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
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>
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<tr>
<th>Last Cycle</th>
<th>2015-2035 Comprehensive Plan Adoption</th>
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<td>Jan - Dec</td>
</tr>
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<td>Adoption</td>
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<td>01/01/15</td>
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<th>2016</th>
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</tr>
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<td>Adoption</td>
<td>01/01/16</td>
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<tr>
<th>Next Cycle</th>
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<th>2017</th>
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<tr>
<td>Annual Review</td>
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<tr>
<td>Adoption</td>
<td>01/01/18</td>
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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

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.


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.

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Battle Ground</td>
<td>20,163</td>
<td>17,543</td>
<td>37,705</td>
</tr>
<tr>
<td>Camas</td>
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<td>1,653</td>
<td>333</td>
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</tr>
<tr>
<td>County</td>
<td>60,112</td>
<td>12,556*</td>
<td>72,668</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>436,647</td>
<td>125,560</td>
<td><strong>562,207</strong></td>
</tr>
</tbody>
</table>

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.

<table>
<thead>
<tr>
<th>UGA</th>
<th>2014 VBLM</th>
</tr>
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<tr>
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<tr>
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<td>0</td>
</tr>
<tr>
<td><strong>Sub Total</strong></td>
<td><strong>85,452</strong></td>
</tr>
</tbody>
</table>

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”).
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

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
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
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

July-Dec. 2013
- GMA Overview
- VBLM Review
- Preliminary Scoping Timeline
- Public Participation Plan

January 2014—December 2015
- Public Review & Comment
- Dept. of Commerce Checklist
- 20-year Population Range
- Countywide Planning Policies
- Regional Growth Trends & Allocation
- Planning Assumptions
- Buildable Lands Review
- Land Use Technical Report
- Housing Technical Report
- Capital Facilities Technical Report
- Transportation Technical Report
- Environmental Technical Report

Plan Development
- Public Review & Comment
- SEPA Analysis & Public Review
- Urban Growth Area Review
- Capital Facility Plan (CFP)
- County Capital Facility & Financial Plan (CFFP)
- VBLM Analysis
- Land Use Transportation Analysis Zone
- Regional Travel Demand Analysis
- Draft Comprehensive Plan Text

Jan-May 2016
- Public Review & Comment
- Department of Commerce Review
- Planning Commission Hearings
- County Commissioner Hearings
- Issue Notice of Adoption
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
- 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 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
- 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
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## Countywide Employment Allocation

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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.*
## Planning Assumptions - Population

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<tr>
<td>20-Year Population Projections</td>
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<td>517,741</td>
<td>584,310</td>
<td>562,207</td>
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<td>Planned population growth</td>
<td>123,000</td>
<td>147,278</td>
<td>192,635</td>
<td>136,844</td>
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<td>Urban/Rural population growth split</td>
<td>81/19</td>
<td>90/10</td>
<td>90/10</td>
<td>90/10</td>
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<td>Assumed Annual population growth rate</td>
<td>2.35%</td>
<td>1.69%</td>
<td>2.2% (2004-2010), 2% (2011-2024)</td>
<td>1.12%</td>
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<td>Housing type ratio</td>
<td>60% single family, 40% multifamily</td>
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<td>75% single family, 25% multifamily</td>
<td>75% single family, 25% multifamily</td>
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<td>Persons per Household</td>
<td>2.33</td>
<td>2.69</td>
<td>2.59</td>
<td>2.66</td>
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# Planning Assumptions - Employment

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<tbody>
<tr>
<td>New jobs</td>
<td>58,100</td>
<td>84,203</td>
<td>138,312</td>
<td>91,200</td>
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<td>Average jobs to population ratio</td>
<td>1:2.11</td>
<td>1:1.75</td>
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<td>Jobs to households</td>
<td>N/A</td>
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<td>N/A</td>
<td>1.10</td>
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<tr>
<td>Infrastructure deduction</td>
<td>~25%</td>
<td>~25%</td>
<td>27.7%</td>
<td>27.7%</td>
</tr>
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</table>

**VBLM (definition of vacant)**
- $10,000 - vacant residential
- $50,000 - Commercial/industrial

**Market Factor**
- 25%, residential and commercial
- 50%, industrial

**Market Factor**
- 0%, residential
- 25%, business park/commercial
- 50%, industrial

**Market Factor**
- 10%, residential
- 10% for commercial, business park and industrial
# 2016 BOCC Planning Assumptions

<table>
<thead>
<tr>
<th>Assumption</th>
<th>2016</th>
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<tbody>
<tr>
<td>20-Year Population Projection</td>
<td>562,207</td>
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<tr>
<td>Planned Population Growth (new)</td>
<td>136,844</td>
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<tr>
<td>Urban/Rural Population Growth Split</td>
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<tr>
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<td>27.7%</td>
</tr>
<tr>
<td>Infrastructure Deduction (Commercial and Industrial)</td>
<td>25%</td>
</tr>
<tr>
<td>VBLM (definition of vacant)</td>
<td>$13,000 residential, $67,500 commercial and, industrial</td>
</tr>
<tr>
<td>Market Factor</td>
<td>10% residential, 10% commercial, business park, industrial</td>
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</table>
2016 BOCC Principles and Values

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