	<b>Mandate Maximum Lot Sizes</b>
Description:	This policy places an upper bound on lot size and a lower bound on density in single-family zones. For example, a residential zone with a 6,000 sq. ft. minimum lot size might have an 8,000 sq. ft. maximum lot size yielding an effective net density range between 5.4 and 7.3 dwelling units per net acre.
Potential Benefits:	Ensures minimum densities in residential zones by limiting lot size. Places bounds on building at less than maximum allowable density. Maximum lot sizes can promote appropriate urban densities, efficiently use limited land resources, and reduce sprawl development.
Other Planning Goals:	Can reduce cost of delivering urban services to very low-density neighborhoods.
Scale of Impact:	Moderate. The actual impact depends on the amount of underbuild observed in single-family residential zones.
Estimating Impacts:	Calculate minimum density based on maximum lot size. Estimate the number of units historically developed at less than the minimum density. Calculate the number of units per gross acre difference between historical densities and densities required under the maximum lot size standards. Calculate the additional number of

	dwelling units that could be accommodated based on the increased density and the number of buildable acres in the zoning district.
Data Sources:	Data from the land supply monitoring report, local GIS data.
Ease of Implementation:	Technical — Easy. This would require a modification to existing zoning codes. Application of the policy would be completed at the time of development review.
	Political — Moderate. Some landowners may feel that the regulation restricts their ability to develop their property the manner they choose.
	Market — Easy to Moderate: Depends on the local demand for large lots.
Applicability:	All urban areas
Conditions for Success:	Residential zones where substantial underbuild exists.
<b>Measure:</b>	<b>Mandate Minimum Residential Densities</b>
Description:	This policy is typically applied in single-family residential zones and is places a lower bound on density. Minimum residential densities in single-family zones are typically implemented through maximum lot sizes. In multiple-family zones they are usually expressed as a minimum number of dwelling units per net acre. Such standards are typically implemented through zoning code provisions in applicable residential zones.
Potential Benefits:	This policy increases land holding capacity. Minimum densities promote developments consistent with local comprehensive plans and growth assumptions. They reduce sprawl development, eliminate underbuilding in residential areas, and make provision of services more cost effective.
Other Planning Goals:	They promote a more consistent neighborhood fabric, reduce street costs, create areas with a more pedestrian scale, and are more transit-friendly.
Scale of Impact:	Moderate to high. The actual impact depends on the observed amount of underbuild and the minimum density standard.
Estimating Impacts:	Calculate historic densities for each zone. Subtract historic density from minimum density required under the new standard. Apply difference to the

	number of buildable acres to estimate the minimum impact of the new density standard.
Data Sources:	Land supply monitoring data, local GIS data.
Ease of Implementation:	Technical — Easy. This would require a modification to existing zoning codes. Application of the policy would be completed at the time of development review.
	Political — Moderate. Some developers may feel that the regulation restricts their ability to develop their property the manner they choose.
	Market — Easy to Moderate: Depends on the local demand for large lots.
Applicability:	All cities.
Conditions for Success:	Significant underbuild in residential zones. Setting minimum densities higher than the market will bear can result in slower rates of residential development or shifting of development to other cities.
<b>Measure:</b>	<b>Reduce Street Width Standards</b>
Description:	This policy is intended to reduce land used for streets and slow down traffic. Street standards are typically described in development and/or subdivision ordinances. Reduced street width standards are most commonly applied on local streets in residential zones.
Potential Benefits:	Narrower streets make more land available to housing and economic-based development.
Other Planning Goals:	They slow neighborhood traffic and increase livability. They are more pedestrian friendly, enhance the sense of neighborhood, and can lower capital and maintenance costs.
Scale of Impact:	Moderate. Land used for streets and other public facilities ranges from 15% to 30% or more depending on the type of development. Narrow streets can reduce land used for streets by 25% resulting in a decrease 5%-10% in total land consumption.
Estimating Impacts:	Estimate linear street distance and area per acre based on observations in existing development. Apply new street standard to estimate street area per acre and land available for residential development. Calculate net density (du/net acre) based on new street width standard.
Data Sources:	Local GIS data.

Ease of Implementation:	<p>Technical — Moderate. Emergency service providers frequently have concerns with access on narrow streets.</p> <p>Political — Easy to moderate. Although some residents may resist a change to narrower streets, having become accustomed to wide streets.</p> <p>Market — Easy. Narrow streets do not appear to be a major demand factor.</p>
Applicability:	All urban areas
Conditions for Success:	Wide local street standards; ability to address emergency access concerns.
<b>Measure:</b>	<b>Allow Small Residential Lots</b>
Description:	Small residential lots are generally less than 5,000 sq. ft. This policy allows individual small lots within a subdivision or short plat. Small lots can be allowed outright in the minimum lot size and dimensions of a zone, or they could be implemented through the subdivision or planned unit development ordinances.
Potential Benefits:	This policy is intended to increase density and lower housing costs. Small lots limit sprawl, contribute to the more efficient use of land, and promote densities that can support transit. Small lots also provide expanded housing ownership opportunities to broader income ranges and provide additional variety to available housing types.
Other Planning Goals:	Small lots provide another housing option for changing demographics. They preserve affordable options for local residents to downsize and stay in the neighborhood as they age, and for new residents seeking more compact living quarters.
Scale of Impact:	Small to moderate. Cities have adopted minimum lot sizes as small as 3,000 sq. ft. However, it is uncommon to see entire subdivisions of lots this small. Small lots typically get mixed in with other lot sizes.
Estimating Impacts:	Estimate increases in net density based on flexible minimum lot size using data from comparable cities or by estimating the number of small lots and the impact on net densities.
Data Sources:	Observed densities in similar zones; case studies of comparable cities.
Ease of Implementation:	Technical — Easy. Increased density standards are simple to implement—the standards would be applied at the development review phase.

Political — Moderate. Increased density standards may be politically unpopular with existing residents.

Market — Easy. More varied housing options provides a greater diversity of housing stock to home buyers.

Applicability:

All urban areas

Conditions for Success:

Demand for affordable housing, housing designs that work on small lots.

**Measure:**

**Encourage Infill and Redevelopment**

Description:

This policy seeks to maximize use of lands that are fully-developed or underdeveloped. Make use existing infrastructure by identifying and implementing policies that (1) improve market opportunities, and (2) reduce impediments to development in areas suitable for infill or redevelopment.

Potential Benefits:

Can reduce sprawl development by reusing land within developed areas and where services are already provided, contributing to more efficient use of land. Infill and redevelopment can increase density of development, but does not always have that effect.

Other Planning Goals:

Infill can achieve a number of community objectives, such as redevelopment of blighted areas, creation of a vital and viable business district, increased housing densities, and broader shopping opportunities.

Scale of Impact:

Small to moderate. Scale of impact depends on the amount of land available for infill.

Estimating Impacts:

It is best to estimate the impacts of infill and redevelopment sites separately.  
For infill, begin with an inventory of infill sites. Estimate development potential (in terms of jobs and dwelling units) on land available for infill based on observed densities in the underlying zone.

For redevelopment, review local building permits on demolitions and reconstruction by type. If possible calculate density before and after redevelopment. Develop rate and density assumptions for redevelopment by zone.

Data Sources:

Local building permit data, local GIS data, interviews with local realtors and developers.

Ease of Implementation:

Technical — Easy. Policies would be implemented at time of development review.

