



RESOLUTION NO. 2014 - 01 - 09

A RESOLUTION relating to the adoption of the Clark County Population and Job Projections that will be used for the county's comprehensive land use plan 2016 periodic update pursuant to Chapter 36.70A.140 RCW.

WHEREAS, Clark County adopted a 20-Year Comprehensive Growth Management Plan through ordinances 1994-12-47 and 1994-12-53 on December 20, 1994 to meet the goals and requirements of Chapter 36.70A RCW (also known as the Growth Management Act "GMA"); and

WHEREAS, Clark County adopted an updated 20-Year Comprehensive Growth Management Plan through ordinance 2004-09-02 and 2007-09-13 to meet the goals and requirements of Chapter 36.70A RCW; and

WHEREAS, the county is required under Chapter 36.70A.130 RCW to take legislative action to review and, if needed, revise its comprehensive land use plan and development regulations to ensure the plan and regulations comply with the requirements of this chapter; and

WHEREAS, Chapter 36.70A.130(3)(a) RCW states that each county that designates urban growth areas under Chapter 36.70A.110 RCW shall review its designated urban growth area or areas, and the densities permitted within both the incorporated and unincorporated portions of each urban growth area; and

WHEREAS, in conjunction with this review by the county, each city located within an urban growth area shall review the densities permitted within its boundaries, and the extent to which the urban growth occurring within the county has located within each city and the unincorporated portions of the urban growth areas; and

WHEREAS, the county designates urban growth areas and the densities permitted in the urban growth areas; and

WHEREAS, urban growth areas, shall be revised to accommodate the urban growth projected to occur in the county for the succeeding 20-year period; and

WHEREAS, the office of financial management under Chapter 43.62.035 RCW is charged to determine the population of each county; and

WHEREAS, the office of financial management prepared a 20-year growth management planning population projection for each county expressed as a reasonable range developed within the standard state high and low projection. The middle range shall represent the office's estimate of the most likely population projection for the county; and

WHEREAS, the office of financial management has projected the county's 2035 population projection of: Low 459,617, Medium 562,207, and High 681,135; and

WHEREAS, Clark County's adopted 20-Year Comprehensive Growth Management Plan 2004-2024 population projection is 584,310; and

1 WHEREAS, the review process required under Chapter 36.70A.130(3) RCW began in July 17, 2013,  
2 with a duly advertised public meeting; and  
3

4 WHEREAS, the Board of County Commissioners after effective notice considered the **Clark County**  
5 **Public Population and Job Projections** (Exhibit 1) at duly advertised public hearing on January 21, 2014; and  
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7 WHEREAS, the Board of County Commissioners took public testimony from interested parties,  
8 considered all the written and oral arguments and testimony, and considered all the comments presented  
9 to the Board; and  
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11 WHEREAS, the Board concluded at duly advertised public hearing and finds that adoption will  
12 further the public health, safety and welfare; now therefore,  
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14 BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF CLARK COUNTY, STATE OF  
15 WASHINGTON, hereby adopts the office of financial managements Medium **562,207** population projection  
16 for the 20-year period ending 2035. This population projection will be used for the county's 20-year  
17 Comprehensive Growth Management Plan 2016 periodic update pursuant to Chapter 36.70A.140 RCW.  
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19 Section 1. Instructions to Clerk.  
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21 The Clerk to the Board shall:  
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- 23 1. Transmit a copy of this resolution to the Washington State Department of Commerce within ten  
24 days of its adoption pursuant to RCW 36.70A.106.  
25
- 26 2. Transmit a copy of the adopted resolution to Community Planning Department Director.  
27
- 28 3. Transmit a copy of the adopted resolution to the Cities of Battle Ground, Camas, La Center,  
29 Ridgefield, Washougal, Woodland, Vancouver and Town of Yacolt.  
30
- 31 4. Record a copy of this resolution with the Clark County Auditor.  
32
- 33 5. Cause notice of adoption of this resolution to be published forthwith pursuant to RCW  
34 36.70A.290.  
35

36  
37 ADOPTED this 21<sup>st</sup> day of January 2014.  
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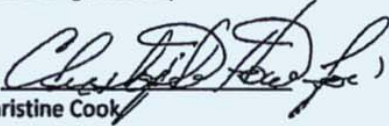
39  
40 Attest:  
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BOARD OF COUNTY COMMISSIONERS  
FOR CLARK COUNTY, WASHINGTON

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45 Clerk to the Board  
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By:   
Tom Mielke, Chair

1 Approved as to Form Only:  
2 Anthony F. Golik  
3 Prosecuting Attorney

4  
5  
6 By:   
7 Christine Cook  
8 Deputy Prosecuting Attorney  
9

By: \_\_\_\_\_  
David Madore, Commissioner

By: \_\_\_\_\_  
Steve Stuart, Commissioner

**EXHIBIT 1**  
**Clark County Comprehensive Plan 2016 Update**  
Planning for growth 2015 – 2035  
Population and Jobs Projections – Issue Paper 2

**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 2015-2035 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     **1. Population Projections**

2     In determining the size of UGAs, counties are required to utilize the official population projections issued by the  
3     Washington State Office of Financial Management (OFM). These projections include three distinct ranges; low,  
4     medium, and high. The population projections are prepared for a 20- year time period with an incremental update  
5     every 5 years. . Given the recent economic downturn, changing demographics, and lower than anticipated growth  
6     rates, the Washington State Office of Financial Management (OFM) published new, lower growth projections for  
7     2035. The most recent projections by OFM were released on May 31, 2012. The Clark County population  
8     projections for 2035 are:

9	HIGH	681,135
10	MEDIUM	562,207
11	LOW	459,617

12  
13     In accordance with RCW 43.62.035, the medium range represents OFM's most likely estimate of a county's  
14     population. The RCW says in part: "the middle range shall represent the office's estimate of the most likely  
15     population projection for the county". Within each county, population planning targets for cities, towns, and  
16     unincorporated areas are worked out among the affected local jurisdictions as part of the regional, city and county  
17     planning process. Clark County, its cities and town have adopted the Community Framework Plan (vision for  
18     growth) and Countywide Planning Policies (CWPP) to guide the development of the 20 -year plan.

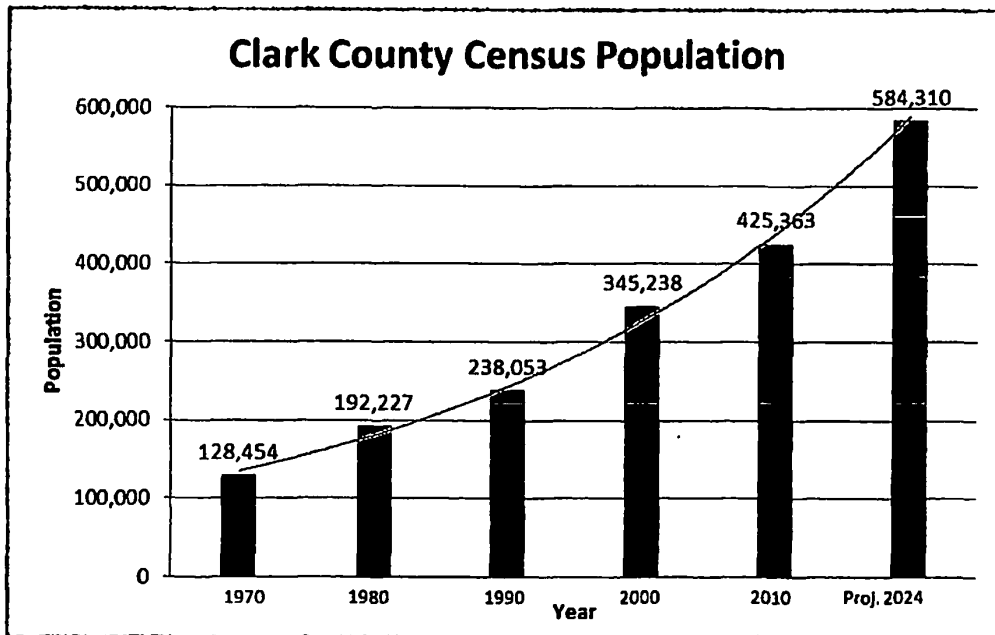
19     Choosing an appropriate population projection range is extremely important. Selecting a range that is too high or  
20     too low can lead to serious challenges. For example, because UGAs are sized in accordance with the adopted  
21     population range, choosing a range that underestimates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

26     **2. Employment Projections**

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

31     **3. Historical Growth Trends**

32     Clark County has historically experienced healthy population increases. We typically rank as the first or second  
33     fastest growing county in the Portland/Vancouver metropolitan area. In the last decade alone, the county's  
34     population has increased by 23 percent. The following shows the county's census population from 1970 through  
35     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,

1 largely urban sections of the county. This is not likely to change in the near term. As a result, the Clark  
2 County Sheriff's Office has experienced the greatest increase in demand/need for services.  
3 d. Parks: The Board has determined that the county should operate and manage a separate park  
4 system rather than a joint system with the City of Vancouver. In doing so, the Board is committed to  
5 completion of the remaining parks, sports fields and trails identified in creation of the Greater  
6 Metropolitan Parks District.

## 7 **5. Land Supply Limitations**

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

## 13 **6. Economic Trends and Employment**

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

## 21 **7. Residential, Industrial, and Commercial Needs**

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

- 26 • 8,037 net residential acres with a capacity of 147,742 residents.
- 27 • 3,109 net acres of commercial lands with employment capacity of 62,180, at 20 jobs per acre.
- 28 • 3,587 net acres of industrial land with an employment capacity of 32,283, at 9 jobs per acre.

29 Thus, employment capacity of vacant lands in all county urban growth areas is 94,463. There are other potential  
30 jobs not captured by the vacant land model, such as jobs from redevelopment and public sector jobs. It is  
31 important to note that as a result of challenge of the 2007 plan and the appeals process, the rezoning of about  
32 1,600 acres of agricultural land to industrial was ruled invalid. The county removed those lands from urban growth  
33 areas and reinstated the lands as agriculture. Of the total, about 1,500 acres had been zoned for employment  
34 lands.  
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1    **Discussion Items**

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Consider adopting OFM Medium population forecast of 562,207
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- 3    1. Matches the RTC regional forecasts.
- 4    2. In keeping with the current demographic trends, adjust if necessary at the 2016 update.
- 5    3. Reduces the burden on public services.
- 6    4. Streamlines the approach to comply with an unfunded mandate.
- 7    5. Maintains existing urban growth areas.
- 8    6. Targets rezones to allow for 22,103 fewer people and more jobs than in the other projections.
- 9    7. Prepares the county to be more self-reliant for the next growth curve.

10   **Next Steps**

11   The Board needs to adopt a countywide population and jobs projections. Employment and household

12   projections are based on the population projection. Once the countywide population and jobs

13   projections are determined, the next step is to collaborate with the cities in setting the population and

14   job planning assumptions (allocation) for each jurisdiction for approval by the Board.

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RESOLUTION NO. 2014 -01-10

A RESOLUTION relating to the adoption of the **Clark County Public Participation Plan and Preliminary Scoping Schedule** that will be used for the county's comprehensive land use plan 2016 periodic update pursuant to Chapter 36.70A.140 RCW.

WHEREAS, Clark County adopted a 20-Year Comprehensive Growth Management Plan through ordinances 1994-12-47 and 1994-12-53 on December 20, 1994 to meet the goals and requirements of Chapter 36.70A RCW (also known as the Growth Management Act "GMA"); and

WHEREAS, Clark County adopted an updated 20-Year Comprehensive Growth Management Plan through ordinance 2004-09-02 and 2007-09-13 to meet the goals and requirements of Chapter 36.70A RCW; and

WHEREAS, Chapter 36.70A.130 RCW requires that the county "shall take legislative action to review and, if needed, revise its comprehensive land use plan and development regulations to ensure the plan and regulations comply with the requirements of this chapter"; and

WHEREAS, Chapter 36.70A.140 RCW requires counties to conduct outreach to "establish and broadly disseminate to the public a public participation program identifying procedures providing for early and continuous public participation in the development and amendment of comprehensive land use plans and development regulations implementing such plans."; and

WHEREAS, Clark County is required to clearly identify the procedures for broad dissemination of proposals and alternatives, opportunity for written comments, public meetings after effective notice, provision for open discussion, communication programs, information services, and consideration of and response to public comments; and

WHEREAS, the Board of County Commissioners after effective notice considered the Clark County Public Participation Plan and Preliminary Scoping Schedule (Exhibit 1) at duly advertised public hearings on January 21, 2014; and

WHEREAS, the Board of County Commissioners took public testimony from interested parties, considered all the written and oral arguments and testimony, and considered all the comments presented to the Board; and

WHEREAS, the Board concluded at duly advertised public hearing and finds that adoption will further the public health, safety and welfare; now therefore,

BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF CLARK COUNTY, STATE OF WASHINGTON that the Clark County Public Participation Plan and Preliminary Scoping Schedule (Exhibit 1) that will be used for the county's Comprehensive Plan 2016 periodic update pursuant to Chapter 36.70A.140 RCW is hereby approved and adopted for its stated purpose.

1 Section 1. Instructions to Clerk.


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3 The Clerk to the Board shall:

- 4  
5 1. Transmit a copy of this resolution to the Washington State Department of Commerce within ten  
6 days of its adoption pursuant to RCW 36.70A.106.  
7  
8 2. Transmit a copy of the adopted resolution to Community Planning Department Director.  
9  
10 3. Transmit a copy of the adopted resolution to the Cities of Battle Ground, Camas, La Center,  
11 Ridgefield, Washougal, Woodland, Vancouver and Town of Yacolt.  
12  
13 4. Record a copy of this resolution with the Clark County Auditor.  
14  
15 5. Cause notice of adoption of this resolution to be published forthwith pursuant to RCW  
16 36.70A.290.  
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18  
19 ADOPTED this 21<sup>st</sup> day of January 2014.  
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21  
22 Attest:


BOARD OF COUNTY COMMISSIONERS  
FOR CLARK COUNTY, WASHINGTON

23  
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26  
27 Clerk to the Board  
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31

By:   
Tom Mielke, Chair

32 Approved as to Form Only:  
33 Anthony F. Golik  
34 Prosecuting Attorney  
35

By: \_\_\_\_\_  
David Madore, Commissioner

36  
37 By:   
38 Christine Cook  
39 Deputy Prosecuting Attorney  
40

By: \_\_\_\_\_  
Steve Stuart, Commissioner

EXHIBIT 1

**1. Clark County Comprehensive Plan 2016 Update**

**Public Participation Plan & Preliminary Scoping Schedule**

**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 Pre-Planning, 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. As a preliminary step, the board and Planning Commission must establish a scope of work for the update. 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. Phase II will be where issues identified in Phase I are addressed. Throughout Phase I and Phase II, extensive interaction with the community will provide information to the process. 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.



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Table 1 – Summary of Potential Work Items		
GMA Requirements	Mandatory	<ul style="list-style-type: none"> <li>✓ Consideration of GMA amendments</li> <li>✓ Urban growth areas and population projections</li> <li>✓ Critical areas regulations</li> <li>✓ Mineral resource lands</li> <li>✓ Internal consistency</li> <li>✓ Development regulation consistency</li> </ul>
Required by Clark County Code or Comprehensive Plan	Mandatory	<ul style="list-style-type: none"> <li>✓ Other development regulation amendments</li> </ul>
Important Planning Considerations	Strongly Recommended	<ul style="list-style-type: none"> <li>✓ Fully develop benchmark and monitoring system to guide future planning work</li> <li>✓ Reorganization and rewrite of Comprehensive Plan to improve readability and usefulness</li> <li>✓ Previously uncompleted annual review docket/work program items.</li> </ul>

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#### **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.

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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.

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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.

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#### **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.

29

2014 Resolution

Relating to 2016 Comprehensive Plan Periodic Update



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:

**Innovative Public Involvement Technology** – In addition to traditional outreach methods below, Clark County will use innovative technology. The goal is to reach beyond the individuals who typically attend public meetings to encourage comments from a broader audience. Technology based tools could include:

- Project grid with dates, topic/issues, upcoming PC, BOCC meetings
- Mapping/GIS applications and web-based survey
- Online surveys/Polls
- CVTV – video production for TV broadcast and websites
- Community Planning's Website, [commplanning@clark.wa.gov](mailto:commplanning@clark.wa.gov)
- Electronic voting machines
- Webinars
- Social media
- The Future's Game

**Public workshops, Public meetings, 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. Community Planning commits to hold meetings at convenient times, and at locations that are accessible. Information is made available either through presentations by technical staff (public meeting) or through display exhibits (open house). We will present material online to create an alternative "open house" for citizens unable or unwilling to attend in person.

**Public notification of hearings (agendas etc.)** – The public is notified of Community Planning meetings and events primarily through Planning County website and e-mail communication. The Planning Commission and Board packets of informational material are made available on County website. A formal public process conducted before the Board of County Commissioners or Planning Commission.

**Clark County website** – Community Planning Department has a robust website with information about active projects and activities. The online site includes a meeting calendar and electronic copies of agendas, upcoming meetings, programs, and where relevant documents, schedules, announcements, notices of meetings, hearings and public involvement opportunities will be posted. The website offers links to archives of completed projects and studies.



- 1 **City/County coordination meetings** – Community Planning will coordinate with the cities of Battle  
2 Ground, Camas, La Center, Ridgefield, Vancouver and Washougal and the town of Yacolt on countywide  
3 planning issues that affect each jurisdiction. Clark County will coordinate meetings to discuss issues and  
4 seek consensus with each municipality before taking final action. In addition, Clark County will work  
5 directly with other municipal service providers affected by the plan.
- 6 **Technical advisory groups** – Community Planning may use technical advisory groups to solicit guidance  
7 on complex technical issues requiring a high level of intergovernmental coordination. The groups will  
8 include members who have specific knowledge of or interest in specialized technical topics. Technical  
9 advisory groups may have members from business and interest groups, trade organizations, service  
10 providers, municipalities and county departments.
- 11 **Email Distribution lists and Databases** – Community Planning will promote and maintain a list of  
12 individuals and groups who have expressed an interest in the Comprehensive Plan update. The list will  
13 be updated and used to disseminate announcements and notices. To join Community Planning  
14 Comprehensive Growth Management Plan Update mailing list, contact the Planning Department at  
15 360.397.2280 ext. 4558 or online at [commplanning@clark.wa.gov](mailto:commplanning@clark.wa.gov) The list already includes hundreds of  
16 subscribers.
- 17 **Stakeholder Outreach** – Community Planning will identify and reach out to any person or groups that  
18 are affected by the plan update, including those who may not be aware they are affected. Stakeholders  
19 include the general public, environmental groups, school districts, public health community,  
20 neighborhood and civic organizations, public agencies, and other groups.
- 21 **Neighborhood Associations** – Involve neighborhood associations and invite leaders inform neighbors via  
22 social media and small gatherings.
- 23 **Television and Online Videocasts** – CVTV broadcasts of Planning Commission and Board hearings will be  
24 replayed to reach a broader audience.
- 25 **Issue papers** – They will provide focused guidance and document the evolution of the update process.  
26 Before final adoption, Community Planning will compile the issue papers into a single background report  
27 and post issue papers and the report on the department's website.
- 28 **News releases** – Clark County will prepare news releases and distribute them to general news media,  
29 specialized media, and neighborhood associations and other local information providers throughout  
30 the update process. News releases also are available through online requests for RSS feeds and by  
31 following the county on social media, such as Facebook and Twitter.
- 32 **Board of Commissioner worksessions** – Community Planning will schedule worksessions as needed to  
33 brief board members and other interested parties and publicize topics and content as warranted.
- 34 **Planning Commission worksessions** – Community Planning will schedule worksessions as needed to brief  
35 the Planning Commission and other interested parties.
- 36 **Notification and availability of information** - Clark County will ensure meetings, worksessions and  
37 hearings are publicized as required by state law or county code. Clark County will make every effort to  
38 post all relevant documents on the county website. In addition, a project file will be maintained for  
39 public review at Community Planning, Public Service Center, 1300 Franklin St., third floor, Vancouver.
- 40 **Preliminary Schedule** - After a preliminary review of State requirements and technical guidance,

- 1 Community Planning has identified the following specific steps for the 2016 Comprehensive Plan update.
- 2 Public Information and Outreach – Community Planning will work with county PIO staff to modify and
- 3 execute this plan as additional information and opportunities becomes available.

