

O'Donnell, Mary Beth

BOCC WS 6/18/14

From: Orjiako, Oliver
Sent: Tuesday, June 17, 2014 4:12 PM
To: O'Donnell, Mary Beth
Subject: FW: Issue Paper #4
Attachments: 06-2013_RES_2014-Alloc.pdf; Exhibit_1 Issue_Paper_4_Pop-επιρ_ΑΠΟΣ.pdf



CP6#0139

Follow Up Flag: Follow up
Flag Status: Flagged

Here's it! Thanks.

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

From: Orjiako, Oliver
Sent: Tuesday, June 17, 2014 2:58 PM
To: LaRocque, Linnea
Subject: FW: Issue Paper #4

Hi Linnea:

Here's two more. Thanks.

Oliver

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

From: Albrecht, Gary
Sent: Tuesday, June 17, 2014 2:51 PM
To: Orjiako, Oliver
Subject: Issue Paper #4

Hi Oliver,
Attached is the final version of Issue Paper #4 and the final ordinance.

Gary



proud past, promising future

CLARK COUNTY WASHINGTON

COMMUNITY PLANNING

STAFF REPORT

TO: Board of County Commissioners
FROM: Oliver Orjiako, Director
DATE: June 18, 2014
SUBJECT: Suspension of CCC40.560.010 Annual Plan Amendment Cycle

BACKGROUND: The proposed adoption of the Comprehensive Plan 2016 periodic update in the Spring/Summer of 2016 precludes the ability to open the plan up for changes during the annual plan amendment process except for out-of-cycle amendments, if an emergency exists, to resolve an obvious mapping error, an appeal of a comprehensive plan filed with the growth management hearings board or with the court.

In RCW 36.70A.130(2)(a) states that each county and city shall establish and broadly disseminate to the public a public participation program consistent with RCW 36.70A.035 and 36.70A.140 that identifies procedures and schedules whereby updates, proposed amendments, or revisions of the comprehensive plan are considered by the governing body of the county or city no more frequently than once every year. The annual plan amendment cycle as prescribed in CCC40.560.010 would have the 2015 cycle concluding on January 2016 thus competing with the June 2016 proposed Comprehensive plan cycle. In addition, the 2016 annual amendment cycle would occur less than 6-months from the adoption of the plan.

Table with 4 columns: Cycle Type, Year, Pre-Application, Annual Review, Adoption, and Date. Rows include 2015-2016, 2014-2015, 2015-2016, and 2016-2017 cycles.

RECOMMENDATION AND CONCLUSIONS: Based upon the information and the findings presented in this report, staff is requesting the Board suspend the 2015 and 2016 annual plan amendment cycle as outlined in CCC40.560.010.

Suspension of Annual Reviews
Comprehensive Plan 2016 Periodic Update

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 29, 2014, the Board adopted the high employment forecast of 91,200 net new jobs for the twenty year period ending 2035 (Res. 2014-04-01).

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 options for allocating that can be used by the Board:

- 1) placing growth where it has historically occurred within the urban growth areas (UGA) as documented by U.S. Census;
- 2) allocating growth by UGA based on the vacant and buildable lands model plus the potential capacity for jobs and population by considering factors such as FPIAs, redevelopment, filling vacancies, etc.;
or
- 3) allocating growth by UGA according to the proportion of the total county identified vacant and buildable lands (used since 1994).

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);
- Use estimates of the existing VBLM capacity for growth of the UGAs to inform decisions on allocation of growth targets;
- 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 4-18 units per acre of mixed use; and,
- The urban/rural growth percentage split remains at 90/10.

Countywide Population Allocation

Table 1 below shows the current population estimate, 2014 vacant lands model capacity, and the 2035 population forecast should the Board use allocation option number 3 as listed above. Option 3 is the methodology we are proposing. The cities have concerns that the allocation shows a reduction in capacity from the 2007 Comprehensive Plan.

