

TO: JAMES L. APP, CITY MANAGER
FROM: BOB LATA, COMMUNITY DEVELOPMENT DIRECTOR *Bob*
SUBJECT: PARAMETERS AND ASSUMPTIONS,
CIRCULATION ELEMENT OF GENERAL PLAN
DATE: MARCH 7, 2000

Needs: For the City Council to review and comment on a list of parameters / assumptions to be used in traffic modeling for the update of the Circulation Element of the General Plan.

- Facts:
1. The consultant who was hired to assist the City in up-dating the Circulation Element of the General Plan will be preparing a computerized traffic model.
 2. The traffic model needs to be based on certain assumptions as to the rate of growth, and how much growth will probably occur at certain points in time (e.g. at the years 2005, 2010, and 2020).
 3. Subject to some further refinements, attached is a set of parameters / assumptions proposed for use in preparing the traffic model.
 4. At their meeting of February 22, 2000, the Planning Commission reviewed these parameters / assumptions.
 5. The Planning Commission expressed their support for use of the following assumptions:
 - (a) Use an average of 230 dwelling units per year as a basis for projecting future residential growth through the build-out of the General Plan (projected for the year 2020);
 - (b) Project development in the year 2005 based on the City's best estimate of what projects will be developed by that point in time. This projection is based on the projects that appear to be most actively pursued rather than the oldest recorded tracts;

- (c) Assume that commercial and industrial development will occur in proportion to population growth. Specifically, the increase in population from 23,000 to 35,000 is 52 percent. The assumption is that the amount of commercial and industrial growth will also increase by about 52 percent;
 - (d) Use the pattern of commercial and industrial development activity of the last nine years as the basis for projecting "the mix" of commercial and industrial development in the next 20 years.
6. Because of the importance of having agreement on the basic assumptions for the traffic model, this matter is being scheduled for City Council review, comment and conformation. Once the City Council has refined / confirmed the list of parameters / assumptions, these will be forwarded to Omni-Means, the consultants who are preparing the update to the Circulation Element.

Analysis
and

Conclusion:

Construction of the traffic model for the up-date of the Circulation Element is based on certain parameters / assumptions regarding the rate and direction of growth.

It is important that there be a full understanding of and agreement with these parameters / assumptions before the consultant prepares the traffic model.

Attached is the outline of proposed parameters / assumptions, along with background information that was reviewed by the Planning Commission.

Policy

Reference:

General Plan, Land Use and Circulation Elements

Fiscal

Impact:

None; Part 1 of the Circulation Element up-date has been budgeted.

Options:

- a. That the City Council review and comment on these parameters / assumptions, confirming the Planning Commission's determinations as to the appropriate assumptions, providing staff and the consultants with recommendations for refinements and/or a confirmation of the Commission's agreement with the use of these parameters / assumptions for preparation of the traffic model.
- b. Amend, modify or reject the foregoing option.

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Parameters for Traffic Modeling
Circulation Element Up-Date
February 2000

- The City's current General Plan is based on the ability of the City to accommodate a population of 35,000 residents.
- The General Plan assumes that commercial and industrial development will occur parallel to residential development. Formula relationships are not provided.
- The City's ability to accommodate 35,000 is based on implementation of the traffic mitigation measures identified in the Environmental Impact Report (EIR) that was certified along with the 1991 General Plan.
- The 1991 EIR for the General Plan included a projection of when the various mitigation measures would need to be implemented.
- The year in which the City "builds out" to a population of 35,000 is a function of the residential real estate market.
- When the 1991 General Plan was prepared, it was anticipated that population growth might occur at the same rate as during the 1980s (on average, 327 dwelling units per year).
- Based on approximately 304 dwelling units per year, the 1991 General Plan could accommodate a population of 35,000 as early as the year 2010.
- Actual residential growth during the 1990s was substantially less than the General Plan could accommodate. During the period 1990-1999 the average number of residential dwelling unit building permits issued per year was 148 (including the 100 unit Creston Manor Retirement Complex).
- The year in which the 1991 General Plan land use "build out" will depend upon a projection of the number of dwelling units per year. For example:
 - at 184 d.u. per year, build out would occur in 2025
 - at 230 d.u. per year, build out would occur in 2020
 - at 307 d.u. per year, build out would occur in 2015
- Anticipating that the next twenty years will see variations in the rate of economic growth, and considering that the number of dwelling units per year over the last 10 years has varied from 64 to 269 dwelling units per year, a projection of 230 d.u. per year would seem optimistic but perhaps reasonable if one presumes that the long-term economy for the Paso Robles area will remain relatively positive.