July-Dec. 2013	January 2014—December 2015		Jan-May 2016
PRE-PLANNING	DATA ANALYSIS	PLAN DEVELOPMENT	ADOPTION
GMA Overview VBLM Review Preliminary Scoping Timeline Public Participation Plan	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	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	Public Review & Comment Department of Commerce Review Planning Commission Hearings County Commissioner Hearings Issue Notice of Adoption

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5 **Phase I – Focus on Informing the Public**

- 6 1. Establish Preliminary Scope of Work and Public Participation Plan
  - 7 a. *Essential public participation:* written plan, news release, website, work session, Planning
  - 8 Commission hearing, Board of County Commissioners hearing
  - 9 b. *Final action:* Resolution adopting the Public Participation Plan and Preliminary Scope of
  - 10 Work
- 11 2. Selection of 20-year population projection range
  - 12 a. *Essential public participation:* Issue paper, city/county coordination meetings, website
  - 13 update, worksession, county and municipality review, Planning Commission hearing, Board of
  - 14 County Commissioners hearing, coordination with municipal service providers
  - 15 b. *Final action:* Resolution adopting the selected population projection
- 16 3. Countywide Planning Policies
  - 17 a. *Essential public participation:* Issue paper, city/county coordination meeting, website update,
  - 18 worksession, county and municipality review, Planning Commission hearing, Board of County
  - 19 Commissioners hearing, coordination with municipal service providers
  - 20 b. *Final action:* Resolution adopting the revised Countywide Planning Policies
- 21
  - 22 4. Regional growth trends and allocations
  - 23 a. *Essential public participation:* Issue paper, website update, city/county coordination
  - 24 meeting, worksessions, coordination with municipal service providers

2014 Resolution  
 Relating to 2016 Comprehensive Plan Periodic Update



- 1           b. *Final action:* Resolution adopting allocation of population to each planning area and urban  
2           growth area.
- 3   5. Buildable lands analysis
- 4       a. *Essential public participation:* Issue paper, website update, city/county coordination  
5       meeting, worksession.
- 6       b. *Final action:* Buildable lands analysis report available to local planning jurisdictions and  
7       service providers. The Buildable lands analysis is due June 30, 2015.
- 8   6. Formal review of Comprehensive Plan and development regulations
- 9       a. *Essential public participation:* Issue paper, technical advisory group (for certain technical  
10       elements), website update, email list, news release, public meeting in each planning area,  
11       worksession, Planning Commission hearing.
- 12       b. *Final action:* Adopted resolution stating a formal review has occurred and identifying  
13       pending changes or revisions to the Comprehensive Plan and development regulations, and  
14       a detailed schedule and public participation plan for Phase II of the update.
- 15   **Phase II – Increase Efforts to Involve Public Before Key Decisions**
- 16   All public meetings will include online options for information and input for citizens not inclined to  
17   attend in person.
- 18   1. Urban Growth Area modifications
- 19       a. *Essential public participation:* Issue paper, technical advisory group/city/county coordination  
20       meeting, worksession, website update, email list, news release, public meeting in each  
21       planning area where a UGA modification is proposed, coordination with municipal service  
22       providers
- 23       b. *Final action:* Decision on revised urban growth area boundaries, if any
- 24   2. Draft Comprehensive Plan revisions
- 25       a. *Essential public participation:* Issue paper, technical advisory group (for certain technical  
26       elements), website update, email list, news release, public meeting in each planning area,  
27       worksession
- 28       b. *Final action:* Completion of proposed Comprehensive Plan revisions
- 29   3. SEPA analysis and public review period
- 30       a. *Essential public participation:* Update website, email list, send notice to adopt to state  
31       agencies
- 32       b. *Final action:* SEPA Threshold Determination issued
- 33   4. Draft development regulation revisions
- 34       a. *Essential public participation:* Issue paper, technical advisory group (for certain technical  
35       regulations), website update, email list, news release, public meeting in each planning area,  
36       worksession
- 37       b. *Final action:* Completion of proposed development regulations revisions
- 38   5. Final adoption
- 39       a. *Essential public participation:* Issue paper, website update, email list, news release,  
40       worksession, Planning Commission hearing, Board of County Commissioners hearing
- 41       b. *Final action:* Formal adoption of 2016 Comprehensive Plan update



RESOLUTION NO. 2014-04-01

A RESOLUTION relating to the adoption of the Clark County employment projections that will be used for the county's comprehensive land use plan 2016 periodic update pursuant to Chapter 36.70A.140 RCW.

WHEREAS, Clark County adopted a 20-Year Comprehensive Growth Management Plan through ordinances 1994-12-47 and 1994-12-53 on December 20, 1994 to meet the goals and requirements of Chapter 36.70A RCW (also known as the Growth Management Act "GMA"); and

WHEREAS, Clark County adopted an updated 20-Year Comprehensive Growth Management Plan through ordinance 2004-09-02 and 2007-09-13 to meet the goals and requirements of Chapter 36.70A RCW; and

WHEREAS, the county is required under RCW 36.70A.130 to take legislative action to review and, if needed, revise its comprehensive land use plan and development regulations by June 30, 2016 to ensure the plan and regulations comply with the requirements of this chapter; and

WHEREAS, RCW 36.70A.130(3)(a) states that each county that designates urban growth areas under RCW 36.70A.110 shall review its designated urban growth area or areas, and the densities permitted within both the incorporated and unincorporated portions of each urban growth area; and

WHEREAS, the review process required under RCW 36.70A.130(3) began on July 17, 2013, with a duly advertised public meeting; and

WHEREAS, the Board of County Commissioners (Board) adopted Resolution 2014-01-09 Clark County Population and Job Projections at a duly advertised public hearing on January 21, 2014, and in doing so adopted the office of financial management's medium population projection of 562,207 persons for the 20-year period ending in 2035; and

WHEREAS, the Board adopted Resolution 2014-01-10 Public Participation Plan and Preliminary Scoping schedule at a duly advertised public hearing on January 21, 2014 that will be used for the county's Comprehensive Plan 2016 periodic update pursuant to RCW 36.70A.140 ; and

WHEREAS, RCW 36.70A.020(5), the Economic Development goal, states that jurisdictions should "encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantage persons, promote the retention and expansion of existing businesses and recruitment of new business, recognize regional differences impacting economic development opportunities and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities."; and

WHEREAS, Clark County's Economic Development Element states that the economic development vision statement is that "Clark County will grow as a high-wage economy that creates jobs at a rate in excess of population growth, and an increasing percentage of the population will both live and work in Clark County. There will be an emphasis on emerging clusters that have a significant knowledge-based component."; and

1 WHEREAS, Countywide Planning Policy 9.1.8 states that “the county and cities will provide for  
2 orderly long-term commercial and industrial growth and an adequate supply of land suitable for compatible  
3 commercial and industrial development.”; and  
4

5 WHEREAS, the recession experienced in the county since 2008 has caused a significant loss of  
6 private sector jobs, an unemployment rate exceeding thirteen percent as reported by the Washington State  
7 Department of Economic Security (August 2010), and unemployment consistently exceeding ten percent  
8 every month since December 2008, with consequent damaging and debilitating ripple effects throughout  
9 every sector of the economy along with significant decreases in county tax revenue; and  
10

11 WHEREAS, the Board desires to reduce the unemployment rate by encouraging economic  
12 development in the county; and  
13

14 WHEREAS, the Board considered the **Issue Paper – 3.1: Clark County Employment Forecast** and the  
15 Washington State Employment Security Department’s GMA Employment Projection (Exhibit 1) and the  
16 2011 Final Edition Clark County Economic Development Plan prepared by CREDC at a duly advertised public  
17 hearing on April 1, 2014; and  
18

19 WHEREAS, the Board took public testimony from interested parties, considered all the written and  
20 oral arguments and testimony, and considered all the comments presented to the Board; and  
21

22 WHEREAS, the Board finds that adoption will further the public health, safety and welfare; now  
23 therefore,  
24

25 BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF CLARK COUNTY, STATE OF  
26 WASHINGTON, hereby adopts a job growth scenario of 91,200 net new jobs for the 20-year period ending in  
27 2035. This employment projection will result in a jobs to household ratio of 1 to 1, and will be used for the  
28 county’s 20-year Comprehensive Growth Management Plan 2016 periodic update pursuant to Chapter  
29 36.70A.140 RCW.  
30  
31

1 Section 1. Instructions to Clerk.

2  
3 The Clerk to the Board shall:

- 4  
5 1. Transmit a copy of this resolution to the Washington State Department of Commerce within ten  
6 days of its adoption pursuant to RCW 36.70A.106.  
7  
8 2. Transmit a copy of the adopted resolution to Community Planning Department Director.  
9  
10 3. Transmit a copy of the adopted resolution to the Cities of Battle Ground, Camas, La Center,  
11 Ridgefield, Washougal, Woodland, Vancouver and Town of Yacolt.  
12  
13 4. Transmit a copy of the adopted resolution to the Ports of Camas/Washougal, Ridgefield,  
14 Vancouver and Woodland.  
15  
16 5. Transmit a copy of the adopted resolution to the Columbia River Economic Development Council  
17 President.  
18  
19 6. Record a copy of this resolution with the Clark County Auditor.  
20  
21 7. Cause notice of adoption of this resolution to be published forthwith pursuant to RCW  
22 36.70A.290.  
23

24  
25 ADOPTED this 29<sup>th</sup> day of April 2014.

26  
27  
28 Attest:


BOARD OF COUNTY COMMISSIONERS  
FOR CLARK COUNTY, WASHINGTON

29  
30  
31   
32  
33 Clerk to the Board

By:   
Tom Mielke, Chair

34  
35  
36  
37  
38 Approved as to Form Only:  
39 Anthony F. Golik  
40 Prosecuting Attorney

By: \_\_\_\_\_  
David Madore, Commissioner

41  
42   
43 By: Christine Cook  
44 Christine Cook  
45 Deputy Prosecuting Attorney  
46

## **Exhibit 1**

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

Planning for growth 2015 – 2035

Employment Forecast– Issue Paper 3.1

#### **Purpose**

This memorandum provides a basic framework and starting point from which the County and Cities may consider population and employment allocation. This memo focuses on only technical aspects and not on policy considerations.

#### **Background**

The current countywide April 1, 2013 population is 435,500. The most likely 2035 OFM population projection is 562,207 representing a medium growth scenario. The 2035 projected population average annual population growth rate is 1.1% over a twenty year period.

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 local cities and the Town of Yacolt on population and job planning assumptions for 2016 through 2035. This Issue Paper will focus on Proposed Population and Employment Allocations. On January 21, 2014, the Board of Clark County Commissioners adopted the OFM Medium Population 562,207 for the twenty year period ending 2035; Resolution number: 2014-01-09.

#### **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.

Clark County relies on employment projections provided by Washington Employment Security Department, Regional Economist Scott Bailey. Using the medium population projections for 2035, it is possible to estimate Clark County 2035 employment using an assumption about the future employment rate. Staff is recommending scenario three job growth in the attached memo from Scott Bailey on GMA Employment Projections. The outcome for this scenario adds 78,500 net new jobs on 2,613 acres of commercial land. The 2014 VBLM can accommodate about 86,214 new jobs on 3,772 acres of industrial land.



### **Next Steps**

The Board needs to adopt a jobs projection. 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.

### **Population and Employment Allocation Scenario**

The GMA does not dictate a particular method for allocating population or employment growth. However, a cooperative process is recommended. It is necessary to consider "community growth goals with respect to population, commercial and industrial development, and residential land as well as other factors".

The Board may choose to allocate by 1) placing growth where it has historically occurred by UGA, 2) allocating growth by UGA based on the proportionate share of total county vacant and buildable lands without concern for capping that growth at current capacity, or 3) allocating growth by UGA according to the proportion of the total county identified vacant and buildable lands, but capped by UGA at currently identified capacity.

The third method was used in the 2007 Comprehensive Plan Update. It is simple and provides for what the existing land use inventory shows. The 2014 results indicate urban growth areas contain the following vacant buildable lands:

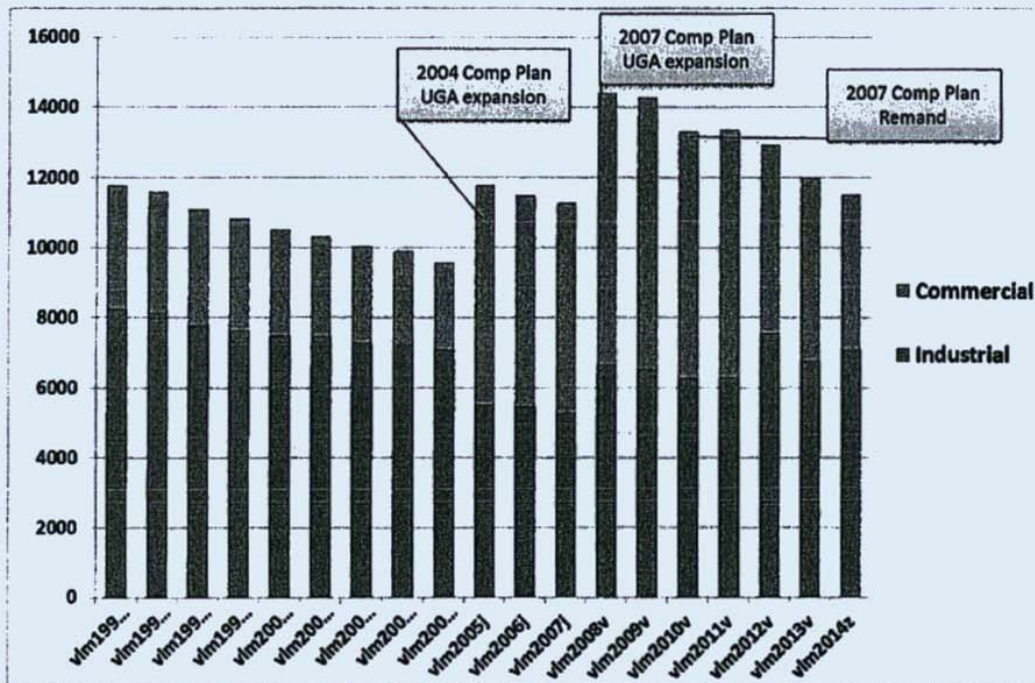
7,963 net residential acres;

2,613 net acres of commercial lands, and

3,772 net acres of industrial land.

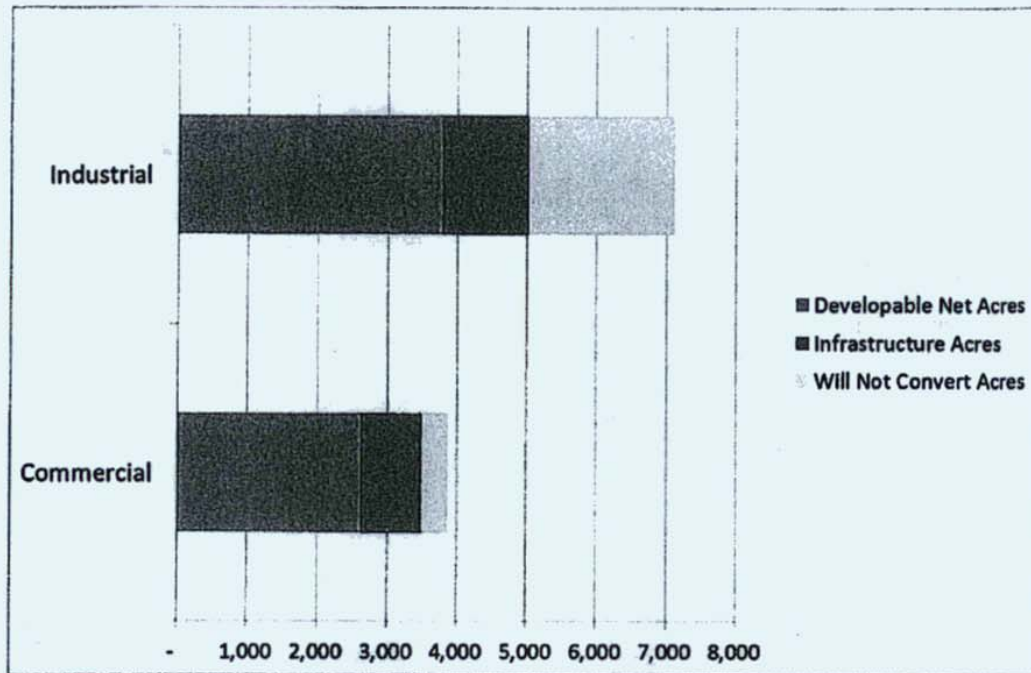
The following charts (1-7) explain Clark County's methodology for recommending 20-year Employment Projections.