Political — Moderate. Infill can be controversial due to perceptions of impacts to existing neighborhoods.

Market — Moderate to difficult. Infill and redevelopment is generally more expensive than developing green fields. Cities with large inventories of buildable lands will find infill and redevelopment more challenging and may need to consider incentives.

Applicability:	All urban areas
Conditions for Success:	Inventory of infill and/or redevelopable sites. Market conditions that are conducive to redevelopment. Incentives that encourage redevelopment.
<b>Measure:</b>	<b>Enact an inclusionary zoning ordinance for new housing developments</b>
Description:	Inclusionary zoning requires developers to provide a certain amount of affordable housing in developments over a certain size. Inclusionary zoning is applied during the development review process.
Potential Benefits:	Provides affordable housing on an incremental basis. Can reduce the need for government-assisted housing. Encourages affordable housing types to be dispersed throughout the community.
Other Planning Goals:	It would provide another housing option for a variety of demographics within a community.
Scale of Impact:	Small to moderate. This policy is not directed towards density; however, it may result in higher overall residential densities because of the relationship between density and housing cost.
Estimating Impacts:	Increasing density is not an objective of inclusionary zoning. Thus, impacts should be estimated on the number of affordable housing units required by the policy. Estimating the number of units requires application of the zoning requirements to the number of acres to develop a distribution of the number of units developed by price range. This can then be compared to standard measures of housing affordability such as cost burden to estimate impacts.
Data Sources:	Zoning regulation, Census data, assessment data on housing value.
Ease of Implementation:	Technical — Easy to moderate. This policy is applied during the land use review process.

	Political — Moderate to difficult. More affluent communities are more likely to resist the development of housing for low-income individuals and families.
	Market — Easy. Communities with few affordable housing units would expand their supply, giving low-income residents more options.
Applicability:	Urban areas with tight housing markets
Conditions for Success:	Political support.
<b>Measure:</b>	<b>Plan and zone for affordable and manufactured housing development</b>
Description:	This policy would add manufactured housing as an outright use in specified residential zones. This policy ensures that land is available for this housing type.
Potential Benefits:	Affordable and manufactured housing tends to be smaller than other housing types, and can be built to a higher density.
Other Planning Goals:	Manufactured housing is an affordable housing type for many households. The policy expands housing choices for low-income residents. As an outright use in the zoning code, potential NIMBY issues with manufactured housing can be avoided.
Scale of Impact:	Small. This policy is primarily about housing choice, however, manufactured housing densities are frequently higher than standard site built densities.
Estimating Impacts:	The most obvious indicator for this measure is the number of acres that are in zoning districts that allow affordable or manufactured housing, or both. Not all land where such housing is allowed will be developed as affordable or manufactured housing, so some method to estimate rate of development is required. For jurisdictions that already allow such housing types, reviewing the number of building permits provides a sound basis. Jurisdictions considering such policies should review trends in jurisdictions with comparable policies.
Data Sources:	Local zoning ordinance, GIS data, building permit data, case studies of other jurisdictions.
Ease of Implementation:	Technical — Easy. This policy would be implemented during the land use review process.
	Political — Moderate to difficult. More affluent communities are more likely to resist the development of housing for low-income individuals and families.

	Market — Easy to moderate. Communities with few affordable housing units would expand their supply, giving low-income residents more options.
Applicability:	All urban areas
Conditions for Success:	Political support for residential zones that allow manufactured and affordable housing types. A market for affordable housing.

## MEASURES THAT INCREASE EMPLOYMENT CAPACITY

<b>Measure:</b>	<b>Develop an Economic Development Strategy</b>
Description:	An economic development strategy is intended to (1) identify desired types of businesses, and (2) identify the land needs of those businesses. Economic development strategies can be incorporated into the economic element of local comprehensive plans, or can be stand-alone policy documents.
Potential Benefits:	An economic development strategy can identify potential future business growth in the community, allowing planners to encourage clustering of appropriate businesses, which improves land use efficiency.
Other Planning Goals:	The strategy can encourage a healthy economy over the long term. A good strategy will help implement the community vision, consistent with resource considerations.
Scale of Impact:	Small. Economic development strategies are not intended to increase density of development, although, they can lead to improved land use efficiency.
Estimating Impacts:	Estimating the impacts of an economic development policy on land holding capacity is difficult. The evaluation should begin with a review of the specific strategies and develop appropriate indicators based on the strategies. Elements of the strategy that relate to density should be addressed with separate estimates. For example, if one strategy is adaptive reuse of brownfield sites, then estimating the employment capacity of the site will provide a sound basis for estimating acres of greenfield saved.
Data Sources:	Expert interviews, case studies.
Ease of Implementation:	Technical — Moderate. Economic development strategies require investment in research and process. Research should address opportunities

and constraints in the community. The process should engage various stakeholders and consider their views.

Political — Moderate. City (or County) leaders must be willing to provide financial support to the strategy development process.

Market — Easy. There are no market issues in developing the strategy, although markets are key considerations in determining appropriate strategies..

Applicability:	All urban areas
Conditions for Success:	Political support from City (or County) leaders.
<b>Measure:</b>	<b>Create Industrial Zones</b>
Description:	Industrial zoning is intended to limit uses on specific sites to appropriate industrial uses. Some cities have ordinances that specify what types of industries can locate on specific sites. This measure is implemented through the local zoning ordinance.
Potential Benefits:	These limits help ensure that industrial land can be saved for future industrial needs. Local governments can also plan for more efficient land use.
Other Planning Goals:	Creating industrial zones can reduce conflicts between land uses and allow planning for appropriate infrastructure to serve industrial sites.
Scale of Impact:	Small. Industrial zoning is not intended to increase density. Moreover, this policy can lead to industrial land banking which may create need for other land types.
Estimating Impacts:	The impact of industrial zones on land holding capacity will depend on the specific regulations of the zoning code. The acreage in industrial zones provides the basis for evaluating the impacts. Jurisdictions should rely on lot coverage, floor area ratios, and employee per acre assumptions in their land needs analysis to complete a preliminary evaluation. If available, data on actual employment density would provide a baseline.
Data Sources:	Growth monitoring report, zoning regulation, buildable land needs assumptions.
Ease of Implementation:	Technical — Easy. Industrial designations exist in most city's zoning codes and could be amended to reflect desired community outcomes.

Political — Easy to moderate. Residents and commercial establishments will know where to expect industrial uses, giving them more information about potential uses of vacant land. Owners of property nearby industrial land may resist placing the designation in a particular location.

Market — Easy. Industrial zones give developers of industrial sites information about where their facility can be located.

Applicability:

All urban areas

Conditions for Success:

Demand for industrial development.

**Measure:**

**Zone areas by building type, not by use**

Description:

A local jurisdiction can alter its zoning code so that zones define the physical aspects of allowed buildings, not the uses within those buildings. This zoning approach recognizes that many land uses are compatible and locate in similar building types. For example, a manufacturing firm may have similar space requirements as a print shop.

Potential Benefits:

Zoning areas by building type can ensure continuity in the types of structure and provides flexibility to building owners in leasing.

Other Planning Goals:

A more flexible zoning code can make development easier, furthering economic development goals.

Scale of Impact:

Small to moderate. This policy addresses urban design more than density.

