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Buildable Lands Program:
2007 Evaluation Report – A Summary of Findings

August, 2008

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Buildable Lands Program: 2007 Evaluation Report
A Summary of Findings

Prepared by

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Executive Summary

In September of 2007 the six most populous counties west of the Cascades, with their cities, submitted the second round of the buildable lands reports. These technical reports are due every five years by statute and provide a look at how these jurisdictions fared in putting their comprehensive plans into practice. Although each of the counties has developed their own program to carry out the requirements, the results are roughly comparable across counties and should be fairly consistent within an individual county. Improvements in data collection and calibration of land use models also account for variations between the reporting periods.

The main findings at the county level from comparing the 2002 and 2007 buildable lands reports are:

- All of the counties have experienced an increase in population density within the urban growth areas.

- All found adequate land within the current urban growth areas to meet residential growth projections and commercial and industrial needs. These two factors combined are generally seen as a positive sign of controlling urban sprawl.

- Four of the six counties continued the trend of issuing an increasing percentage of building permits within the urban growth areas, which is considered a broad measure of urbanization. This reduces development pressure on rural and natural resource lands.

- One measure that may reflect the home mortgage practices of the early part of the decade is the increase in the percentage of single family homes, as a share of total building permits, in three of the five counties reporting on development by structure type. Only Clark and Kitsap counties recorded significant increases in multi-family housing since the 2002 report. Multi-family housing is generally associated with greater efficiency in infrastructure use and lower housing cost.

These trends were measured at the county level. Individual cities may have results that vary. For example, while counties report adequate capacity, some cities within the counties may lack adequate land supply for residential or non residential use. Each report covers a five-year snapshot of development history. The 2007 report covers the time generally from 2000 to 2005 depending on how the county defined its data collection period.

The buildable lands reports are technical reports that present information to be acted on by the local jurisdictions. It is the duty of each jurisdiction to review the report and take action on to remedy any inconsistencies between what was planned and the outcomes in the report. There is not a requirement to collectively publish the findings of this follow-up review. Individual jurisdictions should be contacted for the results of their review.

Intent and Scope of the Buildable Lands Program

This report, *Buildable Lands Program: 2007 Evaluation Reports*, is a summary of the findings from reports submitted by designated buildable lands counties. A brief overview of the buildable lands program is followed by a presentation of how growth has taken place over the last five years and what that may hold for the future of Washington state.

Context within GMA

What's the buildable lands program?

In 1997 the Washington State Growth Management Act (GMA) was amended to include the Buildable Lands Program. The Buildable Lands Program[1] requires the six most populous west-side counties to closely monitor the results of their growth management plans and development regulations. The program encompasses Clark, King, Kitsap, Pierce, Snohomish, and Thurston counties and their 102 cities. Every five years the counties and their cities must report the results of their monitoring. The first reports were submitted in 2002, with the second ones completed in September 2007.

How does it work?

The Buildable Land Program is only one part of the overall Growth Management Act[2] that requires 29 of the state's 39 counties to adopt comprehensive land use plans and development regulations, such as zoning districts. The buildable lands jurisdictions have an additional duty every five years to monitor the implementation of the plans and regulations, and decide if the desired land use patterns are being achieved.

One important measure of success is whether there is adequate land to accommodate the growth anticipated by each jurisdictions plan[3]. Should the plans fall short of fulfilling the community's vision of how it intends to grow, the jurisdiction must follow up with changes to the plan and regulations that are likely to correct the shortcomings. These actions generally can be seen as needed to increase population densities in urban areas and preserving low density rural areas. The corrective actions must then be monitored annually to judge if they are effective. If they prove not to be, additional corrective action is required until a balance is reached between the various elements of the plans to accommodate the projected population.

What's in this report?

As was done with the 2002 reports from the jurisdictions, the State Department of Community Trade and Economic Development (CTED) has brought together in one document some of the

[1] RCW 36.70A.215, the Buildable Lands Program
[2] RCW 36.70A, the Growth Management Act
[3] Additional measures of success are defined in the "test for inconsistencies" RCW 36.70A.215(4)

major findings of the 2007 buildable lands reports. This summary provides a broad brush view of the progress being made to achieve the goals of the GMA. Much of the detail at the jurisdictional level can be found by referring to each county's report[4]. Each of these reports can be found on websites listed in Appendix B of this report. CTED conducted a review of the effectiveness of the program and the resulting reports can also be accessed from the website listed in Appendix B.

Process for Developing the Local Buildable Lands Program

The nuts and bolts of the buildable lands program within the Growth Management Act.

Comprehensive plans are built around the 20-year population forecasts made by the Washington State Office of Financial Management (OFM). Counties and their cities must outline an urban growth area (UGA) large enough to accommodate the projected population. For example, to provide for residential uses -- the largest single land use category -- an urban growth area must contain a variety of residential zones, each of a different housing type or density. These planned densities provide a potential baseline for evaluating successful implementation of the residential component of local plans.

Comprehensive plans are also designed to accommodate job growth anticipated during the 20-year planning period. Commercial and industrial land uses are the second major component of the buildable lands evaluation. Unlike population, OFM does not provide employment forecasts to the counties as a basis for GMA planning. However, regional council and county level forecasts are available as reasonable alternatives for counties and cities to use in their plans and as a basis for evaluation.

A UGA also has other land uses, including public rights-of-way, open spaces, public facilities, and environmentally sensitive areas. The Buildable Lands Program addresses all of these uses when calculating the amount of land available to meet future demands. Figure 1 (see next page) illustrates how this program works within the comprehensive planning process.

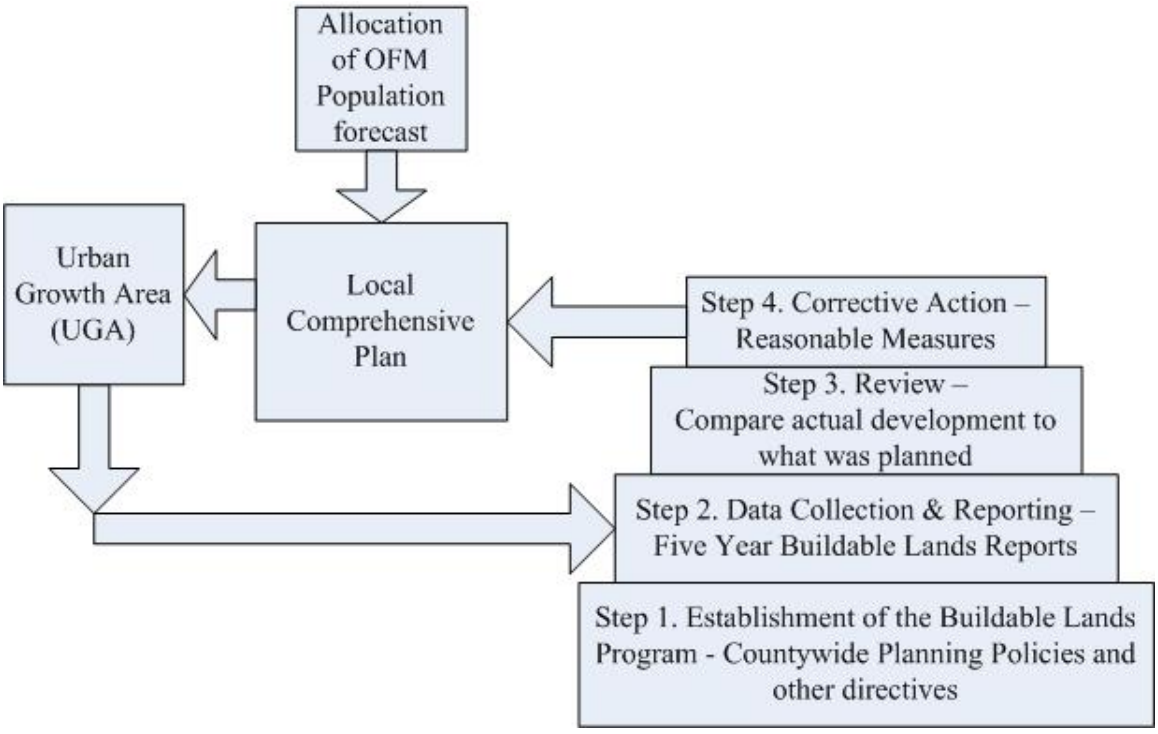
- **STEP 1: Establishment of the program --** Adopt county-wide planning policies that create the local Buildable Lands Program and establish roles and responsibilities for the county and its cities related to data tracking and collection, reporting, review of plans versus actual growth, and corrective measures.
- **STEP 2**: **Data collection and reporting --** Collect data on the amount, type, and density of development annually. Every five years complete a report that includes data on development activity, and analyzes the capacity of land suitable for development.
- **STEP 3: Review –** Compare what was actually built with what was planned in the comprehensive plan. If these comparisons indicate inconsistencies between plans and observed data, then proceed to Step 4.
- **STEP 4: Corrective action --** Local governments develop corrective actions other than changing urban growth boundaries, such as zoning changes, permit streamlining, and