Chart 1: 2014 VBLM – Total Gross Acres



Source: Clark County, Geographic Information System

Chart 2: 2014 VBLM Employment Lands – Gross Acres to Net Acres



Source: Clark County, Geographic Information System

Chart 3: 2014 VBLM – Commercial

Location	Gross Area	Commercial	Industrial	Office	Other
<b>Battle Ground</b>					
City	750.7	112.4	161.0	477.3	9,546.0
UGA	87.4	9.0	19.6	58.8	1,176.0
Total	838.1	121.5	180.6	536.1	10,722.0
<b>Camas</b>					
City	720.1	85.1	158.7	476.2	9,524.3
UGA	0.0	0.0	0.0	0.0	0.0
Total	720.1	85.1	158.7	476.2	9,524.3
<b>La Center</b>					
City	66.5	4.7	15.4	46.3	926.7
UGA	0.0	0.0	0.0	0.0	0.0
Total	66.5	4.7	15.4	46.3	926.7
<b>Ridgefield</b>					
City	636.1	73.2	140.7	422.2	8,444.3
UGA	17.8	1.5	4.1	12.2	244.5
Total	653.9	74.7	144.8	434.4	8,688.8
<b>Vancouver</b>					
City	554.5	23.4	132.8	398.4	7,967.2
UGA	885.8	63.9	205.5	616.5	12,329.2
Total	1,440.4	87.3	338.3	1,014.8	20,296.4
<b>Washougal</b>					
City	75.7	5.3	17.6	52.8	1,055.3
UGA	60.1	3.6	14.1	42.4	847.4
Total	135.8	8.9	31.7	95.1	1,902.6
<b>Yacolt</b>					
City	13.6	0.0	3.4	10.2	204.4
UGA	0.0	0.0	0.0	0.0	0.0
Total	13.6	0.0	3.4	10.2	204.4
<b>Commercial Total</b>	<b>3,868.3</b>	<b>382.1</b>	<b>873.0</b>	<b>2,613.3</b>	<b>52,265.2</b>

Source: Clark County, Geographic Information System



Chart 4: 2014 VBLM – Industrial

Geography	City	UGA	Total	2014 VBLM	2014 VBLM	2014 VBLM
<b>Battle Ground</b>						
City	209.6		90.7	29.7	89.2	802.6
UGA	32.3		15.9	4.1	12.3	110.4
Total	241.9		106.6	33.8	101.4	913.0
<b>Camas</b>						
City	559.0		169.0	97.5	292.5	2,632.6
UGA	81.7		30.4	17.85	38.4	345.9
Total	640.7		199.4	115.3	330.9	2,978.5
<b>La Center</b>						
City	83.3		19.1	16.1	48.2	433.7
UGA	1.1		0.2	0.2	0.7	6.1
Total	84.4		19.3	16.3	48.9	439.8
<b>Ridgefield</b>						
City	597.5		171.0	106.6	319.9	2,878.8
UGA	67.0		18.5	12.1	36.4	327.2
Total	664.5		189.5	118.7	356.2	3,206.0
<b>Vancouver</b>						
City	2,784.8		877.9	476.7	1,430.2	12,871.4
UGA	1,933.3		510.1	355.8	1,067.4	9,606.7
Total	4,718.1		1,388.0	832.5	2,497.6	22,478.1
<b>Washougal</b>						
City	176.4		88.2	22.0	66.1	595.3
UGA	534.8		85.9	112.2	336.6	3,029.7
Total	711.1		174.1	134.3	402.8	3,625.0
<b>Yacolt</b>						
City	9.5		.09	2.2	6.5	58.1
UGA	48.4		11.4	9.3	27.8	250.1
Total	58.0		12.3	11.4	34.2	308.2
<b>Industrial Total</b>	<b>7,118.7</b>		<b>2,089.2</b>	<b>1,257.4</b>	<b>3,772.1</b>	<b>33,948.6</b>

Source: Clark County, Geographic Information System

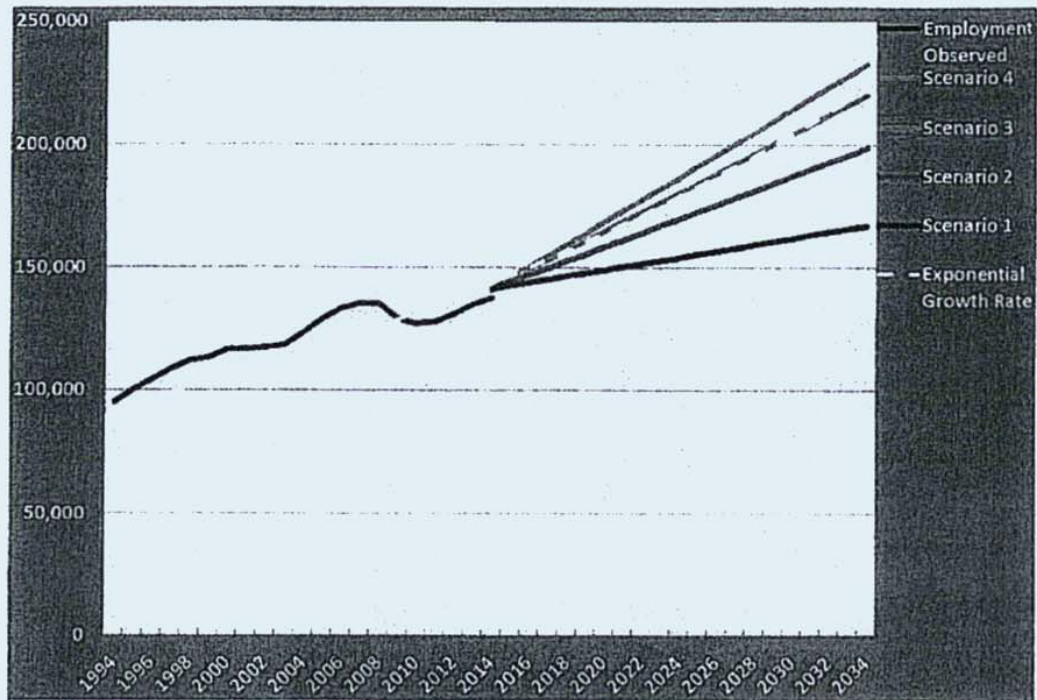
Chart 5: 2014 VBLM Total Employment Lands

Employment Land	2014	2015	2016	2017	2018
Commercial Total	3,868.3	382.1	873.0	2,613.3	52,265.2
Industrial Total	7,118.7	2,089.2	1,257.4	3,772.1	33,948.6
Total Employment Land	10,987.0	2,471.3	2,130.4	6,385.4	86,213.8*

Source: Clark County, Geographic Information System

\*NOTE: Net New Jobs does NOT include Government sector jobs. We can assume government jobs account for approximately 14% to 18% (31,300-31,900 jobs) of total, per Washington State Employment Security Department projections.

Chart 6: Clark County Employment Trends with Scenarios



Source: WA State Employment Security Department



**Chart 7: Sample Targets for Job/Housing Ratio 2015-2035**

Scenario	Job/Housing Ratio	Total Nonfarm Jobs	Net Gross County Commerce	Net New Jobs	Net Aggregate Net New Jobs
1	0.79	167,100	77,700	25,700	1,370
2	0.93	195,600	49,100	54,300	2,903
3	1.04	219,800	24,900	78,500	4,800
4	1.10	232,500	12,200	91,200	5,700

Source: WA State Employment Security Department

NOTE: Net New Jobs includes Government sector jobs (~14%-18%; 31,300-31,900 jobs)

## Staff Recommendation

Staff has met with an Employment Forecast Stakeholder group consisting of representatives from the Cities of Battle Ground, Vancouver, Ridgefield, La Center, Woodland, and including the RTC, Port of Ridgefield, CREDC, and WA State Employment Securing Department. They indicate that scenario 3 will increase the jobs per household ratio from 0.78 to above 1, which is a realistic goal. In conclusion, staff supports this scenario, because it is consistent with the Board approved medium OFM population number. For additional background information on the Employment forecast, see the attached memorandum by Scott Bailey, Southwest Regional Economist, Washington State Employment Security Department.



**Employment Security Department**  
WASHINGTON STATE

March 26, 2014

To: Oliver Orjiako  
Clark County Planning Department

From: Scott Bailey  
Regional Economist  
Washington Employment Security Department

Re: GMA Employment Projections

The following report amends and expands on earlier drafts. Note that the jobs to housing ratio for 2012 has been corrected, and employment projections by industry have been changed.

Thank you for requesting input on long-range employment projections for Clark County growth management. I have prepared scenarios for employment by industry for the year 2035 based on the population projection of 562,207. This memo is meant to guide readers through that scenario, and make explicit the assumptions I used.

Before starting, I want to make it clear that the projections below are in no way predictions or forecasts of the future. The question I'm answering in the projections is, "if Clark County grows such that its 2035 population is 562,207, what does that imply for employment?" While the county's development will take place within a larger economic context, local policies in place and yet to be adopted will have an impact as well.

The projections are based on the implicit assumptions that local governments will zone enough land and make capital investments adequate to support the projected population and jobs.

Finally, except for population, all projections will be shown rounded to the nearest 100.

Preliminary step: A look back

For the 1993 – 2013 period population grew from 267,748 to 435,500, an increase of 167,800 or 38.5 percent. The average annual growth rate was 2.5 percent. Nonfarm employment in the county expanded from 88,700 to 134,100, an additional 45,400 jobs (51.1 percent increase) with an annual average growth rate of 2.1 percent. The 20-year

Clark County GMA Projections—Washington Employment Security Department  
March 26, 2014  
Page 1

038448



comparisons for the future assume a 2015 population of 447,200, with 141,300 nonfarm jobs.

#### Step 1. Population and Housing

The employment projections are based on a 2035 population projection of 562,207, the mid-range projection from the state Office of Financial Management, with estimates for age and sex by five-year cohorts. The projected total increase (115,000 for the 2015-2035 span) is much smaller than the past 20 years, and the projected average annual growth rate of 1.2 percent is substantially lower as well. Using Metro's projection of 2.66 persons per household for Clark County leads to a projected 211,400 households in 2035.

#### Step 2. Labor Force and Employed Residents

Based on the demographic projections, the working-age population—all those aged 16 and older—will be 429,500 in 2035. The total estimated labor force for the county was derived by applying labor force participation rates to each age and sex cohort and summing the result. The labor force participation rates were based on projections made by the U.S. Bureau of Labor Statistics. The overall labor force participation rate for the county is projected to be 60.4%, which reflects both the aging of the population and the subdued participation rates for younger workers coming out of the recent recession. When this percentage is multiplied by the working-age population, the result is a projected labor force of 259,400. Assuming an unemployment rate of 5.5%, there would be 245,200 employed residents in the county in 2035.

#### Step 3. Gross Nonfarm Employment

How many jobs are associated with working residents? To get from employed residents to gross nonfarm employment, the following factors must be accounted for: farm employment, unpaid family workers, employees at private households (e.g. nannies, caretakers for the elderly), the self-employed, and multiple jobholders. Alternatively, one can simply make a projection based on the ratio of nonfarm jobs to employed residents. Using national projections showing a slight decline in the percentage of self-employed workers and an increase in the ratio of nonfarm jobs to employed residents, the gross number of jobs was estimated at 244,700.

A technical note: beginning in 2014, home care services funded through DSHS will be reclassified from NAICS 814 (private household employers) to NAICS 624 (social assistance). The former is not included in nonfarm employment, while the latter is included. Since these jobs have no impact on land use, projected nonfarm employment in this memo excludes them.





#### Step 4. Cross-County Commuting, Net Employment in the County, and the Jobs/Housing Ratio

The question for industrial and commercial land use planning becomes how many of these gross nonfarm jobs will be located in Clark County. Currently, the net number of cross-county commuters in Clark County is the equivalent of around 58,000 nonfarm jobs. The ratio of nonfarm jobs to housing units was 0.84 in 2012, compared with 1.19 for the four-county metro area. However, these ratios were strongly affected by the recession. Back in 2006, Clark County had 0.93 jobs per occupied household, and the four-county area was at 1.28. One would expect these two ratios to recover in the next few years to their previous highs.

How these two figures will change in the future depends in large part upon land-use policy and infrastructure investments. Some possible scenarios:

*Scenario 1: Constant proportion of net cross-county commuters.* One possibility is that the ratio of net commuters to total jobs will remain constant. This would work out to a net of 76,200 cross-county commuters, putting county nonfarm employment at 167,100 (roughly 1,400 jobs would not be included as nonfarm employment). Job growth would average 0.8 percent annually for the 2015-2035 period, well below the long-term historical trend. The 28,800 net new jobs added would also be well below the historical trend. The jobs/housing balance would fall to 0.79. Implicit in this scenario is that transportation infrastructure and land zoned for enterprise expand at an adequate pace to support both development in Clark County and commuting across the river.

*Scenario 2: Constant jobs/housing ratio.* Growth could happen in such a way that the jobs/housing ratio remained at the 2006 figure of 0.93. This translates into 195,600 nonfarm jobs in the county, and 49,100 net commuters. Employment would swell by 54,300, more than in the 1993-2013 period. Annual job growth would average 1.6 percent. This scenario would likely require less capacity in terms of bridge crossings—a reduction in net commuting doesn't necessarily mean a reduction in gross commuting—but more land made available for commercial and industrial development in the county.

HISTORICAL AND SCENARIO NONFARM EMPLOYMENT GROWTH			
Time Period	Job Growth	Percentage Increase	Average Annual Growth Rate
1993-2013	45,400	51.1%	2.1%
Scenario 1: 0.79	25,800	18.3%	0.8%
Scenario 2: 0.93	54,300	38.4%	1.6%
Scenario 3: 1.04	78,500	55.6%	2.2%
Scenario 4: 1.10	91,200	64.5%	2.5%





**Employment Security Department**  
WASHINGTON STATE

*Scenario 3: Clark County governments make a conscious effort to increase the jobs/housing ratio.* The first two scenarios take somewhat of a passive approach to the jobs/housing ratio. This third scenario assumes that the County makes an explicit attempt to increase the jobs/housing ratio by zoning additional land for industrial and commercial uses. It would likely require a substantial commitment of local tax dollars to funding infrastructure and purchasing/bundling industrial land parcels. It may be feasible to increase the jobs/housing ratio to 1.0 or above, below the 1.32 projected for the four-county metropolitan area. An average job growth rate of 2.2 percent would be required to reach a ratio of 1.04. Net commuting would decline to 24,900.

*Scenario 4: Clark County governments set a target of 1.1 for the jobs/housing ratio.* An average growth rate of 2.5 percent would be required to reach a ratio of 1.1. Net commuting would decline to 12,200.

The outcome for each scenario is summarized in the table below, based on a development density of 9 jobs per acre for industrial land (construction, manufacturing, wholesale trade, and transportation) and 20 jobs per acre for commercial uses (all other industries). Acreage here is "net" acres, that is, land that can actually be developed, as opposed to land with a particular zoning. Following your request, an estimate of 141,300 will be used for 2015 employment (a 5.4 percent increase over 2013).

SAMPLE TARGETS FOR JOB/HOUSING RATIO, WITH COMMERCIAL/INDUSTRIAL LAND USE IMPLICATIONS, 2015-2035				
Jobs/Housing Ratio	Total Nonfarm Jobs	Net Cross- County Commuters	Net New Jobs	Net Acreage Needed
0.79	167,100	77,700	25,800	1,042
0.93	195,600	49,100	54,300	2,903
1.04	219,800	24,900	78,500	4,508
1.10	232,500	12,200	91,200	5,351

#### Step 4. Employment by Industry

Industry employment projections were based on national and state projections and local history. As with any 20-year economic projections, these are highly speculative. Much will happen in the way of technological, social, and political change over the next 20 years that cannot be anticipated. I would welcome other opinions about different future trends for industries.

Some explicit assumptions made were that retail trade, some services, and much of government would be tied to population growth and would not be directly affected by



adding commercial/industrial acreage. However, there might be secondary effects due to the retention of more of the workforce in the county. For example, in-county workers would have fewer chances to shop in Oregon, so it would be reasonable to assume that there would be some positive impact on retail trade.

#### Step 5. Acreage

The need for industrial land was calculated at 9 jobs per acre for net new jobs in construction, manufacturing, wholesale trade, and transportation & warehousing. The need for commercial land was calculated at 20 jobs per acre for net new jobs in all other private sector industries. Additional acreage, on the order of 50 percent more, would be needed as a market factor. Anywhere from 6,800 to 7,400 government jobs would also have to be accommodated.

<b>SAMPLE TARGETS FOR JOB/HOUSING RATIO, WITH COMMERCIAL/INDUSTRIAL LAND USE IMPLICATIONS, 2015-2035</b>				
<b>Jobs/Housing Ratio</b>	<b>Net New Industrial Jobs</b>	<b>Acres of Industrial Land Needed</b>	<b>Net New Commercial Jobs</b>	<b>Acres of Commercial Land Needed</b>
0.79	1,500	167	17,500	875
0.93	8,800	978	38,500	1,925
1.04	15,600	1,733	55,500	2,775
1.10	19,000	2,111	64,800	3,240



POSSIBLE FUTURES: CLARK COUNTY NONFARM EMPLOYMENT						
	HISTORICAL	PROJECTED	2035 SCENARIOS			
	2013	2015	1	2	3	4
Total	134,100	141,300	167,100	195,600	219,800	232,500
Construction, Mining & Logging	9,400	10,800	9,200	11,200	13,100	14,000
Manufacturing	13,000	13,400	14,500	17,300	19,700	21,200
Wholesale Trade	5,700	5,900	7,000	8,600	10,000	10,500
Retail Trade	15,900	16,800	16,000	19,600	22,500	24,000
Transportation, Warehousing, Utilities	3,800	3,800	4,700	5,600	6,700	7,200
Information Services	2,700	3,400	4,000	4,600	5,200	5,500
Finance & Insurance	4,300	4,900	5,600	6,800	7,900	8,500
Real Estate, Rental & Leasing	2,300	2,300	2,800	3,500	4,000	4,300
Professional Services	7,100	7,300	10,800	12,900	15,100	16,800
Corporate Offices	2,100	2,100	3,000	3,600	4,000	4,300
Business Services	6,800	7,000	7,700	9,400	11,200	12,500
Private Education	1,400	1,400	1,800	2,100	2,400	2,800
Health Care & Social Assistance	18,100	18,800	26,400	33,500	37,800	39,900
Arts, Entertainment & Recreation	2,400	2,400	3,300	4,000	4,400	4,600
Accommodations & Food Services	10,700	11,300	12,700	14,800	16,700	17,000
Other Services	5,100	5,200	6,300	6,600	7,200	7,500
Government Administration	10,000	10,300	12,800	13,000	13,400	13,400
Public Education (K-20)	13,600	14,200	18,500	18,500	18,500	18,500



**Employment Security Department**  
WASHINGTON STATE

POSSIBLE FUTURES: CLARK COUNTY NONFARM EMPLOYMENT						
	HISTORICAL	PROJECTED	2035 SCENARIOS			
	2013	2015	1	2	3	4
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Construction, Mining & Logging	7.0%	7.6%	5.5%	5.7%	6.0%	6.0%
Manufacturing	9.7%	9.5%	8.7%	8.8%	9.0%	9.1%
Wholesale Trade	4.3%	4.2%	4.2%	4.4%	4.5%	4.5%
Retail Trade	11.9%	11.9%	9.6%	10.0%	10.2%	10.3%
Transportation, Warehousing, Utilities	2.8%	2.7%	2.8%	2.9%	3.0%	3.1%
Information Services	2.0%	2.4%	2.4%	2.4%	2.4%	2.4%
Finance & Insurance	3.2%	3.5%	3.4%	3.5%	3.6%	3.7%
Real Estate, Rental & Leasing	1.7%	1.6%	1.7%	1.8%	1.8%	1.8%
Professional Services	5.3%	5.2%	6.5%	6.6%	6.9%	7.2%
Corporate Offices	1.6%	1.5%	1.8%	1.8%	1.8%	1.8%
Business Services	5.1%	5.0%	4.6%	4.8%	5.1%	5.4%
Private Education	1.0%	1.0%	1.1%	1.1%	1.1%	1.2%
Health Care & Social Assistance	13.5%	13.3%	15.8%	17.1%	17.2%	17.2%
Arts, Entertainment & Recreation	1.8%	1.7%	2.0%	2.0%	2.0%	2.0%
Accommodations & Food Services	8.0%	8.0%	7.6%	7.6%	7.6%	7.3%
Other Services	3.8%	3.7%	3.8%	3.4%	3.3%	3.2%
Government Administration	7.5%	7.3%	7.7%	6.6%	6.1%	5.8%
Public Education (K-20)	10.1%	10.0%	11.1%	9.5%	8.4%	8.0%

Let me know if you have any questions. I can be reached at (360) 735-4995 or [scott.bailey@esd.wa.gov](mailto:scott.bailey@esd.wa.gov). Thanks.