Estimating Impacts:

In some respects, zoning areas by building type provides more certainty about density than zoning by use. Estimating the impacts of this policy will require review of the zoning code language—specifically the building height and lot coverage regulations. If the zoning language includes a floor area ratio provision, this can be used with square foot of built space per employee assumptions to estimate employment capacity.

Data Sources:

Local zoning code, PSRC employment density study.

Ease of Implementation:

Technical — Difficult. This policy is considerably different than traditional zoning approaches. It would require substantial revision of most cities' zoning codes and staff training on implementation.

Political — Moderate. A fundamental shift in the structure of the zoning code is likely to meet resistance from community members and

stakeholders.

Market — Easy. The change should make development requirements more flexible.

Applicability:

Large cities and other dense urban areas

Conditions for Success:

Political support. Clearly defined policies regarding allowable building types.

**Measure:**

**Develop or strengthen local brownfields programs**

Description:

Local jurisdictions provide policies or incentives to encourage the redevelopment of underused industrial sites, known as brownfields. This policy can be implemented through provisions in local zoning ordinances that provide incentives for redevelopment of brownfields such as expedited permitting or reduced fees, or through targeted public investments.

Potential Benefits:

Brownfields provide redevelopment opportunities. Moreover, many brownfields are large sites that can be master planned in ways consistent with other policies.

Other Planning Goals:

Redevelopment of industrial sites to more productive uses, reducing need for greenfields, thus limiting sprawl.

Scale of Impact:

Moderate to high. The actual scale of impact depends on the number of brownfields.

Estimating Impacts:

The first step in estimating the impacts of a brownfields program would be to complete an inventory. The brownfield inventory should be considered in the context of the jurisdiction's overall industrial land inventory. The inventory will identify the number of brownfield acres; review of local zoning requirements will provide some indication of allowable density. An estimate based on allowable density will provide an upper bound on capacity. Review of historical densities on the site, or densities on comparable sites, can provide the lower bound on capacity. Jurisdictions should also think about their planning objectives for the site to settle on a final density assumption. The final step in this analysis would be to make assumptions about absorption of brownfield sites. Not all brownfields may redevelop during the planning period. If the jurisdiction has a large inventory of greenfield sites, a lower absorption assumption may be merited.

Data Sources:	Brownfields inventory; industrial lands inventory; zoning regulations; densities on comparable sites.
Ease of Implementation:	Technical — Difficult. Brownfields present numerous challenges to redevelopment including site contamination.  Political — Moderate. While many members of the communities support the idea of a redeveloping underused site, building political support to publicly fund redevelopment can be difficult.  Market — Moderate. Demand for the redevelopment depends on many market factors.
Applicability:	Urban areas with brownfields
Conditions for Success:	Funds, either public or private, to finance the redevelopment of industrial sites.

## MEASURES THAT SUPPORT INCREASED DENSITIES

<b>Measure:</b>	<b>Encourage the Development of Urban Centers and Urban Villages</b>
Description:	An urban center or urban village provides mixed uses with a development. Residences are near retail establishments, parks, schools, and other urban amenities. The goal of urban centers and villages is to create integrated, more complete, and inter-related neighborhoods. Such concepts are often implemented through specific area or downtown plans and may require public investment.
Potential Benefits:	These centers and villages provide locally-focused shopping opportunities and urban amenities together with increased densities which increase livability and reduce the dependence on SOVs. They are a more efficient use of land, encourage more transportation or mobility options (due to connected streets), and provide for urban services more cost-effectively. These are in stark contrast to stand-alone tracts of single-use developments that are not related to nor connected to the rest of the community or adjacent neighborhoods.
Other Planning Goals:	They reduce the need to drive for basic services and shopping.
Scale of Impact:	High. Urban centers can create higher densities within the centers, and may also create incentive for higher densities on adjacent lands.

Estimating Impacts:	The first step is to inventory acres in the urban center designation. The next step is to review policies and zoning regulations that govern the vision for the area and specific uses and densities. The output of this exercise should be an estimate of the residential/employment split in the area, and assumptions about residential and employment densities which can then be used to estimate land holding capacity.
Data Sources:	Local policies and zoning regulations; case studies; housing/employment split and density assumptions.
Ease of Implementation:	<p>Technical — Difficult. Development of urban centers requires considerable planning and typically involves public investment to achieve desired development patterns and densities. Many cities indicate that retail is a challenge in mixed-use urban centers.</p> <p>Political — Moderate. Because it is technically difficult to achieve, developers may resist investing in this type of development. Moreover, local decision makers must support public investments.</p> <p>Market — Easy to Moderate. Existing urban center developments have sold well in residential markets, but have had more difficulty filling retail space.</p>
Applicability:	All urban areas
Conditions for Success:	Substantial investment in planning efforts. Possible public investment in infrastructure and other elements to encourage private development.
<b>Measure:</b>	<b>Allow Mixed Uses</b>
Description:	The zoning code would specifically allow multiple uses in a zone, instead of all residential, or all commercial. Mixed uses can be vertical (i.e., multiple uses within a single building) or horizontal (i.e., multiple uses in a given geographic area).
Potential Benefits:	This technique can provide a broader variety of housing options, allowing people to live, work, and shop in nearby areas. Mixed uses in the same area encourage more pedestrian and transit-friendly access, reduce the demand on transportation services and facilities, make goods and services accessible to non-drivers, and reduce peoples' dependence on vehicles for mobility.
Other Planning Goals:	Mixed use development can reduce automobile trips by creating shopping and employment opportunities in closer proximity to housing.

Scale of Impact:	Small to moderate. Higher density is one objective of mixed-use development, but not the primary objective.
Estimating Impacts:	The first step is to inventory acres in the unimixed-use designation. The next step is to review policies and zoning regulations that govern the vision for the area and specific uses and densities. The output of this exercise should be an estimate of the residential/employment split in the area, and assumptions about residential and employment densities which can then be used to estimate land holding capacity.
Data Sources:	Local policies and zoning regulations; case studies; housing/employment split and density assumptions.
Ease of Implementation:	<p>Technical — Moderate to difficult. Development of a mixed-use zone is relatively easy, but developing a comprehensive set of policies to implement a successful mixed-use district, to determine where to apply the district, can be challenging.</p> <p>Political — Moderate. Residents may resist mixed-use development in areas that are already developed.</p> <p>Market — Moderate. Mixed-use development is becoming more widely accepted and common. Mixed-use development can be difficult in the face of market conditions and often requires public subsidy</p>
Applicability:	Larger communities; areas with larger tracts of land; areas where redevelopment or revitalization is desired; downtowns.
Conditions for Success:	Public support, demand for a variety of housing types, design that integrates uses in an appropriate manner.
<b>Measure:</b>	<b>Encourage Transit-Oriented Design</b>
Description:	The goal of transit-oriented development is to create development patterns that complement transit. Transit-oriented development allows people to more easily use transit systems and helps businesses near transit stations be more accessible. When done well, the result will be desirable urban neighborhoods.
Potential Benefits:	Transit allows denser development with less traffic congestion, reduces dependence on single occupancy vehicles (SOV), and provides transportation options for broader segments of the