- For the purpose of modeling, it is suggested that the City assume an average of 230 dwelling units per year, resulting in “build out” of the current General Plan in 2020. The actual rate of growth may be more or less than this projection. In light of variations in economic growth, it would seem likely that over a 20-year period the rate of residential development will not be consistently high. Hence, the actual rate of growth may be slower and could result in a later build-out, perhaps by the year 2025.
- Basing projections on a relatively optimistic / higher figure will help insure that needed road improvements will be in place when they are needed. (Utilizing a more conservative figure, say 184 d.u. per year, has the danger of the City not planning adequate infrastructure in case the actual growth is higher than the working assumption.)
- As illustrated by the attached chart (“Projection Based on When Projects Were Approved”), as of February 2000:
 - There were 739 recorded vacant lots (single family; mobile homes)
 - There were 1001 lots in subdivisions under tentative tract maps
 - There were 34 lots in tentatively approved parcel maps.
 - An additional 97 dwelling units were in approved multi-family projects.
 - A total of 1,871 dwelling units were entitled for development. At the rate of 230 d.u. per year, this amount could be absorbed in about 8 years.
- For the purposes of modeling anticipated development for the years 2005, 2010, and build-out (2020-2025), alternative approaches include the following:
 - (a) The City can project growth based on when projects were approved (e.g. assume recorded vacant lots will develop first, followed by older tentative tracts, etc.); or
 - (b) The City can project growth based on perceived levels of activity (giving priority to projects that appear to be moving forward).

There is no subjectivity in making a projection based on when projects were approved. In contrast, there is considerable judgement /subjectivity in projecting growth patterns based on a perception of which projects may be more actively moving forward.

- For the purposes of comparing impacts on the traffic model, projections have been made using both of these methodologies.
- As illustrated by the attached chart (“Projection Based on When Projects Were Approved”), the following patterns emerge:
 - Based on the growth rate of 230 d.u. per year, that will take about 3.2 years to absorb the 739 recorded vacant lots.
 - At the rate of 230 d.u. per year, about 411 more lots could be developed from the list of Tentatively approved tracts by the year 2005. That would absorb all tentative tract maps up to and including a portion of Tract 2006 (Elred).
 - In three more years (by 2008), the balance of all other already entitled dwelling units (tentative tract maps, parcel maps, and multi-family projects) could be absorbed (a total of 689 d.u.).
 - Hence, about 460 more dwelling units (beyond what has currently been approved) could still be absorbed by the year 2010.
 - The balance of the dwelling units anticipated under the current General Plan are presumed to be constructed by 2020-2025.
- If one attempts to project growth based on what projects are being actively pursued, the difference will be the growth patterns reached by 2005. (There would be no change in the 2010 projection, since all currently approved lots / dwelling units would have been absorbed by 2008.)
- Attached is a draft projection of the 1150 dwelling units that would be absorbed within five years (230 d.u. per year) as of 2005. As noted above, the “guesstimates” as to how many lots in which tracts will develop by 2005 are subjective, but in the short terms they may have more accuracy than projecting build-out based on when the tracts were recorded.
- The most significant differences between the two projections:
 - Build-out based on date of approval assumes that the following recorded subdivisions will fully develop by year 2005:
 - Quail Run Mobile Home Park
 - Sierra Bonita Senior Housing Development
 - In contrast, the projection based on perceived activity assumes that the above projects will experience phased development and will not fully

build out by 2005. Instead, it is presumed that the following projects will proceed (in part or fully) by 2005:

- Nova (multi-family project, developing all in one phase)
 - Arciero single family tracts
 - Erskine single family tract
 - Weyrich single family tracts
-
- The amount and location of commercial and industrial developments appears to be more variable and less predictable than single family residential development. The accuracy of land use information for the commercial and industrial zoned properties is also less precise, since one must calculate square footage (not just numbers of dwelling units).
 - Since the amount of commercial and industrial zoned land is not necessarily the amount of land that the market can support, it would seem more reasonable to base future commercial and industrial growth on actual past experience. (To project build-out of existing commercial and industrial zoning would seem to substantially inflate traffic impacts / loads and the cost of traffic mitigation measures.)
 - A review of actual projects finalized during the period 1991 through 1999 indicates that 1,214,859 square feet of commercial and industrial space was developed during this time period.
 - The 1,214,859 square feet can be divided into the following categories:
 - Retail commercial / lodging 50 percent
 - Commercial Service / Office 8 percent
 - Manufacturing 35 percent
 - Warehousing / Storage 7 percent
 - The total amount of commercial and industrial space that was developed as of 1999 was approximately 5,195,000 square feet.
 - During the period 2000 through 2020-2025, the City's population is projected to increase from 23,000 (est.) to 35,000. This constitutes an approximately 52 percent increase in the resident population.
 - For the purposes of projecting traffic growth and development, it is proposed that we increase the 1999 inventory of commercial and industrial space by the same 52 percent.

