CLARK COUNTY PLANNING COMMISSION
THURSDAY, JUNE 19, 2014

5:30 – 6:30 p.m. – WORKSESSION
BOCC TRAINING ROOM, 6TH FLOOR
PUBLIC SERVICES BUILDING
1300 FRANKLIN STREET
VANCOUVER, WA

AGENDA

1) Welcome/Call to Order Chair 5 minutes

2) Comp Plan Update: Issue Paper #4: Employment and Population Allocations Oliver Orjiako 40 minutes

3) Adjournment: 10 minute break before Hearing at 6:30 Chair/All 5 minutes
Clark County
20-Year Comprehensive Management Plan Review
2015-2035

Population and Employment
Allocation

Oliver Orjiako, Director, Community Planning
PC Work Session ~ June 19, 2014
Agenda

1. Comp plan progress to date

2. Purpose of work session
   1. Growth Allocation
   2. Affirm 2016 principles and values and planning assumptions
   3. Suspension of 2015 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**
- **DATA ANALYSIS**
  - 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
- The urban/rural growth percentage split remains at 90/10
## Countywide Population Allocation

<table>
<thead>
<tr>
<th></th>
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</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>
<td>22,049</td>
<td>12,361</td>
<td>34,410</td>
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<td>1,653</td>
<td>333</td>
<td>1,986</td>
</tr>
<tr>
<td>County</td>
<td>60,112</td>
<td>12,556(^\wedge)</td>
<td>72,668</td>
</tr>
<tr>
<td>Total</td>
<td>436,647</td>
<td>125,560</td>
<td>562,207</td>
</tr>
</tbody>
</table>
## Countywide Employment Allocation

<table>
<thead>
<tr>
<th></th>
<th>2014 VBLM</th>
</tr>
</thead>
<tbody>
<tr>
<td>Battle Ground</td>
<td>11,635</td>
</tr>
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<td>11,895</td>
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<td>Vancouver</td>
<td>42,774</td>
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<td>Washougal</td>
<td>4,766</td>
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<td>Yacolt</td>
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<td>Woodland</td>
<td>0</td>
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<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.*
## Planning Assumptions - Population

<table>
<thead>
<tr>
<th></th>
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</thead>
<tbody>
<tr>
<td><strong>20-Year Population Projections</strong></td>
<td>416,071</td>
<td>517,741</td>
<td>584,310</td>
<td>562,207</td>
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<tr>
<td><strong>Planned population growth</strong></td>
<td>123,000</td>
<td>147,278</td>
<td>192,635</td>
<td>136,844</td>
</tr>
<tr>
<td><strong>Urban/Rural population growth split</strong></td>
<td>81/19</td>
<td>90/10</td>
<td>90/10</td>
<td>90/10</td>
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<tr>
<td><strong>Assumed Annual population growth rate</strong></td>
<td>2.35%</td>
<td>1.69%</td>
<td>2.2% (2004-2010), 2% (2011-2024)</td>
<td>1.12%</td>
</tr>
<tr>
<td><strong>Housing type ratio (not to exceed)</strong></td>
<td>60% single family, 40% multifamily</td>
<td>75% single family, 25% multifamily</td>
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<td>75% single family, 25% multifamily</td>
</tr>
<tr>
<td><strong>Persons per Household</strong></td>
<td>2.33</td>
<td>2.69</td>
<td>2.59</td>
<td>2.66</td>
</tr>
</tbody>
</table>
## Planning Assumptions - Employment

<table>
<thead>
<tr>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>New jobs</td>
<td>58,100</td>
<td>84,203</td>
<td>138,312</td>
<td>91,200</td>
</tr>
<tr>
<td>Average jobs to population ratio</td>
<td>1:2.11</td>
<td>1:1.75</td>
<td>1:1.39</td>
<td>N/A</td>
</tr>
<tr>
<td>Jobs to households</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>1:1</td>
</tr>
<tr>
<td>Infrastructure deduction</td>
<td>~25%</td>
<td>~25%</td>
<td>27.7%</td>
<td>27.7%</td>
</tr>
</tbody>
</table>

### VBLM (definition of vacant)
- $10,000 - vacant residential
- $50,000 - Commercial/industrial
- $13,000 - vacant residential
- $67,500 - Commercial/industrial
- $13,000 - vacant residential
- $67,500 - Commercial/industrial
- $10%, residential
- 10% for commercial, business park and industrial

### Market Factor
- 25%, residential and commercial
- 50%, industrial
- 0%, residential
- 25%, business park/commercial
- 50%, industrial
- 10%, residential
- 10% for commercial, business park and industrial
## 2016 BOCC Planning Assumptions

<table>
<thead>
<tr>
<th>Assumption</th>
<th>2016</th>
</tr>
</thead>
<tbody>
<tr>
<td>20-Year Population Projection</td>
<td>562,207</td>
</tr>
<tr>
<td>Planned Population Growth (new)</td>
<td>136,844</td>
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<td>Urban/Rural Population Growth Split</td>
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<tr>
<td>Infrastructure Deduction (Residential)</td>
<td>27.7%</td>
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<td>Infrastructure Deduction (Commercial and Industrial)</td>
<td>25%</td>
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<tr>
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<td>$13,000 residential, $67,500 commercial and, industrial</td>
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<tr>
<td>Market Factor</td>
<td>10% residential, 10% commercial, business park, industrial</td>
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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; planning assumptions/principles and values; and suspension of 2015 and 2016 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
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% = 71,543)
### Table 1: 2035 Population Forecast by UGA.

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*Source: Clark County, Geographic Information System and Community Planning*

*Note: <sup>A</sup> 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.

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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.*
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.