Other Planning Goals:	population who cannot drive (elderly, disabled, children, low-income without vehicles, etc.).
Scale of Impact:	Can reduce the number of car trips. Moderate to high. Like mixed-use development, transit-oriented development is intended to result in higher density development that supports transit. Transit-oriented development can result in higher densities than would otherwise be expected.
Estimating Impacts:	The first step is to inventory acres in the transit center designation. The next step is to review policies and zoning regulations that govern the vision for the area and specific uses and densities. The output of this exercise should be an estimate of the residential/employment split in the area, and assumptions about residential and employment densities which can then be used to estimate land holding capacity.
Data Sources:	Local policies and zoning regulations; case studies; housing/employment split and density assumptions.
Ease of Implementation:	Technical — Difficult. Transit-oriented design requires coordinated planning and implementation on a relatively large scale in urban areas.  Political — Moderate. Must support investment in transit.  Market — Moderate to difficult. Must be able to show market for mixed-uses and/or higher densities that are common with transit-oriented development. May require public investment.
Applicability:	Urban areas with transit systems
Conditions for Success:	Strong transit system; vacant or redevelopable land near transit stations.
<b>Measure:</b>	<b>Downtown Revitalization</b>
Description:	Downtown revitalization includes redevelopment of blighted areas, developing a viable business district, and improving retail opportunities.
Potential Benefits:	It provides housing and employment options, reduces sprawl development by reusing land within developed areas and where services are already provided, increases economic opportunities, and contributes to more efficient use of land.
Other Planning Goals:	Downtown revitalization can seek to achieve a number of community objectives: redevelopment of blighted areas, creation of a vital and viable

	business district, increased housing densities, and broader shopping opportunities are a few.
Scale of Impact:	Moderate to large. Combined with other policies, downtown revitalization efforts can potentially lead to significant increases in density.
Estimating Impacts:	Estimating impacts of downtown revitalization efforts can be difficult. Many of the efforts may not directly relate to density. Some of the key factors in such an analysis would be to document vacancy rates and inventory sites targeted for redevelopment. Vacancy rates and redevelopment sites will allow an estimate of residential and employment capacity. Finally, the revitalization strategy will take time for implementation. A certain percentage of capacity should be allocated over the revitalization planning period.
Data Sources:	Revitalization plan; vacancy rate; inventory of redevelopment sites; capacity assumptions.
Ease of Implementation:	Technical — Difficult. Most downtown revitalization efforts require substantial public investment without a clear guarantee of success.  Political — Moderate. While many members of the communities support the idea of a vital downtown, building political support to fund redevelopment can be difficult.  Market — Difficult. Throughout the country, downtowns have lost tenants to suburban malls. Powerful economic forces have contributed to the shift, and many firms may be uninterested in moving to a downtown.
Applicability:	Communities with declining downtown areas
Conditions for Success:	Broad community support.
<b>Measure:</b>	<b>Impose High Development Fees and Exactions</b>
Description:	The local jurisdiction raises fees required for new development, to more fully cover development costs. This policy is implemented through the development approval process.
Potential Benefits:	Increases cost of development, thereby encouraging more efficient use of land.
Other Planning Goals:	Reduces cost borne by existing residents to fund expanded sewage, water, roads, and other urban services. May increase development densities.
Scale of Impact:	Small. Not regionally effective unless adopted throughout a region; otherwise growth is driven to low-fee areas, which are usually further out.

Estimating Impacts:	Estimating impacts on density of this policy is difficult. Pre- and post-policy monitoring is one approach to gathering empirical data on impacts. Case studies of communities that have set high fee levels may provide some data on density impacts.
Data Sources:	Density data pre- and post- policy adoption. Case studies.
Ease of Implementation:	<p>Technical — Easy. Many jurisdictions impose high development charges and can be used for model language. The fees cannot be extraordinarily high, they must be connected to the actual cost the new development imposes on local urban services.</p> <p>Political — Difficult. Fees are continually challenged by developers and are subject to political influences. However, support from existing residents can be strong.</p> <p>Market — Moderate. Developers will try to pass on the increased cost to buyers, possibly leading to higher prices.</p>
Applicability:	All urban areas.
Conditions for Success:	Fee structure connected to actual cost of service.
<b>Measure:</b>	<b>Impose Restrictions on Physically Developable Land</b>
Description:	The local jurisdiction places restrictions on the type of development that can occur on vacant land. Restrictions can vary in strictness, from no development to limited development. This policy is implemented through city limit or UGA boundaries.
Potential Benefits:	This policy increases land use efficiency by limiting the supply of buildable land. It increases cost of land, encouraging denser development.
Other Planning Goals:	Guides development to areas where development is desired and promotes development within areas where services will be available and are cost effective to provide. It can reduce sprawl development, thereby reducing reliance on cars for transportation.
Scale of Impact:	Small to moderate. Effective for land where growth is blocked, but will not affect growth for an entire region. Can result in shifting of growth from one area of a region to another if all areas do not participate equally. Can also increase value of developable land; these costs are typically passed on to buyers.

Estimating Impacts:	Identify the number of acres with restrictions. If this policy is effective, the restricted land will effectively be land banked, causing development to occur elsewhere. It is difficult to assess the impacts of this policy. Jurisdictions that adopt such policies should establish a monitoring program to evaluate impacts.
Data Sources:	Case studies; inventory; local monitoring.
Ease of Implementation:	Technical — Easy. This policy is implemented through the county zoning code.  Political — Moderate to difficult. Many residents will support measures to prevent urban encroachment on resource lands, but some landowners may see the measure as an infringement on the rights of private land owners. The reasons for not being developable must be clear and unchanging.  Market: Easy. Because this policy is regulatory in nature, the market does not play a large role in its success.
Applicability:	Fast growing cities and urban areas
Conditions for Success:	Community support for growth management and the protection of open space.
<b>Measure:</b>	<b>Require Adequate Public Facilities</b>
Description:	Local jurisdictions require developers to provide adequate levels of public services, such as roads, sewer, water, drainage, and parks, as a condition of development.
Potential Benefits:	Ensures that public facilities are sufficient to accommodate impacts of development. Increases cost of development, thereby encouraging more efficient use of land. Adequate public facilities requirements are included as a condition of permit approval.
Other Planning Goals:	Can reduce cost borne by existing residents to fund expanded sewage, water, roads, and other urban services. Can also help guide the geographic location of growth.
Scale of Impact:	Small. Not regionally effective unless adopted throughout a region; otherwise growth is driven to low-fee areas, which are usually further out, causing sprawl.
Estimating Impacts:	The primary means of evaluating the impacts of this policy are to anticipate how many developments would be denied because of adequate public facilities requirements. This would require preliminary analysis of the infrastructure included in

	the policy (roads, sewer, water, etc.) and where potential system failing points might be.
Data Sources:	Local water/sewer/transportation systems plans. Case studies.
Ease of Implementation:	Technical — Difficult because of need to continually measure adequacy.  Political — Difficult. “Adequacy” is continually challenged by developers and is subject to political influences. However, support from existing residents can be strong.  Market — Moderate. Developers will try to pass on the increased cost to buyers, possibly leading to higher prices.
Applicability:	All urban areas.
Conditions for Success:	Fair and equitable measures of adequacy.
<b>Measure:</b>	<b>Specific Development Plans</b>
Description:	Work with landowners, developers, and neighbors to develop a detailed site plan for development of an area. Allow streamlined approval for projects consistent with the plan. This policy results in a plan for a specific geographic area that is adopted as a supplement or amendment to the jurisdictions comprehensive land use plan.
Potential Benefits:	Allows small-area specific plans that are responsive to local conditions. Allows a local vision for a site to be developed in a coordinated fashion. Can be used to increase density, create mixed-use development, preserve critical natural areas, as well as other objectives.
Other Planning Goals:	They can help create developments that are attractive, safe, and consistent with neighborhood character, historic preservation, or other desired features.
Scale of Impact:	Moderate to high. A specific development plan can lead to land use patterns and densities that would not otherwise be allowed in an area.
Estimating Impacts:	Jurisdictions considering this policy should identify areas targeted for specific development plans. They should also have a vision for what such plans are intended to accomplish in terms of density and development patterns. The desired densities can then be applied to acreages to estimate impacts. This can then be compared to existing zoning to determine impacts on land holding capacity.
Data Sources:	Case studies; inventories; density goals.