RESOLUTION NO. 2014-06-16

A RESOLUTION relating to the suspension of 2015 and 2016 site-specific annual plan amendment cycle until the completion of the county's comprehensive land use plan 2016 periodic update pursuant to RCW 36.70A.140.

WHEREAS, Clark County adopted a 20-Year Comprehensive Growth Management Plan through ordinances 1994-12-47 and 1994-12-53 on December 20, 1994 to meet the goals and requirements of RCW 36.70A (also known as the Growth Management Act "GMA"); and

WHEREAS, Clark County adopted an updated 20-Year Comprehensive Growth Management Plan through ordinance 2004-09-02 and 2007-09-13 to meet the goals and requirements of RCW 36.70A; and

WHEREAS, the county is required under RCW 36.70A.130 to take legislative action to review and, if needed, revise its comprehensive land use plan and development regulations by June 30, 2016 to ensure the plan and regulations comply with the requirements of this chapter; and

WHEREAS, RCW 36.70A.130(3)(a) states that each county that designates urban growth areas under RCW 36.70A.110 shall review its designated urban growth area or areas, and the densities permitted within both the incorporated and unincorporated portions of each urban growth area; and

WHEREAS, the review process required under RCW 36.70A.130(3) began on July 17, 2013, with a duly advertised public meeting; and

WHEREAS, the Board adopted Resolution 2014-01-10 Public Participation Plan and Preliminary Scoping schedule at a duly advertised public hearing on January 21, 2014 that will be used for the county's Comprehensive Plan 2016 periodic update pursuant to RCW 36.70A.140 ; and

WHEREAS, RCW 36.70A.130(1)(d) states that any amendment of or revision to a comprehensive land use plan shall conform to this chapter. Any amendment of or revision to development regulations shall be consistent with and implement the comprehensive plan; and

WHEREAS, 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; and

WHEREAS, RCW 36.70A.130(2)(b) states that except as otherwise provided in (a) of this subsection, all proposals shall be considered by the governing body concurrently so the cumulative effect of the various proposals can be ascertained. However, after appropriate public participation a county or city may adopt amendments or revisions to its comprehensive plan that conform with this chapter whenever an emergency exists or to resolve an appeal of a comprehensive plan filed with the growth management hearings board or with the court; and





1 WHEREAS, the Board considered the **Suspension of Annual Reviews** at a worksession on June 18,  
2 2014; and

3  
4 WHEREAS, the Board considered the **Suspension of Annual Reviews** at a duly advertised public  
5 hearing on June 24, 2014; and

6  
7 WHEREAS, the Board took public testimony from interested parties, considered all the written and  
8 oral arguments and testimony, and considered all the comments presented to the Board; and

9  
10 WHEREAS, the Board finds and concludes that suspending the 2015 and 2016 annual  
11 comprehensive plan amendments and accompanying rezone requests will further the public health, safety  
12 and welfare; now therefore,

13  
14 BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF CLARK COUNTY, STATE OF  
15 WASHINGTON, as follows:

16  
17 Section 1. Suspend. Clark County Unified Development Code 40.560.010 for the 2015 and 2016 annual  
18 comprehensive plan amendments and accompanying rezone request is suspended and shall not be  
19 separately considered during the review of the county's comprehensive plan as shown in Table 1. This  
20 action does not preclude out-of-cycle amendments, if an emergency exists, to resolve a truly obvious  
21 mapping error, an appeal of a comprehensive plan filed with the growth management hearings board or  
22 with the court.  
23  
24

Table 1			
2015-2035 Comprehensive Plan Adoption			06/30/16
Last Cycle	2013	2014	2015
	Pre-Application	Oct-Dec	
	Annual Review	Jan - Dec	
Suspend	Adoption		01/01/15
	2014	2015	2016
	Pre-Application	Oct-Dec	
Suspend	Annual Review	Jan - Dec	
	Adoption		01/01/16
Suspend	2015	2016	2017
	Pre-Application	Oct-Dec	
	Annual Review	Jan - Dec	
Next Cycle	Adoption		01/01/17
	2016	2017	2018
	Pre-Application	Oct-Dec	
	Annual Review	Jan - Dec	
	Adoption		01/01/18

25  
26 Section 2. Effective. Upon completion of the comprehensive plan 2016 periodic update process, the annual  
27 review process will commence with the 2017 annual comprehensive plan amendments and accompanying  
28 rezone requests as outlined in Clark County Unified Development Code 40.560.010.

1 Section 3. Instructions to Clerk.

2  
3 The Clerk to the Board shall:

- 4
- 5 1. Transmit a copy of this resolution to the Washington State Department of Commerce within ten
  - 6 days of its adoption pursuant to RCW 36.70A.106.
  - 7
  - 8 2. Transmit a copy of the adopted resolution to Community Planning Department Director.
  - 9
  - 10 3. Transmit a copy of the adopted resolution to the Cities of Battle Ground, Camas, La Center,
  - 11 Ridgefield, Washougal, Woodland, Vancouver and Town of Yacolt.
  - 12
  - 13 4. Record a copy of this resolution with the Clark County Auditor.
  - 14
  - 15 5. Cause notice of adoption of this resolution to be published forthwith pursuant to RCW
  - 16 36.70A.290.
  - 17

18  
19 ADOPTED this 24 day of June 2014.

20  
21  
22 Attest:

BOARD OF COUNTY COMMISSIONERS  
FOR CLARK COUNTY, WASHINGTON

23  
24  
25  
26 Jana Bedline  
27  
28 Clerk to the Board  
29 Deputy

By: Tom Mielke  
Tom Mielke, Chair

30  
31  
32 Approved as to Form Only:  
33 Anthony F. Golik  
34 Prosecuting Attorney

By: \_\_\_\_\_  
David Madore, Commissioner

35  
36  
37 By: Christine Cook  
38 Christine Cook  
39 Deputy Prosecuting Attorney  
40

By: \_\_\_\_\_  
Ed Barnes, Commissioner





RESOLUTION NO. 2014-06-17

A RESOLUTION relating to the adoption of the Clark County population and employment allocations that will be used for the county's comprehensive land use plan 2016 periodic update pursuant to RCW 36.70A.

WHEREAS, Clark County adopted a 20-Year Comprehensive Growth Management Plan through ordinances 1994-12-47 and 1994-12-53 on December 20, 1994 to meet the goals and requirements of Chapter 36.70A RCW (also known as the Growth Management Act "GMA"); and

WHEREAS, Clark County adopted an updated 20-Year Comprehensive Growth Management Plan through ordinance 2004-09-02 and 2007-09-13 to meet the goals and requirements of Chapter 36.70A RCW; and

WHEREAS, the county is required under RCW 36.70A.130 to take legislative action to review and, if needed, revise its comprehensive land use plan and development regulations by June 30, 2016 to ensure the plan and regulations comply with the requirements of this chapter; and

WHEREAS, RCW 36.70A.130(3)(a) states that each county that designates urban growth areas under RCW 36.70A.110 shall review its designated urban growth area or areas, and the densities permitted within both the incorporated and unincorporated portions of each urban growth area; and

WHEREAS, the review process required under RCW 36.70A.130(3) began on July 17, 2013, with a duly advertised public meeting; and

WHEREAS, the Board of County Commissioners (Board) adopted Resolution 2014-01-09 Clark County Population and Job Projections at a duly advertised public hearing on January 21, 2014, and in doing so adopted the office of financial management's medium population projection of 562,207 persons for the 20-year period ending in 2035; and

WHEREAS, the Board adopted Resolution 2014-01-10 Public Participation Plan and Preliminary Scoping schedule at a duly advertised public hearing on January 21, 2014 that will be used for the county's Comprehensive Plan 2016 periodic update pursuant to RCW 36.70A.140 ; and

WHEREAS, the Board adopted Resolution 2014-04-01 Employment Forecast at a duly advertised public hearing on April 1 and 29, 2014, thereby adopted the employment security department's projection of 91,200 net new jobs for the 20-year period ending in 2035; and

WHEREAS, the GMA and countywide planning policies indicate that review of UGAs should be coordinated between the county, cities, and Town of Yacolt; and

WHEREAS, the Board reviewed the 2016 Board Principles and Values at a worksession on April 16 and May 14, 2014; and

WHEREAS, the Board reviewed the Comprehensive Plan 2016 periodic update Planning Assumptions at a worksession on April 16 and May 14, 2014; and

WHEREAS, population and employment allocations are a critical component in the comprehensive plan review and update process; and

1 WHEREAS, the Board reviewed Issue Paper-4: Clark County 2016 Population and Employment  
2 Allocation (Exhibit 1) at a worksession on June 18, 2014; and  
3

4 WHEREAS, the Board considered Issue Paper – 4: Clark County 2016 Population and Employment  
5 Allocation, the Comprehensive Plan 2016 periodic update Planning Assumptions and the 2016 Board  
6 Principles and Values at a duly advertised public hearing on June 24, 2014; and  
7

8 WHEREAS, the Board took public testimony from interested parties, considered all the written and  
9 oral arguments and testimony, and considered all the comments presented to the Board; and  
10

11 WHEREAS, the Board finds that adoption will further the public health, safety and welfare; now  
12 therefore,  
13

14 BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF CLARK COUNTY, STATE OF  
15 WASHINGTON, hereby adopts the Comprehensive Plan 2016 periodic update Planning Assumptions as  
16 shown in Table 1, the population growth and employment allocation for the preliminary allocations for  
17 initial review of urban growth areas 20-year period ending in 2035 as shown in Table 2 and the 2016 Board  
18 Principles and Values as shown in Table 3. This information will be used for the county's 20-year  
19 Comprehensive Growth Management Plan 2016 periodic update pursuant to RCW 36.70A.140.  
20  
21

Table 1: 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	1:1
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	15% residential, 15% commercial, business park, industrial

Table 2: Population and Employment Allocation

Urban Growth Area	Net New Population Growth Allocation	Net New Employment Growth Allocation
Battle Ground	17,543	11,635
Camas	12,361	12,503
La Center	3,551	1,367
Ridgefield	14,374	11,895
Vancouver	57,967	42,774
Washougal	6,615	4,766
Woodland	252	0
Yacolt	333	513
County	12,556	—
Total	125,560	85,452



1  
2

Table 3: Board Principles and Values

**Employment Lands**

- Equalize land allocation and jobs/population ratio so that cities have equitable share of jobs – diverse job base
- Mapping: Put job lands close to transportation so that capacity is provided to job opportunities
- Ground-truth where residential and jobs “make sense” – no more “wetland industrial”
- Focus Public Investment Areas – “hubs” of job growth that can be serviced effectively (adjust Transportation Improvement Plan if necessary)
- Maximize the potential for the county’s railroad as a job-creating asset
- Prioritize lands that are most likely to provide “family-wage jobs” as defined in the comprehensive plan policies

**Housing**

- 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.
- Maintain a mix of housing options (a variety of housing densities – large, medium, and small lots)
- 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**

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

**Rural Lands**

- 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**

- Ensure good geographic distribution of commercial lands
- Breaks/Green spaces between communities – natural borders
- Use an integrated view in examining the proposed boundaries and plan map
- Respect cities’ investment in capital facilities by not shrinking the 2007 urban growth boundaries.

**Tax Base**

- Maintain county tax base (generate revenue necessary to provide services)
- Balance between the cities
- 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**

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

**Allocation**

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

3

1 Section 1. Instructions to Clerk.

2  
3 The Clerk to the Board shall:

- 4
- 5 1. Transmit a copy of this resolution to the Washington State Department of Commerce within ten
  - 6 days of its adoption pursuant to RCW 36.70A.106.
  - 7
  - 8 2. Transmit a copy of the adopted resolution to Community Planning Department Director.
  - 9
  - 10 3. Transmit a copy of the adopted resolution to the Cities of Battle Ground, Camas, La Center,
  - 11 Ridgefield, Washougal, Woodland, Vancouver and Town of Yacolt.
  - 12
  - 13 4. Transmit a copy of the adopted resolution to the Ports of Camas/Washougal, Ridgefield,
  - 14 Vancouver and Woodland.
  - 15
  - 16 5. Transmit a copy of the adopted resolution to the Columbia River Economic Development Council
  - 17 President.
  - 18
  - 19 6. Record a copy of this resolution with the Clark County Auditor.
  - 20
  - 21 7. Cause notice of adoption of this resolution to be published forthwith pursuant to RCW
  - 22 36.70A.290.
  - 23
  - 24

25 ADOPTED this 24 day of June 2014.

26  
27  
28 Attest:

BOARD OF COUNTY COMMISSIONERS  
FOR CLARK COUNTY, WASHINGTON

29  
30  
31  
32 Jana Redline  
33 Clerk to the Board  
34 Deputy  
35  
36  
37

By: Tom Mielke  
Tom Mielke, Chair

38 Approved as to Form Only:  
39 Anthony F. Golik  
40 Prosecuting Attorney

By: \_\_\_\_\_  
David Madore, Commissioner

41  
42  
43 By: Christine Cook  
44 Christine Cook  
45 Deputy Prosecuting Attorney  
46

By: \_\_\_\_\_  
Ed Barnes, Commissioner

## **EXHIBIT 1**

### **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.**

	January 1, 2014 Population Estimates	2014 to 2035 VBLM Population Allocation	2035 Estimate
UGA			
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
<b>Total</b>	<b>436,647</b>	<b>125,560</b>	<b>562,207</b>

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
<b>Sub Total</b>	<b>*85,452</b>

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.





RESOLUTION NO. 2015-04-05

A RESOLUTION amending Resolution 2014-06-17, relating to the adoption of the Clark County population and employment allocations that will be used for the county's comprehensive land use plan 2016 periodic update pursuant to Chapter 36.70A RCW.

WHEREAS, the Board adopted Resolution 2014-06-17 Clark County 2016 Population and Employment Allocation, the Comprehensive Plan 2016 periodic update Planning Assumptions and the 2016 Board Principles and Values at a duly advertised public hearing on June 24, 2014 that will be used for the county's Comprehensive Plan 2016 periodic update pursuant to RCW 36.70A.140 ; and

WHEREAS, the Board reviewed Issue Paper 4.2 and considered amending the population allocation at a worksession on September 24, 2014; and

WHEREAS, the Board considered Issue Paper – 4.2: Clark County 2016 Population and Employment Allocation, the Comprehensive Plan 2016 periodic update Planning Assumptions and the 2016 Board Principles and Values (Exhibit 1) at a duly advertised public hearing on April 14, 2015; and

WHEREAS, the Board took public testimony from interested parties, considered all the written and oral arguments and testimony, and considered all the comments presented to the Board; and

WHEREAS, the Board finds that adoption will further the public health, safety and welfare; now therefore,

BE IT RESOLVED BY THE BOARD OF COUNTY COUNCILORS OF CLARK COUNTY, STATE OF WASHINGTON, hereby amends the Comprehensive Plan 2016 periodic update Planning Assumptions as shown in Table 1, the population growth and employment allocation for the preliminary allocations for initial review of urban growth areas 20-year period ending in 2035 as shown in Table 2 and the 2016 Board Principles and Values as shown in Table 3. This information will be used for the county's 20-year Comprehensive Growth Management Plan 2016 periodic update pursuant to RCW 36.70A.140.

Table 1: Planning Assumptions

Assumption	2016
20-Year Population Projection	578,391
Planned Population Growth (new)	129,546
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	101,153
Jobs to Household	1:1
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	15% residential, 15% commercial, business park, industrial

Table 2: Population and Employment Allocation

UGA	January 1, 2015 Population Estimates	2015 to 2035 VBLM Population Allocation	Additional Allocation	2035 Estimates	2035 Estimates Including Redevelopment
Battle Ground	20,871	15,972	1,600	37,705	39,305
Camas	22,843	11,255		34,410	34,410
County	62,205	11,432		73,628	73,628
LaCenter	3,209	3,233	1,200	6,714	7,914
Ridgefield	6,575	13,087	5,832	20,523	26,356
Vancouver	315,460	52,786	6,200	365,743	371,943
Washougal	15,932	6,023	392	22,118	22,510
Woodland	89	229		339	339
Yacolt	1,661	303		1,986	1,986
<b>Total</b>	<b>448,845</b>	<b>114,322</b>	<b>15,224</b>	<b>563,167</b>	<b>578,391</b>

Source: Clark County, Geographic Information System and Community Planning

Note: ^ 10% based on 90/10 urban/rural planning assumption. March 3, 2015 expansion request includes additional acreage for Washougal's UGA - 392 persons and Ridgefield's UGA - 832 persons; totaling an additional 1,224 persons.

Table 3: Board Principles and Values

#### Employment Lands

- Equalize land allocation and jobs/population ratio so that cities have equitable share of jobs – diverse job base
- Mapping: Put job lands close to transportation so that capacity is provided to job opportunities
- Ground-truth where residential and jobs "make sense" – no more "wetland industrial"
- Focus Public Investment Areas – "hubs" of job growth that can be serviced effectively (adjust Transportation Improvement Plan if necessary)
- Maximize the potential for the county's railroad as a job-creating asset
- Prioritize lands that are most likely to provide "family-wage jobs" as defined in the comprehensive plan policies

#### Housing

- 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.
- Maintain a mix of housing options (a variety of housing densities – large, medium, and small lots)
- 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

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

#### Rural Lands

- 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

- Ensure good geographic distribution of commercial lands
- Breaks/Green spaces between communities – natural borders
- Use an integrated view in examining the proposed boundaries and plan map
- Respect cities' investment in capital facilities by not shrinking the 2007 urban growth boundaries.