- It is also proposed that we assume the same mix / proportion of commercial and industrial land uses that developed in the 1990s (as noted above). The resultant projections of square footage would be:
 - Retail commercial / lodging 1,350,700 square feet
 - Commercial Service / Office 216,112 square feet
 - Manufacturing 945,490 square feet
 - Warehousing / Storage 189,098 square feet

- For the purposes of projecting geographically where the future commercial and industrial development will occur, it will be assumed that future growth (based on actual growth over the past ten years) will be distributed among these areas:

- Commercial:
 - Woodland Plaza I, II, III area
 - Target Shopping Center / Theater Drive Area
 - Williams Plaza / Vons
 - Downtown (1st to 24th Street)
 - Black Oak / 24th Street Area
 - Across from Cuesta College
 - Proposed Ralph's Market site at Creston/Sherwood

- Industrial:
 - Airport industrial
 - a. West of Airport
 - b. East of Airport
 - Commerce Industrial Area
 - Chandler Industrial (currently vacant)
 - Ramada Drive
 - Golden Hill / Union Road Area

- Lodging / Resorts / Commercial Recreation: For the purposes of traffic modeling, they will be grouped within the projection for retail commercial and the following assumptions are proposed:
 - Black Ranch (assume initial phase by 2005, with build-out by 2020)
 - Kiessig Family Trust (assume initial phase by 2005, build-out by 2020)
 - Mundee RV Park (assume initial phase by 2005, build-out by 2010)
 - Paso Robles Mud Bath (assume initial phase by 2005, build-out by 2020)

- Cuesta College, North County Campus, is also a unique development. The current campus is designed to accommodate 8,000 to 10,000 students at build-out, which

has been discussed as 20 to 30 years. The actual rate of growth will be a function of State funding for new buildings and facilities. For the purpose of projecting traffic mitigation needs, it will be assumed that _____.

- The schedule for making road improvements (e.g. road widening, signalization) can be based on:
 - A time schedule that presumes growth at the rate of “x” dwelling units per year, calling for certain improvements in the year 2005, 2010, etc., as was done in the EIR for the 1991 General Plan; or
 - Installation of traffic improvements in proportion to actual growth (e.g. based on quantifiable standards, such as actual traffic counts). Under this approach, the requirement for improvements would be agreed upon “triggers” in terms of traffic counts.
- Since the residential real estate market is relatively volatile and, therefore, difficult to predict with any degree of accuracy, it would seem prudent to base mitigation measures on actual traffic growth. (The methodology used in the EIR for the 1991 General Plan has demonstrated the weakness of making projections based on assumed growth rates - - the actual growth rate was half of what the General Plan EIR projected for the 1990s.)
- The cost of providing roads is in proportion to the rate of growth (i.e.: a faster rate of growth means there are fewer years over which to spread the cost of traffic mitigation measures). There is, however, a safety factor in planning for a relatively higher level of growth in order to insure that facilities are in place when they are needed.

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CITY OF PASO ROBLES RESIDENTIAL ACTIVITY REPORT

February 2000

A. SINGLE FAMILY RECORDED TRACTS

Tract (Phase)	Name/Developer	Total # Lots	Built or U/C	Vacant Lots
1022	Ken Clouston	8	2	6
1159	Pacific Heights/Weddle	26	20	6
1215	Almond Springs	27	21	6
1417	Riverbluff/Bunnell	86	75	11
1425	Fairway Homes/Ellsworth	78	62	16
1457	Meadowlark Estates	89	82	7
1463	Sunset Ridge/John Wilson & Charnley	90	78	12
1499	H.T. Weddle	16	4	12
1619	Golden Hills Estates	59	46	13
1632-7	Meadowlark Farms/Priske-Jones	101	0	101
1754	Eagle Creek/Honeycutt	66	56	10
1771-1	Coker Ellsworth	41	0	41
1832	Oak Knoll/Tom Erskine	73	51	22
1886	The Summit/Ken Clouston	81	66	15
1892	Quail Run Mobile Home Subdivision	137	0	137
1895-1	Oak Knoll Ranch/Willhoit	48	11	37
1951	Ken Massey	11	5	6
1983	Newman & Koval	27	0	27
2137-1	Riverglen/Midland Pacific Building Corp.	35	4	31
2186	Ole Viborg	12	7	5
2214-2	Creston Courtyards/Orradre	18	4	14
2259	Villa Verde/Weyrich Development	23	0	23
2276	Sierra Bonita Homes/Ghormley	71	0	71
2281-1	Shadow Canyon/Chesapeake Construction	27	0	27
2301	Bella Vista Estates/Arciero	12	1	11
2311	Serenade/CGC Enterprises	72	01	72
Total		1,334	596	739

