



CP16\*0081

**O'Donnell, Mary Beth**

**From:** Anderson, Colete  
**Sent:** Wednesday, April 09, 2014 7:35 AM  
**To:** O'Donnell, Mary Beth  
**Subject:** FW: Additional items for 4/11 County/Cities meeting  
**Attachments:** Issue\_Paper\_4\_Population and Employment\_Allocation.docx; 2014\_0416\_BOCC\_WS\_PV\_and\_Assumptions.pptx

-----Original Message-----

*City Planners*  
**From:** McCall, Marilee  
**Sent:** Tuesday, April 08, 2014 5:35 PM  
**To:** Amanda Smeller-Woodland; Anderson, Colete; Snodgrass, Bryan; Eiken, Chad; Eric Eisemann-Consultant; Jeff Sarvis-La Center; Lee Knottnerus-Ridgefield; Mitch Kneipp-Washougal; James Weldon; Phil Bourquin-Camas; Robert Maul-Camas; Sam Crummett-Battle Ground; Towne, Sandra  
**Cc:** Euler, Gordon; Orjiako, Oliver  
**Subject:** Additional items for 4/11 County/Cities meeting

Here are Issue Paper 4 and BOCC Principles/Values and Assumptions documents for your review prior to Friday's City-County Coordination meeting.

Thank you!

Marilee McCall | Administrative Assistant  
Community Planning | "Planning for Clark County's promising future"  
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[www.clark.wa.gov/planning](http://www.clark.wa.gov/planning)

-----Original Message-----

**From:** Euler, Gordon  
**Sent:** Tuesday, April 08, 2014 11:02 AM  
**To:** McCall, Marilee  
**Cc:** Orjiako, Oliver; Anderson, Colete; O'Donnell, Mary Beth  
**Subject:** Additional items for 4/11 County/Cities meeting

Marilee:

When you can, please send the attached to the city planning directors. This is material for Friday's County/Cities meeting. I think the agenda has already gone out. Thanks!

Gordy

Gordy Euler

## **Clark County Comprehensive Plan 2016 Update**

Planning for growth 2015 – 2035

2016 Population and Employment Allocation – Issue Paper 4

### **Purpose**

This memorandum provides a basic framework and starting point from which the county and its cities may consider population and employment allocation.

### **Background**

In July 2013, Clark County began the process of updating its Comprehensive Growth Management Plan to meet the 2016 periodic update requirement of Chapter 36.70A.140 RCW. Several issue papers have already been prepared to allow the Board to make decisions about the update:

In “Issue Paper 1 - Comprehensive Plan Overview”, Community Planning presented a summary of the county’s Planning Assumptions, the 2013 vacant and buildable lands model (VBLM) inventory, and population and employment projections.

In “Issue Paper 2 – Population and Job Projections”, Community Planning presented background information for a discussion with the cities and the Town of Yacolt on population and job planning assumptions for 2015 through 2035. On January 21, 2014, the Board of Clark County Commissioners adopted the Office of Financial Management (OFM) medium population of 562,207 for the twenty year period ending 2035 (Res. 2014-01-09).

In “Issue Paper 3 – Community Planning presented employment forecasts and suggested a high employment forecast based on input from Washington Employment Security Department (ESD). Issue Paper 3 was revised as Issue Paper 3.1 to include the 2014 VBLM information. On April 22, 2014, the Board adopted the high employment forecast of 91,200 net new jobs for the twenty year period ending 2035 (Res. 2014-04-XX).

This issue paper (Issue Paper 4) will discuss 2016 population and employment allocations.

### **Methodology**

Allocation of population and jobs is a key step in the planning process. There are three methods for allocating that can be used by the Board:

- 1) placing growth where it has historically occurred by urban growth area (UGA);
- 2) allocating growth by UGA based on the proportionate share of total county vacant and buildable lands without concern for capping that growth at current capacity; or
- 3) allocating growth by UGA according to the proportion of the total county identified vacant and buildable lands, but capped by UGA at currently historical shares.

The following are essential to the outcome regardless of which method is used:

- Maintain coordination and consistency with local comprehensive plans;
- Use official state population forecasts from OFM (already adopted);
- Use the employment projections from ESD (already adopted);
- Continue using the inventory of available VBLM inventory information; a practice since 1994;
- Allow for flexibility where necessary;
- Consider impacts of the recent stormwater regulations on infrastructure needs. Identified vacant and buildable residential lands reflect a 27.7% infrastructure deduction;
- Carrying capacity is assumed on vacant or underutilized single family and multifamily lands, at 4-5 units per acre for urban low, and 9-16 units per acre for urban high; and
- The urban/rural growth percentage split remains at 90/10.

