

O'Donnell, Mary Beth



CP16 #0006

From: Gilbert, Holley
Sent: Thursday, November 07, 2013 12:21 PM
Subject: News Release: County kicks off growth plan update due to state by mid-2016
Attachments: 6771_GrowthPlanUpdate.docx.doc

Follow Up Flag: Follow up
Flag Status: Flagged



NEWS RELEASE

November 7, 2013

Contact: Oliver Orjiako, Community Planning director
(360) 397-2280, ext.4112, oliver.orjiako@clark.wa.gov

County kicks off growth plan update due to state by mid-2016

Vancouver, WA – Clark County Community Planning has started the process of updating the local Comprehensive Growth Management Plan, as required by state law. The new planning period is from 2016 to 2035.

Work so far includes preliminary review of the existing plan in cooperation with local cities and the town of Yacolt. Planning staff also is preparing to request key decisions from the Board of County Commissioners to guide the process to completion by June 30, 2016.

To proceed, county staff needs board approval for:

- A proposed public participation plan.
- A population projection for 2016-2035.
- A proposed scope of work.

“The intent is to ensure the county and its cities have enough land included in urban growth areas to accommodate 20 years of population and employment growth,” said Community Planning Director Oliver Orjiako.

He said growth-plan counties must choose a population forecast from a range issued by the Washington State Office of Financial Management. The most recent 2035 population projections for Clark County are between approximately 460,000 and 681,000.

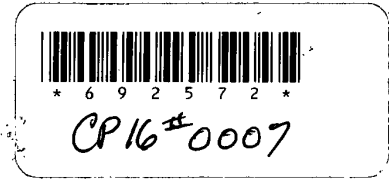
At present, the county is planning for a population of approximately 584,000 by 2024, up from about 430,000 today.

Anyone interested in the update can watch for related news and announcements until the process concludes. Email bulletins are available by request for those who contact commplanning@clark.wa.gov

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O'Donnell, Mary Beth

From: Orjiako, Oliver
Sent: Friday, November 08, 2013 3:27 PM
To: 'George Vartanian'
Cc: O'Donnell, Mary Beth
Subject: Vartanian- comp plan update



Follow Up Flag: Follow up
Flag Status: Completed

Good Afternoon George:

Thanks for your email and inquiry/request. I will ask Mary Beth to add you on our email list if you are not on it already. I can't remember if you came to the July 17, 2013 Board work session kick-off on the 2016 plan update because Issue Paper #1 was distribute at that meeting. You can access the material on our web site at www.commplanning@clark.wa.gov. On the page it may say "White Paper". You will also be able to see the PowerPoint presentation. Please, if you are not able to get it let me know and we will email the documents to you. Our next step is for the Board to pick a countywide population number for the 2016 plan update. No date has been set for that. Thank you and have a great weekend.

Best- Oliver

From: George Vartanian [<mailto:gvalt@comcast.net>]
Sent: Friday, November 08, 2013 3:14 PM
To: Orjiako, Oliver
Subject: 2016 - 2035 comp plan update

Oliver,

I downloaded the draft of a news release dated 11/4/2013. In it I read that e mail information would be sent to those wishing it. I wonder if there is a list being made up if my e mail address gvalt@comcast.net could be added.

Also there was mention of an "Issue Paper #1" being distributed. I wonder if I could get a copy of that e mailed to me.

Finally, in the future rather than take up your time with these kinds of requests, is there someone I should direct them to?

Thank you,
George Vartanian



O'Donnell, Mary Beth

From: Euler, Gordon
Sent: Monday, January 06, 2014 10:33 AM
To: O'Donnell, Mary Beth
Subject: FW: Comments on CWP proposals

Mary Beth:

For the index.

Gordy

From: Snodgrass, Bryan
Sent: Friday, November 08, 2013 4:12 PM
To: Orjiako, Oliver; Euler, Gordon
Cc: Towne, Sandra
Subject: Comments on CWP proposals

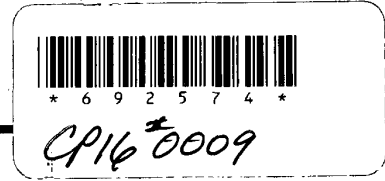
Oliver and Gordy

You had asked for any comments on County staff's proposed changes to Countywide Planning Policies presented at the October 25 Planning Directors Coordination meeting:

- 1) **11.01 to 11.03.** As mentioned at the meeting, we would recommend keeping the existing CWPs on Community Design (11.01, 11.02 and 11.03) as is, to ensure the concept and value of community design is maintained. The replacement language that had been proposed is specific to public health, and should be either incorporated into the existing 11.03 language, or added as a separate policy.
- 2) **1.1.13.** We support maintaining the VUGA average density target of 8 units per acre, but believe it's important that this be measured in both the unincorporated and incorporated portions of the VUGA, given that both have active urban zoning, unlike other UGAs. We'd suggest adding the following sentence at the end of the bulleted paragraph addressing the VUGA: "*Progress towards this goal should be measured in both the incorporated and unincorporated portions of the VUGA*" This already happens in some assessments, but not all.

Thanks. BRS

O'Donnell, Mary Beth



From: Orjiako, Oliver
Sent: Tuesday, November 19, 2013 11:58 AM
To: O'Donnell, Mary Beth
Subject: FW: Comprehensive Plan 2016 - Issue Papers for your Review
Attachments: Issue_Paper_1_GMA_Overview_07-17-2013.pdf; Issue_Paper_2_PopulationJobs_Projections_10-09-2013.pdf; PublicParticipationPlan_10-2013.pdf

Follow Up Flag: Follow up
Flag Status: Flagged

Hello Mary Beth:

Please, include this email to the cities as part of the index for the 2016 plan update. If you have question, please let me know. Thanks.

Oliver

From: McCall, Marilee
Sent: Friday, November 15, 2013 3:34 PM
To: Dale Miller (dmiller@ci.lacenter.wa.us); Eiken, Chad; Mitch Kneipp; Niten, Jeff; Phil Bourquin (pbourquin@cityofcamas.us); phil.messina@ci.ridgefield.wa.us; 'Robert Maul' (robert.maul@cityofbg.org); smellera@ci.woodland.wa.us; Towne, Sandra
Cc: Orjiako, Oliver; Euler, Gordon; Cook, Christine; McCauley, Mark
Subject: Comprehensive Plan 2016 - Issue Papers for your Review

Good afternoon, all~

Here are the issue papers that have been presented to the Board of Commissioners.

