

Snohomish County Buildable Lands Support

Stakeholder Workshop

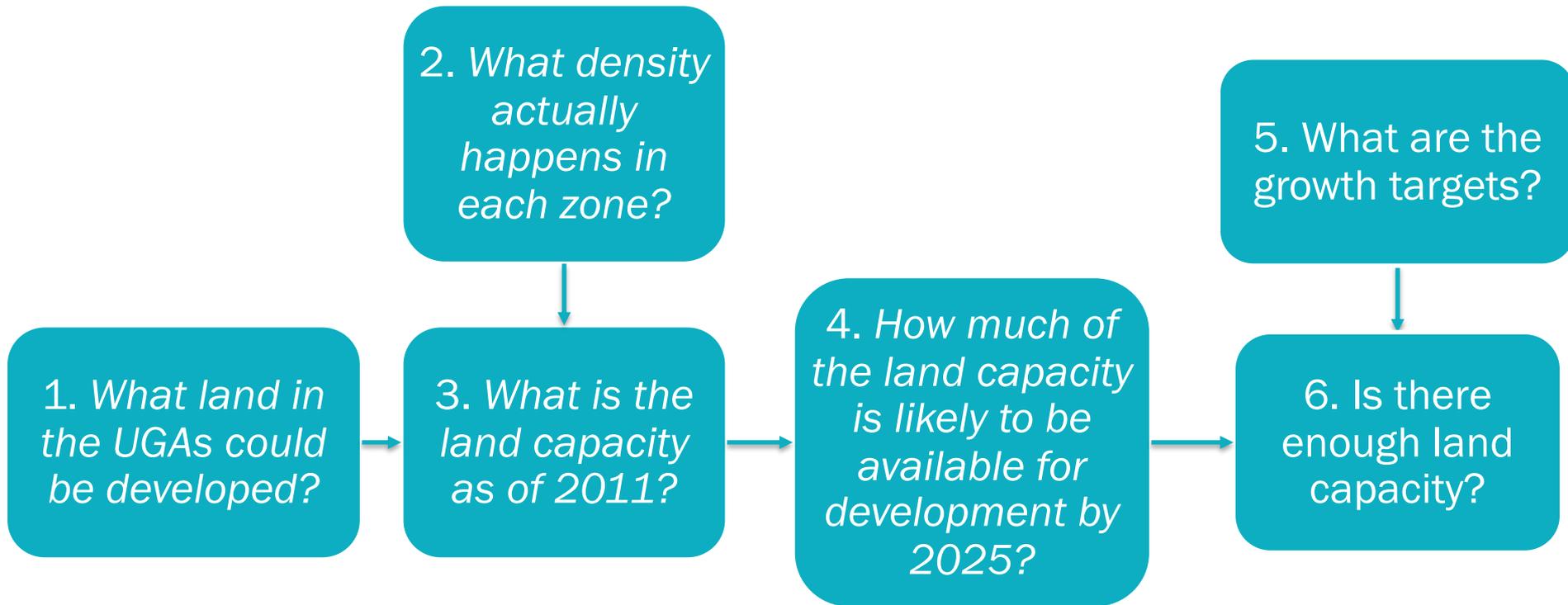
November 25, 2019

ECONorthwest

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Previous Methods and Updated Guidelines

2012 Methodology Steps



GIS Mapping Approach

Example from the 2012 Buildable Lands Report

The next five slides show the GIS mapping approach used by the county's buildable analysis in the South Everett area for the 2012 BLR (includes both city and county unincorporated Everett jurisdiction)

GIS Mapping Approach for BLR

1. Land Status Sample Map

2012 Buildable Lands Report

Land Status

Everett (South) MUGA

Supplemental Map Book



Legend

- UGA or MUGA Boundary
- City or Town Boundary
- Assessor Parcels April 2011
- 2011 Aerial Imagery
- Land Status Overlays
 - Market Ready
- Land Status
 - Constant / Replacement
 - Partially-Used
 - Pending
 - Redevelopable
 - Religious Uses
 - School
 - Special
 - Vacant

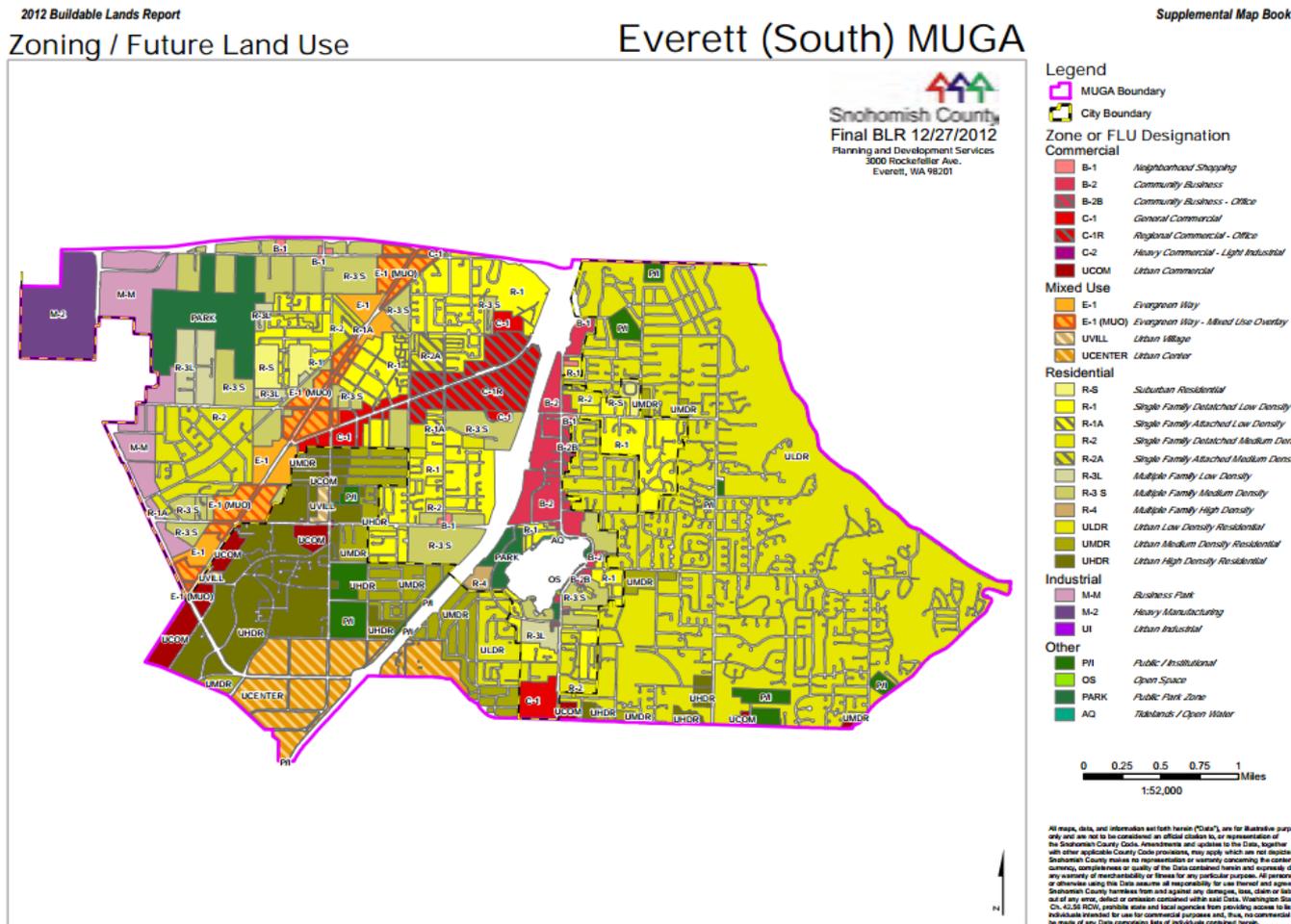
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Snohomish County
Final BLR 12/27/2012
Planning and Development Services
3000 Rockefeller Ave.
Everett, WA 98201

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GIS Mapping Approach for BLR