### Countywide Population Allocation

Table 1 below shows the current population allocation, and shows where the growth would occur using the OFM medium forecast should the Board use f allocation method number 3 as listed above.

**Table 1: 2015-2035 Population Forecast by UGA.**

UGA	January 1, 2014	Vacant Land	2014 to 2035	2035
	Population	Model Share	Population Growth Allocation	Population Allocation
Battle Ground	20,163	14%	17,543	37,705
Camas	22,049	10%	12,361	34,410
LaCenter	3,163	3%	3,551	6,714
Ridgefield	6,150	11%	14,374	20,523
Vancouver	307,767	46%	57,976	365,743
Washougal	15,502	5%	6,615	22,118
Woodland	88	0%	252	339
Yacolt	1,653	0%	333	1,986
County^	60,112	10%	12,556	72,668
<b>Total</b>	<b>436,647</b>	<b>100%</b>	<b>125,560</b>	<b>562,207</b>

Source: Clark County, Geographic information System

### Employment Allocation

The GMA does not dictate a source that must be considered in planning for future employment. For the 1994, 2004, and 2007 planning efforts, the number of anticipated new jobs in Clark County was developed by the Washington State Employment Securities Department. The forecasts were based on anticipated population growth, workforce participation, unemployment, and percentage of Clark County employees who commute to Oregon for work.

Table 2 below shows the number of net new jobs based on allocation method number 3 as listed above. The Board chose to plan for a total of 91,200 net new jobs. According to the 2014 vacant land model, the county has land capacity for 86,214 net new jobs with an additional 18% growth in public sector jobs raising the total net new jobs to 101,732.

**Table 2: 2015-2035 Employment Forecast by UGA.**

UGA	Net New Jobs	Vacant Land Model Share
Battle Ground	11,635	13.50%
Camas	12,503	14.50%
La Center	1,367	1.59%
Ridgefield	11,895	13.80%
Vancouver	42,774	49.61%
Washougal	5,528	6.41%
Yacolt	513	0.59%
Woodland	0	
Sub-Total	86,214	100.00%
Public Sector Jobs at 18%	15,518	
<b>Total</b>	<b>101,732</b>	

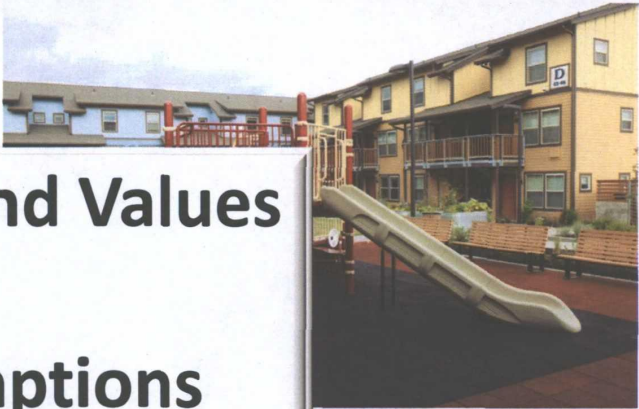
### Conclusion and Recommendation

Much has changed since Clark County first adopted its Comprehensive Plan in 1994. The county's demographic characteristics have continued to change. Community Planning recommends that population and employment lands be allocated to each UGA based on the above proportional allocations.

### NEXT STEPS

With respect to individual UGA allocations; a limited number of alternative land use scenarios should be identified. The scenarios should be used to inform the county's ongoing transportation modeling efforts in coordination with RTC. In addition, as part of the buildable lands analysis process, the number of available commercial and industrial sites should be identified, and if the analysis points to a shortage, UGA allocations should be adjusted accordingly. Finally, the county should attempt to determine the relative impact of these alternative land use scenarios on the county's water resources.