[4] Thurston County's report is produced by the Thurston Regional Planning Council

development incentives. These actions, commonly called reasonable measures, are to be monitored annually to provide feedback to the ongoing planning process.

Once the program is established within a county, the five-year reports measure actual development. In the review phase, cities and counties compare actual development patterns with what was envisioned in the adopted land use plans to determine whether they are consistent with each other. The feedback loop is completed when it is determined that there is a sufficient supply of land to meet future needs or corrective action is taken, where needed, to increase the consistency with adopted plans and regulations.

Figure 1: Buildable Lands Program's Four Steps Operate as Feedback for GMA Planning.

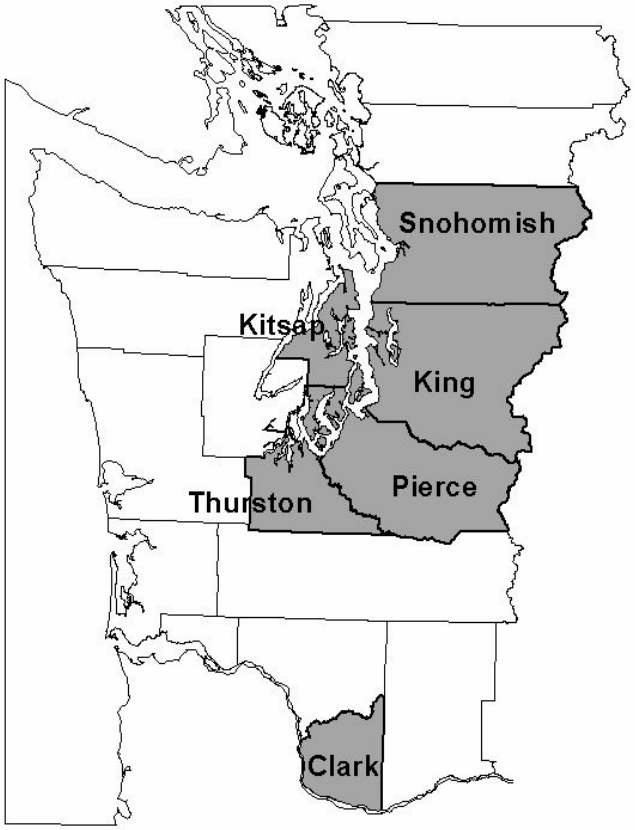


Note that the Buildable Lands Program does not change the "bottom-up" nature of the GMA, which allows for considerable variation in approaches among local jurisdictions. The program is not intended to create new policies, but to inform them by measuring what is already adopted. The Buildable Lands Program is important in the 10-year update of UGA's and the seven-year update of local comprehensive plans by providing high quantity and detailed information on actual development patterns.

County Evaluation Reports: County-wide Results

The review and evaluation program is aimed at determining if counties have an adequate amount of residential, commercial, and industrial land to meet the growth needs spelled out in their comprehensive plans. The program was designed to accomplish two objectives:[5]

- Determine whether a county and its cities are achieving planning goals within UGA's by comparing growth and development assumptions with what has actually occurred in the county and cities.
- Identify reasonable measures, other than adjusting their urban growth boundaries, to ensure sufficient capacity to accommodate growth.



CTED worked closely with representatives of these counties and cities to produce *Buildable Lands Program Guidelines* in 2000. The guidelines helped counties and their cities establish local protocols for collecting and presenting the data to carry out the program. Much of the program's efforts are focused on the collection and analysis of land use development information to answer the first objective: Is there adequate land for future growth based on current development patterns?

The program's second objective of taking corrective actions, or "reasonable measures," was not extensively addressed in the guidelines. There is also a lack of monitoring information as a result of deadlines. December 2004 was the deadline to adopt corrective actions.[6] In many cases this left less than a year's worth of data to analyze for the 2007 report, which uses 2000 to 2005 development information. The general nature of the CTED guidelines and lack of data to monitor makes any comparison difficult at this time. Because of these factors, the experiences with adopting "reasonable measures" are included in the individual county profiles in Appendix A of this report.

[5] RCW 36.70A.215(1)
[6] Based on the Central Puget Sound Growth Management Hearings Board case FEARN v. City of Bothell

Adequacy of Total UGA

The broadest measure of success in implementing the GMA comprehensive plan addressed by this program is to have adequate land within the county and cities to meet the needs of the future. This future need is based on population projections produced by OFM[7]. The county then distributes the population to both rural and urban areas. The Buildable Lands Program requires counties and their cities to determine if adjustments need to be made during the current planning period to meet this objective of sufficient developable land.

Table 1 answers this question in terms of overall capacity in each county and city, based on adopted comprehensive plans, zoning regulations, and actual densities achieved during the five-year review period. Since the amount of developable land varies by location within a county, the same question is presented at the level of city and adjoining urban growth areas[8].

Table 1: County-wide UGA Adequacy

County	2007 Countywide UGA Adequacy	Planning Horizon	Number of UGAs with adequate residential capacity	Number of UGA with adequate employment capacity
Clark	Yes	2024	6/7	7/7
King	Yes	2022	39/39	38/39
Kitsap	Yes	2025	5/5	5/5
Pierce	Yes	2022	18/24 *	22/24
Snohomish	Yes	2025	12/13	12/13
Thurston	Yes	2028	8/8	8/8

* *While analysis documented in its 2007 Buildable Lands Report indicates that six of the 24 Pierce County jurisdictions fail to contain sufficient lands to accommodate its future population allocation, one of the six jurisdictions is within 10 units of having sufficient capacity, one is within 42 units, and two are under 200 units. Four of the six jurisdictions have a housing capacity number that is ten percent or less than its 2022 housing need.*

Table 1 shows that each buildable lands county contains sufficient capacity in its countywide UGA to accommodate projected residential needs. The summary of data for the counties' sub-county UGA's suggests that only a small number of cities and unincorporated county urban UGA's may need to adopt reasonable measures to ensure sufficient capacity at the local level. It remains the responsibility of each county and its cities to individually review the 2007 report and decide if any corrective actions are needed. The one option not available under this program is to expand the UGA[9].