Ease of Implementation:	<p>Technical — Moderate to difficult. Specific development plans require time, money, and public involvement.</p> <p>Political — Easy to moderate. Gaining political support for specific area plans will depend on the characteristics of the area in question and the urgency of the issues the plan will address.</p> <p>Market — Moderate to difficult. Having a specific area plan does not ensure that development will immediately occur. The market for development should be considered in the plan.</p>
Applicability:	All urban areas.
Conditions for Success:	Strong political support; a market for the development types proposed.
<b>Measure:</b>	<b>Interim Development Standards</b>
Description:	Interim development standards are intended to preserve land in urbanizable areas for future development at urban densities. Apply policies and standards that preserve opportunities for future infill development at planned densities. Interim development standards are typically applied through a jurisdiction's zoning ordinance as an overlay.
Potential Benefits:	Can prevent land from developing at lower than desirable densities or in patterns that are not consistent with other planning objectives.
Other Planning Goals:	Promotes development within urban areas where services will be available and are cost effective to provide. It can reduce sprawl development, thereby reducing reliance on cars for transportation.
Scale of Impact:	Small to moderate. The scale of impact will depend on the amount of infill potential.
Estimating Impacts:	Identify the number of acres with interim development standards. If this policy is effective, the restricted land will effectively be land banked, causing development to occur elsewhere. It is difficult to assess the impacts of this policy. Jurisdictions that adopt such policies should establish a monitoring program to evaluate impacts.
Data Sources:	Case studies; inventory; local monitoring.
Ease of Implementation:	Technical — Moderate to difficult. Interim development standards require careful thought and discussion and need to reflect location-specific objectives.

Political — Moderate to difficult. This policy requires property owners to potentially delay development of their land, or to develop in different ways.

Market — Easy. This policy does not rely on market forces.

Applicability:

All all urban areas, especially those that want to promote infill

Conditions for Success:

Large inventories of developable land where low density and/or non-contiguous development can occur.

**Measure:**

**Encourage Transportation-Efficient Land Use**

Description:

Review and amend comprehensive plans to encourage patterns of land development that encourage pedestrian, bike, and transit travel. This policy is typically implemented at the development review level. It can also be implemented through plan designation and zoning maps through consideration of the geographic distribution of planned land uses and densities.

Potential Benefits:

Transportation-efficient land use allows denser development with less traffic congestion, reduces dependence on single occupancy vehicles (SOV), and provides transportation options for broader segments of the population who cannot drive (elderly, disabled, children, low-income without vehicles, etc.).

Other Planning Goals:

Can reduce automobile trips and need for street improvements.

Scale of Impact:

Small to moderate. Density is not a primary objective of this policy. Transportation-efficient land use plans, however can facilitate development patterns that achieve higher densities.

Ease of Implementation:

Technical — Difficult. This planning goal requires many elements of a local plan to be coordinated. Such coordination still does not assure that land uses will be transportation efficient.

Political — Easy to moderate. Transportation efficient land uses are considered in most land use plans, thus political considerations should not be difficult.

Market — Easy. Achieving desired land use patterns is very difficult due to market issues and households' ability to choose where they live and work.

Applicability:	All urban areas.
Conditions for Success:	Plans that integrate transportation and land uses effectively.
<b>Measure:</b>	<b>Urban Growth Management Agreements</b>
Description:	Identify a lead jurisdiction for growth management inside urban growth areas. The urban growth area can include city and county land. The agreements define lead responsibility for planning, zoning, and urban service extension within these areas. The agreements exist between various government jurisdictions and specify jurisdiction over land use decisions, infrastructure provision, and other elements of urban growth.
Potential Benefits:	Can reduce sprawl by ensuring new development is contiguous to existing development.
Other Planning Goals:	Results in better coordinated planning and implementation.
Scale of Impact:	Moderate to large. Urban growth management agreements can (1) preserve lands slated for development in large tracts, and (2) ensure that new lands are annexed and adequately serviced.
Estimating Impacts:	The key impacts from urban growth management agreements will be efficient urbanization and provision of infrastructure. To estimate the impacts of urban growth management agreements jurisdictions should conduct an analysis of densities and the cost of infrastructure inside and outside the urban growth area boundary.
Data Sources:	Growth monitoring report, maps of the location of development outside city limits, cost of infrastructure data.
Ease of Implementation:	<p>Technical — Moderate to difficult. Urban growth management agreements frequently require several governmental jurisdictions to agree on many aspects of growth. Jurisdictions can include cities, counties, utilities, school districts, and special districts.</p> <p>Political — Moderate. Multiple jurisdictions means multiple stakeholders, which can slow the decision-making process.</p> <p>Market — Easy.</p>
Applicability:	All urban areas. Urban growth management agreements do not rely on the market for their implementation.
Conditions for Success:	Political will of multiple jurisdictions.

<b>Measure:</b>	<b>Create Annexation Plans</b>
Description:	In an Annexation Plan, cities identify outlying areas that are likely to be eligible for annexation. The Plan identifies probable timing of annexation, needed urban services, effects of annexation on current service providers, and other likely impacts of annexation.
Potential Benefits:	Prioritizes areas for future city boundary expansions. Allows for efficient provision of urban services and encourages efficient urban patterns.
Other Planning Goals:	Annexation Plans provide residents more information about likely changes in jurisdictional authority and urban services.
Scale of Impact:	Moderate. Annexation plans can help ensure efficient growth patterns and can reduce need for land at the urban fringe.
Estimating Impacts:	The key objectives of an annexation plan are efficient urbanization and provision of infrastructure. To estimate the impacts of an annexation plan would be documented at the time the plan was developed.
Data Sources:	Growth monitoring report, maps of the location of development outside city limits, cost of infrastructure data.
Ease of Implementation:	<p>Technical — Easy to moderate. Annexation plans are relatively easy to develop,</p> <p>Political — Easy. Some annexations meet more resistance from residents than others, but a Plan helps identify issues early in the process, allowing more time for different stakeholders to reach an agreement.</p> <p>Market — Easy. Annexation plans provide certainty to land markets by clearly identifying lands that are targeted for urban development.</p>
Applicability:	All cities in cooperation with the County
Conditions for Success:	Political support.
<b>Measure:</b>	<b>Encourage developers to reduce off-street surface parking</b>
Description:	This policy provides incentives to developers to reduce the amount of off-street surface parking through shared parking arrangements, multi-level parking, or use of alternative transportation modes.
Potential Benefits:	Reduces surface parking—a major use of land. Less land used for parking can improve the overall