# Clark County 20-Year Comprehensive Management Plan Review 2015-2035



## **BOCC Principles and Values & Planning Assumptions REVIEW**



Oliver Orjiako, Director, Community Planning



BOCC Work Session ~ April 16, 2014

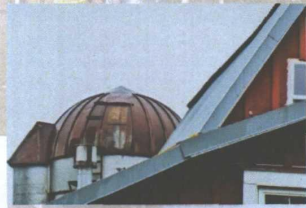
# Agenda

## 1. Comp plan progress to date

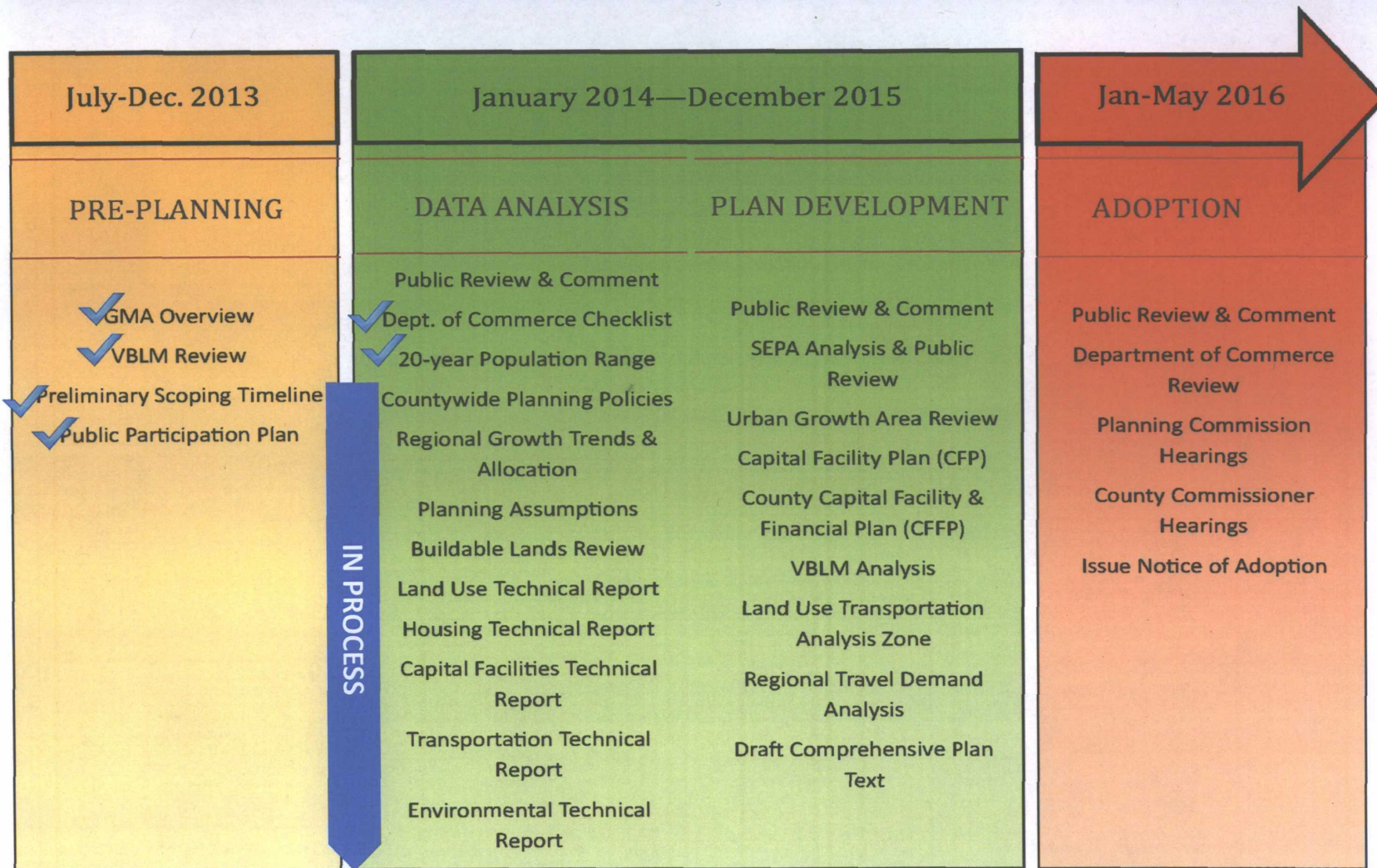
## 2. Purpose of work session

1. Review of 2005 BOCC principles and values
2. Review of planning assumptions

## 3. Next steps



# 2016 Comprehensive Plan progress to date



# 2005 BOCC Principles and Values

Clark County Board of Commissioners  
September 6, 2005 – Comprehensive Plan Work Session

