

City of Kalama

Incorporated 1890



**Planning Commission
Staff Report and Recommendation
Revisions to the City's Urban Growth Boundary (UGB)
Meeting Date: June 11, 2015**

Planning Commission Action Required: Yes

Possible Actions:

1. Recommend City Council to **approve** one of the three options (exhibits A, B, and C) as presented to revise the City's UGB.
2. Recommend City Council to **approve** one of the three options with modifications to revise the City's UGB.
3. Recommend City Council to maintain the current UGB boundary until the next update review period in 2018.
4. **Continue** decision to a future date to for staff to present additional or revised options for Planning Commission's consideration. The next available meeting date is July 9, 2015, 6:00 p.m.

Staff Recommendation: Action 1, recommending City Council to approve Option B as presented.

Overview

On August 15, 2012 the City Council adopted Resolution No. 581: a resolution of the City Council of the City of Kalama adopting and establishing an urban growth boundary and policies for the extension of services within those boundaries. The UGB was established in order to accomplish a variety of goals that manage urban sprawl, limit the cost of providing and maintaining urban services, and establish a plan for efficient rate of urban growth in locations that are suitable for development. The Kalama City Council opted to establish and maintain the urban growth boundary, even though the City is not subject to State Growth Management Act regulations (RCW 36.70A), requiring cities to establish UGBs. The UGB will also establish the Planning Area for the 2015 Comprehensive Plan Update.

The City's Urban Growth Area Policy does not include specific criteria to be used during the 3-year revision process. At their April meeting, Planning Commission directed staff to consider existing zoning, vacancy rates/infill opportunities, population projections, anticipated land use needs, and buildable land inventory/environmental constraints.

Findings

1. Existing Zoning & Vacancy

When considering an expansion of an Urban Growth Area, it is worthwhile to first explore the current capacity for new development. According to Cowlitz County Assessor data, nearly 47 percent of land within the existing city limits is considered vacant. A map of vacant parcels is attached as Exhibit F. When examining specific zoning districts, the capacity for certain land uses within Kalama are limited. For instance, industrial-zoned land is entirely built-out within the city limits. Multi-family residential housing is also limited to only a few locations within the city. In contrast, there is abundant capacity for development in the single-family residential zone, and in the new mixed use zone, which allows for a variety of land uses (including certain industrial uses).

Zone	Abbreviation	Acres	% of City	% Vacant*	Acres Vacant
Central Business District	C-1	22.11	1%	2.89%	0.64
Highway Commercial	C-2	76.28	4%	58.98%	44.995
Industrial	I-1	116.35	6%	0.00%	0
Mixed Use Zoning District	MUD	221.24	11%	92.50%	204.75
Single-Family Residential	R-1	1283.60	62%	43.62%	559.96
Two-Family Residential	R-2	164.47	8%	25.64%	42.18
Multi-Family Residential	R-3	90.44	4%	35.02%	31.67
Recreational	REC	94.72	5%	90.76%	85.97
Total		2069.21	100%	46.89%	970.165

*Note: Vacant parcel information provided by the Cowlitz County Assessor's office is the best data readily available to gauge underutilized land. This data incorporates land not being used, which may include raw land, or developed parcels with unused structures/buildings. Raw land being used for resource extraction is not considered vacant.