	land holding capacity—particularly for commercial lands.
Other Planning Goals:	Reduces impermeable surfaces, reducing water run-off.
Scale of Impact:	Small to moderate. Many businesses depend on ample parking to attract customers. The policy is probably more effective for office development.
Estimating Impacts:	Evaluate the difference between the relaxed parking standards and existing standards. Estimate the amount of development, by type and how many parking spaces would be required under the existing and relaxed standards. Estimate the average amount of land used per parking space and multiply it by the difference between number of spaces needed under existing standards and the relaxed standards.
Data Sources:	Analysis of land dedicated to parking, by zone, for selected areas.
Ease of Implementation:	<p>Technical — Easy to moderate. The policy requirements are relatively easy to draft and adopt, however, this policy may require more complex site designs and agreements with nearby property owners.</p> <p>Political — Difficult. Many firms want accessible and visible parking close to their facilities,</p> <p>Market — Moderate. Multi-level parking is more expensive to building than surface parking.</p>
Applicability:	Areas zoned commercial, mixed use, certain residential zones.
Conditions for Success:	Political support; Clearly defined parking standards; approaches to make more efficient uses of parking.
<b>Measure:</b>	<b>Implement a program to identify and redevelop vacant and abandoned buildings</b>
Description:	Many buildings sit vacant for years before the market facilitates redevelopment. This policy encourages demolition and would clear sites, making them more attractive to developers and would facilitate redevelopment.
Potential Benefits:	It reduces sprawl development by reusing land within developed areas. Where services are already provided, the policy contributes to a more efficient use of land, although it doesn't necessarily lead to higher density development on individual sites.

Other Planning Goals:	The policy can reduce blighted areas, and addresses safety issues that are frequently associated with vacant buildings.
Scale of Impact:	Small to moderate. Most cities process few demolition permits in any given year. Redevelopment can occur at higher densities.
Estimating Impacts:	The first step is to inventory vacant and redevelopable structures. For vacant structures, estimate capacity when fully occupied. For redevelopable structures, estimate density of development under current zoning and market conditions. Subtract housing/employment capacity of vacant and redevelopable structures likely to be occupied or redeveloped during the planning period from total housing and employment need.
Data Sources:	Inventory of vacant and redevelopable buildings. Estimate of capacity of vacant and redevelopable buildings.
Ease of Implementation:	<p>Technical — Moderate to difficult. The ease of implementation would depend on how the policy is structured—whether it is regulatory or incentive-based. Either way cities would have to make a determination about when a building should be razed.</p> <p>Political — Moderate. While many members of the communities support the idea of a reducing blight, many stakeholders might feel razing is too drastic of an option.</p> <p>Market — Difficult. Many market forces contribute to blight, and market demand for the area may be low, regardless if the building is new or old.</p>
Applicability:	Urban blighted areas
Conditions for Success:	Political support for redevelopment; market conditions conducive to redevelopment.
<b>Measure:</b>	<b>Concentrate critical services near homes, jobs, and transit</b>
Description:	This policy would require critical facilities and services be located in areas that are accessible by all people. For example, a hospital could not be located at the urban fringe in a business park. This policy would be implemented through provisions in the local zoning ordinance pertaining to siting specific critical services.
Potential Benefits:	Makes critical services more accessible, can reduce automobile trips.

Other Planning Goals:	Maintaining critical services near existing development helps maintain viable residential and business districts, minimizing demand for new developments at the urban fringe.
Scale of Impact:	Small. This policy does not intend to result in higher density development.
Estimating Impacts:	As described above, the scale of impact on density may be relatively small. The key impacts will be on transportation patterns. These can be modeled using standard transportation models by substituting proposed services into transportation analysis zones and modeling the traffic impacts.
Data Sources:	Proposed location of land uses. Estimates of population and employment by TAZ.
Ease of Implementation:	<p>Technical — Easy to difficult. This policy is relatively easy for public facilities; but can be difficult for private facilities.</p> <p>Political — Moderate to difficult. Private service providers are likely to resist mandated locations, especially if they expect to expand in the near future.</p> <p>Market — Easy. This policy does not rely on market factors for implementation.</p>
Applicability:	All urban areas
Conditions for Success:	A well-defined plan that identifies critical facilities and support from the jurisdiction's capital improvement program.
<b>Measure:</b>	<b>Locate civic buildings in existing communities rather than in greenfield areas</b>
Description:	Local governments, like private builders, are tempted to build on greenfield sites because it is less expensive and easier. However, local governments can "lead by example" by making public investments in desired areas, or redeveloping target sites.
Potential Benefits:	Civic buildings provide an anchor for other development and can form the core of a community. Civic buildings can encourage other desired development types. Local governments can "lead by example" by making public investments in desired areas, or redeveloping target sites.
Other Planning Goals:	Civic buildings contribute to the vitality of a neighborhood. Employees in those buildings purchase nearby services, increasing demand for private business in the area.

Scale of Impact:	Small to moderate. Locating civic buildings in existing communities can have direct impact on land consumption; however, civic structures account for a small percentage of total development in most communities.
Estimating Impacts:	Estimate land needed for public facilities and the amount of land that can be substituted on redevelopable or infill sites.
Data Sources:	Estimate of land needed for public facilities and potential redevelopment and infill sites.
Ease of Implementation:	Technical — Easy to moderate. Requires communities to identify appropriate buildings or sites to locate civic activities.  Political — Easy to moderate. Some community stakeholders may argue that governments should build in the lowest cost manner, such as on greenfields.  Market — Easy.
Applicability:	Developed central cities and urban centers
Conditions for Success:	Communities must have appropriate sites to locate civic activities and the demand for new facilities.
<b>Measure:</b>	<b>Implement a process to expedite plan and permit approval for smart growth projects</b>
Description:	Streamlined permitting processes provide incentives to developers. This policy would be implemented at the development review phase.
Potential Benefits:	Can help direct the type and location of growth. Can also facilitate smart growth in markets where conditions are marginal for success.
Other Planning Goals:	Smart growth addresses a variety of other planning goals: reduced reliance on autos, mixed-use development, higher densities are a few.
Scale of Impact:	Small to moderate. The permitting process is one step in the overall development process, but does not affect density.
Estimating Impacts:	The key indicator for this evaluation is the rate of permit approval for smart growth projects. This is primarily a monitoring issue, but interviews with developers and realtors can provide an indication of the level of interest in an expedited permitting process.
Data Sources:	Interviews with realtors and developers.
Ease of Implementation:	Technical — Easy to moderate. The ease of implementation will depend on the process and

types of projects.

Political — Easy to moderate. Expediting permitting can be controversial because it favors some types of development over others.

Market — Moderate to difficult. Expedited permitted many not be sufficient incentive to spur smart growth type development.

Applicability:

All urban areas

Conditions for Success:

Suitable sites for smart growth developments; market conditions that support smart growth; political support.

## MEASURES TO MITIGATE THE IMPACT OF DENSITY

### Measure:

### Design Standards

Description:

Design standards seek to preserve and enhance the character of a community or district. They are most typically applied in the design phase of projects or during site review. Design standards are typically implemented as another section of the development code. Some cities have design review boards in addition to the planning commission.

Potential Benefits:

They help ensure development is attractive, safe, and consistent with neighborhood character, historic preservation, or other desired features.

Other Planning Goals:

Good design standards can make a dense development aesthetically pleasing and attractive to home buyers and can mitigate the impact of higher density.

Scale of Impact:

Small. Design standards are not intended to increase density, however, they can make density less evident than it might otherwise be in the absence of design standards.