#### Tax Base

- Maintain county tax base (generate revenue necessary to provide services)
- Balance between the cities



- 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**

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

**Allocation**

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

1

July



1 Section 1. Instructions to Clerk.


2  
3 The Clerk to the Board shall:  
4  
5

- 9
- 10 1. Transmit a copy of the adopted resolution to Community Planning Department Director.
  - 11 2. Transmit a copy of the adopted resolution to the Cities of Battle Ground, Camas, La Center,  
12 Ridgefield, Washougal, Woodland, Vancouver and Town of Yacolt.
  - 13 3. Transmit a copy of the adopted resolution to the Ports of Camas/Washougal, Ridgefield,  
14 Vancouver and Woodland.
  - 15 4. Transmit a copy of the adopted resolution to the Columbia River Economic Development Council  
16 President.  
17  
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22

23  
24 ADOPTED this 14<sup>th</sup> day of April 2015.  
25  
26

27  
28 Attest:

BOARD OF COUNTY COUNCILORS  
FOR CLARK COUNTY, WASHINGTON

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34 Clerk to the Board  
35  
36  
37

By: 

David Madore, Chair

38 Approved as to Form Only:

39 Anthony F. Golik  
40 Prosecuting Attorney

41  
42  
43 By: 

44 Christine Cook  
45 Deputy Prosecuting Attorney  
46

By: \_\_\_\_\_

Jeanne E. Stewart, Councilor

By: \_\_\_\_\_

Tom Mielke, Councilor

**Exhibit 1**  
**Clark County Comprehensive Plan 2016 Update**  
Planning for growth 2015 – 2035  
2016 Population and Employment Allocation – Issue Paper 4.2

**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:

- Issue Paper 1 - Comprehensive Plan Overview: A summary of the county's Planning Assumptions, 2013 vacant and buildable lands model (VBLM) inventory and population and employment projections.
- Issue Paper 2 – Population and Job Projections: Background information for a discussion with the cities and the town of Yacolt on population and job planning assumptions for 2015-2035. On Jan. 21, 2014, the Board adopted the state Office of Financial Management's (OFM) medium population projection of 562,207 for the 20-year period ending 2035 (Res. 2014-01-09).
- Issue Paper 3 – Employment forecast based on input from Washington Employment Security Department (ESD). It 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 20-year period ending 2035 (Res. 2014-04-01).
- Issue Paper 4 – Population and Job Allocation: On June 24, 2014, the Board identified the methodology for allocating growth by UGA and adopted preliminary allocations for initial review (Res. 2014-06-17). The allocations were revised as Issue Paper 4.1 to reflect the additional capacity for population and jobs not captured by the vacant land model and presented at a BOCC Worksession on September 24, 2014.
- Issue Paper 5 – SEPA Scoping: On July 16, 2014, the Board discussed the environmental impact review process under the State Environmental Policy Act (SEPA) and directed staff to proceed to scoping on development of alternatives. Issue Paper 5.1 provides a partial list of what has transpired from July 17, 2014 through March 11, 2015.

This issue paper (Issue Paper 4.2) will discuss the additional capacity for population and jobs not captured by the vacant land model reflecting an increase of 15,224 persons and 24,175 jobs from redevelopment and public sector jobs that will occur within the planning horizon.

It updates Issue Paper 4.0, to reflect recent information. Countywide forecasts adopted by the Board in Resolution 2014-06-17 are modestly adjusted to reflect the increase in existing population and jobs that occurred during 2014, to include City assumptions for project future growth through redevelopment as directed by the Board, and to be consistent with cities proposals for their respective UGAs. These



forecasts and allocations are intended to keep cities whole by not reducing or significantly expanding city UGAs.

### Methodology

Allocation of population growth 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 residential land are on net developable acres at units per UGA; Vancouver- 8; Battle Ground, Camas, Ridgefield, Washougal, at Woodland – 6; La Center and Yacolt – 4 units per net acre; and
- The urban/rural growth percentage split remains at 90/10. (Rural population growth is assumed to be 10% of the population forecast even though the GMA does not require a cap or formal allocation.)

### Countywide Population Allocation

The following table shows the current population estimate, 2015 vacant lands model capacity, and the allocation of 2035 population forecast if the Board use method 3 as listed above. The cities have concerns that the allocation shows a reduction in capacity from the 2007 Comprehensive Plan. Additional allocation was added in order to reflect the existing comprehensive plans of the cities.

The 2035 population allocation to UGA's is based on determining the potential population that can be accommodated by the 2015 Vacant Lands Model (VLM) and figuring the share of the total potential VLM population by UGA. The 2035 estimate is calculated by applying the UGA share of the VLM to the total population for the urban area (114,322 = 102,890 + 11,432). The 11,432 represents 10% of population assumed for the rural area and 102,890 represents 90% urban allocation. 2015 VLM can accommodate the urban population and additional allocation.



The Board directed that the county acknowledge the 2007 Comprehensive Growth Management Plan adopted urban growth areas as a baseline for the 2016 update. Staff allocated 1,600 persons to the Battle Ground UGA, 5,832 persons to Ridgefield's UGA, 1,200 persons to La Center's UGA, and 6,200 persons to the Vancouver UGA. See table 1 below. Total population growth expected between 2015 and 2035 is 114,322 persons plus 15,224 persons totaling 129,546. The January 1, 2015 base year estimate of 448,845 plus 129,546 produces a 2035 estimate of 578,391.

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

UGA	January 1, 2015 Population Estimates	2015 to 2035 VBLM Population Allocation	Additional Allocation	2035 Estimates	2035 Estimates Including Redevelopment
Battle Ground	20,871	15,972	1,600	37,705	39,305
Camas	22,843	11,255		34,410	34,410
County	62,205	11,432		73,628	73,628
LaCenter	3,209	3,233	1,200	6,714	7,914
Ridgefield	6,575	13,087	5,832	20,523	26,356
Vancouver	315,460	52,786	6,200	365,743	371,943
Washougal	15,932	6,023	392	22,118	22,510
Woodland	89	229		339	339
Yacolt	1,661	303		1,986	1,986
<b>Total</b>	<b>448,845</b>	<b>114,322</b>	<b>15,224</b>	<b>563,167</b>	<b>578,391</b>

Source: Clark County, Geographic Information System and Community Planning

Note: ^ 10% based on 90/10 urban/rural planning assumption. March 3, 2015 expansion request includes additional acreage for Washougal's UGA - 392 persons and Ridgefield's UGA - 832 persons; totaling an additional 1,224 persons.

### 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 Security 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 2015 vacant land model and additional land requested by the cities of Battle Ground, La Center and Ridgefield, the county has capacity for 101,153 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	2015 VBLM
Battle Ground	9,933
Camas	11,182
La Center	1,324
Ridgefield	8,708
Vancouver	41,188
Washougal	4,175
Yacolt	468
Woodland	0
<b>Total</b>	<b>*101,153</b>

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 76,978 to 101,153.

### **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 this revised population and employment allocation be approved as they reflect new information.





RESOLUTION NO. 2015-04-06

A RESOLUTION relating to the adoption of the alternatives for study in an environmental impact statement under the State Environmental Policy Act (SEPA) that will be used for the county's comprehensive land use plan 2016 periodic update pursuant to Chapter 36.70A RCW.

WHEREAS, the 2016 Clark County comprehensive growth management plan review process required under RCW 36.70A.130(3) began on July 17, 2013, with a duly advertised public meeting; and

WHEREAS, the Board of County Commissioners (Board) adopted Resolution 2014-01-09 Clark County Population and Job Projections at a duly advertised public hearing on January 21, 2014, and in doing so adopted the office of financial management's medium population projection of 562,207 persons for the 20-year period ending in 2035; and

WHEREAS, the Board adopted Resolution 2014-04-01 Employment Forecast at a duly advertised public hearing on April 1 and 29, 2014, thereby adopting the employment security department's projection of 91,200 net new jobs for the 20-year period ending in 2035; and

WHEREAS, the Board adopted Resolution 2014-06-17 Population and Employment Allocation, Planning Assumptions and the 2016 Board Principles and Values at a duly public hearing on June 24, 2014 to be used for the county's Comprehensive Plan 2016 periodic update pursuant to RCW 36.70A.140; and

WHEREAS, the county is required under Chapter 43.21C RCW to evaluate environmental impacts that could result from actions it approves or undertakes; and

WHEREAS, RCW 43.21C.030 states that all policies, regulations and laws of the state of Washington shall be interpreted and administered in accordance with the policies set forth in Chapter 43.21C RCW; and

WHEREAS, as part of the 2007 comprehensive plan update, the county prepared an Environmental Impact Statement (EIS), issuing both a draft EIS (DEIS) and a final EIS (FEIS); and

WHEREAS, given the economic downturn that happened subsequent to the 2007 plan update, it was determined using the vacant buildable lands model that the adopted population and jobs targets can be accommodated in current urban growth areas with minimal targeted additions; and

WHEREAS, given that determination, the county on July 30, 2014 re-adopted the 2007 EIS and announced its intent to prepare a supplemental EIS for additional proposed changes, in addition to announcing scoping meetings for August 2014; and

WHEREAS, the county held scoping meetings on August 18, 20, 27, and 28, 2014; and



1 WHEREAS, the Board approved a contract with ESA (Seattle) on August 19, 2014 to prepare  
2 the supplemental EIS; and

3  
4 WHEREAS, the Board held work sessions on SEIS alternatives on July 16, September 24, and  
5 October 22, 2014, and at the latter, the Board agreed upon three alternatives ; and

6  
7 WHEREAS, the county held public open houses on the details of the three alternatives on  
8 October 29 and 30, 2014; and

9  
10 WHEREAS, the Board requested at a work session on January 21, 2015, that work be halted  
11 on the supplemental EIS until a fourth alternative could be developed; and

12  
13 WHEREAS, the Board reviewed Issue Paper 5.0 SEPA Scoping (Exhibit 1) at a worksession  
14 on July 16, 2014, and reviewed Issue Paper 5.1 SEPA Alternatives (Exhibit 2) at a worksession on  
15 March 11, 2015; and

16  
17 WHEREAS, a fourth alternative was developed and the county held additional open houses  
18 on the alternatives on March 25 and April 1, 2015; and

19  
20 WHEREAS, the Board considered revised Issue Papers 5.0 SEPA Scoping and 5.1 SEPA  
21 Alternatives at a duly advertised public hearing on April 14, 2015; and

22  
23 WHEREAS, the Board took public testimony from interested parties, considered all the  
24 written and oral arguments and testimony, and considered all the comments presented to the  
25 Board; and

26  
27 WHEREAS, the Board finds that adoption will further the public health, safety and welfare;  
28 now therefore,

29  
30 BE IT RESOLVED BY THE BOARD OF COUNTY COUNCILORS OF CLARK COUNTY, STATE OF  
31 WASHINGTON, as follows:

32  
33 **Section 1.** The Board hereby adopts the Clark County Alternatives for study under the State  
34 Environmental Policy Act (SEPA) as shown below. This information developed in SEPA analysis of  
35 the Clark County Alternatives will be used for the county's 20-year Comprehensive Growth  
36 Management Plan 2016 periodic update pursuant to RCW 36.70A.140.

37  
38 **Alternative 1: No Action Alternative.** This alternative is the adopted Comprehensive Plan as  
39 amended in July 2014, with the current urban growth boundaries, planning assumptions,  
40 policies and implementation ordinances.

41  
42 **Alternative 2: Rural and Urban Changes.** The new planning assumptions, policy direction,  
43 changes in land use/zoning and principles and values defined by the Board were used in this  
44 alternative. This option supports job and population growth.

- 45 • FR-40/AG-20 to FR-20/AG-10, and R-20 to R-10, where appropriate

- Washougal UGA comp plan to zone consistency
- Expand Ridgefield UGA to include the Tri-Mountain Golf Course
- Single Rural Lands comp plan designation
- Single Rural Commercial comp plan designation
- Urban reserve (UR) changing urban reserve to a true overlay, and applying underlying rural zoning where needed
- Urban holding (UH) changing urban holding to a true overlay, recognizing the underlying zoning applied when the land was brought into a (UGA)
- Public facilities zone creation
- Single Commercial comp plan designation
- Removal of Three Creeks Special Planning Area
- Removal of UH in the Fisher Swale area of the Vancouver UGA
- Mixed Use comp plan to zone consistency
- Subarea comp plan and zone changes
- Arterial Atlas updates (includes Bicycles)

**Alternative 3: Battle Ground, La Center, Ridgefield and Washougal.**

- Battle Ground's request for 80 acres (currently zoned R-5) for employment
- La Center's request for 56.55 acres (currently zoned AG-20) for employment, and for an additional 17 acres (currently zoned R-5) for a new school site
- Washougal's request for 40.6 acres (currently zoned R-5) for residential
- Ridgefield's request for 107.47 acres (currently zoned AG-20) for residential

**Alternative 4: Rural options.**

- Forest zones: Include 20- and 10-acre minimum lot size areas where appropriate (considering the existing rural nature and predominant lot sizes)
- Agriculture zones: Include 5- and 10-acre minimum lot size areas where appropriate (considering the existing rural nature and predominant lot sizes), and eliminate the 20-acre minimum lot size
- Rural zones: Create 1, 2.5, and 5 acre minimum lot size areas where appropriate (considering the already developed lots, the existing rural nature, and predominant lot sizes), and eliminate the 10- and 20-acre minimum lot sizes
- Clustering Options to aggregate and preserve 70% of R, AG, and FR land in open space for agriculture, forest, or other non-residential uses.

\* \* \* \* \*

1 **Section 2. Effective Date.** This resolution shall take effect immediately upon its adoption.

2  
3 **Section 3. Instructions to Clerk.**

4  
5 The Clerk to the Board shall:


- 6  
7  
10 1. Transmit a copy of the adopted resolution to Community Planning Department Director.  
11  
12 2. Transmit a copy of the adopted resolution to the Cities of Battle Ground, Camas, La Center,  
13 Ridgefield, Washougal, Woodland, Vancouver and Town of Yacolt.  
14  
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21 ADOPTED this 14<sup>th</sup> day of April 2015.

22  
23  
24 Attest:

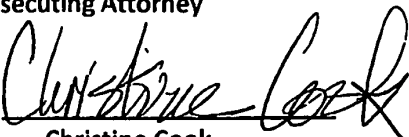
BOARD OF COUNTY COUNCILORS  
FOR CLARK COUNTY, WASHINGTON

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30 Clerk to the Board

By:   
David Madore, Chair

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33  
34 Approved as to Form Only:  
35 Anthony F. Golik  
36 Prosecuting Attorney

By: \_\_\_\_\_  
Jeanne E. Stewart, Councilor

37  
38  
39 By:   
40 Christine Cook  
41 Deputy Prosecuting Attorney  
42  
43

By: \_\_\_\_\_  
Tom Mielke, Councilor

44 **Exhibits**

- 45 Exhibit 1, Issue Paper 5.0  
46 Exhibit 2, Issue Paper 5.1



Exhibit 1  
**Clark County Comprehensive Plan 2016 Update**  
Planning for growth 2015 – 2035  
SEPA Scoping – Issue Paper 5

**Purpose**

This memorandum provides a basic framework and starting point from which the county and its cities will launch the environmental impact review process under the State Environmental Policy Act (SEPA). This process will be used to inform the public about three proposed growth alternatives, advertise the county's intent to prepare a Supplemental Environmental Impact Statement (SEIS), and provide an opportunity to comment on the scope of impacts to be examined in the SEIS.

**Background**

In July 2013, Clark County began updating its Comprehensive Growth Management Plan to meet the 2016 periodic update requirement of RCW 36.70A.140. Community Planning prepared the following issue papers to help the Board of County Commissioners make decisions about the update:

- Issue Paper 1 - Comprehensive Plan Overview: A summary of the county's Planning Assumptions, 2013 vacant and buildable lands model (VBLM) inventory and population and employment projections.
- Issue Paper 2 – Population and Job Projections: Background information for a discussion with the cities and the town of Yacolt on population and job planning assumptions for 2015-2035. On Jan. 21, 2014, the Board adopted the state Office of Financial Management's (OFM) medium population projection of 562,207 for the 20-year period ending 2035 (Res. 2014-01-09).
- Issue Paper 3 – Employment forecast based on input from Washington Employment Security Department (ESD). It 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 20-year period ending 2035 (Res. 2014-04-01).
- Issue Paper 4 – Population and Job Allocation: On June 24, 2014, the Board identified the methodology for allocating growth by UGA and adopted preliminary allocations for initial review (Res. 2014-06-17).

This issue paper, Issue Paper 5, will discuss the environmental impact review process under the State Environmental Policy Act (SEPA) and seek Board direction on development of alternatives.

**SEPA Process**

Enacted in 1984, the State Environmental Policy Act (SEPA) requires local governments to evaluate environmental impacts that could result from actions they approve or undertake. The most common evaluation is to discuss potential impacts of a proposed development on various resources and qualities of the environment listed on the SEPA checklist. There also are non-project actions that are reviewed, such as adoption of code language or a new plan or policy. The completed checklist is shared with federal, state and local agencies, Indian tribes, neighborhood organizations and interested parties.

Large development projects, such as an asphalt plant, and certain non-development projects, such as expansion of an urban growth area, require a more in-depth SEPA review, including, 1) identification and analysis of potential project-related impacts, and 2) consideration of possible alternatives to the proposed action. An environmental impact statement (EIS) is prepared, discussing any potential impacts. The county prepared an EIS in 2007, issuing both a draft EIS (DEIS) and a final EIS (FEIS). Comments on alternatives presented in the draft were used to determine a preferred alternative that was the focus of analysis in the FEIS.

For the 2016 update, the county is proposing to add to the 2007 environmental analysis, as needed, by preparing a supplemental EIS (SEIS). Under SEPA, analysis of a plan's impacts is not required to be site-specific, but rather give an overview of impacts that could be expected under the alternatives.

The EIS process under SEPA begins with a scoping process. That is when the county seeks public input and Board direction to define issues related to the comprehensive plan update that will be addressed in the draft SEIS. The preferred alternative studied in the final SEIS and eventually adopted by the Board will reflect local jurisdictions' input, Board directives, guiding principles and values and countywide planning policies. The SEIS and comprehensive planning process will end with adoption of an updated comprehensive growth management plan for Clark County.

## **Methodology**

Since Clark County's 2007 Comprehensive Growth Management Plan update, conditions in the county, as well as state and federal laws, have changed, requiring corresponding changes to the plan. The Board has adopted planning assumptions and principles and values that provide policy direction for reviewing and updating the county's growth management plan by June 2016.

As stated above, preparation of an EIS must include alternatives, including a 'no action' alternative that maintains the status quo. Possible alternatives for review in the EIS are listed below.

**Alternative 1: No Action Alternative.** This alternative is the adopted Comprehensive Plan as amended in July 2014, with the current urban growth boundaries, planning assumptions, policies and implementation ordinances.