## Values/Principles

- Maintain county tax base (generate revenue necessary to provide services)
- Balance between the cities
- Equalize land allocation and jobs/population ratio so that cities have equitable share of jobs – diverse job base
- Vancouver UGB: minimize residential growth (there will be some residential growth but not dense residential growth, especially where there already exists large-lot, high-value development). Minimize doesn't mean "don't" but lower density (maybe R-10, R-20 or newer larger lot zones) of residential growth.
- Each city must meet its density and housing mix requirements.
- Mapping: Put job lands close to transportation so that capacity is provided to job opportunities
- Need creative opportunities for communities (e.g. form-based zoning, performance zoning)
- New growth needs to blend well with existing neighborhoods (i.e., transition zones, buffering, gradual transitions in development style, type)
- Ground-truth where residential and jobs "make sense" – no more "wetland industrial"
- Resulting tax-base (e.g., jobs, residential that doesn't result in great demand for schools) needs to be equitable for school districts. Tax base equitably distributed between residential and job producing lands.
- Focus Public Investment Areas – "hubs" of job growth that can be serviced effectively (adjust Transportation Improvement Program if necessary)
- Breaks/Green spaces between communities – natural borders
- Minimize the conversion of productive farmland – those lands which have long-term commercial agriculture viability
  - Is it being used today for commercial agriculture?
  - Balance goals e.g. economic development versus agricultural land preservation.
- Identify "real" urban reserve lands (they need to be readily capable of being converted to urban uses in the future – next 10 years). Think about the unexpected.
- Use an integrated view in examining the proposed boundaries and plan map.
- Critical areas:
  - Identify those areas that should "never" be urban (critical areas of county-wide significance).
  - Minimize inclusion of critical areas for cities that do not have critical area ordinances that have met the test of "best available science."
  - All other factors being equal, select the area that has fewest critical areas.
- Maintain a mix of housing options (a variety of housing densities – large, medium and small lots).

## Topics include:

- Employment lands
- Housing
- Community design
- Rural lands
- Environmental
- Tax base
- Other land use
- Mapping implications
- Allocation

Key:

✓ Complete

? Still necessary?



# Employment lands principles & values



1. Equalize land allocation and jobs/population ratio so cities have equitable share of jobs – diverse job base



2. Mapping: Put job lands close to transportation so that capacity is provided to job opportunities



3. Ground-truth where residential and jobs “make sense” – no more “wetland industrial”

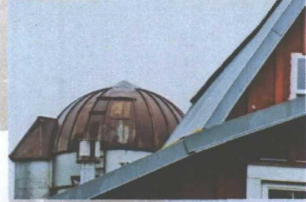
4. Focus Public Investment Areas – “hubs” of job growth that can be serviced effectively (adjust Transportation Improvement Program if necessary)



5. Maximize the potential for the county’s railroad as a job-creating asset

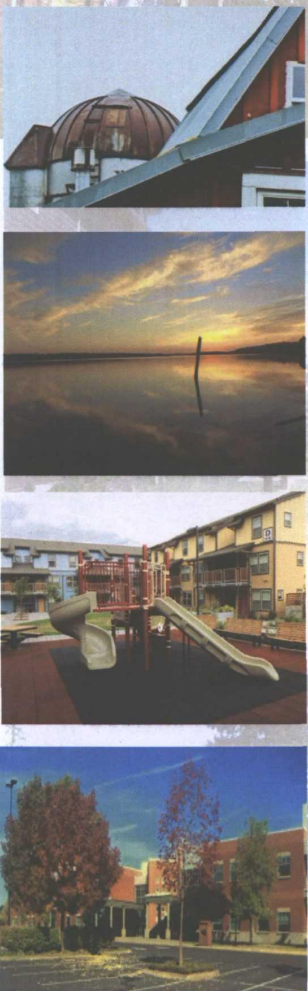
6. Prioritize lands that are most likely to provide “family-wage jobs” as defined in the comprehensive plan policies