[7] RCW 43.62.035 OFM population projections for growth management: GMA projections are published every five years and forecast the county's population growth for the next 20 years. Counties are required to use a population projection within the ranges provided by OFM.
[8] RCW 36.70A.110 Urban growth areas
[9] RCW 36.70A.215.1(b) "Identify reasonable measures other than adjusting the urban growth area"

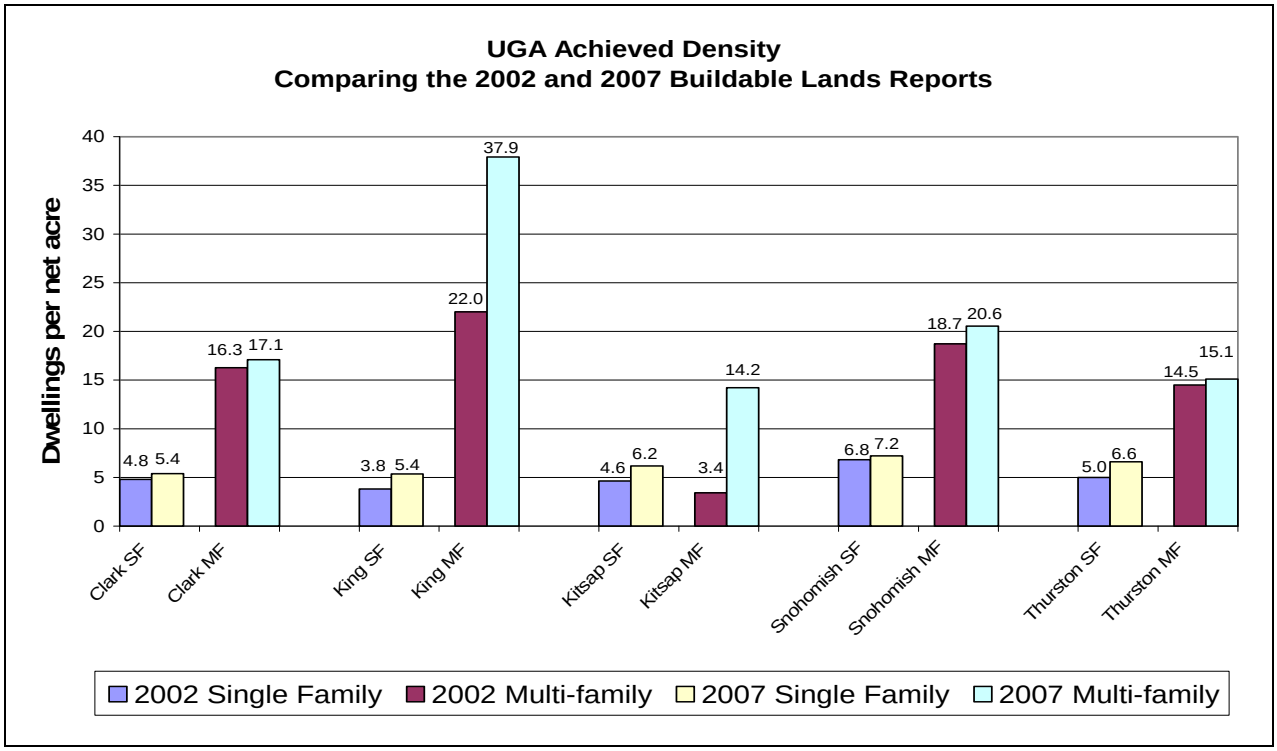
UGA Achieved Density

All counties showed an increase in density when comparing the 2002 and 2007 buildable lands reports.

Although the question of the adequacy of the urban growth areas is of major concern, the underlying policy issue of achieved density is also a crucial measure of successful implementation of the GMA. Greater density equates to less sprawl and reduced cost of public services.

Figure 2 shows the overall achieved densities for each county, including both single family and multi-family activities. The Buildable Lands Program does not require counties to report an overall achieved density. Because of local variation in their approaches and improved methods used in the latest reports, the density figures shown here may not be directly comparable between counties, but do offer a general sense of direction and density. The program requires that this information be calculated for each UGA[10]. It is anticipated that achieved densities will increase over time as pre-GMA vested developments are completed and GMA-compliant subdivisions come to represent the majority of new development.

Figure 2: UGA Achieved Density



NOTES:
The Buildable Lands Program does not require a county wide calculation of achieved density. Pierce County does not report a countywide density figure.

[10] RCW 36.70A.215 (3) (b) Determine actual density of housing that has been constructed….

Achieved density is the measure of the actual number of dwelling units, both single family and multi-family units, constructed on a parcel of land. This is in contrast to planned density, which is based on allowed lot size and number of dwelling units in a particular land use zoning designation. Since planned density may not be reached for a variety of reasons, the buildable land program requires the use of actual construction density as the basis for calculating future land needs. Jurisdictions collected development data from both building permits and subdivision records for a period of five years for each report. The 2007 reports are based on 2000 to 2005 information. The actual achieved density for development within each zone was calculated based on these records.

The achieved density is an average for all the UGAs in a county, showing a general pattern of development. Individual reports from each county should be consulted for more detailed information (see Appendix B).