Issue Paper 1 was presented to the BOCC on July 17 and the PowerPoint presentation is available on the website at: http://www.clark.wa.gov/planning/comp_plan/index.html

Issue Paper 2 was presented at Board time and staff will be asking for a hearing or worksession to have BOCC select population projections for the 2016 update, approve the public participation plan, and provide direction on planning assumptions.

On County-wide planning policies we will propose one new policy on Livable Communities and adopt the existing county-wide planning policy as-is. Any thoughts?

Staff will be asking BOCC for the OFM medium number for the 2016 plan update. If you have questions on Issue Paper 2, please contact Oliver.

We will let you know if there will be a worksession or public hearing, as well as the date and time, as soon as we receive the calendar from the BOCC office.

Thank you,

Marilee McCall | Administrative Assistant for

Oliver Orjiako | Director

Community Planning | "Planning for Clark County's promising future"

tel: 360.397.2280 ext. 4112 | fax: 360.759.6762

P.O. Box 9810 | Vancouver WA 98666

www.clark.wa.gov/planning

Purpose

This memorandum is to give the Board of Clark County Commissioners (Board) background information on the pending Clark County 20-Year Comprehensive Growth Management Plan update.

In a July 17th work session, Community Planning will present to the Board topics such as why do we plan, history of planning in Clark County, What have we assumed/did we get it right?, GMA requirements, Board's role in planning and the next steps.

Introduction

The 1990 Growth Management Act (GMA) requires the county to "...review, at least every eight years, its designated urban growth area, and the densities permitted within both the incorporated and unincorporated portions of each urban growth area (RCW 36.70A.130(a))." Such revision shall be made "...to accommodate the urban growth projected to occur in the county for the succeeding twenty-year period." Clark County adopted a comprehensive plan in 1994, 2004 and 2007. The next update cycle requires the county to review, revise and update, if necessary, by June 30, 2016.

Background

In 1994, the county adopted the first comprehensive plan, which resulted in a total of 41,229 acres, or 64.42 square miles, of urban growth areas. The plan was remanded by the Western Washington Growth Management Hearings Board for inconsistency between population projections and capital facilities planning. After additional work, the county revised the comprehensive plan in 1997 to comply with the hearings board findings.

By 1999, the second comprehensive plan effort was launched. The state Office of Financial Management (OFM) projected a 20-year Clark County population increase to between 453,280 and 571,061 people. As adopted, the county's 2004 plan assumed an annual growth rate of 1.69 percent, resulting in a projected mid-range population forecast of 517,741. Urban growth areas were expanded by 6,124 acres, or 9.57 square miles. Fourteen appeals challenging the 2004 plan were filed with the hearings board. The appeals focused, in part, on a last-minute reduction in the assumed growth rate, moving it from 1.83 percent to 1.69 percent.

In 2005, a new Board found the growth rate assumed in the 2004 plan was unrealistically low based on historic trends, and agreed to reopen the plan. Relying on county assurances for an increased local process, the city of Battle Ground and development petitioners withdrew their appeals. On Nov. 23, 2005, the hearings board issued its amended Final Decision and Order in the case of *Building Association of Clark County v. Clark County*, WWGMHG No. 04-2-0038c. The decision upheld the 2004 plan.

Earlier, in June 2005, the Board of County Commissioners launched a two-year update process that culminated in adoption of a 2007 Comprehensive Plan amendment. The plan assumed a 2.2 percent growth rate for the first six years and a 2.0 percent growth rate for the remainder of the 20-year plan. Those assumptions resulted in a population forecast of 584,310, and urban growth areas were expanded by 12,023 acres.

The 2007 plan was appealed. The appellants were, in order, Karpinski, Clark County Natural Resources Council, and Futurewise. They were arguing that the county had erroneously moved 4,351 acres from agricultural designation to a non-resource designation, and included those lands within urban growth areas.

As a result of the appeals process, the rezoning of about 1,500 acres was ruled invalid, and those lands were removed from urban growth areas and again designated as agricultural lands. All 1,500 acres had been zoned for employment lands. The 2013 vacant lands inventory shows that there are 6,696 acres of land zoned for employment opportunity. The Washington Supreme Court ruled in March 2013 that the Court of Appeals should not have ruled on the annexation by the Cities of Ridgefield and Camas of lands that had been “designated” by the 2007 plan.

Planning assumptions

Much information goes into making decisions during a comprehensive plan update. GMA requires Clark County and its cities to monitor growth patterns and use information from new development as well as consideration of “reasonable measures” to revise and update their growth plans, if necessary (RCW 36.70A.215). In addition, planning assumptions for growth rate and jobs/acre¹ are used to determine the number of acres to allocate to population and job growth. Planning assumptions are based on OFM numbers and direction from the Board of County Commissioners.

Planning assumptions for the 1994, 2004 and 2007 plan updates are shown in Table 1.

Table 1: Planning Assumptions: 1994, 2004, and 2007

| Assumption | 1994 | 2004 | 2007 |
|---------------------------------------|--|--|--|
| OFM Range | 356,873 – 416,071 | 453,280 – 571,061 | 476,692 – 625,316 |
| 20-Year Population Projections | 416,071 | 517,741 | 584,310 |
| Planned population growth | 123,000 | 147,278 | 192,635 |
| Urban/Rural population growth split | 81/19 | 90/10 | 90/10 |
| Assumed Annual population growth rate | 2.35% | 1.69% | 2.2% (2004-2010), 2% (2011-2024) |
| Housing type ratio | 60% single family, 40% multifamily | 75% single family, 25% multifamily | 75% single family, 25% multifamily |
| Persons per Household | 2.33 | 2.69 | 2.59 |
| New jobs | 58,100 | 84,203 | 138,312 |
| Average jobs to population ratio | 1:2.11 | 1:1.75 | 1:1.39 |
| Market Factor | 25%, residential and commercial; 50%, industrial | 0%, residential; 25%, business park and commercial; 50%, industrial | 10%, residential; 0% for commercial, business park and industrial |

Source: 20-Year Comprehensive Growth Management Plan

2013 Vacant lands inventory

To determine how much land should be added during an update to accommodate projected growth, the county must assess how much buildable land exists compared with projected needs. The Department of GIS recently completed running its annual vacant lands model. The 2013 results indicate urban growth areas contain the following vacant buildable lands:

- 8,037 net residential acres with a capacity of 147,742 residents.
- 3,109 net acres of commercial lands with employment capacity of 62,180, at 20 jobs per acre.
- 3,587 net acres of industrial land with an employment capacity of 32,283, at 9 jobs per acre.
- Employment capacity of vacant lands in all county urban growth areas is 94,463.²