Estimating Impacts:

Design standards will have no measurable impact on density.

Data Sources:

Not applicable.

Ease of Implementation:

Technical — Difficult. Design standards can be very difficult to develop and implement given the wide variation of design options developers have.

Political — Difficult. The technical difficulty of design standards is essentially a political difficulty: getting multiple players to agree to a single set of standards. Moreover, they tend to be controversial.

	Market — Easy to moderate. Market acceptance of design standards depends on how restrictive the standards are.
Applicability:	All urban areas
Conditions for Success:	A clearly articulated vision; an ordinance that is easy to interpret and implement.
<b>Measure:</b>	<b>Urban Amenities for Increased Densities</b>
Description:	Amenities include parks, trails, waterfront access, and cultural centers. Such amenities are typically implemented through the parks plan, the downtown plan, specific area plans or other public investments. Some cities require amenities to be included with larger projects.
Potential Benefits:	The goal of urban amenities is to contribute to the overall design vision of the community and promote livability in denser areas.
Other Planning Goals:	Amenities can contribute to the vibrancy of downtown areas, helping other goals such as downtown revitalization.
Scale of Impact:	Small. Urban amenities are intended to mitigate the impact of higher densities but can be expected to have little effect on overall density.
Estimating Impacts:	Urban amenities will have no measurable impact on density. Aesthetic impacts can be evaluated through interviews or surveys.
Data Sources:	Not applicable.
Ease of Implementation:	Technical — Easy to Moderate. Urban amenities typically require public investment and may require cooperation with local land owners and businesses and also typically require a plan for their location or adoption of locational criteria.
	Political — Easy to Moderate. Political support (or resistance) depends on the scale of the amenity and if the entire community will benefit. Publicly-funded amenities should be equitably distributed throughout a community, to prevent one neighborhood working to prevent development of amenities in a different neighborhood.
	Market — Easy. Many of these amenities are publicly funded.
Applicability:	All urban areas
Conditions for Success:	Strong political support, a cohesive community vision.

<b>Measure:</b>	<b>Conduct community visioning exercises to determine how and where the community will grow</b>
Description:	Community visioning processes attempt to build consensus around the type, amount, and location of future development. Visioning exercises are typically included at the beginning of a comprehensive planning process and are used to update plan goals and objectives.
Potential Benefits:	Can identify areas of consensus on other reasonable measures. Can reduce challenges and delays to development, can facilitate desired types of development, and can add certainty to the development review process.
Other Planning Goals:	Visioning can lead to a more coherent comprehensive plan and can build public support for the plan.
Scale of Impact:	Moderate to large. Visioning can have substantial impacts on land designation, densities, and design.
Estimating Impacts:	If the visioning process results in density goals, these can be used to estimate impacts. If not, impacts on density can possibly be estimated by evaluating desired land use patterns.
Data Sources:	Visioning process.
Ease of Implementation:	Technical — Easy to moderate. Implementing a visioning process is relatively easy, translating it into policy is more difficult.  Political — Moderate to difficult. A visioning process by definition requires public input. Elected officials must be willing to listen to the public and integrate their input in meaningful ways.  Market — Easy. This policy does not rely on market forces for implementation.
Applicability:	All urban areas
Conditions for Success:	Political support.

## OTHER MEASURES

<b>Measure:</b>	<b>Mandate Low Densities in Rural and Resource Lands</b>
Description:	This policy is intended to limit development in rural areas by mandating large lot sizes. It can also be used to preserve lands targeted for future urban area expansion. Low density urban development in

	fringe areas can have negative impacts of future densities and can increase the need for and cost of roads and other infrastructure.
Potential Benefits:	Lower densities outside urban areas protect resource lands and promote development within urban areas where services will be available and are cost effective to provide. It can reduce sprawl development, thereby reducing reliance on cars for transportation.
Other Planning Goals:	Protects farm and forest lands from development, preserving open space.
Scale of Impact:	Moderate to high. This policy serves to encourage more compact urban growth by increasing the cost of developing outside urban areas.
Estimating Impacts:	Inventory lands where this policy applies, including historic development trends. Effective implementation of this policy should reduce rates of parcelization and development in rural areas.
Data Sources:	Geographic information system data; building permits.
Ease of Implementation:	Technical — Easy. This policy is implemented through the county zoning code.  Political — Moderate to difficult. Many residents will support measures to prevent urban encroachment on resource lands, but some landowners may see the measure as an infringement on the rights of private land owners.
Applicability:	Market — Easy. Rural areas
Conditions for Success:	Community and political support for the protection of lands identified for future urban development.
<b>Measure:</b>	<b>Urban Holding Zones</b>
Description:	This policy identifies sites for future expansion and limits development to preserve options in those sites. This policy would be implemented through a specific zone or overlay. Urban holding areas would be identified on a map.
Potential Benefits:	Land in sizes suitable for future urban scale development is protected from sprawl development until municipal services are available to the site.
Other Planning Goals:	Temporarily protects open space at the edge of urban development. Cities can expand urban services in an efficient and cost-effective manner.

Scale of Impact:	High. This policy can have substantial impacts in preserving lands from low-density development patterns.
Estimating Impacts:	Inventory lands where this policy applies, including historic development trends. Effective implementation of this policy should reduce rates of parcelization and development in rural areas.
Data Sources:	Geographic information system data; building permits.
Ease of Implementation:	Technical — Easy. This policy would be implemented during development review.  Political — Moderate to difficult. Many residents will support measures to prevent urban encroachment on resource lands, but some landowners may see the measure as an infringement on the rights of private landowners.  Market — Easy. Urban holding areas can impact future land values by identifying lands that are designated for urban development.
Applicability:	All appropriate urban areas
Conditions for Success:	Community and political support for the orderly urban growth and the protection of open space.
<b>Measure:</b>	<b>Phasing Urban Growth</b>
Description:	This policy is related to other urban service policies that seek to direct growth. The primary objective is orderly urban growth.
Potential Benefits:	This promotes development near existing urban services, reduces sprawl development, and reduces “hop-scotch,” or “leap-frog”, development.
Other Planning Goals:	It also reduces capital spending, increases efficiency in providing capital facilities, promotes more orderly and cost-effective growth, and promotes more efficient use of scarce land resources.
Scale of Impact:	Small. Phasing is not intended to increase densities and can be expected to have minimal impact on density.
Estimating Impacts:	Review existing development patterns within the UGA and the location of subdivisions and other developments relative to streets, sewers, and water systems. Estimate average distance to services under historical development patterns and under the phased growth policy.