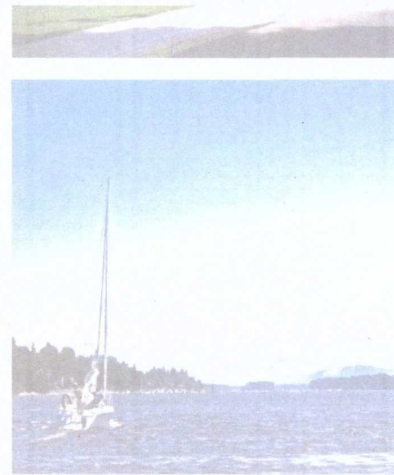
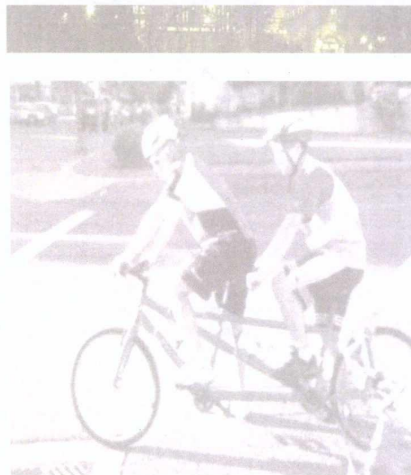
# Housing principles & values



1. Vancouver UGB: minimize residential growth (there will be some residential growth but not dense residential growth, especially where there already exists large-lot, high-value development). Minimize doesn't mean "don't" but lower density of residential growth
2. ✓ Each city must meet its density and housing mix requirements
3. Maintain a mix of housing options (a variety of housing densities – large, medium, and small lots)
4. Identify school sites or areas where schools buildings will be necessary inside the new hubs of residential areas (need sites close to where the children will be). Avoid penalizing property owners in the process.

# Community Design principles & values

- 
- ✓ 1. Need creative opportunities for communities (e.g. form-based zoning, performance zoning)
  - 2. New growth needs to blend well with existing neighborhoods (i.e., transition zones, buffering, gradual transitions in development style, type)



# Rural lands principles & values



1. Minimize the conversion of productive farmland – those lands which have long-term commercial agriculture viability- or- Is it being used today for commercial agriculture?



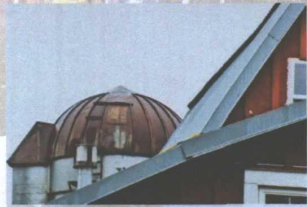
2. Balance goals e.g. economic development versus agricultural land preservation



3. Identify “real” urban reserve lands (they need to be readily capable of being converted to urban uses in the future – next 10 years). Think about the unexpected.



# Environmental principles & values



## ○ Critical areas:

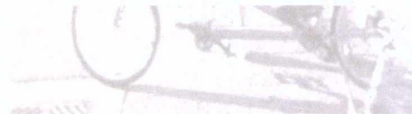
- ✓ 1. Identify those areas that should “never” be urban (critical areas of countywide significance)
- ✓ 2. Minimize inclusion of critical areas for cities that do not have critical area ordinances that have met the test of “best available science”
- ✓ 3. All other factors being equal, select the area that has fewest critical areas



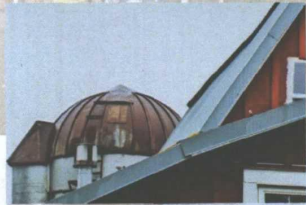
# Other land use principles & values



1. Ensure good geographic distribution of commercial lands
2. Breaks/Green spaces between communities – natural borders
3. Use an integrated view in examining the proposed boundaries and plan map.
4. Build on the work done for the January 2004 plan map proposal (but modest changes are acceptable)



# Tax Base principles & values



1. Maintain county tax base (generate revenue necessary to provide services)
2. Balance between the cities
3. Resulting tax-base (e.g. jobs, residential that doesn't result in great demand for schools) needs to be equitable for school districts. Tax base equitably distributed between residential and job producing lands



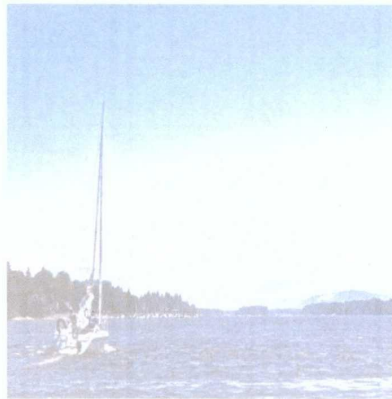
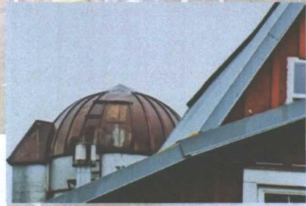
# Mapping implications principles & values

1. La Center needs greater economic diversification opportunities and multi-family land use designations
- ✓ 2. Ridgefield needs greater population to balance employment opportunities - meeting 75:25 housing split may be an issue
- ✓ 3. Vancouver UGB – job producing reserve lands need to be included in the boundary
- ✓ 4. Camas density needs to meet 6 units/acre (but can be exceeded if city desires)
5. Ground “truthing” is extremely important for employment
6. Lands with few if any restraints (“easy”) should be allocated first for employment
7. Employment- reserve overlay for lands served by county railroad corridor