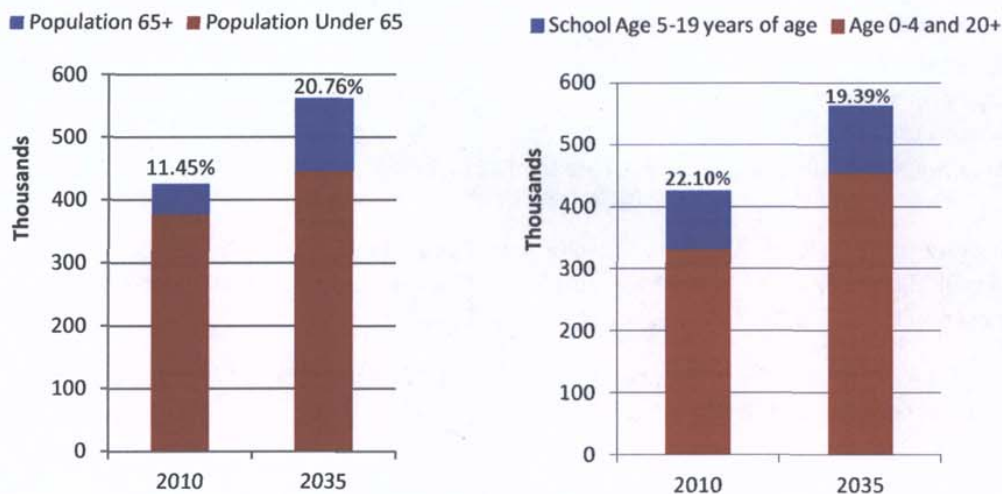
¹ Jobs/acre assumption is not a GMA requirement. GMA does require that we have enough land for jobs.

² Total potential jobs not captured by the vacant lands model increase the capacity for jobs on vacant lands by 16,775 (jobs from redevelopment), and 6,600 public sector jobs, thus increasing the total potential job capacity from 94,458 to 117,833.

Clark County demographic trends

Several changes (figures 1 and 2 below) in demographic trends indicate a need to review and reconsider planning assumptions for annual population growth forecasts and the number of commercial and industrial jobs per acre. A review will better position the county to analyze what the assumptions mean for OFM's new 2035 growth population forecast.

Figure 1. Percent of Population Over Age 65. Figure 2. Percent of Population Aged 5-19



Source: OFM Growth Management population projections for counties: 2010 to 2040

These changes include (Source: OFM Growth Management population projections for counties: 2010 to 2040):

- Population aged 65 and over is increasing: 11.45% of Clark County population in 2010; 20.76% by 2035
- Population ages 5 to 19 is decreasing: 22.10% of Clark County population in 2010; 19.39% by 2035
- Net-migration (population in and out) to Clark County has slowed, from a high of 10,476 in 1997-98; averaging over 7,900 a year between 1995 and 2005; slowing down to an average of about 2,500 a year between 2005 to 2012 (Source: OFM Migration Population, population change, births, deaths, and residual migration 1960 to 2012 by county by year).
- Number of residential building permits has dropped: 5,100 permits issued in 1994; 958 in 2011; 1,523 in 2012) (Source: Clark County Department of GIS)

Clark County population and employment projections

The current Comprehensive Growth Management Plan population projections estimate there will be 584,310 persons in Clark County by 2024. In 2012, OFM revised the 2035 projections using the 2010 U.S. Census as a base year to reflect the 2007 economic recession, and OFM's medium population estimate for Clark County for 2035 is 562,207, just slightly lower than the existing 2024 population projection. Table 2 provides a summary of population projections.

Table 2: Summary of Population Projections for 2024, 2035 and 2040.

| | Clark County GMA Comp Plan (2007) | OFM Medium (2012) | OFM Medium (2012) |
|---|---|-------------------------|-------------------------|
| | 2024 | 2035 | 2040 |
| Base Year | 2004 | 2010 | 2010 |
| Population | 584,310 | 562,207 | 585,137 |
| Household | 225,602 | 217,068 | 225,922 |
| | 2% overall - 2.2% for first six years | 1.12 | 1.06 |
| Population Annual Growth Rate | | | |
| Employment | 230,000 | 168,700 | 175,600 |
| Jobs/Household | 1:1.01 | 1:0.78 | 1:0.78 |
| Employment Annual Average Growth Rate from 2010 | 2.0% | 1.2% | 1.1% |

Source: 20-Year Comprehensive Growth Management Plan, OFM and Washington Employment Security Department

According to an analysis by the Washington Employment Security Department, Regional Economist Scott Bailey, the OFM population growth projections imply that employment will grow to 175,600 in 2035 from the current (as of 2012). For this scenario, he assumed the following:

- Population is based on the OFM intermediate growth projections of 585,137 persons using a 1.1% average annual population growth rate.
- January 2013 unemployment rate in Clark County was 11.4%.
- County labor force will be roughly 266,000 in 2035.
- The 2035 unemployment rate will be 5.5 percent, there will be about 251,370 employed county residents.
- If the current 32% of resident workers travel outside of Clark County, then there will be about 170,932 non-farm jobs in the county.
- If the number of resident workers traveling outside of Clark County shrinks to 22.5%, then there would be approximately 194,912 jobs in the county. The additional jobs depend largely upon land use and transportation policies, and the amount of land that is zoned and serviced for industrial and commercial uses, free of impediments like wetlands.

The 2035 OFM population projections

As stated above, OFM cooperates with local jurisdictions to prepare and periodically update state and county population projections for growth management planning purposes. OFM provides a low, medium and high series of projections based on particular assumptions. The medium series is considered the most likely because it is based on assumptions validated by past and current information.

Given the recent economic downturn, changing demographics and lower than anticipated growth rates, OFM published new, lower growth projections for 2035 for Washington counties. The new 2035 OFM medium population projection for Clark County is contained in Table 3. Community Planning is proposing to use this updated OFM 2035 medium population projection in a Comprehensive Plan update for 2016.

Table 3 allows comparisons of the OFM projections to prepare for scoping of a 2016 Comprehensive Growth Management Plan update. The new 2035 employment and household forecasts are based on the population projection.