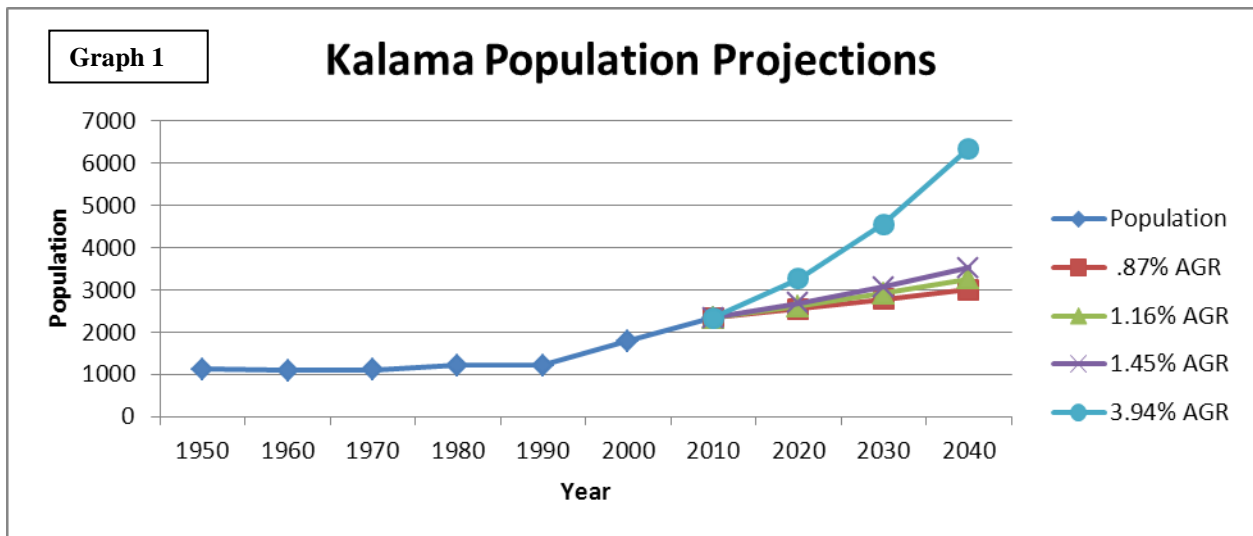
2. Population Projections

Examining Kalama's projected population over the next 20 years provides some additional insight into future expansion needs. Planning staff used bivariate curve fitting models to develop four different population projections based on Kalama's historic growth trends. Straight line models assume a constant change (per amount) in future population counts, based on the average change in historic population counts. Geometric models assume a constant change (per rate) in future population counts, based on the average of historic growth rates. Staff developed growth rates A-D listed in the table below. Growth rates E-G were developed by other reputable sources, and are worth using for comparison purposes.

	Annual Growth Rate (AGR)	Methodology/Source
A	.87% →	Straight Line Projection using 1950-2010 data
B	1.45% →	Geometric Projection using 1950-2010 data
C	1.16% →	Average of projections A and B
D	3.94% →	Straight Line Projection using 1990-2010 data
E	.91% →	Kalama OFM Population Estimates 2010-2015
F	.46% →	Cowlitz OFM Intermediate Projection 2010-2035
G	2.3% →	Woodland Projection for 2016 Comp Plan Update

After thorough analysis, staff believes the most likely annual growth rates over the next 20 years will be between .87 percent and 1.45 percent. The intermediate projection anticipates a 1.16 percent annual growth rate, and a 2035 population at 3,086. It is also worth noting that if Kalama’s AGR between 1990 and 2010 (3.94 percent) were to continue through 2035, the population would grow to 5,452 by 2035. Staff believes this high growth rate is not likely to continue based on 2010-2014 population estimates developed by the Washington Office of Financial Management. In the past four years, growth rates have decreased to .91% annually.

Kalama Population (1950-2010) and Projections (2020-2040)					
Year	Population	.87% AGR	1.16% AGR	1.45% AGR	3.94% AGR
1950	1121				
1960	1088				
1970	1106				
1980	1,216				
1990	1,210				
2000	1,783				
2010	2,344	2,344	2,344	2,344	2,344
2020		2,548	2,616	2,684	3,268
2030		2,770	2,919	3,073	4,555
2035		2,890	3,086	3,296	5,452



3. Buildable Land Inventory/Environmental Constraints

In developing recommendations for UGB expansion, staff examined the location of certain critical areas, which can be unsuitable for building. Specifically, staff examined the locations of geologically hazardous areas, wetlands, and the 100-year flood plain. Sites affected by critical areas may become suitable for development through proper mitigation measures, required through various permitting processes. Therefore, critical areas should not necessarily preclude sites from being included into the UGB, but should rather be considered as one of many factors. This critical areas map is attached as Exhibit G.

Analysis

Based on the above findings, planning staff believes there is sufficient capacity for most land uses within the city limits to accommodate anticipated growth over the next 20 years (2035); however, there is a current shortage of land zoned for industrial uses. Furthermore, over the next 20 years, more land may be needed for commercial and multi-family uses. The anticipated influx of construction jobs for the methanol plant project over the next several years will impact demand for rental units in the community. The shortage of land dedicated to these land uses may be resolved through rezoning areas already within the city. The other option is to acquire more land through annexation.

Planning staff believes that the existing UGB may be slightly modified to incorporate more land suitable for industrial, commercial, and multi-family uses. Too much of an expansion could perpetuate sprawl, leap-frog development, and place an unsustainable financial burden on the City to construct and maintain infrastructure.

Conclusion

Three recommendations for UGB revisions have been developed based on input from Planning Commission: Option A, a minor expansion; Option B, a moderate expansion; and Option C; a major expansion. The Planning Commission directed staff to consider existing zoning, vacancy

rates/infill opportunities, population projections, anticipated land use needs, and buildable land inventory/environmental constraints.

While there is plenty of vacant land inside the UGB currently, much of this space is not appropriate for higher intensity industrial or commercial uses. The limited availability of land for these uses warrants the need for UGB adjustments to include more areas conducive for such forms of development. For this reason, staff recommends that the Planning Commission select Option B as your recommendation to City Council.

List of Exhibits

- A) Option A—Minor UGB expansion
- B) Option B—Moderate UGB expansion
- C) Option C—Major UGB expansion
- D) Cumulative UGB Options Map
- E) Urban Growth Policy
- F) Vacant Parcels Map
- G) Critical Areas Map