The 2035 population allocation to UGA's is based on determining the potential population that can be accommodated by the 2014 Vacant Lands Model yield potential (151,764 based on a yield of 57,054 housing units at 2.66 persons per unit) and figuring the share of the total potential VLM population by UGA. The 2014 to 2035 growth allocation by UGA is calculated by applying the UGA share of the VLM to the total population for the urban area (113,004 = 125,560 - 12,556). The 12,556 represents the 10% rural allocation. The 125,560 is the total growth expected between 2014 (436,647) to 2035 OFM Medium Projection of 562,207. For example, the Battle Ground UGA accounts for about 15.5% of the VLM Population yield (23,560/151,764). So they were allocated 15.5% of the 2014-2035 urban area population growth. (113,004/15.524% = 17,543)

Table 1: 2035 Population Forecast by UGA.

UGA	January 1, 2014 Population Estimates	2014 to 2035 VBLM Population Allocation	2035 Estimate
Battle Ground	20,163	17,543	37,705
Camas	22,049	12,361	34,410
LaCenter	3,163	3,551	6,714
Ridgefield	6,150	14,374	20,523
Vancouver	307,767	57,976	365,743
Washougal	15,502	6,615	22,118
Woodland	88	252	339
Yacolt	1,653	333	1,986
County	60,112	12,556^	72,668
Total	436,647	125,560	562,207

Source: Clark County, Geographic information System and Community Planning
 Note: ^ 10% based on 90/10 urban/rural planning assumption

Countywide Employment Allocation

The GMA does not dictate a data 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 capacity for 85,452 net new jobs. Public sector employment is not accounted for in the model. ESD estimates up to 7,400 new public sector jobs over the next twenty years. We anticipate that most of those public sector jobs will occur on existing facilities, and therefore will not require new lands.

Table 2: 2015-2035 Employment Forecast by UGA.

UGA	2014 VBLM
Battle Ground	11,635
Camas	12,503
La Center	1,367
Ridgefield	11,895
Vancouver	42,774
Washougal	4,766
Yacolt	513
Woodland	0
Sub Total	*85,452

Source: Clark County, Geographic information System and Community Planning
 *Note: Existing assumptions of total potential jobs not captured by the vacant lands model increase the capacity by 16,775 jobs for redevelopment and 7,400 public sector jobs, thus increasing the total potential job capacity from 85,452 to 109,627.

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 methodology.

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 on transportation modeling and a SEPA Threshold Determination. Proposals from the cities should also be considered.

Clark County Comprehensive Plan 2016 Update

Planning for growth 2015 – 2035

BOCC Principles and Values

Purpose

The Board of County Commissioners developed the Principles and Values to guide the 2016 periodic update process.

Employment Lands

1. Equalize land allocation and jobs/population ratio so that 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 Plan 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

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. Maintain a mix of housing options (a variety of housing densities – large, medium, and small lots).
3. Identify school sites or areas where school buildings will be necessary inside the new hubs of residential areas (need sites close to where children will be). Avoid penalizing property owners in the process.

Community Design

1. New growth needs to blend well with existing neighborhoods (i.e., transition zones, buffering, gradual transitions in development style, type).

Rural Lands

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

Other Land Use

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.

Tax Base

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

1. La Center needs greater economic diversification opportunities and multi-family land use designations.
2. Ground-truthing is extremely important for employment.
3. Lands with few if any constraints ("easy") should be allocated first for employment.
4. Employment-reserve overlay for lands served by county railroad corridor.

Allocation

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

O'Donnell, Mary Beth

BOCC WS 6/18/14

From: Orjiako, Oliver
Sent: Tuesday, June 17, 2014 4:12 PM
To: O'Donnell, Mary Beth
Subject: FW: 2014_0618_BOCC_WS_Population_Employment_Allocation.pptx

Follow Up Flag: Follow up
Flag Status: Flagged

Hi Mary Beth:

Please, this version replaces the one previously sent to you for index. I will send you a revised Issue Paper #4. Thanks.

Oliver

From: Orjiako, Oliver
Sent: Tuesday, June 17, 2014 2:58 PM
To: LaRocque, Linnea
Subject: FW: 2014_0618_BOCC_WS_Population_Employment_Allocation.pptx

Hello Linnea:

Please, this version should replace the PowerPoint sent earlier. I will forward to you two more documents. Thank you very much.

Best- Oliver

From: Kamp, Jacqueline
Sent: Tuesday, June 17, 2014 2:50 PM
To: Orjiako, Oliver
Subject: 2014_0618_BOCC_WS_Population_Employment_Allocation.pptx



2014_0618_BOCC...