Table 3. Clark County Demographics; Base Year and Comparative Forecasts

| | Clark County GMA Comp Plan | OFM Low | OFM Medium | OFM High |
|---|---|------------|---------------|-------------|
| | 2024 | 2035 | 2035 | 2035 |
| Base Year | 2004 | 2010 | 2010 | 2010 |
| Population | 584,310 | 459,617 | 562,207 | 681,135 |
| Households* | 225,602 | 177,458 | 217,068 | 262,986 |
| Average Annual Exponential Growth Rate for Population | 2.2% overall - 2.2% for first six years | 0.31% | 1.12% | 1.88% |
| Employment | 230,000 | 137,900 | 168,700 | 204,400 |
| Jobs/Household | 1:1.01 | 1:0.78 | 1:0.78 | 1:0.78 |
| Employment Annual Average Growth Rate from 2010 | 2.0% | 0.4% | 1.2% | 1.9% |

Source: 20-Year Comprehensive Growth Management Plan, OFM, and Washington Employment Security Department
 Note: *based on assumption of 2.59 people per household

Timeline

A proposed draft timeline for the Comprehensive Growth Management Plan Review is in Table 6 below:

| | |
|--------------|---|
| BOCC Meeting | |
| July 17 | Kickoff: purpose, background, next steps |
| August | Begin coordination with local jurisdictions on focus of the plan update |
| January 2014 | Present scope of work, and begin working on the 2015 Buildable Lands Report |

NEXT STEPS

Community Planning staff will work with local jurisdictions to:

- Review Washington State Department of Commerce expanded checklist for comprehensive plans to help determine actions needed to update the Comprehensive Growth Management Plan by 2016.
- Reorganize the Comprehensive Growth Management Plan document to make it more simple, clear and readable. Review countywide planning policies.
- Develop a scope of work with timelines and a public participation plan.

Clark County Comprehensive Plan 2016 Update

Planning for growth 2016 – 2035

Population and Jobs Projections – Issue Paper 2

October 2013

Purpose

This memorandum provides the Board of Clark County Commissioners (BOCC) the background information for a discussion with local cities and the Town of Yacolt on population and job planning assumptions for 2016 through 2035.

Background

Clark County and its cities are required to periodically review and update their comprehensive plans and development regulations. The Washington State Growth Management Act (GMA) requires that counties and cities complete such a review at least every eight years (RCW 36.70A.130). Clark County adopted comprehensive plans in 1994, 2004, and 2007. The 2007 update covers the time period 2004-2024. At that time, 2014 was the deadline for completing the next update. However, due to the recent economic downturn, the State Legislature adopted a revised schedule extending the deadline for completion of Clark County's next update to June 30, 2016.

In "Issue Paper 1 - Comprehensive Plan Overview", Community Planning presented a summary of the county's Planning Assumptions, the 2013 vacant lands inventory and population and employment projections. This Issue Paper will focus on Population projections for the 2016-2035 planning horizon.

The intent of the 2016 update is to ensure that the county and its cities have enough land included in urban growth areas (UGAs) to accommodate 20 years of population and employment growth through 2035. Not only are the UGAs sized to accommodate a 20-year supply of housing, but also the full range of services that accompany urban development, including medical, public service, institutional, industrial, commercial, service, and retail uses. In addition, this growth must be supported by the necessary infrastructure and public services. In the existing plans, the county and its cities have identified the appropriate levels of service necessary to accommodate the increase in population and jobs. Any improvements needed to maintain these levels of service especially for "hard concurrency" items must be identified and programmed for funding concurrent with any increase in population.

Population Allocation Considerations

Regulations adopted by the Washington State Department of Commerce are intended to guide local governments in making population allocation decisions. Specifically, WAC 365-196-310 identifies a number of factors applicable to allocating projected growth:

1. *Population projections available from the Washington State Office of Financial Management*
2. *Historical growth trends and factors that could alter those trends in the future*
3. *Provision of public facilities*
4. *Land supply limitations*
5. *Economic trends and employment*
6. *Projected need for residential, commercial, and industrial lands*

1. Population Projections

In determining the size of UGAs, counties are required to utilize the official population projections issued by the Washington State Office of Financial Management (OFM). These projections include three distinct ranges; low, medium, and high. The population projections are prepared for a 20- year time period with an incremental update every 5 years. . Given the recent economic downturn, changing demographics, and lower than anticipated growth rates, the Washington State Office of Financial Management (OFM) published new, lower growth projections for 2035. The most recent projections by OFM were released on May 31, 2012. The Clark County population projections for 2035 are:

| | |
|---------------|----------------|
| HIGH | 681,135 |
| MEDIUM | 562,207 |
| LOW | 459,617 |

(Source: <http://ofm.wa.gov/pop/gma/>)

In accordance with RCW 43.62.035, the **medium** range represents OFM’s most likely estimate of a county’s population. The RCW says in part: “the middle range shall represent the office’s estimate of the most likely population projection for the county”. Within each county, population planning targets for cities, towns, and unincorporated areas are worked out among the affected local jurisdictions as part of the regional, city and county planning process. Clark County, its cities and town have adopted the Community Framework Plan (vision for growth) and Countywide Planning Policies (CWPP) to guide the development of the 20 -year plan.

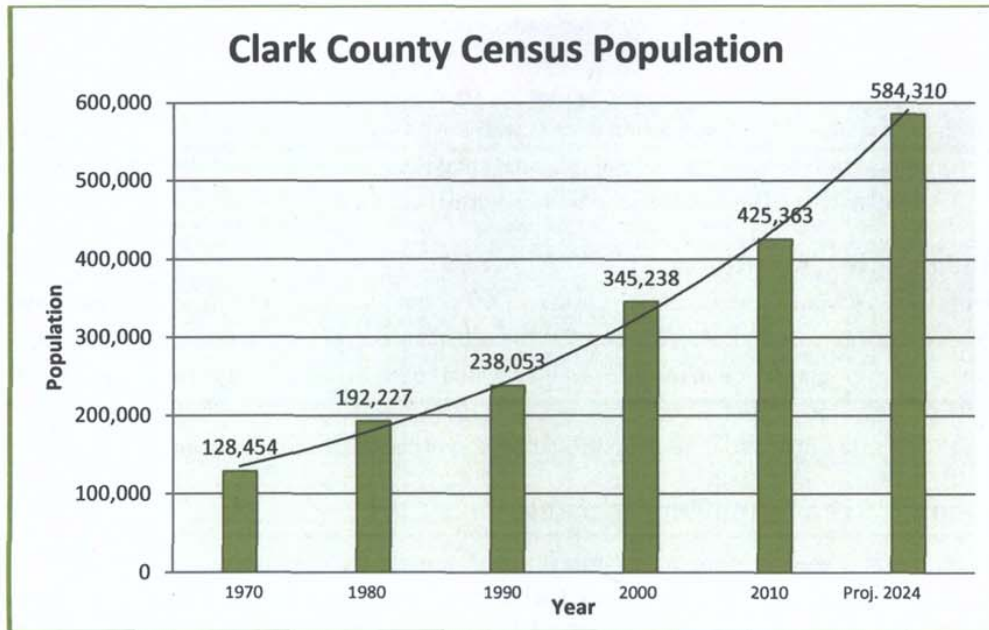
Choosing an appropriate population projection range is extremely important. Selecting a range that is too high or too low can lead to serious challenges. For example, because UGAs are sized in accordance with the adopted population range, choosing a range that underestimates the rate of population growth can lead to UGAs that are too small, a shortage of developable land and artificially inflated housing and land prices. Alternatively, selecting a range that overestimates the rate of population growth can require costly and unnecessary infrastructure upgrades. Because the GMA requires local governments to develop detailed funding plans for urban services, selecting a range that is too high can result in premature or unnecessary and wasteful infrastructure spending.