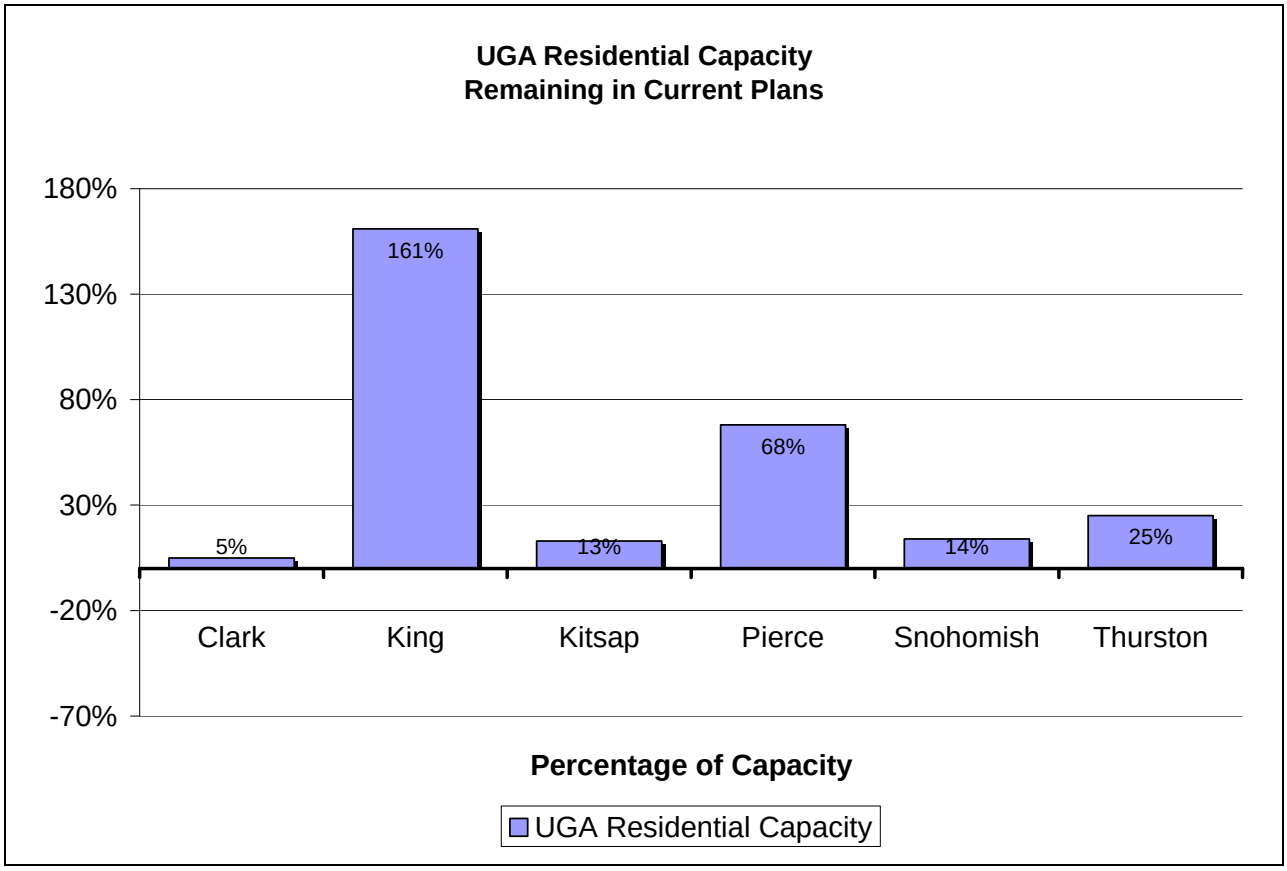
UGA Residential Capacity

All counties reported sufficient capacity in their UGAs to accommodate the remaining population allocation of the adopted plan.

Future development capacity for the urban growth area uses achieved density research and land supply inventory to estimate the potential for additional dwelling units and jobs that can be accommodated within each UGA[11]. The potential number of dwelling units on developable acres is based on densities achieved during the five-year review period.

This analysis was performed for each city and urban growth area within a county. Figure 3 shows the relationship between residential capacity and residential growth needs in percentage terms. The bar for each county indicates the percent by which capacity exceeds the targets remaining for the planning period.

Figure 3: 2007 Future Residential Capacity



A ratio of 0 percent means that there is an exact match between the amount of land needed to meet the residential targets and the amount of land available within the current UGA; a ratio of 100 percent means that the county has twice the capacity it needs.

[11] RCW 36.70A.215 (3) (c)

The five-year development history used to calculate achieved densities is used as a baseline to project future demand for land. The actual supply of land in the urban growth area was found by conducting an inventory at the parcel level of detail to find how much land was developable. This includes both vacant land and land thought to be under-developed (more units could be added) and redevelopable (demolition and reconstruction). The estimated amounts of buildable land were refined by deducting land for such uses as parks, other public uses, and environmentally sensitive areas. The specific approach taken by each county was dependent upon availability of data and established technical approaches.

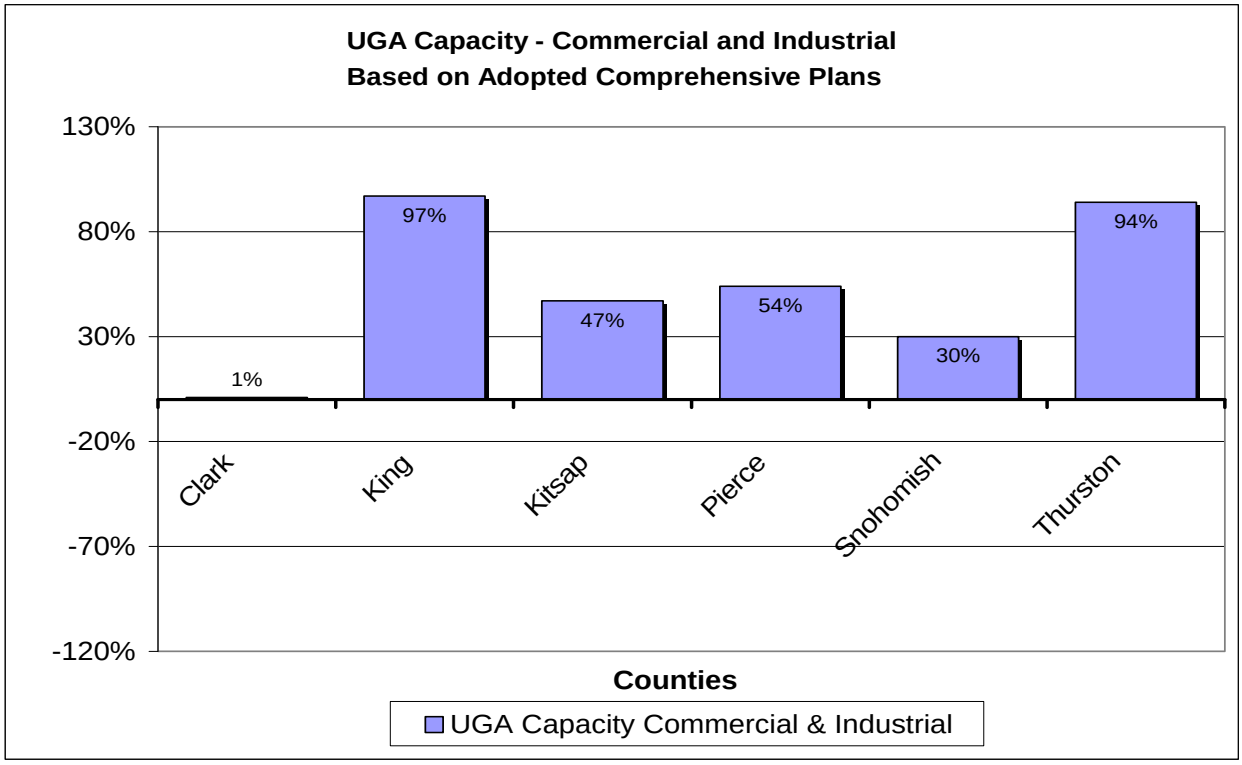
Within this general framework, methods used to calculate vacant and underutilized land varied by county. In some cases a uniform definition was adopted, while in others each community determined at what point new construction or infill development seemed likely to occur. Vacant parcels and parcels with buildings falling below a specific minimum value were added to the inventory as capable of supporting additional dwelling units based on the minimum lot size for the zone where they are located.

UGA Commercial and Industrial Capacity

All counties show adequate land supply for commercial and industrial uses.
The statute requires a similar analysis to be conducted for commercial and industrial land as for residential[12]. The same land supply inventory is used to identify where development may occur, but development is measured more by intensity than density. The intensity of non-residential development can be measured in terms of floor-area-ratio, calculated as the square feet of the building divided by the square feet of the site. Another measure used is finding the number of employees per acre and using that to project future land needs.

A ratio of 0 percent in Figure 4 means that there is an exact match between the amount of land needed to meet the commercial and industrial targets and the amount of land available within the current UGA designated for that type of land use.

Figure 4: 2007 Future Commercial and Industrial Employment



Compared with residential land uses, estimates for future commercial and industrial land demands are more difficult to calculate for a number of reasons, including data limitations and considerable uncertainty in projecting both area-wide employment growth as well as site level uses and employment. The buildable lands analyses used best available data and assumptions based on professional standards and analysis of local trends.