2. Zoning/FLU Sample Map



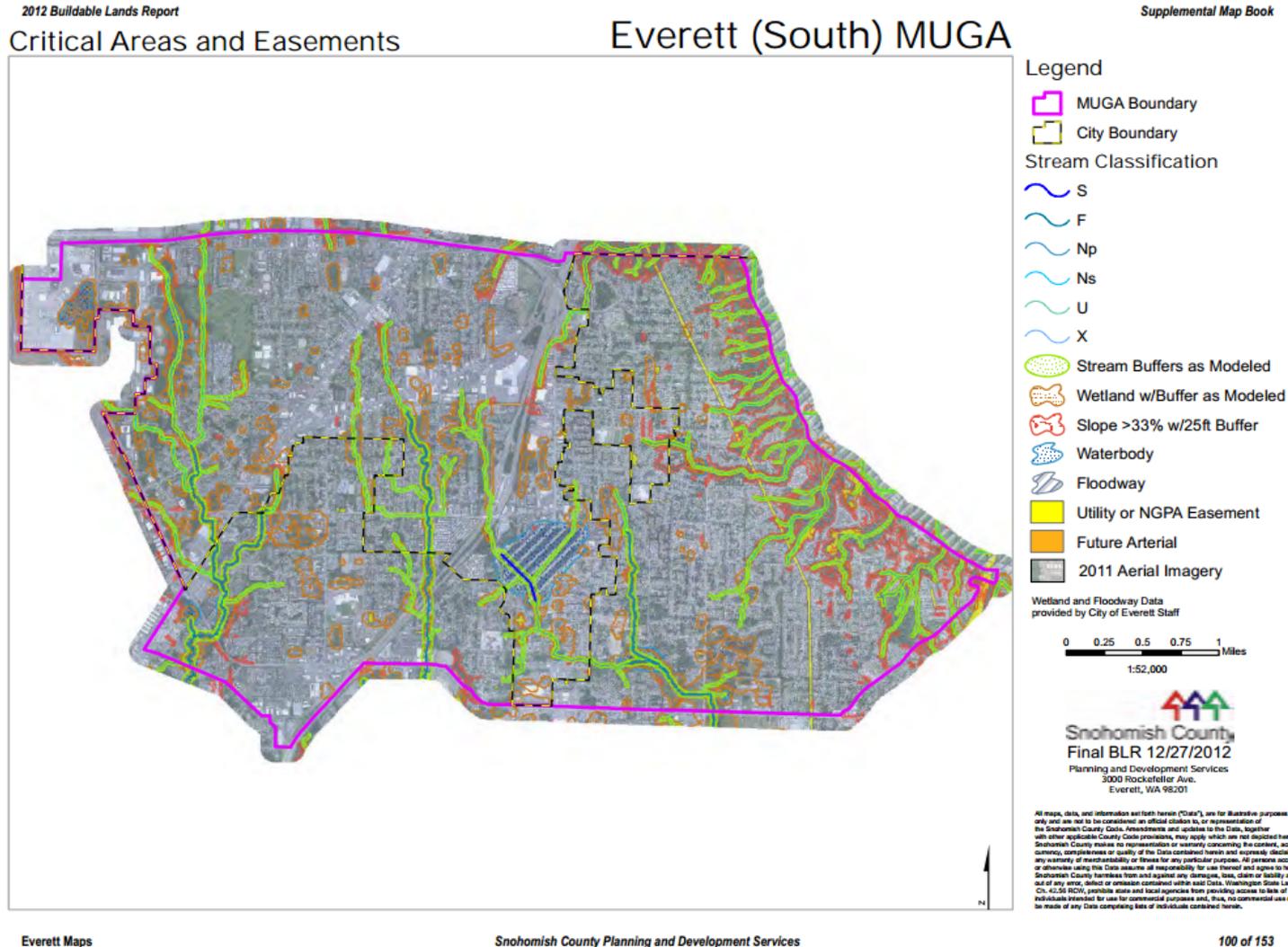
Everett Maps

Snohomish County Planning and Development Services

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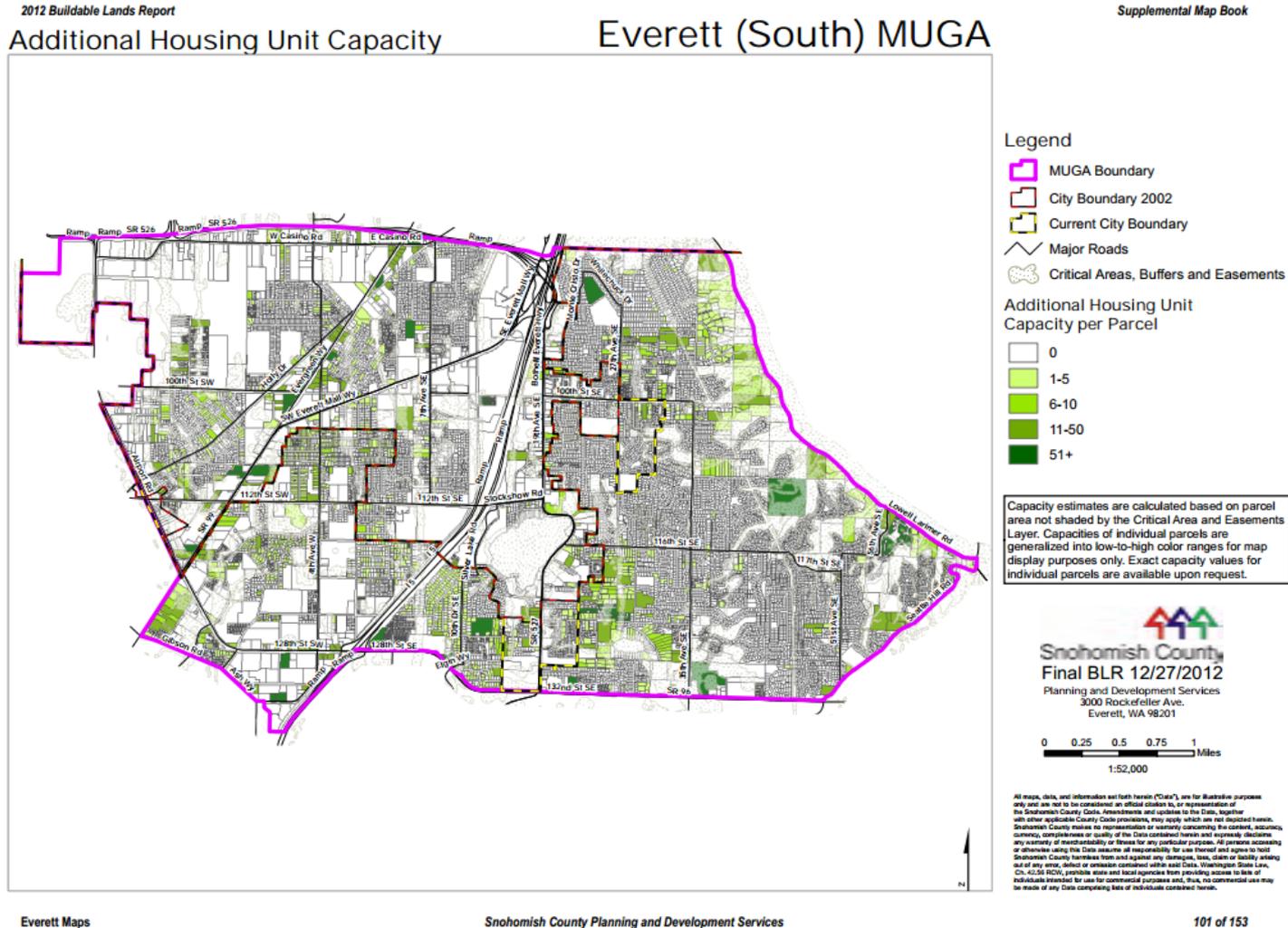
GIS Mapping Approach for BLR