2. Employment Projections

The GMA does not require local jurisdictions to plan for any particular number of jobs. Identifying lands for jobs, however, is an important consideration in sizing of UGAs. The county has historically used a “jobs to population” ratio that is informed by U.S. census data and state employment information from the Washington Employment Security Department. The 2007 comprehensive plan assumption is 1:1.39 for future growth.

3. Historical Growth Trends

Clark County has historically experienced healthy population increases. We typically rank as the first or second fastest growing county in the Portland/Vancouver metropolitan area. In the last decade alone, the county’s population has increased by 23 percent. The following shows the county’s census population from 1970 through 2010 and the adopted population projection for 2024.



The 20 year Comprehensive Plan (2007-2024) established a population projection of 584,310 by 2024, which was about midway between the OFM medium and high projections.

4. Provision of Public Facilities

As noted earlier a full range of services must accompany urban development. Each jurisdiction and service provider prepares a 20 year *Capital Facility Plan (CFPs)* based on the population forecasted. The facility plans include the necessary improvements projected to be needed and identifies funding sources. Since the adoption of the 2007 plan, Clark County was hard hit during the recession. Revenue forecasts are down and population projections are lower than anticipated. All jurisdictions and service providers have reviewed their CFPs.

The BOCC has had numerous discussions on how best to service the unincorporated Vancouver Urban Growth Area. Acting in the capacity of a city relatively the size of Vancouver, the county provides urban services such as transportation, stormwater treatment, law enforcement, and parks.

- a. **Transportation:** The Board has determined that the preservation of our road system is the first priority. Safety, intersection improvements to satisfy concurrency and jobs; focused improvements are the next priorities.
- b. **Stormwater:** The county will continue to meet its obligations under the NPDES permit issued by the Washington Department of Ecology under the mandates of the Federal Clean Water Act.
- c. **Law enforcement:** Demand for law enforcement services is directly related to the population (number of households) and the amount of developed commercial/industrial acreage for the area. Most of the growth in the county has occurred in the *unincorporated*, largely urban sections of the county. This is not likely to change in the near term. As a result,

the Clark County Sheriff's Office has experienced the greatest increase in demand/need for services.

- d. Parks: The Board has determined that the county should operate and manage a separate park system rather than a joint system with the City of Vancouver. In doing so, the Board is committed to completion of the remaining parks, sports fields and trails identified in creation of the Greater Metropolitan Parks District.

5. Land Supply Limitations

The county uses a Vacant and Buildable Lands Inventory model (VBLM) to verify that the urban growth boundaries include the land necessary to support the urban portion of the 20-year jobs and population projection. A percentage of population growth is allocated to rural areas. The 2007 Comprehensive Plan assumed that 10% of population would occur in the rural areas. The VBLM uses GIS based land analysis and data-driven assumptions to determine the capacity of urban lands to accommodate growth.

6. Economic Trends and Employment

Clark County employment in manufacturing, distribution, and related sectors drives the market for industrial space. Though job gains are expected in the transportation/warehousing and wholesale trade sectors, the Bureau of Labor Statistics has forecast a loss of more than 1.5 million U.S. manufacturing jobs between 2006 and 2016. Some job losses are the natural result of automation as employers substitute capital for labor. Outsourcing of local jobs to other states and/or countries contributes to the loss of jobs, especially in manufacturing. But job losses, coupled with continued turmoil in financial markets, will not bode well for businesses making capital investments.

7. Residential, Industrial, and Commercial Needs

To determine how much land is needed during an update to accommodate projected growth, the county must assess how much buildable land exists compared with projected needs. The Department of GIS recently completed running its annual vacant lands model. The 2013 results indicate urban growth areas contain the following vacant buildable lands:

- 8,037 net residential acres with a capacity of 147,742 residents.
- 3,109 net acres of commercial lands with employment capacity of 62,180, at 20 jobs per acre.
- 3,587 net acres of industrial land with an employment capacity of 32,283, at 9 jobs per acre.

Thus, employment capacity of vacant lands in all county urban growth areas is 94, 463. There are other potential jobs not captured by the vacant land model, such as jobs from redevelopment and public sector jobs. It is important to note that as a result of challenge of the 2007 plan and the appeals process, the rezoning of about 1,600 acres of agricultural land to industrial was ruled invalid. The county removed those lands from urban growth areas and reinstated the lands as agriculture. Of the total, about 1,500 acres had been zoned for employment lands.

Discussion Items

Consider adopting OFM Medium population forecast of 562,207

1. Matches the RTC regional forecasts.
2. In keeping with the current demographic trends, adjust if necessary at the 2016 update.
3. Reduces the burden on public services.
4. Streamlines the approach to comply with an unfunded mandate.
5. Maintains existing urban growth areas.
6. Targets rezones to allow for 22,103 fewer people and more jobs than in the other projections.
7. Prepares the county to be more self-reliant for the next growth curve.

Next Steps

The Board needs to adopt a countywide population and jobs projections. Employment and household projections are based on the population projection. Once the countywide population and jobs projections are determined, the next step is to collaborate with the cities in setting the population and job planning assumptions (allocation) for each jurisdiction for approval by the Board.

Clark County Comprehensive Plan 2016 Update

Planning for growth 2016 – 2035
Population and Jobs Projections – Issue Paper 2
October 2013

Purpose

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Background

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The intent of the 2016 update is to ensure that the county and its cities have enough land included in urban growth areas (UGAs) to accommodate 20 years of population and employment growth through 2035. Not only are the UGAs sized to accommodate a 20-year supply of housing, but also the full range of services that accompany urban development, including medical, public service, institutional, industrial, commercial, service, and retail uses. In addition, this growth must be supported by the necessary infrastructure and public services. In the existing plans, the county and its cities have identified the appropriate levels of service necessary to accommodate the increase in population and jobs. Any improvements needed to maintain these levels of service especially for "hard concurrency" items must be identified and programmed for funding concurrent with any increase in population.