Clark County

20-Year Comprehensive Management Plan Review 2015-2035

Population and Employment Allocation



Oliver Orjiako, Director, Community Planning



BOCC Work Session ~ June 18, 2014

Agenda

1. Comp plan progress to date

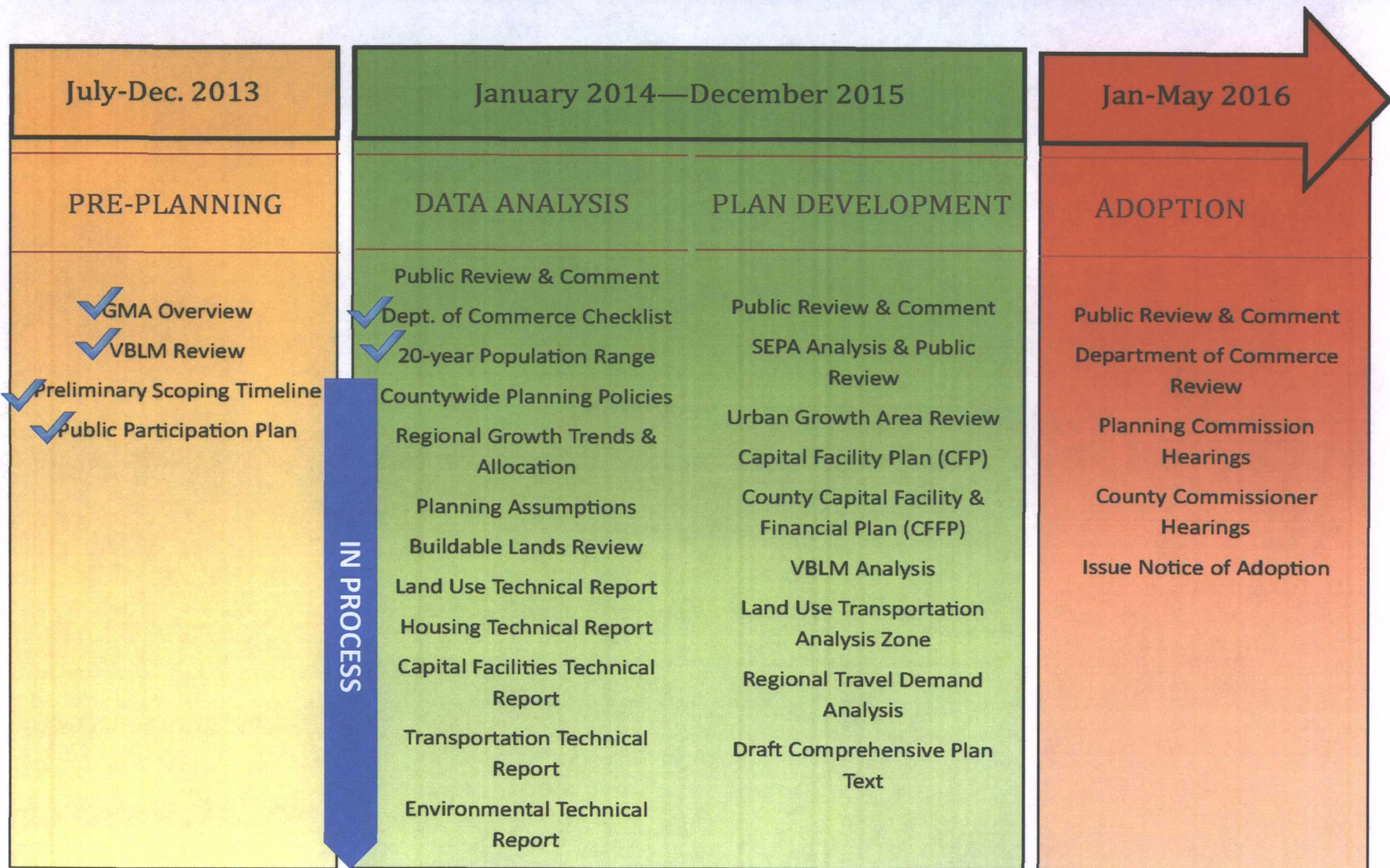
2. Purpose of work session

- a. Growth Allocation
- b. Affirm 2016 principles and values and planning assumptions
- c. Suspension of 2015 and 2016 Annual Reviews