3. Critical Areas, Buffers and Easements Sample Map



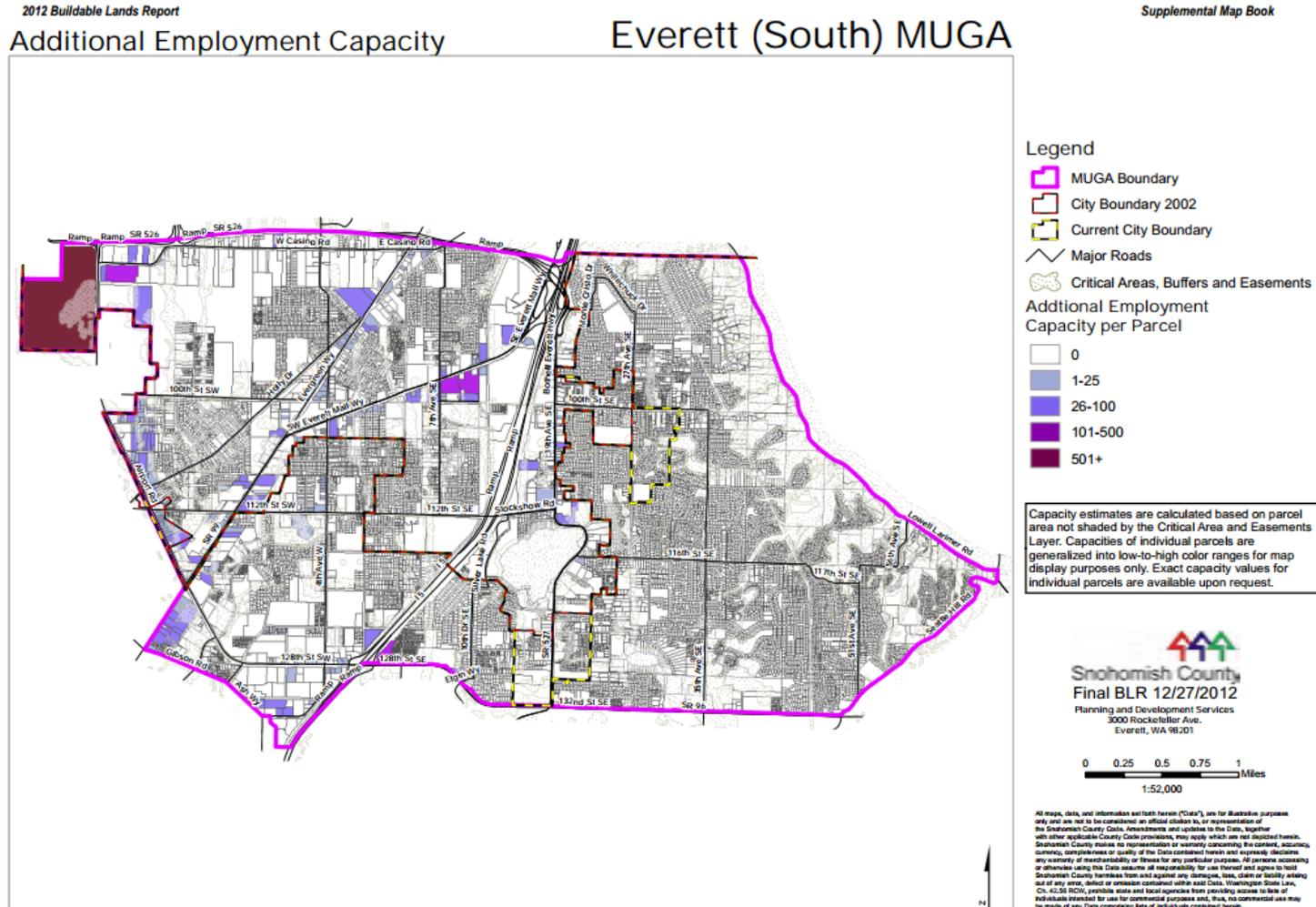
GIS Mapping Approach for BLR

4. Additional Housing Unit Capacity Sample Map



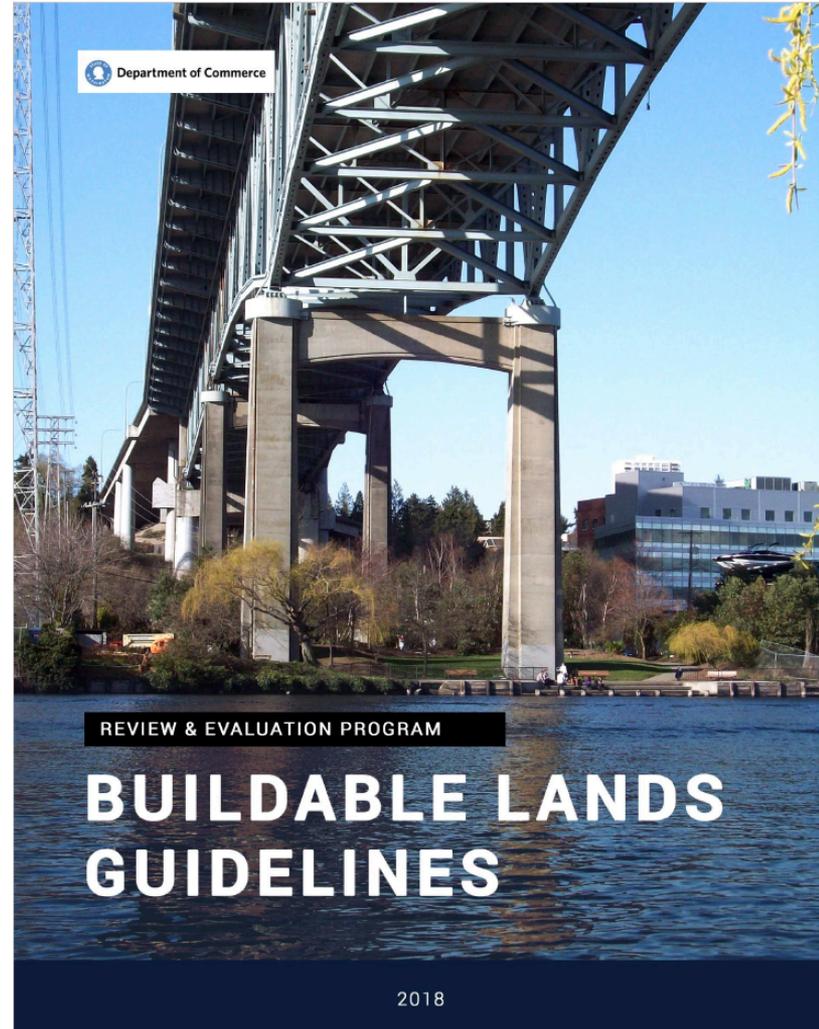
GIS Mapping Approach for BLR

5. Additional Employment Capacity Sample Map



Background

- Legislature passed updates to the Review and Evaluation Program in 2017 (E2SSB-5254)
- Dept. of Commerce developed updated Buildable Lands Guidelines
- Snohomish County needs to update buildable lands methodology to meet new requirements



- Review of methods and updated guidance related to:
 - Definitions of land classifications (specifically related to redevelopable land)
 - Market factor assumptions
 - Infrastructure gaps
 - Reasonable measures

Work Program Overview

Step 1: Evaluate methodological issues and review recent development trends.



Step 2: Identify and describe options for updating methods and assumptions and the trade-offs associated with each option.



Step 3: Develop a proposed methodology for updating the County's buildable lands analysis

SCT PAC Subcommittee Meetings

- Meeting 1: Project Orientation
 - Overview of work program
 - Identify key issues to address
- Meeting 2: Issue Identification
 - Review previous capacity methods
 - Present preliminary data analysis on development trends.
- Meeting 3: Methods Alternatives Review
 - Present proposed options
 - Refine approaches to updating the methodology
- Meeting 4: Methods Implementation
 - Review proposed revisions to methodology and reasonable measures

Other Stakeholder Outreach

- Stakeholder Workshop
 - Following SCT PAC subcommittee meeting 2 (today)
- Elected Official Briefing (SCT Steering Committee)
 - After SCT PAC subcommittee meeting 4

Preliminary Findings

Validation Study Approach

- Purpose: Review and compare estimates from the 2012 Buildable Lands Report (BLR) with recent development history data
- Includes SF, MF, Mixed-Use projects within the UGA (cities and unincorporated UGAs) during 2013-2018 time period
- Development projects included where project site boundaries corresponded to economic unit/parcel boundaries used in the 2012 BLR
- 220 Development projects included
- Didn't include projects in which:
 - Project boundaries split 2012 economic unit/parcel boundaries
 - Development is in phases (some of which were incomplete)
 - Pending land status was assigned in 2012 BLR
 - Condominiums were created (no net increase in units)

Draft Validation Study – Sample Project Page

Plat No. 11639 - Woodland Trails



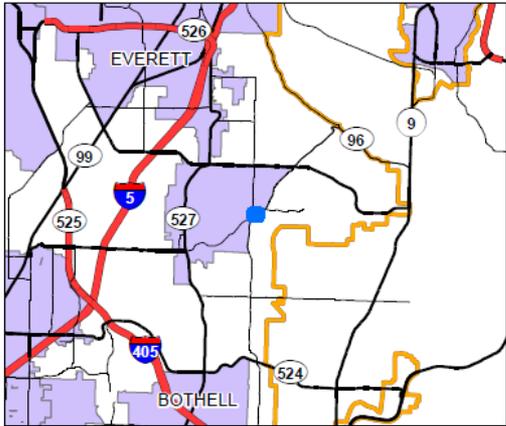
- Land Use**
- Residential
 - Encumbered Lot
 - Utility
 - Transportation
 - Utility over Transportation
 - Open Space (non-CAPA)
 - Utility in Open Space
 - CAPA
 - Utility in CAPA

UGA: Southwest County UGA
Jurisdiction: City of Mill Creek
Future Land Use Classification: ULDR
Zoning Designation: LDR
Actual Development Type: Redeveloped
Improvement-to-Land Ratio (2012 BLR): 0.154

| | <u>Actual</u> | <u>Predicted</u> | <u>Difference</u> |
|---------------------------|---------------|------------------|-------------------|
| Unit Count: | 28 | 18 | 10 |
| Unbuildable Acres: | 1.41 | 1.79 | -0.38 |
| Buildable Density: | 5.07 | 3.37 | 1.7 |

- Land Status**
- Constant
 - Partially-Used
 - Pending
 - Redevelopable
 - Special
 - Vacant
 - Unbuildable Area