### **Alternative 2: County-Initiated Actions.**

- a) Urban growth areas adopted in July 2014.
- b) Rural Land amendments to the Zoning Map, such as AG-20 to AG-10, FR-40 to FR-20 and R-20 to R-10, where needed.
- c) Washougal UGA amendments to the Zoning Map to reflect county zoning and application of Urban Holding.
- d) Vancouver UGA amendments to the Zoning Map to remove the Three Creeks Overlay.
- e) Removal of Urban Holding in the Vancouver UGA area known as Fisher's Swale.
- f) New Public Facility zone.
- g) Eliminate Comprehensive Plan Chapter 1 Table 1.6, Mixed Use footnote and subsequent Comprehensive Plan and Zoning changes.
- h) Streamline commercial zones from three to two.



- i) Zoning Map changes to include property owner site-specific requests, particularly within the Salmon Creek and Discovery planning areas.
- j) Zoning Map cleanup of Urban Reserve application consistency, UR-10, UR-20 and UR-40; Comprehensive Plan and Zoning Map cleanup of Urban Holding application consistency.
- k) New Arterial Atlas Map for bicycles.
- l) At the request of property owners, sites that meet Board directives and other criteria. The new planning assumptions, policy direction, principles and values defined by the commissioners will be used in this alternative.

#### **Alternative 3: City-Requested Actions.**

- a) Urban growth areas adopted in July 2014.
- b) Expansion areas proposed by cities in July 2014.

After the scoping process, land use alternatives will be developed based on technical analysis, input from cities, the Board's principles and values and results of the environmental scoping and analysis. From the DSEIS, a preferred alternative will emerge, providing a 20-year land supply and meeting the 2014 planning assumptions and policy directions.

#### **NEXT STEPS**

During four open houses in August, the public is invited to comment on the scope of impacts to be examined in the Supplemental Environmental Impact Statement. All open houses will be 7 - 8:30 p.m. Here are the open house dates and locations:

Tuesday, Aug. 19	Fort Vancouver Community Library, 901 C St., Vancouver
Wednesday, Aug. 20	Lacamas Lake Lodge, 227 N.E. Lake Rd., Camas
Wednesday, Aug. 27	Ridgefield Community Center, 210 N. Main Ave., Ridgefield
Thursday, Aug. 28	Battle Ground Community Center, 9123 E. Main St., Battle Ground



Exhibit 2  
**Clark County Comprehensive Plan 2016 Update**  
Planning for growth 2015 – 2035  
SEPA Alternatives – Issue Paper 5.1

**Purpose**

This memorandum provides a summary of events that have transpired since the Board of County Commissioners, now known as Board of Clark County Councilors (Board), initially discussed the environmental impact review process under the State Environmental Policy Act (SEPA) on July 16, 2014.

**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:

- Issue Paper 1 - Comprehensive Plan Overview: A summary of the county's Planning Assumptions, 2013 vacant and buildable lands model (VBLM) inventory and population and employment projections.
- Issue Paper 2 – Population and Job Projections: Background information for a discussion with the cities and the town of Yacolt on population and job planning assumptions for 2015-2035. On Jan. 21, 2014, the Board adopted the state Office of Financial Management's (OFM) medium population projection of 562,207 for the 20-year period ending 2035 (Res. 2014-01-09).
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- Issue Paper 4 – Population and Job Allocation: On June 24, 2014, the Board identified the methodology for allocating growth by UGA and adopted preliminary allocations for initial review (Res. 2014-06-17). It was revised as Issue Paper 4.1 to reflect the additional capacity for population and jobs not captured by the vacant land model and presented at a BOCC Worksession on September 24, 2014. Following the 2015 assessor's population update, the issue paper was revised as Issue Paper 4.2.
- Issue Paper 5 – SEPA Scoping: On July 16, 2014, the Board discussed the environmental impact review process under the State Environmental Policy Act (SEPA) and directed staff to proceed to scoping on development of alternatives.
- Issue Paper 5.1 provides a partial list of what has transpired from July 17, 2014 through March 11, 2015.

On July 16, 2014, the Board held a worksession on Issue Paper 5 - SEPA Scoping and instructed staff to inform the public about three proposed growth alternatives, advertise the county's intent to prepare a Supplemental Environmental Impact Statement (SEIS), and provide an opportunity to comment on the scope of impacts to be examined in the SEIS. Highlighted below is a brief summary of events since July 16.

- July 17                      Planning Commission review of Issue Paper 5

- July 29 Press release 6946 – Open Houses to gather public input on scope of growth plan update
- July 30 Legal Notice – Intent to re-adopt 2007 EIS printed in Columbian
- July 29, 30 Legal Notice – SEPA threshold and scoping printed in Reflector, Columbian and Camas Washougal Post Record
- Aug 5 Camas/Washougal Post Record article - Camas hosts growth plan update workshop
- Aug 8 City/County Coordination Meeting
- Aug 10, 12, 13, 15 Open House advertisement – printed in Columbian, Reflector and Camas Washougal Post Record
- Aug 13 Reflector article – Open House to gather public input on scope of growth plan update
- Aug 17 Clark County Focus
- Aug 18, 20, 27, 28 Open Houses – SEPA scoping
- Sep 12 City/County Coordination Meeting
- Sep 18 Planning Commission – SEPA scoping update
- Sep 24 BOCC Worksession – SEPA scoping update
- Oct 10 City/County Coordination Meeting
- Oct 13 Neighborhood Associations of Clark County presentation on growth plan update by staff
- Oct 13 Press release 6992 – County prepares more information on growth plan alternatives
- Oct 14, 15, 17, 19 Open House advertisements – printed in Columbian, Reflector and Camas Washougal Post Record
- Oct 14, 15 Public Notice – Alternatives printed in Columbian, Reflector and Camas Washougal Post Record
- Oct 15 Press Release 6994 – Planners to brief commissioners on maps of growth plan proposals
- Oct 16 Planning Commission- review of alternatives
- Oct 17 Postcard mailer to property owners (quantity 9,625), notice of open houses
- Oct 22 BOCC Worksession – three alternatives
- Oct 29, 30 Open Houses - three alternatives
- Nov 6 Planning Commission - update on open houses
- Nov 14 City/County Coordination Meeting
- Jan 21, 2015 BOCC Worksession – progress to date on 2016 Comprehensive Plan update, key decisions, SEPA review and update, issues review and update. Stop Work Order Issued to contractor drafting SEIS

The county received 209 comments from July 16, 2014 through January 21, 2015 on the comprehensive plan in general, SEPA scoping and process, the proposed three alternatives and planning assumptions.

- Feb 18 BOCC Worksession – review of proposed 4th alternative, City of Ridgefield and City of La Center request for UGA expansion
- Mar 11 BOCC Worksession –review of alternative 3.1 (Ridgefield, La Center, Washougal and Battle Ground requests for UGA expansion) and the proposed alternative 4 guiding principles, goals and options to be analyzed



## Methodology

Since Clark County's 2007 Comprehensive Growth Management Plan update, conditions in the county, as well as state and federal laws, have changed, requiring corresponding changes to the plan. The Board has adopted planning assumptions and principles and values that provide policy direction for reviewing and updating the county's growth management plan by June 2016.

As stated in Issue Paper 5, preparation of an EIS must include alternatives, including a 'no action' alternative that maintains the status quo. Alternatives that were reviewed by the Board on October 22 to be included in a supplemental EIS are as follows:

**Alternative 1: No Action Alternative.** This alternative is the adopted Comprehensive Plan as amended in July 2014, with the current urban growth boundaries, planning assumptions, policies and implementation ordinances. SEPA requires the inclusion of a no-action alternative.

**Alternative 2: Rural and Urban Changes.** The new planning assumptions, policy direction, changes in land use/zoning and principles and values defined by the Board were used in this alternative. This option supports job and population growth.

- FR-40/AG-20 to FR-20/AG-10, and R-20 to R-10, where appropriate
- Washougal UGA comp plan to zone consistency
- Expand Ridgefield UGA to include the Tri-Mountain Golf Course
- Single Rural Lands comp plan designation
- Single Rural Commercial comp plan designation
- Urban reserve (UR) changing urban reserve to a true overlay, and applying underlying rural zoning where needed
- Urban holding (UH) changing urban holding to a true overlay, recognizing the underlying zoning applied when the land was brought into a (UGA).
- Public facilities zone creation
- Single Commercial comp plan designation
- Removal of Three Creeks Special Planning Area
- Removal of UH in the Fisher Swale area of the Vancouver UGA
- Mixed Use comp plan to zone consistency
- Subarea comp plan and zone changes
- Arterial Atlas updates (includes Bicycles)

**Alternative 3: Battle Ground and La Center.** The cities of Battle Ground and La Center are considering expanding their urban growth areas to support job growth.

- Battle Ground's request for 80 acres (currently zoned R-5) for employment
- La Center's request for 56.55 acres (currently zoned AG-20) for employment

On February 18, 2015 Alternative 4 was presented by Board staff.

**Alternative 4: Rural options.** The preliminary focus is on parcels smaller than 9.5 acres in forestry and agricultural zoning districts.

- Recognize existing parcelization for parcels <9.5 acres
- AG -20 to Rural
  - o 682 parcels / 2864 acres



- 554 developed, 128 undeveloped
- 68 in current use, 10%
- FR-40 to Rural
  - 844 parcels / 3673 acres
  - 680 developed, 164 undeveloped
  - 68 in current use, 8%

On March 11, the Board reviewed updated Alternatives 3.1, approved the creation of a new Alternative 4 based on the following, and discussed creating a new countywide planning policy that sets reasonable timeframes for review and possible action on Urban Reserve and Urban Holding areas.

**Alternative 3.1. Battle Ground, La Center, Ridgefield and Washougal.** The county received new requests to expand urban growth areas by La Center (school site), Ridgefield (large lot residential) and Washougal (large lot residential).

- Battle Ground's request for 80 acres (currently zoned R-5) for employment
- La Center's request for 56.55 acres (currently zoned AG-20) for employment
- A new La Center request for an additional 17 acres (currently zoned R-5) for a new school site
- A new Washougal request for 40.6 acres (currently zoned R-5) for residential
- A new Ridgefield request for 107.47 acres (currently zoned AG-20) for residential

#### **Alternative 4: Rural options. (Councilor Madore's proposal)**

##### **Guiding Principles and Goals:**

1. No de-designation of Resource Lands (AG or FR).
2. Correct fundamental discrepancies between the actual predominant lot sizes and the existing zoning map.
3. Respect the actual rural character in each local area to provide better compatibility and consistency with adjacent properties.
4. Add clustering options to better aggregate parcels and preserve resource land and open space for agricultural, forestry, and non-residential use.
5. Allow a wider range of affordable lot size choices to fill obvious market gaps and provide a better balance.
6. Add flexibility needed to convert fallow land to more manageable economically viable agricultural and forest land.

##### **Options to be analyzed:**

- Forest zones: Include 20 and 10 acre minimum lot size areas where appropriate (considering the existing rural nature and predominant lot sizes)
- Agriculture zones: Include 5 acre minimum lot size areas where appropriate (considering the existing rural nature and predominant lot sizes)
- Rural zones: Include 1, 2.5, and 5 acre minimum lot size areas where appropriate (considering the already developed lots, the existing rural nature, and predominant lot sizes)
- Clustering Options to aggregate and preserve 70% of R, AG, and FR land into open space for agriculture, forest, or other non-residential uses.

## **NEXT STEPS**

During two open houses, the public is invited to comment on the scope of impacts to be examined under SEPA. Both open houses will be 5:30 - 7:00 p.m.

- March 25, Ridgefield High School
- April 1, Hockinson High School

The BOCC will hold a hearing on April 14, 2015 at 10:00 a.m. to hear testimony from the public and then affirm which alternatives will be studied under SEPA.



RESOLUTION NO. 2015-11-16

A RESOLUTION amending Resolution 2015-04-05 and other planning assumptions and policies relating to Clark County's comprehensive land use plan 2016 update pursuant to RCW 36.70A.

WHEREAS, the Board has diligently engaged in a thorough process involving numerous duly advertised public meetings including work session, open houses, and hearings, and;

WHEREAS, the Board took public testimony from interested parties, considered all the written and oral arguments and testimony, and considered all the comments presented to the Board; and

WHEREAS, the Board has considered and adopted an evolving set of assumptions, definitions, parameters, documents, maps, and policies based on a continually increasing body of knowledge provided by diligent research, historical records, arguments, testimony, comments, and a draft SEIS, and;

WHEREAS, these processes served to define, correct, refine, and optimize the draft assumptions and plans in order to incorporate identified improvements and to mitigate identified concerns, and;

WHEREAS, the Board at a duly advertised public hearing on November 24, 2015, finds that adoption will further the public health, safety and welfare; now therefore,

BE IT ORDERED AND RESOLVED BY THE BOARD OF COUNTY COUNCILORS OF CLARK COUNTY, STATE OF WASHINGTON AS FOLLOWS:

The Board hereby adopts choice B of Exhibit A to amend the previously adopted assumptions and policies for Clark County's comprehensive plan 2016 update.

Furthermore, the Board adopts Exhibit B to document the proposed rural forecasts and planned rural capacity as significantly more conservative than the approved 2004-2024 GMA compliant Comp Plan update.

Exhibit A - Planning Assumption Choices - Rev 1.09

Exhibit B - Rural Comparison of the 2004-2024 and the Proposed 2016-2035 Comp Plan Update

ADOPTED this 24th day of November, 2015.

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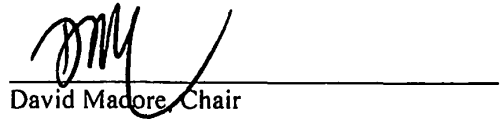
Attest:

  
Clerk of the Board

**REVIEWED**  
**APPROVED** AS TO FORM ONLY:  
Anthony F. Golik, Prosecuting Attorney

By   
Deputy Prosecuting Attorney

BOARD OF COUNTY COMMISSIONERS  
FOR CLARK COUNTY, WASHINGTON

  
David Madore, Chair

\_\_\_\_\_  
Jeanne E. Stewart, Councilor

\_\_\_\_\_  
Tom Mielke, Councilor

Clark County

2016 Comprehensive Growth Management Plan Update

CHECKING IN ON OUR FUTURE



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## Exhibit A – Planning Assumption Choices

### Rev 1.09

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**An Evidence Based Proposal to the Community**

**11/18/2015**

This document focuses primarily on the rural assumptions of the 2016 Comp Plan update, particularly Alternative 1 and Alternative 4. The proposal contrasts existing choice A with the proposed choice B and provides the factual basis for each. Table 1 provides the assumptions that define the methods for calculating the capacity for rural parcels to accommodate population growth. Table 2 provides the general planning assumptions for population growth, accommodating that growth, GMA considerations, and logical conclusions. The Reference Section provides relevant evidence, the historical basis, and supporting calculations for the two assumptions tables. The purpose of this document is to present the compelling need to revise the original draft assumptions with more accurate, appropriate, realistic, and evidence based assumptions and to apply the insight gained from staff, cities, citizens, the GIS database, and actual historical records to the planning methods and process. Rev 1.09 incorporates the November 18, 2015 corrected Alt-4 Choice B Rural zone total.

**Table 1: GIS Rural Vacant Buildable Lands Model (VBLM) Assumptions**

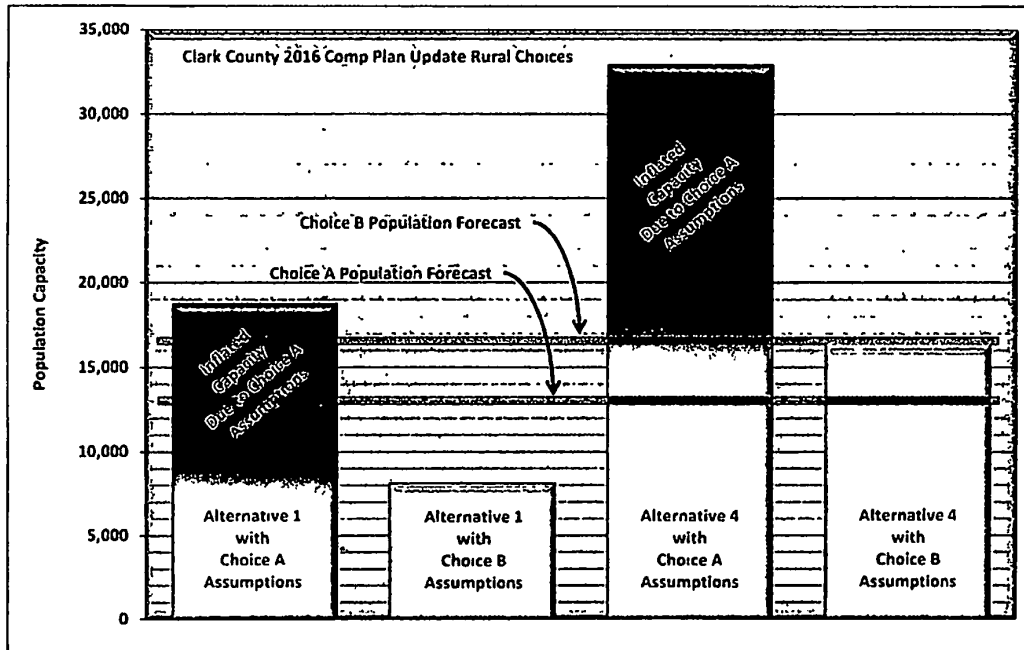
Ref	A (existing)	B (proposed)
1	Every possible rural parcel shall be counted as a parcel that will develop regardless of conditions that would likely make such development unlikely.	These rural VBLM assumptions should be used not to reflect what is possible, but to reasonably plan for what is likely. Parcels that cannot reasonably be expected to develop should not be counted as parcels likely to develop. Cluster development remainder parcels that are known to be prohibited from further development should not be counted as parcels likely to develop.
2	Rural parcels located in areas far from basic infrastructure with continuous long term commercial forestry operations should be counted as parcels that will develop.	Parcels located in areas far from infrastructure with long term commercial forestry operations likely to continue should not be counted as likely to develop. These assumptions are not used to authorize or to prohibit the development of individual parcels. Rather, these assumptions should only be used for tallying parcel totals for general planning information.
3	Rural parcels including 100% of environmentally constrained areas that lack sufficient area for septic systems and well clearances shall be counted as rural parcels that will develop.	Rural parcels that have less than 1 acre of environmentally unconstrained land sufficient area for septic systems and well clearances should not be counted as likely to develop.
4	History shows that about 30% of dividable parcels with homes and 10% of vacant dividable parcels do not develop further. So those deductions have been applied to urban planning totals for years. But every rural parcel shall be counted as a parcel that will divide to the maximum degree possible.	History shows that about 30% of dividable parcels with homes and 10% of vacant dividable parcels do not develop further. So those deductions have been applied to urban planning totals for years. These same deductions should be applied to rural planning totals as well.
5	As long as county code allows, lots that are up to 10% smaller than the minimum lot size should be considered as conforming lots and counted as parcels likely to develop.	Same
6	Although county code prohibits most nonconforming parcels from developing, all nonconforming parcels with 1 acre shall be counted as rural parcels that will develop.	Due to some exceptions from the norm, 10% of nonconforming parcels with at least 1 acre of unconstrained area will likely develop.
7	A 15% urban Market Factor provides some margin for the law of supply and demand to comply with the GMA requirement to provide a sufficient supply and achieve the affordable housing goal. But a 0% Market Factor shall be used for rural areas.	A 7.5% rural Market Factor should be used to provide a reasonable margin for the law of supply and demand to comply with the GMA requirement to provide a sufficient supply and achieve the affordable housing goal. Implementation of this rural Market Factor is accomplished by deducting this percentage of parcels from the total available rural parcels. Note that this rural Market Factor is half of the urban Market Factor of 15% in order to also satisfy the GMA goal of reducing low density sprawl.
8	A 27.7% infrastructure deduction for infrastructure including roads, storm water, parks, schools, fire stations, conservation areas, lakes, streams, protected buffers, Etc.. A 0% deduction shall be used for rural areas.	Same