3. Next steps



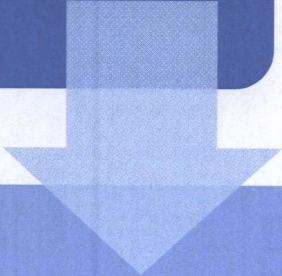
2016 Comprehensive Plan progress to date



BOCC Decisions to Date

2035 Population projection: 562,207
(1.12%/year)

BOCC hearing: 01/21/14



Employment projection: 91,200
jobs

(1.10 jobs to household)

BOCC hearing: 04/01/14

Growth Allocation

~Methodology~

Three options:

1. Placing growth where it has historically occurred within the urban growth areas (UGA) as documented by U.S. Census

2. Allocating growth by UGA based on the vacant and buildable lands model plus the potential capacity for jobs and population by considering factors such as FPIAs, redevelopment, filling vacancies, etc.

3. **Allocating growth by UGA based on the vacant and buildable lands model (used since 1994)**



Growth Allocation

~Methodology~ cont'd

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

- Maintain coordination and consistency with local comprehensive plans
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- Continue using the inventory of available VBLM inventory information, a practice used in 1994 and the 2004 and 2007 updates
- 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
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Planning Assumptions - Population

Assumption	1994	2004	2007	2016
OFM Range	356,873 – 416,071	453,280 – 571,061	476,692 – 625,316	459,617-681,135
20-Year Population Projections	416,071	517,741	584,310	562,207
Planned population growth	123,000	147,278	192,635	136,844
Urban/Rural population growth split	81/19	90/10	90/10	90/10
Assumed Annual population growth rate	2.35%	1.69%	2.2% (2004-2010), 2% (2011-2024)	1.12%
Housing type ratio (not to exceed)	60% single family, 40% multifamily	75% single family, 25% multifamily	75% single family, 25% multifamily	75% single family, 25% multifamily
Persons per Household	2.33	2.69	2.59	2.66

Planning Assumptions - Employment

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

2016 BOCC Planning Assumptions

Assumption	2016
20-Year Population Projection	562,207
Planned Population Growth (new)	136,844
Urban/Rural Population Growth Split	90/10
Assumed Annual Population Growth Rate	1.12%
Housing Type Ratio	75% single-family, 25% multifamily
Persons per Household	2.66
New Jobs	91,200
Jobs to Household	1.10
Infrastructure Deduction (Residential)	27.7%
Infrastructure Deduction (Commercial and Industrial)	25%
VBLM (definition of vacant)	\$13,000 residential, \$67,500 commercial and industrial
Market Factor	10% residential, 10% commercial, business park, industrial

2016 BOCC Principles and Values

Clark County Comprehensive Plan 2016 Update Planning for growth 2015 – 2035 BOCC Principles and Values

Purpose

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Community Design

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Rural Lands

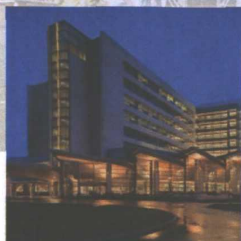
1. Minimize the conversion of productive farmland – those lands which have long-term commercial agricultural viability. Is it being used today for commercial agriculture?

Other Land Use

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.

Topics include:

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



Suspension of 2015 & 2016 Annual Comp Plan Amendments

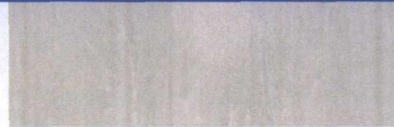


REQUEST TO BOCC: To suspend years 2015 and 2016 Annual Comp Plan Amendments (Annual Reviews) due to state law requirements

- ❖ State law, RCW 36.70A.130(2)(a) mandates that a county cannot update, amend or revise their comprehensive plans more frequently than once every year
- ❖ Clark County Code (CCC 40.560.010) prescribes the county's process and schedule for annual comprehensive plan amendments
- ❖ If the 2015 and 2016 regular annual review process and the 2016 periodic update happen within the same year it would be in violation of state law

Next steps

1. June 24 - BOCC hearing on population and employment allocation and suspension of annual reviews
2. Environmental threshold determination
3. Development of land use alternatives





Comprehensive Growth Management Plan review 2016

Thank you.

Comments and questions?

Photo credit: Theresa Buss, student