Vicinity Map



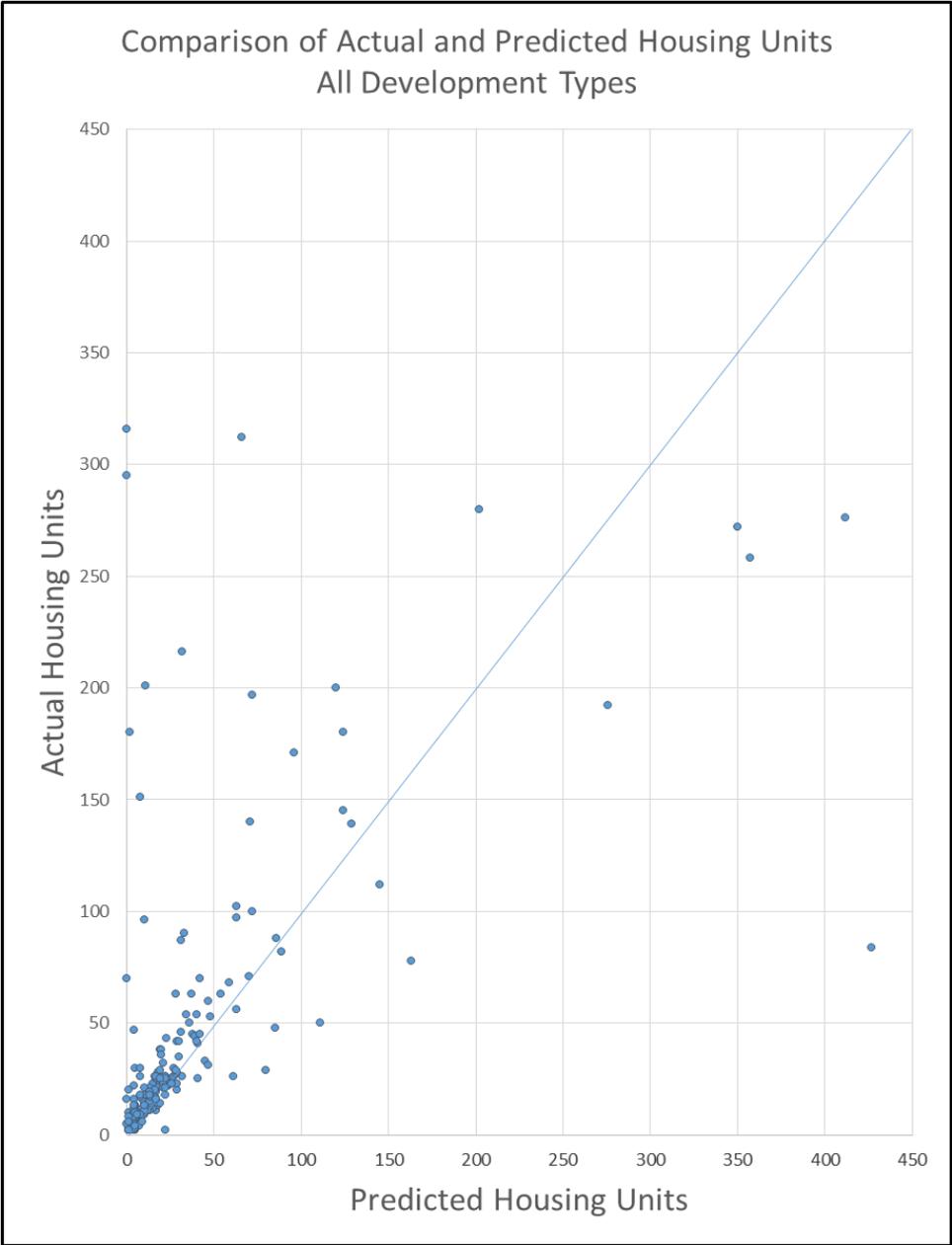
2012 BLR Reference Map



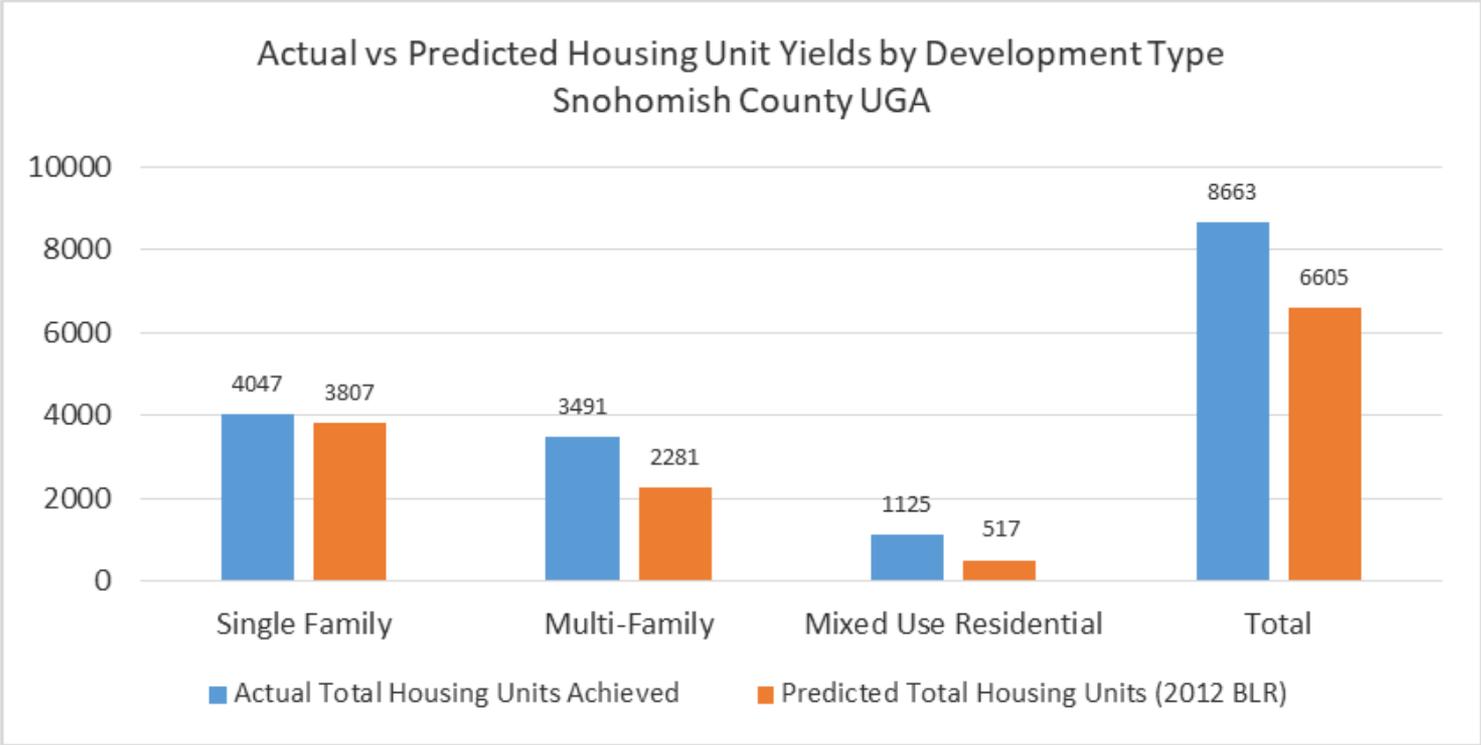
Validation Study

Draft Results:

Comparison of Predicted Housing Unit Yields in 2012 BLR with Actual Yields

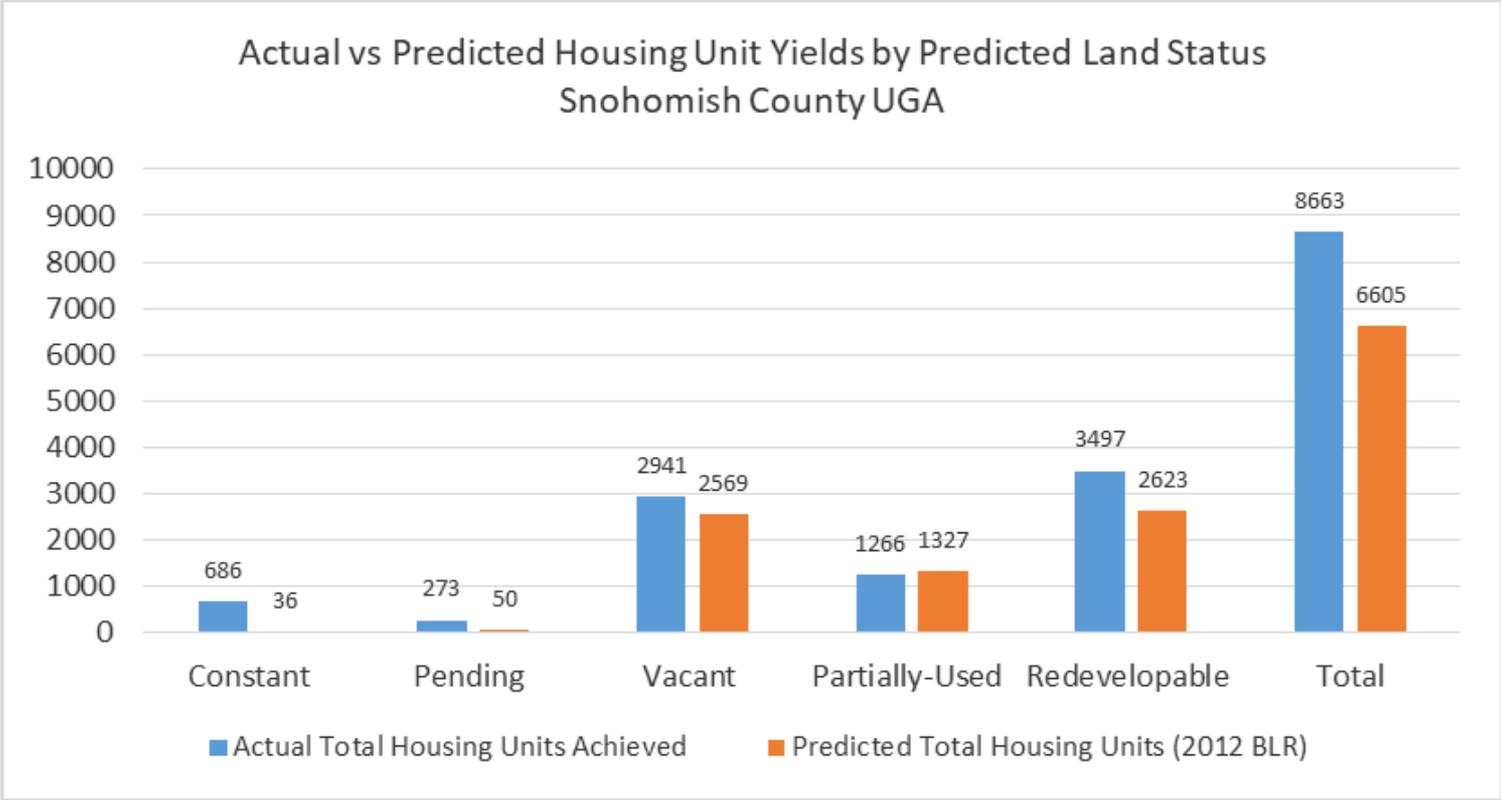


Draft Results: Housing Unit Yields by Development Type



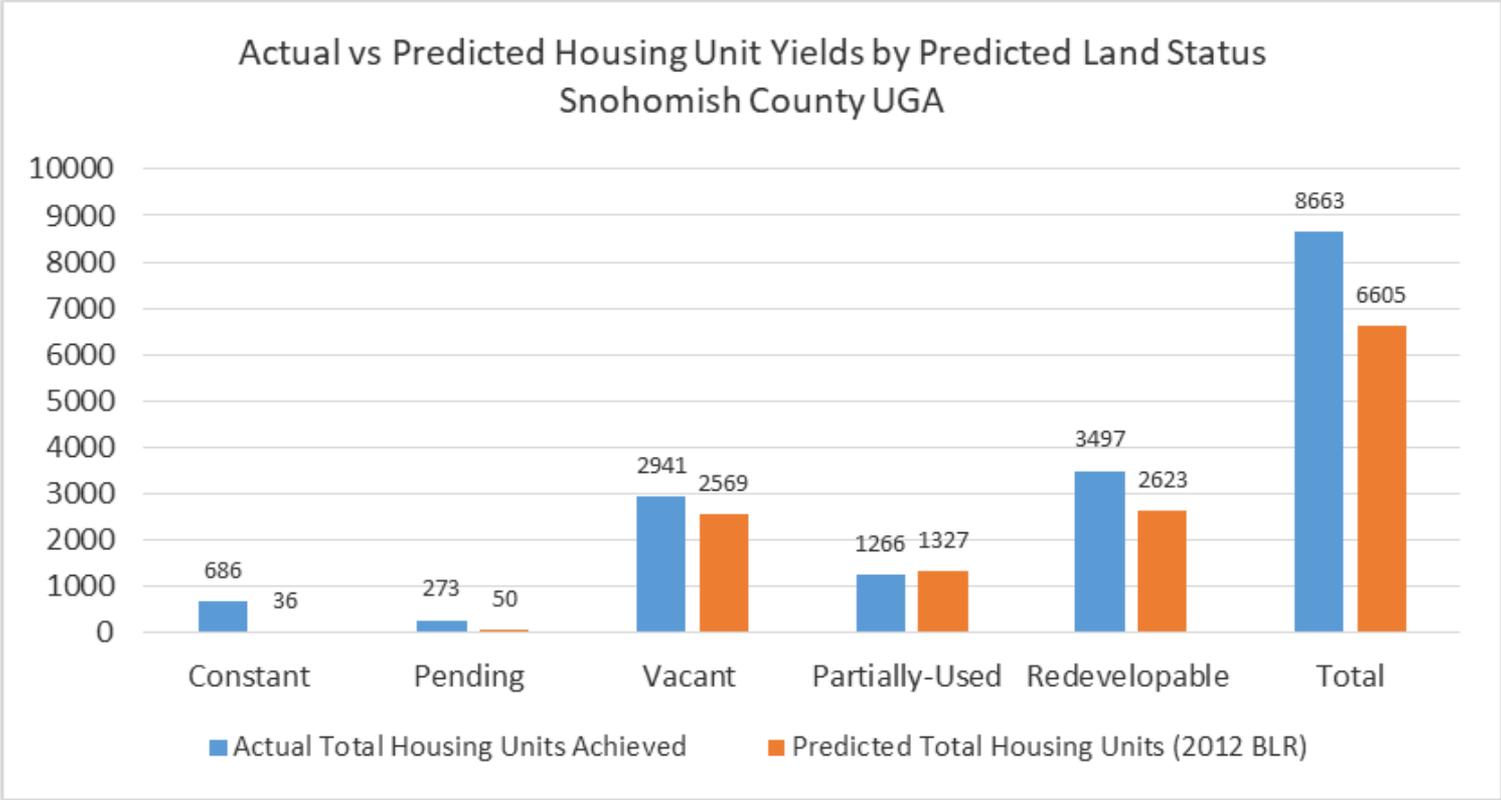
| Development Type: | Actual as Percent of Predicted |
|-----------------------|--------------------------------|
| Single Family | 106% |
| Multi-Family | 153% |
| Mixed Use Residential | 218% |
| Total | 131% |

Draft Results: Housing Unit Yields by Development Type



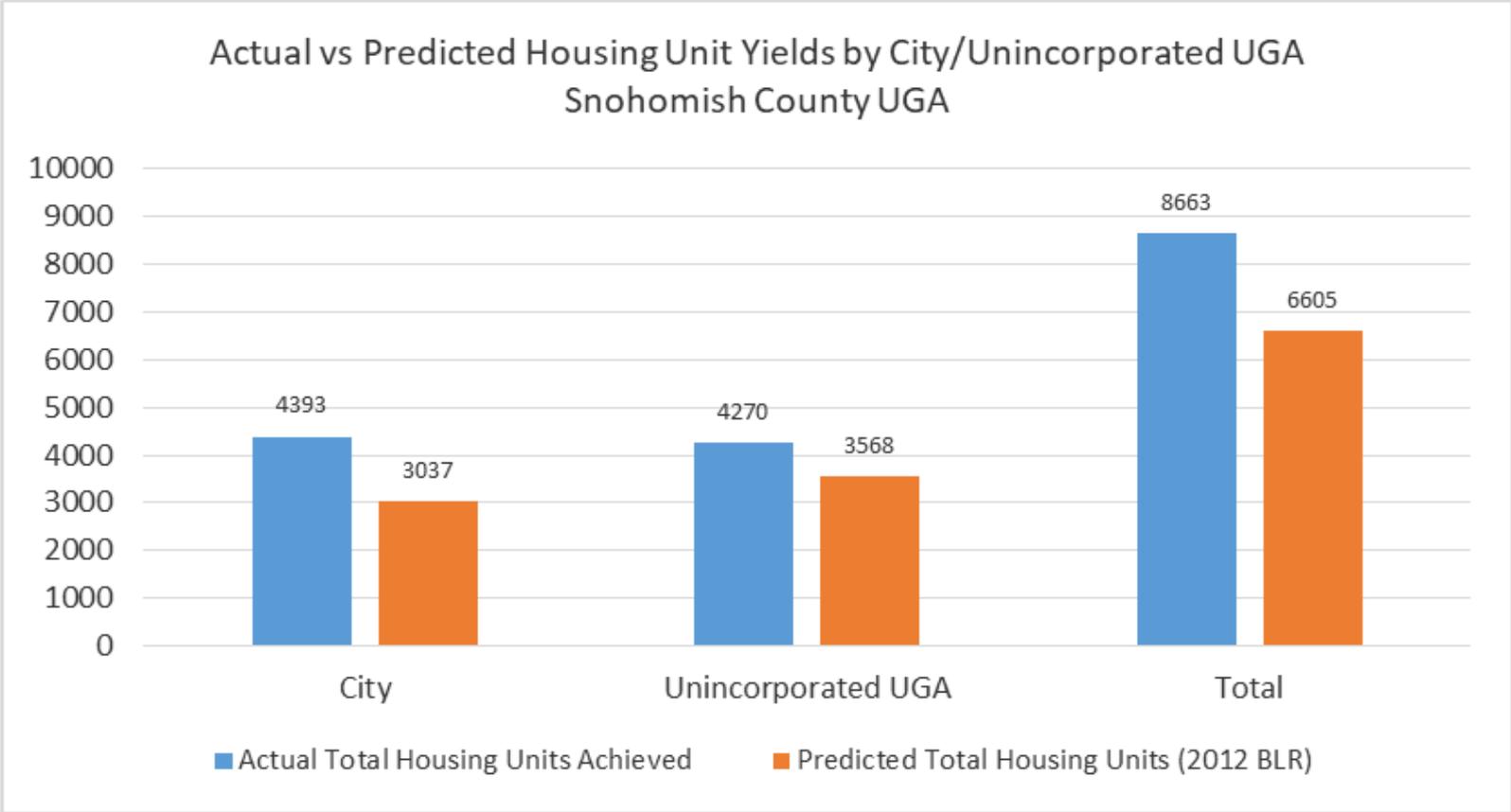
| Predicted Development Land Status | Actual as Percent of Predicted |
|-----------------------------------|--------------------------------|
| Constant | 1906% |
| Pending | 546% |
| Vacant | 114% |
| Partially-Used | 95% |
| Redevelopable | 133% |
| Total | 131% |