**Table 2: Planning Assumptions**

Ref	A (existing)	B (proposed)
1	The 20 year urban population is forecasted to increase by 116,591.	Same
2	The actual urban/rural split has consistently been 86/14 for decades. But a 90/10 split shall be used instead to lower the rural population growth forecast to only 12,955 persons.	The actual urban/rural split has consistently been 86/14 for decades and is a viable policy option. The 1994 approved plan used 80/20. A more moderate policy of 87.5/12.5 forecasts 16,656 new rural persons for this plan update.
3	The annual county-wide population is forecasted to grow by 129,546 from 448,845 in 2015 to 578,391 in 2035 which calculates to an annual growth rate of 1.28%.	The county-wide population is forecasted to grow by 133,247 from 448,845 in 2015 to 582,092 in 2035. That is a 1.31% annual growth rate. That total is 0.6% higher than choice A. The annual rate is 0.03% higher than choice A.
4	The choice A assumptions assert that Alternative 1 would add 18,814 new persons in the rural area which is 45% more impact than necessary since choice A forecasts a need for 12,955 new persons in the rural area.	The choice B assumptions show that Alternative 1 can fit 8,182 new persons which is 51% too low. Thus Alternative 1 is not a viable option since it cannot comply with the GMA requirement to provide for the forecasted growth. (8,182 / 16,656)
5	The choice A assumptions assert that the original draft Alternative 4 map would add 32,987 new persons which is 155% more impact than necessary since choice A forecasts a need for 12,955 new persons in the rural area.	The choice B assumptions assert that the updated Alternative 4 map can accommodate 16,332 new rural persons. That falls within 2% of the forecasted rural population growth of 16,656 persons. Therefore, Alternative 4 is the appropriate choice.
6	No improvements or mitigations that were identified in the public process should be allowed. Each draft alternative must be accepted or rejected as is. Any revisions would require the process to start over and result in missing the required deadline.	The Alternative 4 updated maps include mitigations that increase the variety of lot sizes including AG-20, preserve large parcels near the UGBs for future employment, and better preserve the rural character. These revisions and planning assumptions should be allowed as proposed.
7	Cluster options are not necessarily included in any Alternative and therefore may not be available to preserve open space or large areas of habitat.	Rural cluster options are to be integrated into Alternative 4 within the limits of the law per previous direction given by the Board for R, AG, and FR zones to provide flexibility, to preserve open space, and to better provide for larger aggregated areas of habitat.
8	The existing Alternative-1 map defines 57% of existing R parcels as nonconforming, 76% of existing AG parcels as nonconforming, and 89% of existing FR parcels as nonconforming. It is not realistic since it does not fit the already developed patterns that actually exist.	The updated Alternative-4 map should be adopted to correct the mismatch between Alternative 1 map and the already developed patterns that actually exist, to respect predominant lots sizes, to resolve some spot zoning problems, and to best accommodate the forecasted population.

**Graph 1: Rural Population Capacity and Forecast**



Note that the existing Comp Plan approved in 2008 planned for a rural population increase that was higher than both choice A and choice B. That 2008 Plan approved for 19,263 new people to be accommodated in the rural area. That plan also approved a higher county-wide population increase to 584,310 persons by the year 2024. – 2004-2024 Comp Plan, chapter 3, page 3-3.

It would be logically fallacious to assert that the proposed choice B with lesser rural population growth and rural impact is somehow not compliant with the GMA after the existing Comp Plan with higher numbers and more impact was approved and found to be GMA compliant.

Assumption choice A counts on developing significant percentages of environmentally constrained land and critical areas. In contrast, choice B better respects the environmentally constrained land and critical areas to better preserve the environment.

**Table 3: The Actual Urban / Rural split for the past 20 years**

Year	County-wide Population	Rural Population	Percent Rural Population	Urban / Rural Split
1995	279,522	43,254	15.5	84/16
1996	293,182	44,882	15.3	85/15
1997	305,287	46,409	15.2	85/15
1998	319,233	48,104	15.1	85/15
1999	330,800	49,429	14.9	85/15
2000	346,435	51,182	14.8	85/15
2001	354,870	52,002	14.7	85/15
2002	369,360	53,548	14.5	85/15
2003	375,394	54,146	14.4	86/14
2004	384,713	54,869	14.3	86/14
2005	395,780	56,009	14.2	86/14
2006	406,124	57,551	14.2	86/14
2007	414,743	58,608	14.1	86/14
2008	419,483	59,042	14.1	86/14
2009	424,406	59,623	14.0	86/14
2010	427,327	59,858	14.0	86/14
2011	432,109	60,544	14.0	86/14
2012	435,048	60,845	14.0	86/14
2013	443,277	61,489	13.9	86/14
2014	446,785	61,948	13.9	86/14

Source: Clark County Assessor GIS records:



The following table documents the actual capacity of the rural area to accommodate the potential population increase for Alternative 1 and Alternative 4 using proposed choice B assumptions compared to the existing choice A assumptions considered in the DSEIS. The revised Alternative 4 map with Choice B assumptions is the proposed Choice B policy.

**Table 4: Rural Capacity to Accommodate Population Growth**

	Alt-1 Capacity per DSEIS Choice A (existing)	Alt-1 Actual Capacity Choice B (proposed)	Alt-4 Capacity per DSEIS Choice A (existing)	Alt-4 Actual Capacity Choice B (proposed)
Rural Zone	5,684	2,570	9,880	4,610
Agriculture Zone	970	286	1,958	733
Forest Zone	419	162	563	1,097
Nonconforming likely		183		74
Other Rural Zones		124		124
Gross potential growth home sites	7,073	3,325	12,401	6,638
7.5% Market Factor deduction	0	-249	0	-498
Net potential growth of home sites	7,073	3,076	12,401	6,140
Potential population growth	18,814	8,182	32,987	16,332

Source: Clark County GIS:

### Correcting the population growth planning assumptions:

The following table lists the population, growth rates, and urban/rural split options for resolving the differences between the tables in the DSEIS, the adopted resolutions, and planning assumptions. Reference 4 is proposed Choice B policy.

**Table 5: Variations in Population Forecast Documentation**

Ref	Starting population in the year 2015	20-year county-wide population projection	Planned county-wide population growth	Planned urban population growth	Planned rural population growth	Stated annual growth rate	Actual annual growth rate
1	448,845	578,391*	129,546*	116,591	12,955	1.12%*	1.28%
2	447,865	577,431*	129,566*	116,609	12,957	1.25%*	1.29%
3	448,815	577,431*	128,616*	115,754	12,862	1.26%*	1.27%
4	448,845*	582,092	133,247	116,591*	16,656	1.31%	1.31%

\* indicates a directly specified parameter that drives the other parameters.

The calculations for each of the table entries are as follows:

Ref 1: The most recent population growth projection was adopted on April 14, 2015 via resolution# 2015-04-05

<http://clark.wa.gov/thegrid/documents/2015-04-05.pdf>

2015 starting population = 578,391 – 129,546 = 448,845

The Urban/rural population growth split = 90% urban, 10% rural

2035 urban population growth = 129,546 \* 0.9 = 116,591

2035 rural population growth = 129,546 \* 0.1 = 12,955

County-wide annual growth rate = 578,391 / 448,845 = 1.2886208

The 20<sup>th</sup> root of 1.2886208 = 1.012759, annual growth rate = 1.28%

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Ref 2: DSEIS table S-1 on page S-2

<http://clark.wa.gov/cgrid/images/DSEISTableS-1.JPG>

2015 starting population =  $577,431 - 129,566 = 447,865$

The Urban/rural population growth split = 90% urban, 10% rural

2035 urban population growth =  $129,566 * 0.9 = 116,609$

2035 rural population growth =  $129,566 * 0.1 = 12,957$

County-wide annual growth rate =  $577,431 / 447,865 = 1.289297$

The 20<sup>th</sup> root of 1.289297 = 1.012859, annual growth rate = 1.29%

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Ref 3: DSEIS table 1-1 on page 1-2

<http://clark.wa.gov/cgrid/images/DSEISTable1-1.JPG>

2015 starting population =  $577,431 - 128,616 = 448,815$

The Urban/rural population growth split = 90% urban, 10% rural

2035 urban population growth =  $128,616 * 0.9 = 115,754$

2035 rural population growth =  $128,616 * 0.1 = 12,862$

County-wide annual growth rate =  $577,431 / 448,815 = 1.286568$

The 20<sup>th</sup> root of 1.286568 = 1.0126786, annual growth rate = 1.27%

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Ref 4: Corrected starting population and urban population growth to original resolution# 2015-04-05 with 87.5/12.5 urban/rural split.

For 87.5/12.5 urban/rural population growth split, the numbers are as follows:

2035 urban population growth = 116,591 (from resolution# 2015-04-05).

Keeping the same urban growth, the rural population growth is calculated as follows, where X = the rural population growth:

$X = 116,591 * .125 / .875 = 16,656$

County-wide population growth =  $116,591 + 16,656 = 133,247$

County-wide 2035 population =  $448,845 + 133,247 = 582,092$

County-wide annual growth rate =  $582,092 / 448,845 = 1.2968664$

The 20<sup>th</sup> root of 1.2968664 = 1.01308238, annual growth rate = 1.31%



## Exhibit B

### Rural Comparison of the 2004-2024 and the Proposed 2016-2035 Comp Plan Update

Comp Plan changes should be based on compelling reasons and be understood in the context of already approved plans that have proven to be GMA compliant. The following documentation explains the compelling need to address the chronic problems that have plagued the rural community for more than 2 decades.

The Comp Plan that was first adopted in 1994 created a gross mismatch between the actual ground-truth of already developed rural patterns and an unrealistic zoning map. Subsequent Comp Plan updates have failed to address the chronic mismatch problems.

The unrealistic zoning map persists to this day and would continue to persist if Alternative 1 was selected for this Comp Plan Update. The current rural zoning map is not appropriate as demonstrated by the gross mismatch between the existing zoning map and the existing R, AG, and FR zones of the rural community. That zoning map creates the following problems:

**Table 1 – Mismatch between the existing rural zoning map and the real world**

Rural zone	Proportion defined as non-conforming
R Zoned Parcels	6 out of 10
AG Zoned Parcels	8 out of 10
FR Zoned Parcels	9 out of 10

This mismatch is not a result of the rural community creating nonconforming parcels. Rather the mismatch was created by an incompatible zoning map that was created in 1994 that made the vast majority of rural parcels nonconforming. That mismatch continues to harm the rural community by increasing the cost and complexity of permits for most rural citizens.

Further, such wide-spread negative impacts have restricted the reasonable improvements that would otherwise be appropriate for existing homes in the rural community. The needless extra cost and complexity of permits impacting the majority of rural citizens, not only disregards the specific goals of listed in the GMA, but the negative impacts hamper the fulfillment of those goals.

## Exhibit B

**Table 2 – Fulfilling the goals of the GMA:**

GMA Goal	Alternative 1	Alternative 4
Affordable Housing	Higher cost	Lower cost
Economic Development	Disadvantaged	Supported
Variety of rural densities	6 total R: 5, 10, 20 AG: 20 FR: 40, 80	10 total R: 1, 2.5, 5 AG: 5, 10, 20 FR: 10, 20, 40, 80
Property Rights	Diminished	Respected
Permits	Costly, burdensome, overly constrained	More affordable, straight forward, simpler, more flexible

**Table 3 – Population Growth and Proposed Densities**

Ref	2004-2024 Plan as approved in 2007	Proposed 2016-2035 Plan	Difference
Forecasted Rural Population Growth	19,264	16,656	13.6% less
Rural Population Capacity	19,132	16,332	14.7% less
Forecasted Rural Parcel Growth	7,438	6,262	15.8% less
Forecasted Rural Parcel Growth	7,387	6,140	16.9% less
Planned County-wide Population Density (persons / Sq Miles)	889 (584,310 / 656.6)	887 (582,092 / 656.6)	same
Planned Urban Population Density (persons / Sq Miles)	3184 ((328,123 + 173,371) / 157.5)	3224 ((386,640 + 116,591) / 156.1)	1.26% more
Planned Rural Population Density (persons / Sq Miles)	166 ((63,552 + 19,264) / 499.1)	158 ((62,205 + 16,656) / 500.5)	4.8% less

**Exhibit B**

Rural Comparison of the 2004-2024 and the Proposed 2016-2035 Comp Plan Update - Page 2 of 4

The above calculations for population densities are based on the following data:

**Table 4 – Population Growth and Proposed Densities**

Square Miles	2004-2024 Base Year	2016-2035 Base Year
County-wide	656.6	656.6
Urban (cities + UGAs)	157.5	156.1
Rural	499.1 (500.6 – 157.5)	500.5 (656.6 – 156.1)

**Show your work:**

The following math show how the forecasted population numbers were calculated with GIS data.

Per the 2007 plan for the target 2024:

County-wide population:  $391,675 + 192,635 = 584,310$

Urban Population:  $328,123 + 173,371 = 501,494$

Rural population:  $63,552 + 19,264 = 82,816$

Per the proposed plan for the target 2035:

County-wide population:  $448,845 + 133,247 = 582,092$

Urban Population:  $386,640 + 116,591 = 503,231$

Rural population:  $62,205 + 16,656 = 78,861$

**Exhibit B**

**Rural Comparison of the 2004-2024 and the Proposed 2016-2035 Comp Plan Update - Page 3 of 4**



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**What the proposed rural plan does:**

The proposal provides a more realistic and sensible plan that is consistent with the ground truth of already developed parcels and rural conditions. In contrast to unlikely scenarios that may be theoretically possible, but unlikely to unfold, the proposal corrects unrealistic assumptions to better align with realistic expectations.

Rather than proliferating smaller rural parcels, the proposed plan recognizes predominant patterns that already exist.

**What the proposed rural plan does not do:**

The proposed rural plan does not de-designate any resource land.

The proposal does not increase rural density compared to the existing plan approved in 2007. Rather, the above facts show, the proposal is for a lower rural density than the existing 2007 plan that was approved as GMA compliant.

The proposal does not propose a higher rural population or more rural lots than the existing plan approved in 2007. Rather, the above facts show that the proposal forecasts a lesser rural population growth and accommodates fewer new persons than the existing 2007 plan that was approved as GMA compliant.

**Conclusion:**

Some have argued that we cannot afford the time to correct the known problems and suggest that perhaps in 8 to 20 years, we can conduct in-depth studies to get it right. Some shrink back from the responsibility for fear of lawsuits and prefer to kick the can down the road because it would be easier.

The GMA does not excuse counties from doing their due diligence or from fulfilling their responsibilities to complete the required task of submitting the most realistic and best plan for their community.

Every effort has been made to meet or exceed all appropriate processes. That investment should not be abandoned because it is too hard or too risky. In contrast, we can now select a concise and optimized plan and complete the task in the allotted time. Our community's future is worth the effort.

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RESOLUTION NO. 2016-03-01

A RESOLUTION relating to Clark County's comprehensive land use plan 2016 periodic update pursuant to Chapter 36.70A RCW, repealing Resolution 2015-11-15, adopting Clark County planning assumptions and a Preferred Alternative for SEPA review, and amending RESOLUTION 2015-04-05 to correct the projected total 2035 population, the number of new residents, and the growth rate as reflected in Table 1-1 in the DSEIS.

WHEREAS, on November 24, 2015, the Board adopted new planning assumptions and policies and a Preferred Alternative to analyze the impacts of growth through the SEPA process; and,

WHEREAS, the Board entered into a Professional Services Agreement with R.W. Thorpe and Associates, Inc., (Thorpe) to "review the Planning Assumptions introduced on November 4, 2015 and provide professional opinion on the validity of these assumptions and whether they should be applied to the Vacant Buildable Lands Model for the rural lands;" pursuant to which Thorpe provided two reports to the County that stated Thorpe's analysis and professional opinion; and,

WHEREAS, the Board reviewed the two reports prepared by Thorpe: (1) GIS Rural Vacant Buildable Lands Model Assumptions for Clark County 2016 Comprehensive Plan Update – Critique of Planning Assumptions; and (2) Use of Invalid instead of Indeterminate (Exhibit 1) at a work session on January 13, 2016, and further at a duly advertised public hearing that began on February 16, 2016; and,

WHEREAS, since July 2013 the Board has taken oral and written comments regarding the comprehensive plan update and associated SEPA review from interested parties. At the hearing on February 16, 2016, the Board took further written and oral public testimony, and then closed the record to all public testimony on the subject matter of the hearing; and,

WHEREAS, the Board continued the February 16 hearing for deliberation to a time and date certain, its regularly scheduled public hearing at 10:00 a.m., February 23, 2016; and,

WHEREAS, upon consideration of the Thorpe analysis and reports, the recommendation made September 17, 2015 and reiterated November 19, 2015 by the Clark County Planning Commission for a Preferred Alternative, and the evidence and testimony in the record, the Board finds that the record as a whole does not support the November 24, 2015 approval of a Preferred Alternative and comprehensive plan policies and assumptions by which the impacts of growth would be analyzed through the SEPA process; and,

WHEREAS, the Board finds that the Planning Assumptions set forth in Tables 1 and 2 below provide a valid basis for review of the impacts of growth for the 2016 comprehensive plan update, as required by SEPA; and,

WHEREAS, the Board finds that a new Preferred Alternative, as set forth in Exhibit 2, based upon the Planning Assumptions in Tables 1 and 2, and adopted on February 23, 2016 should be advanced for final SEIS analysis; and,

WHEREAS, the Board finds that repeal of Resolution 2015-11-15, amendment and adoption of the Planning Assumptions as set forth below, and adoption of the Preferred Alternative set forth in Exhibit 2 will further the public health, safety and welfare; now therefore,



IT IS HEREBY ORDERED AND RESOLVED by the Board of County Councilors of Clark County, State of Washington, as follows:

**Section 1. Findings.** The Board hereby adopts as findings and conclusions those facts and conclusions contained in the recitals above.