← Projects Assumed To Build Out by 2005

Projection for Year 2005 *33-9*
 Based on When Approved

B. APPROVED SINGLE FAMILY TENTATIVE TRACT MAPS

Tract (Phase)	Name/Developer	Total # Lots	Current Approval Expires	Possible Extension Months
1632 (3C, 3D)	Meadowlark Farms/Priske-Jones	25	1/3/02	60
1632 (5)	Meadowlark Farms/Priske-Jones	70	1/3/02	60
1771 (2-5)	Coker Ellsworth	154	2/16/00	48
1895 (2)	Oak Knoll Ranch/Willhoit	71	6/16/01	24
2005	Dennis Sullivan	8	10/23/99	24
2006	Lanston Eldred	68	8/25/99 *	36
2032	A&J Morgan	10	5/26/00	24
2071	Gene Ernst	10	9/22/99 *	36
2137 (2-3)	Midland Pacific Building Corp.	73	11/10/00	60
2214 (3-4)	Creston Courtyard/Orradre	54	3/19/02	60
2223-2	Bella Vista Estates/Arciero	51	7/15/99 *	60
2254	Tom Erskine	85	1/12/01	60
2281 (2-4)	Shadow Canyon/Chesapeake	123	8/25/00	60
2284	William & Patricia Harris	15	8/25/00	60
2350	Weyrich Development	175	11/23/01	60
2352	Bruce White	9	1/25/02	60
TOTAL		1,001		

* Time extension request pending.

C. PENDING APPLICATIONS FOR SINGLE FAMILY TENTATIVE TRACT MAPS

Tract	Name/Developer	Total # Lots	Filing Date	Completeness Status
2358	Peterson/Hastings	8	9/28/99	Incomplete
2296	Earl Jacobs	11	1/20/00	To Be Determined
2351 *	Lance Eldred	64	11/04/99	Complete
TOTAL		83		

Projects Assumed To Build-Out by 2005

Projects Assumed To Build-Out After 2005

* Will replace Tract 2006 if approved.

D. APPROVED SINGLE FAMILY TENTATIVE PARCEL MAPS

Parcel Map #	Name Of Developer	Total # Of Lots	Current Approval Expires	Possible Extension Months
91-045	Larsen	3	8/25/00	60
91-213	Erskine	4	10/13/00	24
92-002	Ernst	2	5/12/00	24
93-087	Kelly Gearhart	4	4/13/01	60
97-115	Turner & Wilson	2	5/12/01	60
97-177	Bradshaw	2	12/09/00	48
97-226	Ehrke	2	2/10/00	60
97-227	Ehrke	2	2/10/00	60
98-006	Muir	5	5/26/00	60
98-135	Bryant	3	10/24/00	60
98-163	Peterson	3	11/10/00	60
99-185	Lopez	2	9/28/01	60
TOTAL		34		

* Time extension request pending.

E. PENDING APPLICATIONS FOR SINGLE FAMILY TENTATIVE PARCEL MAPS

Parcel Map	Name/Developer	Total # Lots	Filing Date	Completeness Status
99-070	Robert Bronte	4	3/19/99	Incomplete
TOTAL		4		

Projects Assumed To Build-Out After 2005

F. APPROVED MULTI-FAMILY PROJECTS

File #	Name/Developer	Total # Units	Current Approval Expires	
PD 98016	Nova Housing Group	80	8/17/01	
PD 99008	Weyrich Development	12	9/14/01	
PD 99026	Jerry Handley	5	12/14/01	
TOTAL		97		