Draft Results: Housing Unit Yields by Predicted Land Status



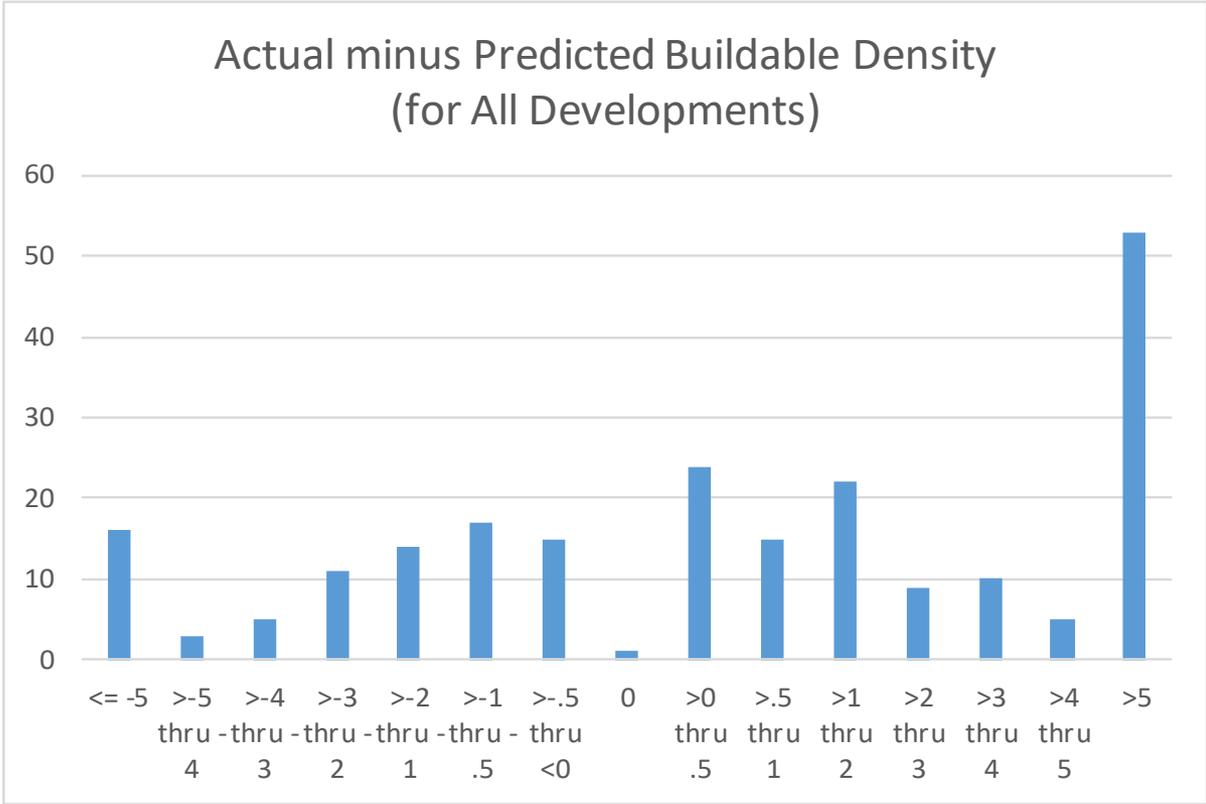
| Predicted Development Land Status | Actual as Percent of Predicted |
|-----------------------------------|--------------------------------|
| Constant | 1906% |
| Pending | 546% |
| Vacant | 114% |
| Partially-Used | 95% |
| Redevelopable | 133% |
| Total | 131% |

Draft Results: Housing Unit Yields by City/Unincorporated UGA



| City/Unincorporated UGA | Actual as Percent of Predicted |
|-------------------------|--------------------------------|
| City | 145% |
| Unincorporated UGA | 120% |
| Total | 131% |

Draft Results: Predicted Buildable Density Results



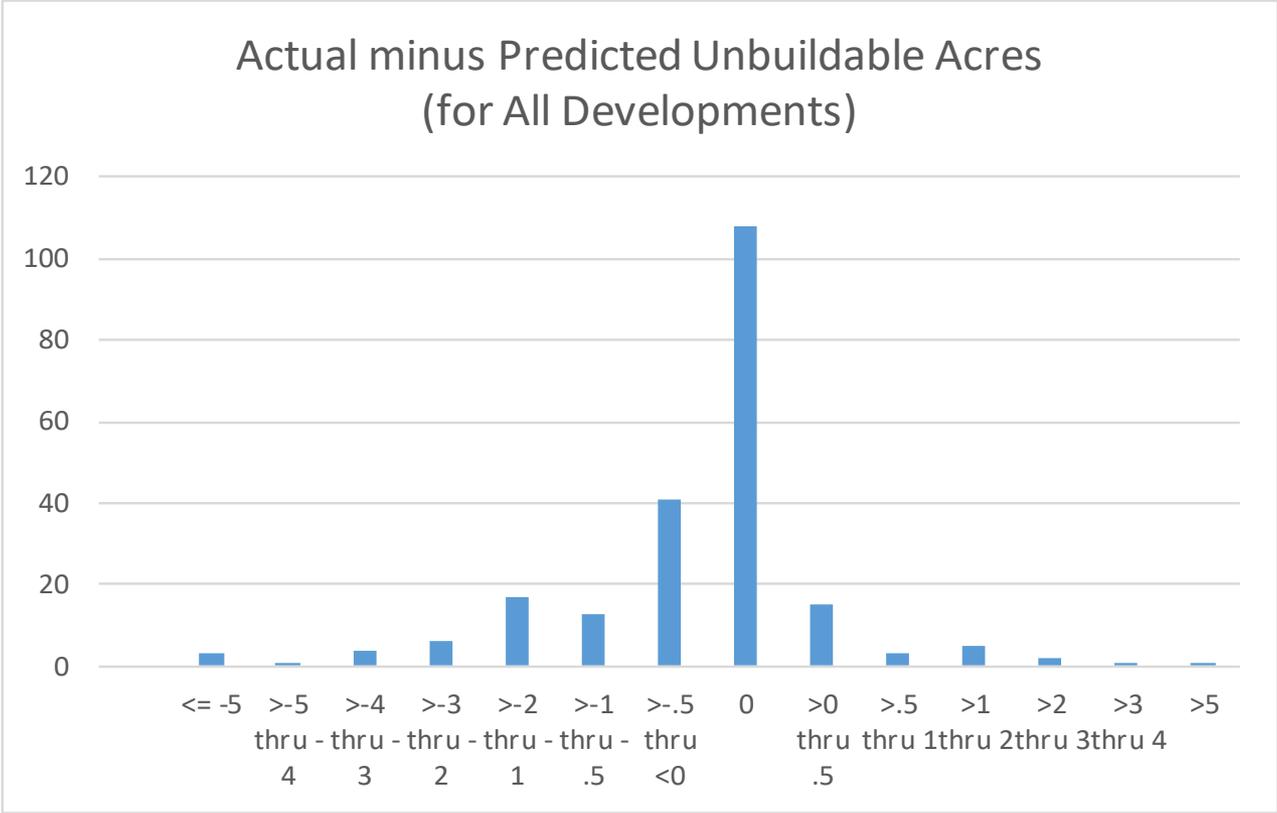
← Predicted Buildable Density too high

→ Predicted Buildable Density too low

37%

63%

Draft Results: Predicted Unbuildable Acres Results



Redevelopable Land Analysis

- ECONorthwest conducted an analysis of what development happened between 2011-2018.
 1. What Development occurred?
 2. How well did the land classification of 2012 parcels predict the development that occurred?
 3. How well are the market factor reductions performing compared to development between 2011-2018?