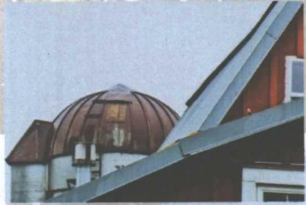


# Allocation principles & values

1. Guided by the values identified (*in the previous topics*)
2. Ground truthing will clarify/define the allocation (versus “assigned”)



# Planning Assumptions



- GMA requires Clark County and cities to monitor growth patterns through the Buildable lands report – RCW 36.70A.215
- Use information from new development as well as consideration of “reasonable measures” to revise and update growth plans
- Planning assumptions for **population** and **employment forecasts** are used to determine number of acres needed to accommodate that growth - based on:
  - Office of Financial Management projections
  - BOCC direction

# Planning Assumptions - Population

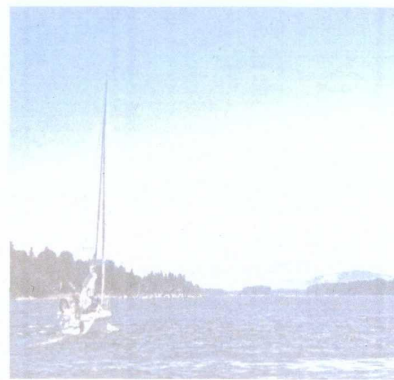
Assumption	1994	2004	2007	2016
<b>OFM Range</b>	356,873 – 416,071	453,280 – 571,061	476,692 – 625,316	<b>459,617-681,135</b>
<b>20-Year Population Projections</b>	416,071	517,741	584,310	<b>562,207</b>
<b>Planned population growth</b>	123,000	147,278	192,635	<b>136,844</b>
<b>Urban/Rural population growth split</b>	81/19	90/10	90/10	90/10
<b>Assumed Annual population growth rate</b>	2.35%	1.69%	2.2% (2004-2010), 2% (2011-2024)	<b>1.12%</b>
<b>Housing type ratio</b>	60% single family, 40% multifamily	75% single family, 25% multifamily	75% single family, 25% multifamily	75% single family, 25% multifamily
<b>Persons per Household</b>	2.33	2.69	2.59	<b>2.66</b>

# Planning Assumptions - Employment

Assumption	1994	2004	2007	2016
<b>New jobs</b>	58,100	84,203	138,312	<b>91,200</b>
<b>Average jobs to population ratio</b>	1:2.11	1:1.75	1:1.39	N/A
<b>Jobs to households</b>	N/A	N/A	N/A	<b>1.10</b>
<b>Infrastructure deduction</b>	~25%	~25%	27.7%	27.7%
<b>VBLM (definition of vacant)</b>	<ul style="list-style-type: none"> <li>• \$10,000 - vacant residential</li> <li>• \$50,000 - Commercial/industrial</li> </ul>	<ul style="list-style-type: none"> <li>• \$13,000 - vacant residential</li> <li>• \$67,500 - Commercial/industrial</li> </ul>	<ul style="list-style-type: none"> <li>• \$13,000 - vacant residential</li> <li>• \$67,500 - Commercial/industrial</li> </ul>	<ul style="list-style-type: none"> <li>• \$13,000 - vacant residential</li> <li>• \$67,500 - Commercial/industrial</li> </ul>
<b>Market Factor</b>	<ul style="list-style-type: none"> <li>• 25%, residential and commercial</li> <li>• 50%, industrial</li> </ul>	<ul style="list-style-type: none"> <li>• 0%, residential</li> <li>• 25%, business park /commercial</li> <li>• 50%, industrial</li> </ul>	<ul style="list-style-type: none"> <li>• 10%, residential</li> <li>• 0% commercial, business park and industrial</li> </ul>	<ul style="list-style-type: none"> <li>• 10%, residential</li> <li>• 0% for commercial, business park and industrial</li> </ul>

# Next steps

1. Coordination with local jurisdictions on allocation for BOCC approval
2. Development of land use alternatives
3. Environmental threshold determination





**Comprehensive Growth  
Management Plan review 2016**

**Thank you.**

**Comments and questions?**

*Photo credit: Austin Groskopf, Age 17*