Population Allocation Considerations

Regulations adopted by the Washington State Department of Commerce are intended to guide local governments in making population allocation decisions. Specifically, WAC 365-196-310 identifies a number of factors applicable to allocating projected growth:

1. *Population projections available from the Washington State Office of Financial Management*
2. *Historical growth trends and factors that could alter those trends in the future*
3. *Provision of public facilities*
4. *Land supply limitations*
5. *Economic trends and employment*
6. *Projected need for residential, commercial, and industrial lands*

1. Population Projections

In determining the size of UGAs, counties are required to utilize the official population projections issued by the Washington State Office of Financial Management (OFM). These projections include three distinct ranges; low, medium, and high. The population projections are prepared for a 20- year time period with an incremental update every 5 years. . Given the recent economic downturn, changing demographics, and lower than anticipated growth rates, the Washington State Office of Financial Management (OFM) published new, lower growth projections for 2035. The most recent projections by OFM were released on May 31, 2012. The Clark County population projections for 2035 are:

| | |
|---------------|----------------|
| HIGH | 681,135 |
| MEDIUM | 562,207 |
| LOW | 459,617 |

(Source: <http://ofm.wa.gov/pop/gma/>)

In accordance with RCW 43.62.035, the **medium** range represents OFM’s most likely estimate of a county’s population. The RCW says in part: “the middle range shall represent the office’s estimate of the most likely population projection for the county”. Within each county, population planning targets for cities, towns, and unincorporated areas are worked out among the affected local jurisdictions as part of the regional, city and county planning process. Clark County, its cities and town have adopted the Community Framework Plan (vision for growth) and Countywide Planning Policies (CWPP) to guide the development of the 20 -year plan.

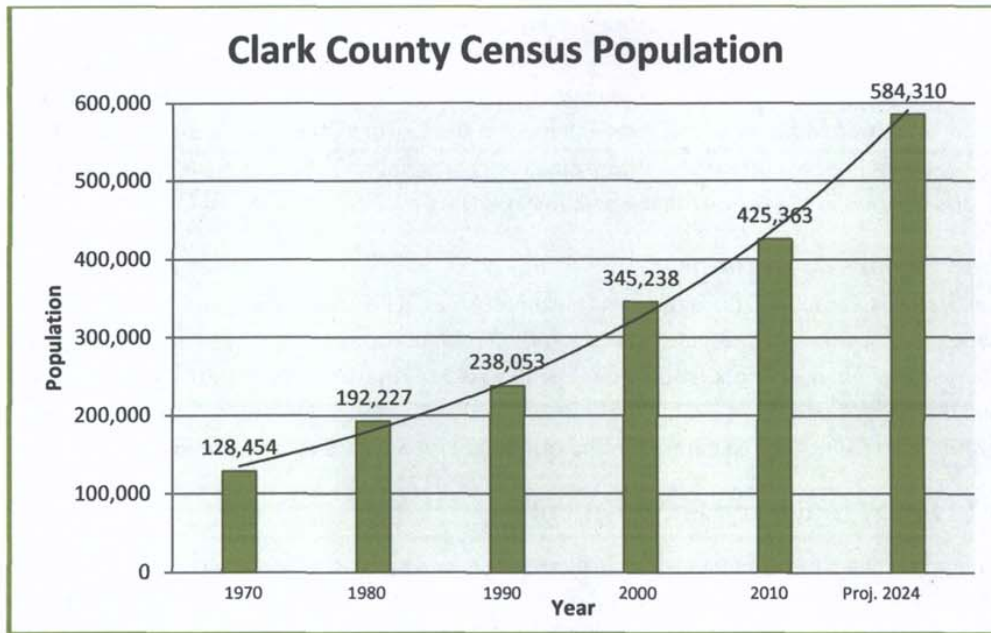
Choosing an appropriate population projection range is extremely important. Selecting a range that is too high or too low can lead to serious challenges. For example, because UGAs are sized in accordance with the adopted population range, choosing a range that underestimates the rate of population growth can lead to UGAs that are too small, a shortage of developable land and artificially inflated housing and land prices. Alternatively, selecting a range that overestimates the rate of population growth can require costly and unnecessary infrastructure upgrades. Because the GMA requires local governments to develop detailed funding plans for urban services, selecting a range that is too high can result in premature or unnecessary and wasteful infrastructure spending.

2. Employment Projections

The GMA does not require local jurisdictions to plan for any particular number of jobs. Identifying lands for jobs, however, is an important consideration in sizing of UGAs. The county has historically used a “jobs to population” ratio that is informed by U.S. census data and state employment information from the Washington Employment Security Department. The 2007 comprehensive plan assumption is 1:1.39 for future growth.

3. Historical Growth Trends

Clark County has historically experienced healthy population increases. We typically rank as the first or second fastest growing county in the Portland/Vancouver metropolitan area. In the last decade alone, the county’s population has increased by 23 percent. The following shows the county’s census population from 1970 through 2010 and the adopted population projection for 2024.



The 20 year Comprehensive Plan (2007-2024) established a population projection of 584,310 by 2024, which was about midway between the OFM medium and high projections.

4. Provision of Public Facilities

As noted earlier a full range of services must accompany urban development. Each jurisdiction and service provider prepares a 20 year Capital Facility Plan (CFPs) based on the population forecasted. The facility plans include the necessary improvements projected to be needed and identifies funding sources. Since the adoption of the 2007 plan, Clark County was hard hit during the recession. Revenue forecasts are down and population projections are lower than anticipated. All jurisdictions and service providers have reviewed their CFPs.

The BOCC has had numerous discussions on how best to service the unincorporated Vancouver Urban Growth Area. Acting in the capacity of a city relatively the size of Vancouver, the county provides urban services such as transportation, stormwater treatment, law enforcement, and parks.

- a. Transportation: The Board has determined that the preservation of our road system is the first priority. Safety, intersection improvements to satisfy concurrency and jobs; focused improvements are the next priorities.
- b. Stormwater: The county will continue to meet its obligations under the NPDES permit issued by the Washington Department of Ecology under the mandates of the Federal Clean Water Act.
- c. Law enforcement: Demand for law enforcement services is directly related to the population (number of households) and the amount of developed commercial/industrial acreage for the area. Most of the growth in the county has occurred in the unincorporated, largely urban sections of the county. This is not likely to change in the near term. As a result,

the Clark County Sheriff's Office has experienced the greatest increase in demand/need for services.