Data Sources:	Growth monitoring report; analysis of planned areas for urban expansion under phasing policy.
Ease of Implementation:	Technical — Moderate to difficult. Phasing requires coordination with service providers.
	Political — Moderate. Many residents will support measures to prevent urban encroachment on resource lands, but some landowners may see the measure as an infringement on the rights of private land owners.
	Market — Easy.
Applicability:	Large fast growing; Small fast growing
Conditions for Success:	Community and political support for the orderly urban growth and the protection of open space.
<b>Measure:</b>	<b>Capital Facilities Investments</b>
Description:	Investment in public facilities can be effectively used to guide the location of growth. This policy is implemented through capital improvement plans and the local capital budgeting process.
Potential Benefits:	Phased, infill development is more cost effective than sprawl and helps retain rural and natural resource lands. Adequate infrastructure to support compact urban growth will help UGAs be livable, attractive places. Outside UGAs, rural lifestyles can be maintained better when infrastructure investments provide for rural needs without encouraging urban encroachment.
Other Planning Goals:	Reduce infrastructure costs.
Scale of Impact:	Small. Public facilities policies are more effective at guiding the location of growth than increasing density or efficiency of land uses.
Estimating Impacts:	Identify areas where capital facilities investments are planned and monitor growth patterns in those areas.
Data Sources:	Growth monitoring report; analysis of planned areas for urban expansion under phasing policy.
Ease of Implementation:	Technical — Easy. Many cities have used focused public investment to guide the location and timing of growth.
	Political — Easy to moderate. Cost impacts will need to be documented to gain political support.
	Market — Easy.
Applicability:	All urban areas

Conditions for Success:	Community and political support for the orderly urban growth and the protection of open space.
<b>Measure:</b>	<b>Environmental Review and Mitigation Built into the Subarea Planning Process</b>
Description:	Building environmental review and mitigation into the subarea planning process can address key land use concerns at a broader geographic scale, streamlining review and approval of individual developments.
Potential Benefits:	This approach expedites a project's permitting decisions while ensuring that infrastructure and environmental considerations are addressed during the planning phase.
Other Planning Goals:	Protect critical natural areas.
Scale of Impact:	Small to moderate. This process is not specifically intended to increase densities, but can be used to identify site opportunities that can lead to more efficient land use.
Estimating Impacts:	Identify areas where environmental review would be applied to subareas; inventory acres of lands where environmental review has been applied during the subarea planning process.
Data Sources:	Environmental review documents.
Ease of Implementation:	Technical — Moderate to difficult. Conducting environmental review at the subarea level can be more complex than site-by-site evaluation.  Political — Easy.  Market — Easy. This policy can reduce development review burdens, making development more attractive.
Applicability:	All urban areas.
Conditions for Success:	Larger areas where consolidated environmental review makes sense.
<b>Measure:</b>	<b>Partner with nongovernmental organizations to preserve natural resource lands</b>
Description:	Local governments can partner with land trusts and other nongovernmental organizations to leverage limited public resources in preserving natural resource lands. The two work together to acquire natural resource lands or to place conservation easements on them. Land trusts are natural partners in this process and have more flexibility than local governments in facilitating land

	transactions. This policy is implemented through the development of long-term partnerships.
Potential Benefits:	The measure protects natural resource land from development, thus constraining urban development to other areas. It preserves open space and natural areas in desired locations.
Other Planning Goals:	The measure permanently protects the natural resource land, provided the community a valuable open space amenity.
Scale of Impact:	Small. This approach is not intended to increase density, and may actually increase need for land if areas not identified for acquisition are acquired.
Estimating Impacts:	Inventory critical areas. Meet with representatives of non-governmental organizations to discuss partnerships, funding and other key issues related to land acquisitions. Make a reasoned estimate of potential land conserved as a result of the partnership.
Data Sources:	Critical area inventory; meetings with non-profit staff.
Ease of Implementation:	<p>Technical — Moderate to difficult. This approach requires cities to invest effort in developing partnerships with nongovernmental organizations and then to work with those organizations on projects.</p> <p>Political — Easy. Local jurisdictions can avoid political issues by relying on a nongovernmental organization.</p> <p>Market — Easy. This policy does not rely on market forces for implementation.</p>
Applicability:	All jurisdictions
Conditions for Success:	Ability to work with non-profit organizations. Critical natural areas.

# Sample Outline for Local Jurisdiction Documentation of Reasonable Measure Requirements

## Appendix B

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A secondary objective of this report is to provide guidance to jurisdictions when preparing documentation of local reasonable measures programs. This appendix presents an outline that local jurisdictions can use as a framework for documenting their programs. The level of detail a jurisdiction should provide depends on a number of factors: population, historic and forecast growth rate, infrastructure, and other local planning issues. Smaller or slow-growing jurisdictions may require less documentation. At a minimum, jurisdictions should document (1) consistency with state requirements, countywide planning policies, and local policies and (2) whether or not they will require a UGA expansion. If a UGA expansion is required, then jurisdictions should identify and evaluate reasonable measures to reduce the amount of land needed for the UGA expansion.

### **SAMPLE OUTLINE**

#### **I. Introduction**

This section describes (1) the legal requirements for assessing consistency and land supply, and other background information about the jurisdiction's proposal.

#### **II. Description of existing policies**

This section describes the jurisdiction's existing policy framework. The intent is to provide the basis for subsequent sections and to describe what actions the jurisdiction has already taken to achieve consistency and reduce need for UGA expansion. Policies can be classified into two categories:

- A. Policies intended to ensure consistency with state and county planning objectives
- B. Policies intended to address other local growth management objectives

#### **III. Evaluation of consistency**

The section requires evaluation of consistency with the following:

- A. Consistency with state law and hearings board decisions concerning conditions to be met before UGA expansion is appropriate.
- B. Consistency with Snohomish County's Countywide Planning Policies, especially Policy UG-14
- C. Consistency with the General Policy Plan policy LU 1.A.9, if applicable.

This section should use local data submitted as part of the growth monitoring report. At a minimum, it should:

- Compare actual and forecast population and employment growth;
- Document the rate of residential, commercial, and industrial development;
- Compare actual residential densities achieved during the past five years with local standards, Countywide Planning Policies, the requirements of the GMA, and applicable Growth Management Hearings Boards findings and decisions.

If this analysis shows that growth in the jurisdiction is consistent with policies, no additional measures are needed. If the jurisdiction identifies inconsistencies should identify reasonable measures to address the inconsistency.

#### **IV. Evaluation of UGA**

The next required step in the evaluation is determining whether additional land is needed in the UGA. This step builds from population and employment allocations to estimate the number of gross acres needed to accommodate development over a 20-year period. The specific steps include:

- Conduct buildable lands inventory.
- Get base year population and employment estimates and allocations for the UGA. Subtract base year estimates from forecast year estimates to determine the amount of growth that will occur during the planning period.
- Calculate gross acres needed for housing using methods described in the CTED workbook on housing.

- Calculate gross acres needed for employment using employee-per-acre assumptions.
- Calculate gross acres needed for other uses (e.g., parks, schools and other public and semi-public facilities).
- Sum needed acres for residential, employment, and other uses to estimate total gross acres needed to accommodate allocated growth during the planning period.
- Subtract needed gross acres from gross buildable acres to determine whether the UGA contains a surplus or deficit of buildable land.

If the jurisdiction has a surplus of land in the UGA, then no additional measures are needed and it can skip section V of the evaluation.

## **V. Evaluation of proposed reasonable measures**

If the jurisdiction identifies inconsistencies with County planning policies or identifies a need for a UGA expansion, should identify and evaluate reasonable measures to address consistency issues, or increase the holding capacity of lands within the existing UGA.

Jurisdictions are required, but not limited, to consider policies adopted by the County. Those policies, and method to estimate their impacts, are presented in Appendix B of this report. Jurisdictions should evaluate policies in the following format:

1. Name, description, and purpose of policy
2. State statutes/county policies the policy is intended to address
3. Description of how the policy will address the state/county policies and an estimate of its impact over the next five years

The evaluation should conclude with a discussion of the cumulative impacts of policies. The impacts of policies—particularly those that are intended to increase land holding capacity—will not necessarily be additive.