Redevelopable Land Analysis: Methods

- Used GIS and Database:
 - Created database of the following:
 - County wide and jurisdictional zoning
 - Commercial, Residential, Multifamily, and Mixed-Use Development from 2011-2018
 - 2019 parcels
 - 2012, 2007, and 2002 BLI
 - Assigned development to 2019 parcels and 2012, 2007, and 2002 BLI data. Shows us change of unit of land over time.
 - All Results are still considered DRAFT

Development since 2012 BLR

New Development by Type (2012 parcels)

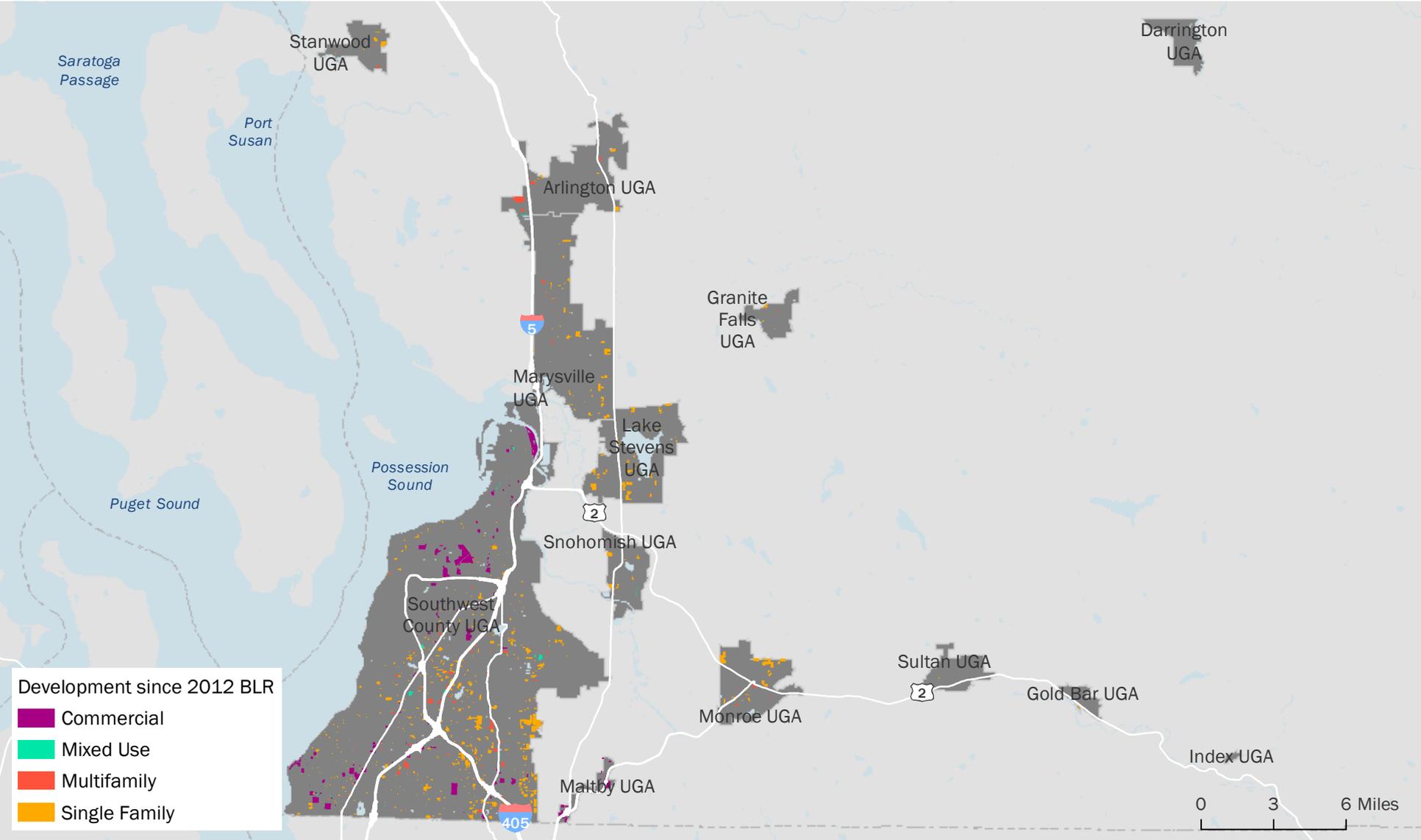
Snohomish County, 2011-2018

| | Number of Parcels | Total acreage | Proportional avg acreage developed |
|---------------|----------------------|---------------|---------------------------------------|
| Single Family | 1,409 | 4,288 | 2.0 |
| Multifamily | 113 | 437 | 3.1 |
| Mixed Use | 40 | 125 | 2.3 |
| Commercial | 228 | 1,469 | 4.9 |
| Total | 1,790 | 6,319 | |

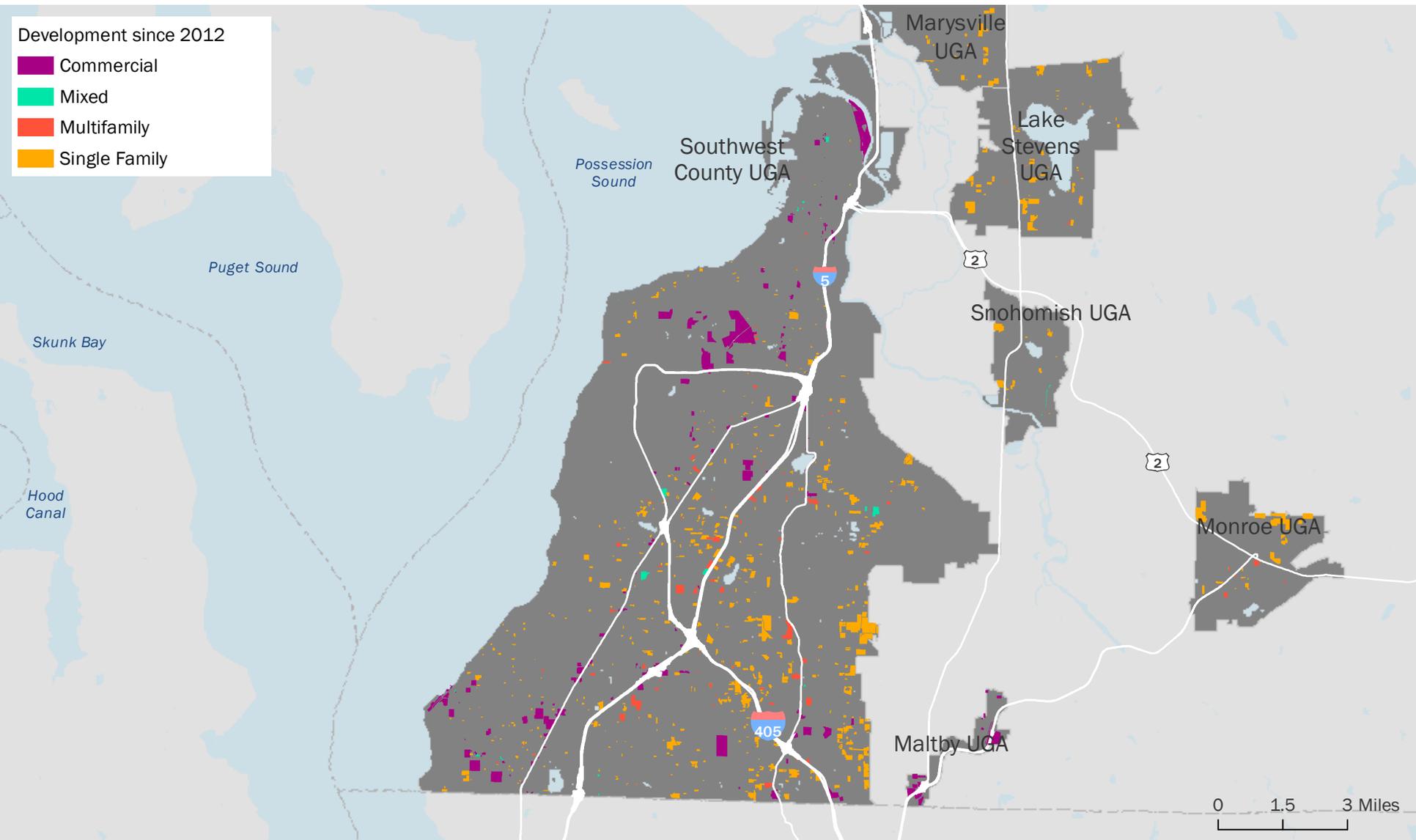
Source: Snohomish County; ECONorthwest

- Development affected 6,319 acres.