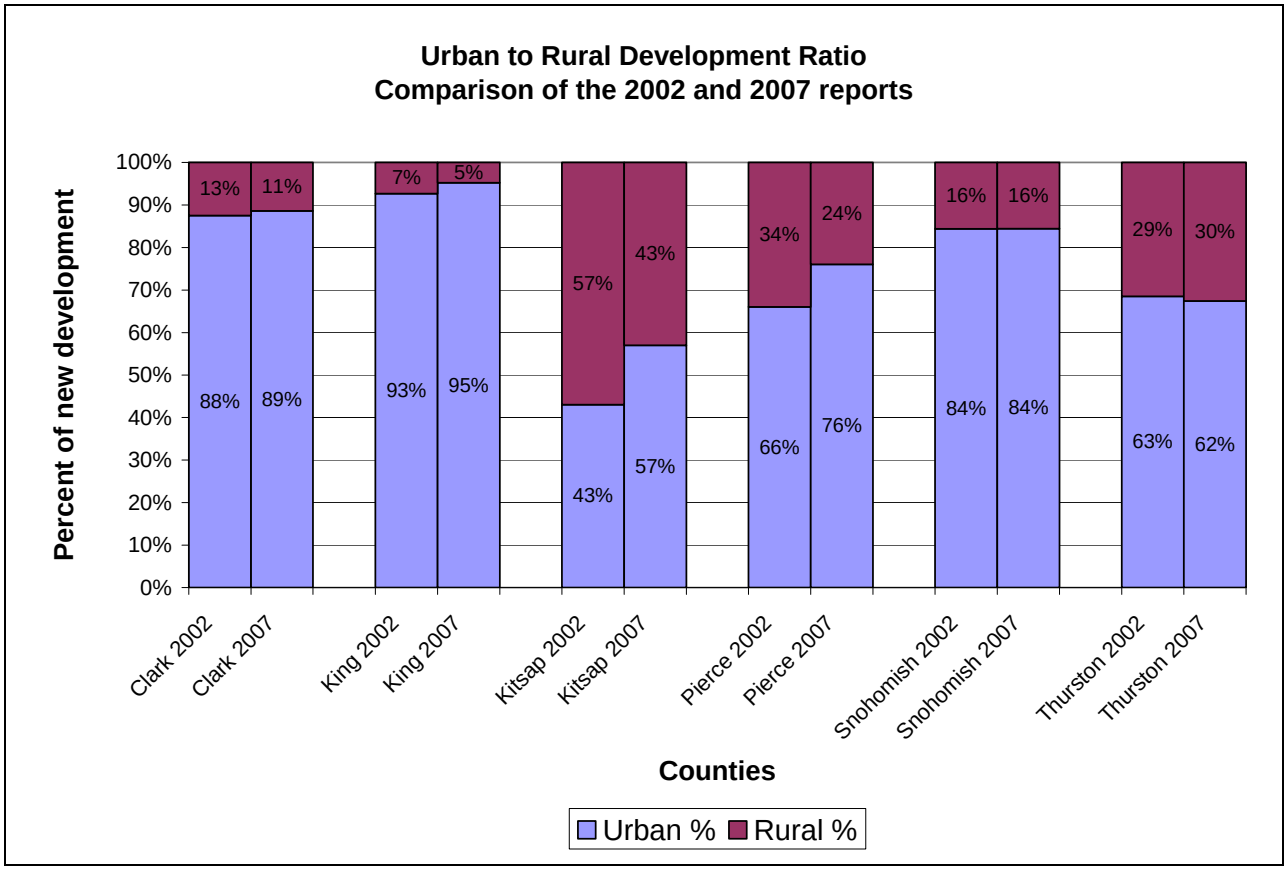
[12] RCW 36.70A.215 (3) (c)

Selected Trends in GMA Implementation

Four of the six counties have shown increasing shares of residential development within the urban growth areas.

Much of the attention of the Buildable Lands Program is on development inside the urban growth areas. One important trend to watch is the difference between the share of residential development inside the UGA and in rural areas. The majority of development in the buildable lands counties should take place in the urban growth areas. Some counties have adopted goals that target what is the appropriate level of development for each area. Figure 5 shows an overall increase in urban development shares over the last five years.

Figure 5: Urban v. Rural Split

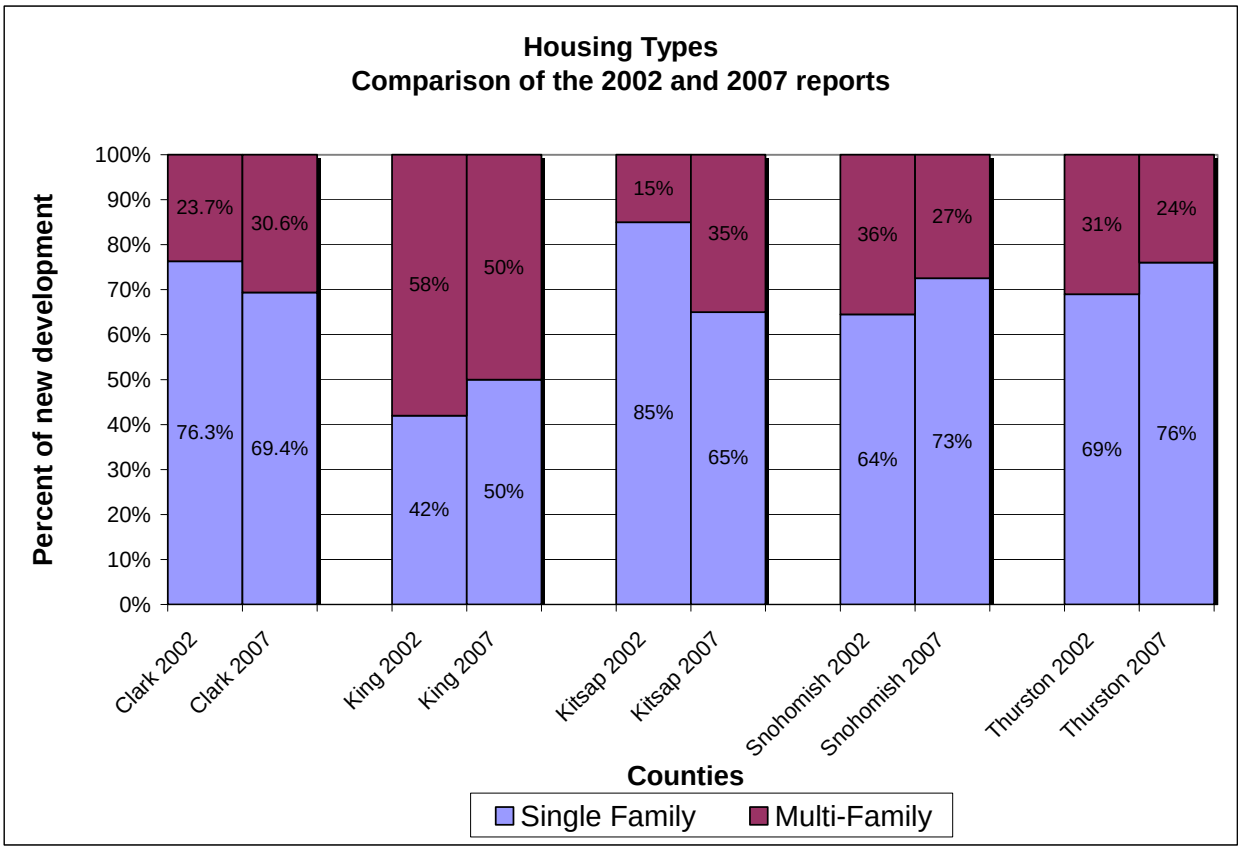


Notes:
The housing unit permit data reported in the 2002 and 2007 Pierce County Reports are from differing sources. The housing permit data in the 2002 Report was derived from permit data submitted to Pierce County from the individual jurisdictions. The housing permit information for the 2007 Report is derived from data collected and geo-coded by the Puget Sound Regional Council.