- d. Parks: The Board has determined that the county should operate and manage a separate park system rather than a joint system with the City of Vancouver. In doing so, the Board is committed to completion of the remaining parks, sports fields and trails identified in creation of the Greater Metropolitan Parks District.

5. Land Supply Limitations

The county uses a Vacant and Buildable Lands Inventory model (VBLM) to verify that the urban growth boundaries include the land necessary to support the urban portion of the 20-year jobs and population projection. A percentage of population growth is allocated to rural areas. The 2007 Comprehensive Plan assumed that 10% of population would occur in the rural areas. The VBLM uses GIS based land analysis and data-driven assumptions to determine the capacity of urban lands to accommodate growth.

6. Economic Trends and Employment

Clark County employment in manufacturing, distribution, and related sectors drives the market for industrial space. Though job gains are expected in the transportation/warehousing and wholesale trade sectors, the Bureau of Labor Statistics has forecast a loss of more than 1.5 million U.S. manufacturing jobs between 2006 and 2016. Some job losses are the natural result of automation as employers substitute capital for labor. Outsourcing of local jobs to other states and/or countries contributes to the loss of jobs, especially in manufacturing. But job losses, coupled with continued turmoil in financial markets, will not bode well for businesses making capital investments.

7. Residential, Industrial, and Commercial Needs

To determine how much land is needed during an update to accommodate projected growth, the county must assess how much buildable land exists compared with projected needs. The Department of GIS recently completed running its annual vacant lands model. The 2013 results indicate urban growth areas contain the following vacant buildable lands:

- 8,037 net residential acres with a capacity of 147,742 residents.
- 3,109 net acres of commercial lands with employment capacity of 62,180, at 20 jobs per acre.
- 3,587 net acres of industrial land with an employment capacity of 32,283, at 9 jobs per acre.

Thus, employment capacity of vacant lands in all county urban growth areas is 94, 463. There are other potential jobs not captured by the vacant land model, such as jobs from redevelopment and public sector jobs. It is important to note that as a result of challenge of the 2007 plan and the appeals process, the rezoning of about 1,600 acres of agricultural land to industrial was ruled invalid. The county removed those lands from urban growth areas and reinstated the lands as agriculture. Of the total, about 1,500 acres had been zoned for employment lands.

Discussion Items

Consider adopting OFM Medium population forecast of 562,207

1. Matches the RTC regional forecasts.
2. In keeping with the current demographic trends, adjust if necessary at the 2016 update.
3. Reduces the burden on public services.
4. Streamlines the approach to comply with an unfunded mandate.
5. Maintains existing urban growth areas.
6. Targets rezones to allow for 22,103 fewer people and more jobs than in the other projections.
7. Prepares the county to be more self-reliant for the next growth curve.

Next Steps

The Board needs to adopt a countywide population and jobs projections. Employment and household projections are based on the population projection. Once the countywide population and jobs projections are determined, the next step is to collaborate with the cities in setting the population and job planning assumptions (allocation) for each jurisdiction for approval by the Board.

Clark County Comprehensive Plan 2016 Update

Public Participation Plan & Preliminary Scoping Schedule

October 2013

Purpose

The Washington State Growth Management Act (GMA) requires cities and counties to conduct outreach to ensure “early and continuous public participation” in developing and amending comprehensive plans and development regulations (RCW 36.70A.140). The GMA also requires that local programs clearly identify schedules and procedures for public participation in the periodic update process (RCW 36.70.A.130(2)(a)).

To ensure compliance, the Washington State Department of Commerce recommends local governments begin the periodic update process by adopting a public participation plan. It would clearly identify the scope of the proposed update, when legislative action is expected, and how the public can participate or comment. Community Planning believes this recommendation is sound, and strongly encourages the Board of County Commissioners (BOCC) to adopt a formal public participation plan.

Goals

1. Ensure broad participation by identifying key interest groups, soliciting input from the public, and ensuring no single group or interest dominates the process.
2. Maintain effective communication and coordination with municipalities and service providers.
3. Provide equal opportunity for participation throughout the county; east (Camas and Washougal), south (Vancouver), northwest (Ridgefield and La Center) and north (Battle Ground and Yacolt).
4. Accommodate budgetary and staffing constraints by ensuring resources are focused on elements of the update process likely to be of greatest interest to the public.
5. Distribute information and post notices efficiently.
6. Notify the public of all meetings, hearings, workshops and legislative actions.

Scope of Work

To organize the complex process of updating the Comprehensive Plan, Community Planning has divided essential elements into two phases. During Phase I, the Comprehensive Plan and development regulations will be reviewed for compliance with state law. This process will identify areas of the plan that must be amended. Phase II will be where issues identified in Phase I are addressed. The preliminary scope of work and update schedule are general rather than specific because it is extremely difficult to know the full extent of the required work until Phase I is complete. As a preliminary step, the board and Planning Commission must establish a scope of work for the update. To assist, Community Planning has classified work associated with the update as mandatory or strongly recommended. This will accommodate budgetary and staffing constraints. A summary is provided below.

| | | |
|---|----------------------|--|
| GMA Requirements | Mandatory | <ul style="list-style-type: none"> ✓ Consideration of GMA amendments ✓ Urban growth areas and population projections ✓ Critical areas regulations ✓ Mineral resource lands ✓ Internal consistency ✓ Development regulation consistency |
| Required by Clark County Code or Comprehensive Plan | Mandatory | <ul style="list-style-type: none"> ✓ Other development regulation amendments |
| Important Planning Considerations | Strongly Recommended | <ul style="list-style-type: none"> ✓ Fully develop benchmark and monitoring system to guide future planning work ✓ Reorganization and rewrite of Comprehensive Plan to improve readability and usefulness ✓ Previously uncompleted annual review docket/work program items. |

Phase I

Phase I will begin with a thorough review of GMA requirements and compilation of amendments since the 2007 update. The department will review the Comprehensive Plan and development regulations to determine whether revisions will be required to ensure consistency with GMA amendments.

The county also will need to analyze its Urban Growth Areas (UGAs) to ensure they are sized to accommodate 20 years of population and employment growth (based on an adopted OFM range). If, during this analysis, the county determines a UGA is either too small or too large, corrective actions will be identified. They could include altering the size of urban growth areas, changing the allowed uses and densities, or a combination of actions. Any proposed changes must be fully consistent with and supported by adopted Countywide Planning Policies (CWPPs) and capital facilities plans.

Because plans and policies of other local governments and utility providers must be consistent with the adopted Countywide Planning Policies, this step will require high-level intergovernmental coordination. To address this need, the board and Community Planning have committed to working cooperatively with all involved parties as a forum for reviewing and, if need be, revising CWPPs.