Development since 2012 BLR



Development since 2012 BLR



Redevelopable land classification

What does the Guidance say?

- E2SSB-5254 requires that Counties improve the overall accuracy of their BLRs to account for changes in growth patterns, with specific emphasis on accuracy of estimating redevelopable lots.
- Identify Areas that are Candidates for Growth: Define vacant, partially- utilized and redevelopable lands that can potentially accommodate additional capacity.

Redevelopable land classification

What is the existing methodology for redevelopable land classifications?

- Single family redevelopable:
 - Existing houses valued at less than \$100,000 and 75% of the land value
- Multifamily, commercial, industrial or mixed use:
 - Existing buildings valued at less than 100% of the land value
- The results of initial land classifications are reviewed and finalized following aerial photo review and field visits

Redevelopable land classification

What are the potential approaches?

- Change the improvement value threshold
- For multi-family zoned parcels, examine the building footprint of the buildable parcel area.
- For commercial, industrial, and mixed-use zones, the floor area ratio is usually less than 50% and the building improvement to land value ratio is greater than 100%.

What does the Guidance say?

- The Guidance provides considerations for updating market supply factors. These include:
 - Market demand when evaluating if land is suitable for development or redevelopment.
 - Market availability of land.
- The Guidance also notes that “Market Supply Factors can and should be distinct for different counties and cities.”

What is the existing methodology for market factor assumptions?

- 15% for vacant land
- 30% for under-utilized land

In comparison, other counties use the following ranges:

- Residential land
 - 0% to 50% for vacant land
 - 0% to 50% for under-utilized land
- Employment land
 - 0% to 20% for vacant land
 - 0% to 40% for under-utilized land

What are the potential approaches?

- Adjustments to Market Supply Factors for land classifications
- Different Market Supply Factors for the Metro UGA's vs Non-Metro UGA's

What does the Guidance say?

- The Guidance provides a series of questions to determine whether infrastructure gaps exist including:
 - Is there a long-term lack of urban development in the area?
 - How did the recent comprehensive plan address the needed infrastructure provision, and is that information still valid?
 - In the infrastructure is anticipated to be provided later in the planning period, is development likely to occur quickly so that the planned development is realized with the planning period, or will some of the area remain undeveloped?

What are the potential approaches?

- If a potential infrastructure gap is identified the County can work with the jurisdiction to verify.
- If the jurisdictions provide documentation of the rationale and conclude the infrastructure gap is likely to continue for the entire 20-year planning period, the affected area(s) are either:
 - Assigned reduced capacity in the BLR
 - Addressed through reasonable measures

What does the Guidance say?

If BLR shows:

- Planned densities not achieved
- Insufficient capacity
- Inconsistent development patterns (actual vs. assumptions in CPPs or CP.)

Perform analysis* to:

- Provide rationale and documentation (Guidelines provide specific questions to address for the three scenario.)
- Determine if reasonable measures are required or if rationale is sufficient

If reasonable measures are deemed necessary:

- Reasonable measures must directly align/remedy the issue identified ("reduce or reasonable mitigate").
- Identify timing of effect of measure.
- Adopt measure as part of CP, facilities plan, other local plan, code, or CPP (less common).

After implementation of measure:

- Optional: Evaluate performance of measure using pre-defined metrics and data collection methods.

What is the existing methodology for reasonable measures?

Appendix D of the Countywide Planning Policies (CPPs) states:

“In UGAs where a consistency problem has been found (e.g. not achieving urban densities or a lack of sufficient capacity), GMA (RCW 36.70A.215) and Countywide Planning Policy GF-7 direct cities and the county to consider “reasonable measures,” other than expanding Urban Growth Areas (UGAs) to resolve the inconsistency.”

What are the potential approaches?

- Determine threshold for requiring reasonable measures
- Provide rationale and documentation when reasonable measures may be required
- Assign categories that align with Guidance for ease of implementation

Reasonable measures matrix (handout provided)

Reasonable Measures List - Proposed Updates (DRAFT–November 4, 2019)

- Directly applicable
- Partially applicable

| Measures to increase density | Applicability of Measure | | | | | | | | | | | Suggested metrics to add | | | | |
|---|--------------------------|-------------------------|------------------|---|-----------------------------|----------------------|--------------------------------------|----------------------------|-------------------|---------------------------------|--------------------------------|--------------------------|----------------------------|--|----------------------------------|--|
| | 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 dev. in critical areas | Category of Measure | | | Timing and Impact | | |
| | | | | | | | | | | | Planned Densities not Achieved | Insufficient Capacity | Inconsistent Dev. Patterns | Estimated time to develop and adopt (Short, medium, long term) | Scale of impact once implemented | |
| Measures that increase Residential Capacity | | | | | | | | | | | | | | | | |
| 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 | ◦ | | | • | • | | | | | | | | | | | |
| Measures that increase Employment Capacity | | | | | | | | | | | | | | | | |
| Develop an Economic Development Strategy | | | | | | | • | | | ◦ | | | | | | |
| Create Industrial Zones | | ◦ | | | | | • | | | | | | | | | |
| Zone areas by building type, not by use | • | | | | | | • | | | | | | | | | |
| Develop or strengthen local brownfields programs | | • | • | | | | | | | | | | | | | |

Reasonable measures matrix continued

- Directly applicable
- ◐ Partially applicable

| Measures to increase density | Applicability of Measure | | | | | | | | | | Suggested metrics to add | | | | |
|--|--------------------------|-----------|-----------|---------|----------|----------|------|--------|-------|----------|--------------------------|----------|----------|-----------|----------|
| | Increases | Increases | Increases | Changes | Provides | Economic | Make | Ensure | Urban | Prevents | Planned | Insuffi- | Inconsi- | Estimated | Scale of |
| Measures that support increased densities | | | | | | | | | | | | | | | |
| Encourage the Development of Urban Centers and Urban Villages | ● | ◐ | ◐ | ◐ | ◐ | ◐ | | | | | | | | | |
| Allow Mixed Uses | ◐ | ◐ | ◐ | ◐ | ◐ | | | ● | ● | | | | | | |
| Encourage Transit-Oriented Design | ◐ | | | ◐ | ◐ | ◐ | ● | ● | | | | | | | |
| Downtown Revitalization | ◐ | ● | ● | ◐ | ◐ | ● | ◐ | | | | | | | | |
| Require Adequate Public Facilities | ◐ | | | | | | ● | | | | | | | | |
| Specific Development Plans | ◐ | ◐ | ◐ | ◐ | ◐ | ◐ | ◐ | | | | ◐ | | | | |
| 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 | | | | | | | ◐ | ◐ | | | | | | | |
| Implement a process to expedite plan and permit approval for smart growth projects | ◐ | ◐ | ◐ | ◐ | ◐ | ◐ | ◐ | ◐ | | | ◐ | | | | |
| Measures to mitigate the impact of density | | | | | | | | | | | | | | | |
| Design Standards | | | | | | | | | | | | | | | |
| Urban Amenities for Increased Densities | | | | | | | | | | | | | | | |
| Conduct community visioning exercises to determine how and where the community will grow | | | | | | | | | | | | | | | |
| Other measures | | | | | | | | | | | | | | | |
| Mandate Low Densities in Rural and Resource Lands | | | | | | | | | ● | | | | | | |
| Urban Holding Zones | | | | | | | | | ● | | | | | | |
| Capital Facilities Investments | | | | | | | ● | ● | | | | | | | |
| Environmental Review and Mitigation Built into the Subarea Planning Process | ◐ | ◐ | ◐ | ◐ | ◐ | ◐ | ◐ | ◐ | ◐ | ◐ | | | | | |
| Partner with nongovernmental organizations to preserve natural resource lands | | | | | | | | | | | | | | | ● |

Alternative approaches and updates to the methodology will be evaluated based on:

- Ease of implementation
- Access to data
- Alignment with DOC Guidance
- Empirical evidence

Small Group Discussion

In small groups of 5-6 people discuss the following:

1. What are you are most concerned about related to potential updates to the buildable lands methodology?
2. What other types of information should be considered as part of the market factors research?
3. When, how, and where should infrastructure gaps be considered for reasonable measures and/or reduced capacity?
4. What additional reasonable measures might we consider?
5. What concerns do you have about land capacity planning relative to targets (i.e. capacity in places not meeting growth targets)?

Next Steps

After this meeting the Buildable Lands Team and ECONorthwest will:

- Continue to meet with the SCT PAC Subcommittee
- Develop a draft report by December 2019
- Present to elected officials in early 2020 (SCT Steering Committee)
- Complete final report by February 2020

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