Over the long term, another measure used as an indicator of controlling sprawl is the increase in multi-family dwelling units as a share of total residential development, shown in Figure 6. Their compact nature increases the efficient use of public service and often results in lower housing costs.

Figure 6: Single Units v. Multi-Family Units

Only Clark and Kitsap counties show increases in multi-family housing.



Many jurisdictions track the balance between single family and multi-family homes constructed during the reporting period. King, Snohomish and Thurston all showed an increase in the single family share of total development during the 2001 to 2005 reporting period. However, these trends are likely a reflection of low cost of mortgages that favored single-family development during this period.

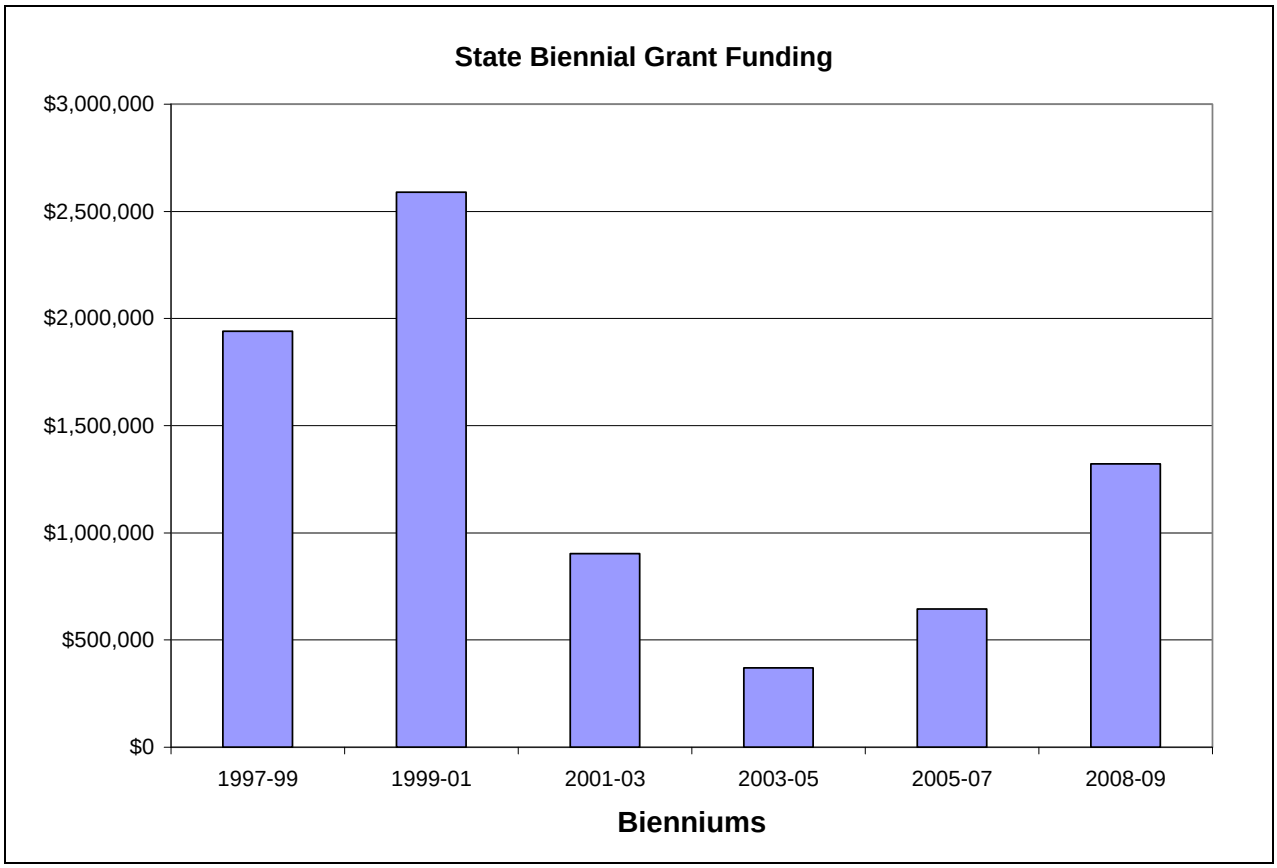
Note:
Pierce County does not track this information at the county level and was unable to provide information for this chart.

State Grant Funding

Financial support for the Buildable Lands Program comes from the cities, counties, and the State of Washington. In order to help pay costs, CTED provided $5.5 million in direct grant funding to the six counties and their 102 cities between 1997 and 2007 (see Figure 7). When direct funding was discontinued in the 2002 supplemental state operations budget, the counties successfully competed for $1 million provided through a CTED competitive grant program between 2003 and 2007. In 2007 the legislature reinstated funding for the program, appropriating $1.3 million for the current biennium.

CTED funds are used to perform studies, conduct market surveys, and hire the staff necessary to update procedures, adopt reasonable measures policy, create databases, and develop permit tracking systems.

Figure 7: Biennial Grant Funding



The program has seen a shift in the use of grant funds -- from the initial set up and refinement of the actual development data to improvements in efficient data collection systems. Additional emphasis is being placed on following up on the results of the five-year reports with all jurisdictions. It is important to the program that consistent funding is provided so that the ongoing data collection and reporting systems needed for the program are maintained during the five-year periods between the publications of buildable lands reports.

The original grants in 1997 were distributed to the counties based on a minimum base amount plus an additional amount based on the size of the county's population. Since that time distribution of the grants has continued based on the original percentage and has not changed as populations or amount of the grant dollars have fluctuated over the life of the program (see Table 2).

Table 2: Grant Distribution Profile

County Name	Allocation formula for buildable land	OFM 2005 population	Number of cities	Total grants 1997 to 2007
Clark	13%	391,500	8	$1,011,134
King	28%	1,808,300	39	$2,181,027
Kitsap	12%	240,400	4	$ 950,744
Pierce	18%	755,900	21	$1,395,339
Snohomish	15%	655,800	20	$1,148,763
Thurston	14%	224,100	7	$1,083,269
Total	100%	4,076,000		$7,770,276
State Total pop.		6,256,400		

Note: The buildable lands counties contained over 65% of the state's population in 2005. The total grant amount includes the 2007 Proviso to King County, Seattle and Bellevue which is not reflected in the overall allocation formula.

Future Directions

The results reported in 2007 show a marked increase in density in all counties. The overall trend continues to show the urban growth areas receiving an increasing amount of development compared to rural areas. These two factors indicate the counties and their cities are moving in the right direction in implementing the Growth Management Act. The next county buildable lands reports will be based on the development activities from 2006 to 2010, with the report's publication in September 2012.

In 2007 CTED presented its findings on the effectiveness of the overall buildable lands program. The report made four recommendations for improvements to the program. Three of the four recommendations involve the steps that need to be taken once the development data has been collected and analyzed. The recommendations focus on the decision-making process used to find if the plans are working, and what type of corrective actions are required to refine the plans for the future. A Link to the full report is in the Appendix B.

CTED convened a stakeholders group in the spring of 2008 to work on these issues. The results of this work will be used to update the Washington Administrative Code (WAC) and be further elaborated upon in a guidebook addressing these issues.