Phase II

Once the initial review and analysis are complete (Phase I), the Washington State Department of Commerce recommends local governments adopt an ordinance or resolution stating a review has been completed and identifying elements of the Comprehensive Plan or development regulations that will be updated. This step will result in a report documenting changes in Clark County since adoption of the Comprehensive Plan, areas of the plan or development regulations that must be updated or amended, and amendments or changes, which although not mandatory, the board and Planning Commission have chosen to consider.

Phase II essentially will be a stage where issues identified in Phase I are addressed through plan or code revisions. Until Phase I is complete, Community Planning cannot identify a detailed scope of work for Phase II. However, the department has prepared a general outline of tasks to complete in conjunction with the periodic update. The outline has been incorporated into the attached "Public Participation Plan & Preliminary Scope of Work." A more detailed scope of work will be prepared for Phase II at the completion of Phase I.

Public Participation Program Structure

To best use Clark County's limited planning resources, this plan identifies both *essential* public participation strategies that *will* be employed as well as *optional* strategies which *could* be employed if resources are available. The estimated completion dates for each step are indeed estimates. In some cases, final action may occur before or after the target date because of constrained resources, need for additional intergovernmental collaboration, or unforeseen circumstances.

Techniques and Strategies

The public participation methods employed by Clark County may include:

Public workshops and open houses – Informal gatherings to solicit public feedback on Clark County's planning efforts. Workshops and/or listening posts may involve presentations by staff, question and answer sessions and interactive activities.

Public hearings – A formal public process conducted before the Board of County Commissioners or Planning Commission.

Clark County website – The online site where relevant documents, schedules announcements, notices of meetings, hearings and public involvement opportunities will be posted.

City/County coordination meetings – Community Planning will coordinate with the cities of Battle Ground, Camas, La Center, Ridgefield, Vancouver and Washougal and the town of Yacolt on countywide planning issues that affect each jurisdiction. Clark County will coordinate meetings to discuss issues and seek consensus with each municipality before taking final action. In addition, Clark County will work directly with other municipal service providers affected by the plan.

Technical advisory groups – Community Planning may use technical advisory groups to solicit guidance on complex technical issues requiring a high level of intergovernmental coordination. The groups will include members who have specific knowledge of or interest in specialized technical topics. Technical advisory groups may have members from business and interest groups, trade organizations, service providers, municipalities and county departments.

Email list – Community Planning will maintain a list of individuals and groups who have expressed an interest in the Comprehensive Plan update. The list will be used to disseminate announcements and notices.

Issue papers – They will provide focused guidance and document the evolution of the update process. Before final adoption, Community Planning will compile the issue papers into a single background report and post issue papers and the report on the department's website.

News releases – Clark County will prepare news releases and distribute them to the regional media, neighborhood associations and other local information providers throughout the update process.

Board of Commissioner worksessions – Community Planning will schedule worksessions as needed to brief board members and other interested parties.

Planning Commission worksessions – Community Planning will schedule worksessions as needed to brief the Planning Commission and other interested parties.

Notification and availability of information - Clark County will ensure meetings, worksessions and hearings are publicized as required by state law or county code. Clark County will make every effort to post all relevant documents on the county website. In addition, a project file will be maintained for public review at Community Planning, Public Service Center, 1300 Franklin St., third floor, Vancouver.

Preliminary Schedule - After a preliminary review of State requirements and technical guidance, Community Planning has identified the following specific steps for the 2016 Comprehensive Plan update.



Phase I

1. Establish Preliminary Scope of Work and Public Participation Plan
 - a. *Essential public participation*: written plan, news release, website, work session, Planning Commission hearing, Board of County Commissioners hearing
 - b. *Final action*: Resolution adopting the Public Participation Plan and Preliminary Scope of Work
2. Selection of 20-year population projection range
 - a. *Essential public participation*: Issue paper, city/county coordination meetings, website update, worksession, county and municipality review, Planning Commission hearing, Board of County Commissioners hearing, coordination with municipal service providers
 - b. *Final action*: Resolution adopting the selected population projection
3. Countywide Planning Policies
 - a. *Essential public participation*: Issue paper, city/county coordination meeting, website update, worksession, county and municipality review, Planning Commission hearing, Board of County Commissioners hearing, coordination with municipal service providers
 - b. *Final action*: Resolution adopting the revised Countywide Planning Policies

4. Regional growth trends and allocations
 - a. *Essential public participation:* Issue paper, website update, city/county coordination meeting, worksessions, coordination with municipal service providers
 - b. *Final action:* Resolution adopting allocation of population to each planning area and urban growth area.
5. Buildable lands analysis
 - a. *Essential public participation:* Issue paper, website update, city/county coordination meeting, worksession.
 - b. *Final action:* Buildable lands analysis report available to local planning jurisdictions and service providers. The Buildable lands analysis is due June 30, 2015.
6. Formal review of Comprehensive Plan and development regulations
 - a. *Essential public participation:* Issue paper, technical advisory group (for certain technical elements), website update, email list, news release, public meeting in each planning area, worksession, Planning Commission hearing.
 - b. *Final action:* Adopted resolution stating a formal review has occurred and identifying pending changes or revisions to the Comprehensive Plan and development regulations, and a detailed schedule and public participation plan for Phase II of the update.

Phase II

1. Urban Growth Area modifications
 - a. *Essential public participation:* Issue paper, technical advisory group/city/county coordination meeting, worksession, website update, email list, news release, public meeting in each planning area where a UGA modification is proposed, coordination with municipal service providers
 - b. *Final action:* Decision on revised urban growth area boundaries, if any
2. Draft Comprehensive Plan revisions
 - a. *Essential public participation:* Issue paper, technical advisory group (for certain technical elements), website update, email list, news release, public meeting in each planning area, worksession
 - b. *Final action:* Completion of proposed Comprehensive Plan revisions
3. SEPA analysis and public review period
 - a. *Essential public participation:* Update website, email list, send notice to adopt to state agencies
 - b. *Final action:* SEPA Threshold Determination issued
4. Draft development regulation revisions
 - a. *Essential public participation:* Issue paper, technical advisory group (for certain technical regulations), website update, email list, news release, public meeting in each planning area, worksession
 - b. *Final action:* Completion of proposed development regulations revisions
5. Final adoption
 - a. *Essential public participation:* Issue paper, website update, email list, news release, worksession, Planning Commission hearing, Board of County Commissioners hearing
 - b. *Final action:* Formal adoption of 2016 Comprehensive Plan update