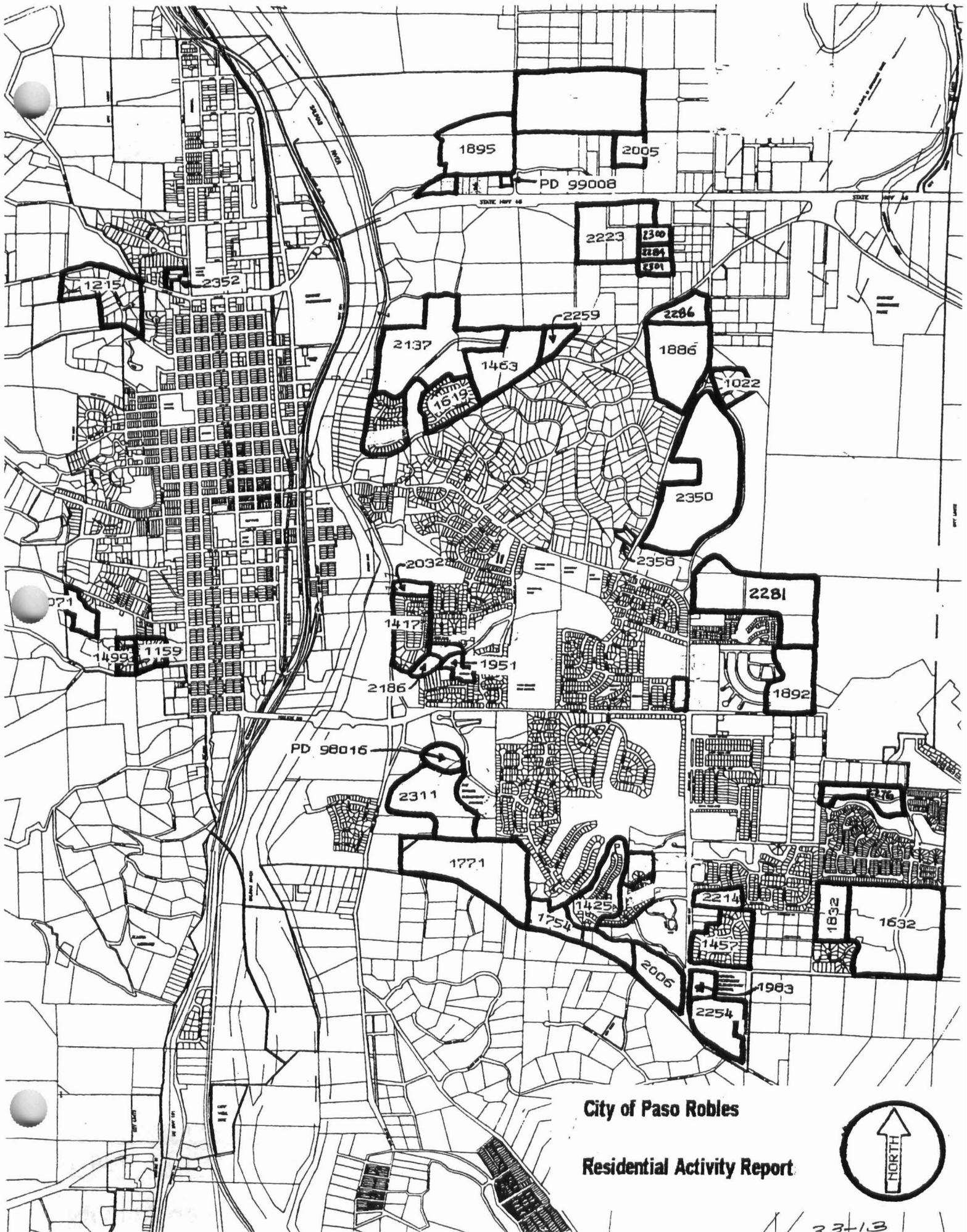
G. PENDING MULTI-FAMILY PROJECTS

File #	Name/Developer	Total # Units	Filing Date	Hearing Date
PD 99019	Bill Ridino	23	7/23/99	
TOTAL		23		

TOTAL NUMBER OF RESIDENTIAL UNITS WITH ENTITLEMENTS* 1,876

* Entitlements includes: all vacant single family lots in recorded tracts, all single family lots in approved tentative maps, all single family lots in approved parcel maps, and all units in approved multi-family projects.

Projects Assumed To Build-Out After 2005



City of Paso Robles
Residential Activity Report



CITY OF PASO ROBLES RESIDENTIAL ACTIVITY REPORT

February 2000

**Projection for Year 2000
Based on Activity Levels**

A. SINGLE FAMILY RECORDED TRACTS

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Projection Based on Activity

Projection for Year 2005 Based on Activity Levels

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Projection for Year 2005 Based on Activity Level

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Projection for Year 2005 Based on Activity Levels

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