Appendix A: County Profiles

Individual county profiles provide an opportunity for each county to add their particular perspective to the 2007 Evaluation Reports. All worked within the 2000 CTED guidelines to establish programs within their respective counties and devised a system to fit local circumstances. This variety is not easily comparable across counties. It is hoped that this report and the following profiles will provide a starting point. Links to all of the 2007 County Reports and additional reports by CTED are continued in Appendix B.

Clark County 2007 Buildable Lands Report Profile

Land area - square miles	656.4
Total UGA (cities and unincorporated) - square miles	170.8
2005 Population	391,500
Percentage Population change from 2000 to 2005	13.40%
Number of cities	7
Achieved density 2000- 2005 in UGAs	SF (5.38du/acre) MF (17.0du/acre)

1. 2007 Buildable Lands Report Highlights:

The 1994 Comprehensive Plan provides the baseline for the first evaluation. The Board of County Commissioners adopted the first update to the 1994 comprehensive plan in 2004. The 2004 plan was challenged on a number of grounds. The Board subsequently decided to revisit several of the assumptions made in the 2004 plan, resulting in adopting a 2007 plan. This plan revised the planning assumptions to closely reflect the type of growth pattern that expands the urban growth boundaries to include enough land to accommodate 20 years of proposed job and population growth.

2. How reasonable measures were addressed?

Clark County and the incorporated cities within the county have completed their review under RCW 36.70A.215 which includes comparisons between development that has occurred and the original planning assumptions and targets. Local jurisdictions identified actions as necessary to revise local development regulations. Those revisions were to be incorporated into the update process and adopted in an ordinance or resolution to ensure compliance with the GMA. Those measures reflect changes in regulation that would gradually allow for higher density development within the planning horizon.

In summary, several of the cities have addressed their reasonable measures by adopting local development regulations. However, these changes in regulations may not immediately reflect higher density development within the time reviewed (2000-2006). The market and economy might regulate development and density, which may delay development with higher densities. These adopted measures will likely be reflected in the next buildable lands evaluation report. If cities do not increase their densities, then county-wide planning policies will need to be amended possibly before the next buildable lands report is completed.

King County 2007 Buildable Lands Report Profile

Land area - square miles	2,134
Total UGA (cities and unincorporated) - square miles	460
2005 Population	1,808,300
Percentage Population change from 2000 to 2005	4.10%
Number of cities	39
Achieved density 2000- 2005 in UGAs	9.3 DUs per net acre

With the City of Seattle and its suburbs at the heart of a four county urban region, King County is the largest of the Buildable Lands counties with the greatest amount of annual development activity and residential and employment growth, and the largest number of jurisdictions. Analysis of data on growth and development activity for the five-year review period (2001-2005) shows that the county added over 49,000 net new housing units within the UGA, a growth rate that is on track with OFM projections and adopted growth targets. About half of the county's residential growth is in single-family homes, half in multifamily development. From 2001-2005, single-family and multifamily development achieved 6.2 and 38 units per net acre respectively, significantly higher than densities observed in the late 1990s. Non-residential development indicators were mixed during the same period, with the county losing approximately 25,000 jobs while, at the same time, permitting of new commercial development continued at a robust pace.

Analysis of land supply and capacity data for 2006 shows that the county remains capable of accommodating growth anticipated during this planning period. With 22,000 net acres of land suitable for residential development, the UGA has capacity for about 84,000 single-family homes and about 205,000 multifamily units. Half of the UGA's residential capacity is in mixed-use zones. Overall, the UGA can accommodate an estimated 277,000 households, more than twice the number needed for the 106,000 households of remaining growth target through 2022. With more than 6,000 net acres of land suitable for non-residential development, the UGA has capacity for about 410,000 additional jobs in commercial and mixed-use zones and about 120,000 jobs in industrial zones. Overall, the UGA capacity for approximately 527,000 additional jobs is double what is needed to accommodate the growth target of approximately 267,000 jobs. Each planning subarea and nearly all individual jurisdictions have capacity sufficient to accommodate growth targets.

Reasonable measures have been adopted in King County to ensure sufficient capacity for residential and employment growth in each city and unincorporated subarea as well as in the UGA as a whole. Cities or the county must take affirmative steps when the Buildable Lands evaluation finds that capacity is insufficient to accommodate anticipated growth. Such a finding is based on the existing supply of vacant and redevelopable land, densities observed in recent development, and remaining growth targets for the remainder of the planning period. As a response to the 2002 BLR, eight cities adopted measures including land use and zoning changes, infrastructure investments, code changes, economic development, planned action SEPA, and others. Based on the findings of the 2007 buildable lands report, only one city is required to adopt reasonable measures.

Kitsap County 2007 Buildable Lands Report Profile

Land area - square miles	397.14 (approx)
Total UGA (cities and unincorporated) - square miles	114.92 (approx)
2005 Population	240,400
Percentage Population change from 2000 to 2005	3.63%
Number of cities	4
Achieved density 2000- 2005 in UGAs	SF (80%) MF (20%)

1. 2007 Buildable Lands Report Highlights:

The 2007 buildable lands report showed that Kitsap County is more consistent with its growth targets than it was in 2002. County-wide, 57 percent of all new permitted housing units were in cities and UGAs and 43 percent were in unincorporated rural areas. The 2000-2005 urban share of new permitted housing units increased significantly from the previous five-year period - from 43 percent (1995-1999) to 57 percent (2000-2005). The 57 percent total county-wide share of new urban housing unit growth, however, still appears short of the County-wide Planning Policies adopted 76 percent urban population target. Additionally, cities' and UGA's achieved net platted densities from 2000-2005 met or exceeded the planned densities indicated in the various jurisdictions' comprehensive plans and implementing regulations in almost all applicable urban zones.

2. How reasonable measures were addressed?

Kitsap County was found inconsistent with its growth targets in 2002. Per RCW 36.70A.215, the County adopted 18 reasonable measures. Through the 10-Year UGA update, Kitsap County adopted an additional 14 reasonable measures. Kitsap County staff monitor reasonable measures annually.

Pierce County 2007 Buildable Lands Report Profile

Land area - square miles	1,687
Total UGA (cities and unincorporated) - square miles	257
2005 Population	755,900
Percentage Population change from 2000 to 2005	7.86%
Number of cities and towns	23
Achieved density 2000- 2005 in UGAs	Not Available

Highlights

The 2007 Pierce County buildable lands report is a milestone project in an on-going monitoring and evaluation program. The development data collected and reviewed in this report represents a changing urban environment in Pierce County and its cities and towns since the adoption of GMA comprehensive plans. The adopted 2022 population allocations and assumptions applied in the housing and employment capacity analyses reflect a redirection of growth through redevelopment and achieving higher density residential projects in cities and towns.

The five-year development activity generally indicates that urban density housing is being constructed within the urban growth area. As to densities in the designated rural areas, the subdivision characteristics are not representative of accepted rural densities; this is likely due to development activities of pre-GMA development applications.

The collective results of the analyses demonstrate that the adopted urban growth area encompasses more area than necessary to accommodate the 2022 urban population allocation and 2022 employment target for the County and its cities and towns. While the individual residential analyses indicated a few jurisdictions fall short of accommodating their allocated growth, the excess capacity in many other jurisdictions more than compensates for the individual deficits.

While not integrated in the Report, in their formal acceptance of the Report, the Pierce County Council did acknowledge the new 2007 OFM population projection series that was distributed to jurisdictions at the beginning of November 2007. A recalculation of the housing needs assumption in the report based on the new OFM projections would significantly decrease the difference between housing needs and residential capacity; however, the resulting excess capacity would still be in excess of 25 percent.

Reasonable Measures

In April 2004, Pierce County released a report entitled *"Pierce County Buildable Lands Program Consistency Evaluation."* The report, prepared by EcoNorthwest, concludes that 13 jurisdictions were identified which **may** be required to adopt "reasonable measures" to rectify inconsistencies between observed densities and density assumptions incorporated in the September 2002 Pierce County Buildable Lands Report. The study also identified a menu of measures that would be reasonably likely to encourage densification and classified the effectiveness of various strategies by the size of the jurisdiction.

In an effort to assist planners in cities and towns identified as needing to adopt reasonable measures, Pierce County, using CTED grant funds, contracted with EcoNorthwest and AHBL to provide technical assistance in implementing reasonable measures. This effort involved various meetings with local planning staff and public presentations before elected officials and planning commissions. As a means to defuse local resistance to higher density development, the focus of the strategy and presentations revolved around the context of *A Community for a Lifetime*. These efforts were received with a positive reception and resulted in some jurisdictions proposing increased density.

Thurston County 2007 Buildable Lands Report Profile

Land area - square miles	737
Total UGA (cities and unincorporated) - square miles	98
2005 Population	224,100
Percentage Population change from 2000 to 2005	8.08 %
Number of cities and towns	7
Achieved density 2000- 2005 in UGAs	6.6 DU/net acre single family DUs 15.1 DU/acre multifamily

Thurston County is one of the fastest growing areas in the state. Thirty-five years ago, approximately 75,000 people were living in Thurston County. By 2005, the number had risen to 224,100. This is a gain of almost 150,000 people. We're expecting another 150,000 people within the next 25 years. The growth rate is high because of the stable economy, high quality of life, and lower cost of living compared to the Central Puget Sound Region.

We expect 63,000 new jobs to be created in Thurston County by the year 2030, and these jobs will attract new workers and their families. One-third of the jobs and 40 percent of the homes that will exist in 2030 will be created between now and then.

The Buildable Lands program helps answer two key growth-related questions. The first is whether residential development in the urban growth areas is occurring at the densities envisioned in local comprehensive plans. The second is whether or not there is an adequate land supply in the urban growth areas for anticipated future growth in population and employment.

Densities

Residential densities have increased significantly in Thurston County urban areas since the GMA was passed, from an average of 4.1 homes per acre (1990-1994), to 6.6 homes per acre (2000-2004). This means we're using land more efficiently. Not only is less land consumed for the same number of homes, but less public infrastructure is needed to support compact development — less new roads and fewer miles of water and sewer pipe. This leaves more land for parks, open space, and rural development.

Land Supply

As a result of the increase in urban densities, Thurston County has been able to keep our growth areas approximately the same size as when they were first defined in the early 1990s. There is sufficient room to accommodate 20 more years of population and employment growth.

As densities have increased, and there is sufficient land supply to accommodate growth, there has not been a need for reasonable measures in Thurston County.

Snohomish County 2007 Buildable Lands Report Profile

Land area - square miles	2,089
Total UGA (cities and unincorporated) - square miles	188
2005 Population	655,800
Percentage Population change from 2000 to 2005	8.21%
Number of cities and towns	20
Achieved density 2000- 2005 in UGAs	7.2 DU/net acre for SF plats; 20.6 DU/net acre for MF development

Snohomish County has experienced rapid population growth in recent decades. Snohomish County's location at the northern end of the growing Seattle metropolitan area has resulted in significant population and employment growth. Continued population and employment growth is anticipated for Snohomish County during the GMA plan horizon to 2025. Countywide population is projected to increase to 938,434 by 2025, an increase of nearly 40 percent from the 2006 population estimate of 671,800. Countywide employment is projected to increase to 358,355 by 2025, an increase of 45 percent from the 2006 employment estimate of 247,300.

At the countywide UGA level, the 2007 Buildable Lands Report concluded that there is adequate land capacity to accommodate the adopted 2025 UGA population and employment growth targets. Estimated additional population capacity at the countywide UGA level of 236,474 is sufficient for accommodating the anticipated 2006-2025 total UGA population growth of 206,774. Capacity for new single family homes accounts for about two-thirds (65 percent) of the additional population capacity within the UGA overall; capacity for new multi-family structures within the UGA accounts for the remainder (35%). Estimated additional employment capacity at the countywide UGA level of 138,289 is adequate for accommodating the anticipated 2006-2025 total UGA employment growth of 106,107.

The report also concluded that within the County's UGA overall, urban densities are being achieved consistent with GMA comprehensive plans. From 2000 through 2005, single family densities observed in recorded plats within urban areas of the County (including cities) averaged 7.2 units per net acre. This is up from the 6.8 units per net acre observed on average for single family plats during the previous five-year buildable lands reporting period (1995 through 2000). From 2000 through 2005, observed densities in multi-family developments within urban areas of the County (including cities) averaged 20.6 units per net acre. This is up from the 18.7 units per net acre observed on average for multi-family development during the previous five-year buildable lands reporting period (1995 through 2000).

Reasonable Measures

The 2007 Buildable Lands Report shows that at the individual UGA level, there is a shortfall of population capacity relative to the adopted 2025 population target for the Monroe UGA. There is also a shortfall of employment capacity relative to the adopted 2025 employment target for the Lake Stevens UGA. Within the Southwest County UGA, which has enough overall capacity to accommodate projected 2025 growth, there is a shortfall of population capacity relative to the adopted 2025 population target for the cities of Bothell, Brier and Lynnwood. These results indicate that an evaluation and implementation of measures that are reasonably likely to increase consistency during the next five-year buildable lands reporting period needs to occur by the county and the affected cities.

Appendix B: Buildable Lands Program Links

CTED's Growth Management Services link to the Buildable Lands Program

http://www.cted.wa.gov/portal/alias__CTED/lang__en/tabID__419/DesktopDefault.aspx

Individual County Evaluation Report

Clark County 2002:
http://www.clark.wa.gov/longrangeplan/review/documents/BuildableLands.pdf

Clark County 2007:
http://www.clark.wa.gov/longrangeplan/review/documents/BUILDABLE%20LANDS%20REPORT%202007%20Amended.pdf

King County 2002:
http://www.metrokc.gov/budget/buildland/bldlnd02.htm

King County 2007:
http://www.metrokc.gov/budget/buildland/bldlnd07.htm

Kitsap County 2002:
http://www.kitsapgov.com/dcd/community_plan/blp/final_bla.pdf

Kitsap County 2007:
http://www.kitsapgov.com/dcd/community_plan/blp/bla.htm

Pierce 2002, 2007 and associated appendices:
http://www.co.pierce.wa.us/pc/services/home/property/pals/landuse/buildablelands.htm

Snohomish County 2002:
http://www.co.snohomish.wa.us/pdsapp/1000-SCT/Buildable Lands/Index.asp

Snohomish County 2007:
http://www1.co.snohomish.wa.us/Departments/PDS/Divisions/LR_Planning/Information/Demographics/Buildable_Lands

Thurston County 2002 hard copy, Thurston Regional Planning Council (360)-956-7575

Thurston County 2007:
http://www.trpc.org/programs/planning/growth+management/bldablelandsthurstoncounty.htm

Appendix C: Buildable Lands County TAC Contacts

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