**Section 2. Repealer.** The Board hereby rescinds and repeals Resolution 2015-11-15, adopted November 24, 2015.

**Section 3. Adoption and Amendment.** The Board hereby readopts the Comprehensive Plan 2016 periodic update Planning Assumptions adopted by Resolution 2015-04-05, and amends them to read as shown in Table 1, and readopts the population growth and employment allocation for the preliminary allocations for initial review of urban growth areas 20-year period ending in 2035 as shown in Table 2.

**Section 4. Direction to Staff.** The Board hereby directs staff to proceed with the SEPA review and update that will be used for the county's 20-year Comprehensive Growth Management Plan 2016 periodic update pursuant to RCW 36.70A.140.

Table 1: Planning Assumptions

Assumption	2016
20-Year Population Projection	577,431
Planned Population Growth (new)	128,586
Urban/Rural Population Growth Split	90/10
Assumed Annual Population Growth Rate	1.26%
Housing Type Ratio	75% single-family, 25% multifamily
Persons per Household	2.66
New Jobs	101,153
Jobs to Household	1:1
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	15% residential, 15% commercial, business park, industrial

Table 2: Population and Employment Allocation

UGA	January 1, 2015 Population Estimate	2015 to 2035 VBLM Population Allocation	2035 Estimates
Battle Ground	20,871	17,572	38,443
Camas	22,843	11,255	34,098
County	62,205	12,859	75,064
La Center	3,209	4,433	7,642
Ridgefield	6,575	18,919	25,494
Vancouver	315,460	56,601	372,067
Washougal	15,932	6,415	22,347
Woodland	89	229	318
Yacolt	1,661	303	1,964
Total	448,845	128,586	577,431

Note: 10% based on 90/10 urban/rural planning assumption. March 3, 2015 expansion request includes additional acreage for Ridgefield's UGA - 832 persons.

1 Section 5. Instructions to Clerk.

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3 The Clerk to the Board shall:

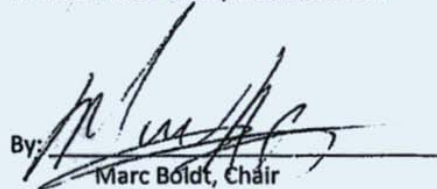
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6 1. Transmit a copy of the adopted resolution to Community Planning Department Director.  
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8 2. Transmit a copy of the adopted resolution to the Cities of Battle Ground, Camas, La Center,  
9 Ridgefield, Washougal, Woodland, Vancouver and Town of Yacolt.  
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11 3. Transmit a copy of the adopted resolution to the Southwest Regional Transportation Council.  
12  
13 4. Transmit a copy to Geographic Information Systems Manager.  
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18 ADOPTED this 1<sup>st</sup> day of March 2016.  
19

20  
21 Attest:

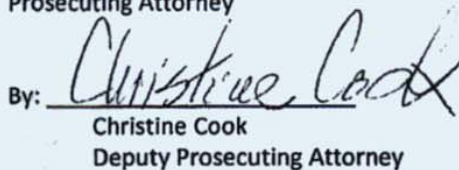
BOARD OF COUNTY COUNCIL  
FOR CLARK COUNTY, WASHINGTON

22  
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25  
26 Clerk to the Board

By:   
Marc Boldt, Chair

27  
28  
29  
30 Approved as to Form Only:  
31 Anthony F. Golik  
32 Prosecuting Attorney

By: \_\_\_\_\_  
Jeanne E. Stewart, Councilor

33  
34  
35 By:   
36 Christine Cook  
37 Deputy Prosecuting Attorney  
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By: \_\_\_\_\_  
Julie Olson, Councilor

By: \_\_\_\_\_  
David Madore, Councilor

By: \_\_\_\_\_  
Tom Mielke, Councilor

## GIS Rural Vacant Buildable Lands Model Assumptions for Clark County 2016 Comprehensive Plan Update

### *Executive Summary:*

Clark County and its Board of County Councilors are tasked with selecting a preferred alternative whereby the County Comprehensive Plan Update is based on calculations and projections for future planning and land use purposes. While it is important to determine land capacity in order to accommodate future population growth, it is also important to keep within the guidelines of Washington's Growth Management Act (GMA). Washington State GMA requires a separate section in the Comprehensive Plan for the rural area and indicates that urban and rural areas have different development behaviors. Therefore, it can be reasonably assumed that applying urban area assumptions to rural areas is invalid.

Research for this assumptions critique includes close and careful examination of Clark County's Code and development regulations as well as compliance with state regulations found in the Washington Administrative Code (WAC) and the Revised Code of Washington (RCW). In addition to county and state code, comparable county codes, comprehensive plans, and buildable lands reports were examined for similar assumptions. Several considerations include; common place assumptions, applicability to urban and rural land use, and planning commission recommendations.

Several comparable counties throughout the State of Washington were researched to determine what reasonable planning assumptions are widely used. The chosen counties were King, Pierce, Thurston, Spokane, and Whatcom Counties. These counties were selected because of their population, geographic, and economic similarities to Clark County.

As part of the review of these assumptions, consideration was given to background data and documents provided by Clark County. These documents, to our knowledge, are not adopted regulations or policies, but assist in creating the assumptions used in the Rural Vacant Buildable Lands Model.

#### ***Assumption Findings - Overview***

**Valid: Assumptions 1 and 2**

**Partially Valid: Assumption 5 and 8**

**Invalid: Assumptions 3, 4, 6, and 7**

Research of all documents referenced above concludes that two of the eight assumptions are valid, four assumptions are invalid, and two assumptions are partially valid. Assumptions one and two are overall valid. Assumptions three, four, six, and seven are overall invalid. Assumption three is invalid as there is

not a way to determine on a case by case basis, which environmentally constrained lots will be able to develop. Thus it is not possible to assume which lots from this group are reasonably probable to develop, or not develop. Assumptions four, and seven are not valid as these assumptions were previously applied to urban parcels and simply carried over to apply to rural parcels. Rural and urban parcels develop at different rates and require additional analysis to determine appropriate percentage deductions. Assumption five was found to be partially invalid since all legal nonconforming lots are developable parcels. A new policy decision would need to be made and implementing regulations put in place to determine which percentage is appropriate to apply to nonconforming lots.



Assumption six is similar to assumption five, however the assumption is found to be invalid as it is not specified if the assumption refers to legal or illegal non-conforming lots. If the assumption refers to legal nonconforming lots then it is invalid as all legal nonconforming lots are eligible for development. If the assumption refers to illegal nonconforming lots, the assumption is invalid because illegal nonconforming lots are prohibited from development unless they are brought into compliance. Finally, assumption eight is determined to be valid on its face, however, a zero percent deduction for rural infrastructure is not reasonably probable and a percentage lower than 27.7% needs to be calculated based on available data and applied as a deduction to the rural land capacity. The necessary deduction should fall between 0% and 27.7%.

In addition to the eight assumptions consideration was also given to the average household size (persons per household) and urban/rural population split. The average household size and population split are two additional exploratory measures used to determine the validity of each assumption. The use of the average household size ratio determines the necessary housing units needed for the projected population growth over the next 20-year period. In conjunction with the average household size, the urban/rural population split determined the projected population increase outside of the urban growth areas (UGA).

**Assumption 1:**

**Assumption:** These rural VBLM assumptions should be used not to reflect what is possible, but to reasonably plan what is likely. Parcels that cannot reasonably be expected to develop should not be counted as likely to develop. Cluster development remainder parcels that are known to be prohibited from further development should not be counted as parcels likely to develop.

**R.W. Thorpe & Associates, Inc. Finding - VALID:** State WACs, RCWs and GMA deem remainder parcels as permanently protected undevelopable areas save for a few exceptions so these areas should not be counted as likely to develop.

**Effect:** The validation of this assumption removes these parcels of land from the rural available inventory for future development.

**Response:** Clark County allows for a reduction in remainder lot size through an application process but this can only be done in limited cases under certain guidelines. The GMA guidelines stipulate that following cluster development, there is no further division of parcels until the area is included within the boundary of an urban area. Further, the remainder lots are considered permanently protected. This is also the case according to state Code under the WACs and RCWs as well as under the King Co. Comprehensive Plan

**Clark Co. Code 40.240.370 F:** In the GMA, following cluster development, there may be no further division of any resulting parcel for residential purposes until the subject parcel is included within the boundary of an urban area. The local government shall ensure permanent protection for open areas created by cluster development. No parcel in a cluster development may be smaller than one (1) acre in a five (5) acre Residential or ten (10) acre Residential designation or two (2) acres in a Small-Scale Agriculture or Small Woodland designation.

**Clark Co. Code 40.240.370 H:** In the GMA, at least seventy-five percent (75%) of land subject to a cluster development shall be permanently protected as undeveloped land.

**Clark Co. Code 40.210.020 C 2 a-d** One can submit an application for a reduction in remainder lot size. "Remainder lots cannot be further subdivided below 70% of the total developable area of the original parent parcel constituting the cluster subdivision" or "reduced by a total of more than one acre." Therefore, in limited cases, remainder parcels can be further subdivided and developed provided it is not more than one acre.

**Clark Co. Code 40.210.020 D** Beyond an application for a reduction in remainder lot size though, the remainder parcel must be devoted to "open space, resource or other authorized use." According to 40.210.020 D3c2a "the remainder parcel can only be used as open space or for agricultural or forestry uses.

**WAC: Rural Element WAC 365-196-425: 5(b)** Rural clusters. One common form of innovative zoning technique is the rural cluster. A rural cluster can create smaller individual lots than would normally

be allowed in exchange for open space that preserves a significant portion of the original parcel. WAC 365-196-425: 5(b) (I) when calculating the density of development for zoning purposes, counties should calculate density based on the number of dwelling units over the entire development parcel, rather than the size of the individual lots created. WAC 365-196-425: 5(b) (ii) the open space portion of the original parcel should be held by an easement, parcel or tract for open space or resource use. This should be held in perpetuity, without an expiration date. WAC 365-196-425: 6(a)(i) (6) Limited areas of more intense rural development. The act allows counties to plan for isolated pockets of more intense development in the rural area. These are referred to in the act as limited areas of more intense rural development or LAMIRDs. (a) LAMIRDs serve the following purposes: (i) to recognize existing areas of more intense rural development and to minimize and contain these areas to prevent low density sprawl

**Whatcom:** Whatcom County Code states that “20.32.315 Reserve area.

(1) An easement on the subdivision plat shall establish a reserve area per the definition in WCC 20.97.344 that is protected in perpetuity so long as it is not within an urban growth area. The minimum percentage of the parent parcel required to be within a reserve area is shown in WCC 20.32.253. (2) A reserve area may contain infrastructure necessary for the subdivision, including but not limited to underground utilities, storm-water ponds, and on-site septic system components, and, in reserve areas designated for agriculture, structures used for on-site agricultural uses permitted in WCC 20.32.054. Above-ground hard surface infrastructure such as roads and water tanks may be included in a reserve tract, but the area they occupy shall not be included in the reserve area percentage required in WCC 20.32.253. (Ord. 2013-028 § 2 Exh. B, 2013).”

**Pierce:** Pierce Co. Code 19.30.040 B calls for reduction of undeveloped land into sprawling, low-density development giving support to the permanence of remainder lands on cluster developments not being developed in the future. According to 19A.40.020 D discusses the clustering development in rural areas as a means to preserve and encourage buffers and open space.

**Spokane:** According to a 2009 report to the Spokane Planning Commission in 2002, Spokane County adopted rural residential clustering provisions stipulating, open space set aside as a result of rural clustering is intended to be used for “small scale agriculture, forestry, habitat or future urbanization.” Additionally, it notes that “In some cases, the open space/remainder parcel may include a single residential use.” Therefore, this counters most other county and state code which seems to deem all remainder parcels as permanently protected. This document also notes in the Topic 4 section that in for parcels that are “encumbered with wetlands, steep slopes or other physical conditions” that stifle development potential, code can be revised to allow the number of building sites to be increased through an allowance of smaller lots clustered together in the remaining buildable land.

**Thurston:** According to Thurston County Development Code “(c)lustering of residences is encouraged, in conformance with chapter 20.30A, Planned Rural Residential Development, except that such residential lots shall be a minimum of one acre in size and no larger than five acres.” Rural development clustering requires that an owner of a rural lot set aside the remainder of the parcel as a resource lot. This lot would no longer be developable until such time as it is annexed by a city or brought to within the UGA.



**King: King Co. Comprehensive R-334 C:** "Clustered development is offset with a permanent resource land tract preserved for forestry or agriculture" and "under no circumstances shall the tract be reserved for future development"

**King: King Co. Comprehensive Plan R-318:** The permanence of preservation tracts is also consistent with land developed within Rural Forest Focus Areas which stipulates that they shall be no more than one dwelling unit per 20 acres and the preservation tract is deemed as "permanent."

**Assumption 2:**

**Assumption:** Parcels located in areas far from any infrastructure with long term commercial forestry operations likely to continue should not be counted as likely to develop. These assumptions are not used to authorize or to prohibit the development of individual parcels. Rather, these assumptions, should only be used for tallying parcel totals for general planning information

**R.W. Thorpe & Associates, Inc. Finding - VALID:** Though some development may happen in limited cases, lands that are deemed to have long term commercial forestry operations should not count as likely to develop.

**Effect:** The validation of this assumption removes these parcels of land from the rural available lands inventory for future development.

**Response:** It is difficult to accurately determine active forest lands vs. land designated as forest land but likely to be developed as it may be in transition or in the process of being re-designated so as to be developed. While it is possible that removing all forest lands from the "likely to develop" tally may leave a portion of property that would actually be land that is likely to develop, these situations appear to be limited and therefore not enough to deem overall as likely to develop. Further, if we are to just included active forest lands deemed for long term commercial forestry operations, these lands would have even more limited to non-existent development potential. Thus, in terms of forest lands that actually have "long term commercial forestry operations" these lands as stated in the assumption should be excluded from land that is likely to be developed.

**Clark:** Clark Co. Code 40.240.120 includes several uses that are allowed outright without review. These uses however don't include new development or structures. They include "repair, maintenance and operation of existing structures". However, other uses may be allowed with review. Therefore, current Clark County code, doesn't appear to allow significant development on forest lands but might in limited cases with certain permits. These permitted cases would not, however, be on forest lands with long term commercial operations.

**Clark Co. Comprehensive Plan (Rural Lands)** "Natural resource activities such as farming and forestry are allowed and encouraged to occur as small scale activities in conjunction with the residential uses in the area." This implies that residential and forestry uses are meant to work and grow together. According to 1.2.2, Land within the UGA shall not contain areas designated for long-term agriculture or forestry resource use. Therefore, any forestry lands that fall within the UGA as opposed to rural areas would be counted as "likely to develop." As of 2007 there were 158,068 acres of forest lands.

**WAC:** There are situations where a land owner can re-designate their forest land as a developable parcel according to WAC 458-30-700. According to the WAC 458-40-540, the term "forest land" is synonymous with timberland and means all land in any contiguous ownership of twenty or more acres which is primarily devoted to commercial forestry.

**Whatcom:** Whatcom County Code 20.43.650 sets a development standard for commercial forestry (CF) districts which follows the guidelines of the general commercial (GC) district. This prohibits the development of permanent residential units for single family purposes. It does however, allow for semi-permanent residential units such as mobile homes.

**Pierce:** Pierce Co. Code 19A.40.030 B "Minimize conversion of agriculture and forestry land by providing cluster development and buffer strips between these designated lands and residential developments." Implication from this is that they do allow development on forest lands but in a limited "cluster" style capacity. Also, this allowance for limited development would not include lands deemed for long term commercial forestry operations.

**Spokane:** Spokane County Code Chapter 14.616 Resource Lands: The county code states that residential development on these properties is discouraged. While it is not barred, it is discouraged and it is unlikely that these parcels will develop while commercial forestry is still in operation for the foreseeable future. Furthermore, a plot of land can be rezoned from forestry to another type of land but one qualification that a landowner would need to prove is as follows; "The applicant must present clear and convincing evidence that the property is not conducive to long-term commercial forestry and does not substantially meet the forest lands designation criteria as adopted in the Comprehensive Plan." "The Forest Lands zone consists of higher elevation forests devoted to commercial wood production. Non-resource-related uses are discouraged. Residential density is 1 unit per 20 acres in order to minimize conflicts with forestry operations. Activities generally include the growing and harvesting of timber, forest products and associated management activities, such as road and trail construction, slash burning and thinning in accordance with the Washington State Forest Practices."

**King:** King Co. Comprehensive Plan R-318: Land developed within Rural Forest Focus Areas shall be no more than one dwelling unit per 20 acres and the preservation tract is deemed as "permanent." **King Co. Comprehensive Plan R-202** Calls for the "integration of housing with traditional rural areas such as forestry, farming and keeping of livestock..." However, consistent with what has been found with other counties and state code any ability of further development on forest lands does not include active forest lands.



**Assumption 3:**

**Assumption:** Rural parcels that have less than 1 acre of environmentally unconstrained land sufficient area for septic systems and well clearances should not be counted as likely to develop.

**R.W. Thorpe & Associates, Inc. Finding - INVALID:** In some cases, county health regulations, state code, and recent technology make it permissible to develop environmentally constrained lots of less than 1 acre of suitable land.

**Effect:** The finding of this assumption as invalid includes environmentally constrained lots in the rural available lands inventory.

**Response:** The ability to request waivers when property size is not adequate to host on-site septic systems coupled with Large On-site Sewage Systems (LOSS) serving multiple residential units, make these lots possible to develop. Waivers are considered on a site by site basis by state and county health inspectors. There is not a way to provide a blanket approach that would be applicable to all parcels of land. Furthermore, health inspectors can increase the necessary well and septic system set-backs per (WAC 246-272A-0210) and (Clark County Code 24.17.120) as they see fit on a site by site basis. This could potentially make lots which have more than 1 acre of environmentally unconstrained land undevelopable and would need to be factored into the equation for this assumption.

**Clark:** The Clark County Code determines minimum lot sizes through two methods (Clark County Code 24.17.230). Method one allows for the county health inspector to require a lot size larger than the standard assumed 1 acre if it is determined that nitrogen is a concern either through planning activities as described in Clark County Code 24.17.60 or another process. Clark County Code 24.17.120 dictates that only professional engineers, designers, and public health officials may perform soil and site evaluations. Unless the health inspector determines the viability of each parcel of land prior to the finalized comprehensive plan, it is not possible to determine what lots can, and cannot be developed at this time. The Clark County 2015 Buildable Lands Report indicates that 43% of all residential development occurred on environmentally constrained land, which means that there are a considerable amount of actions that can make development on constrained land possible and also likely.

**WAC (246-272A-0210):** The horizontal separation between an OSS dispersal component and an individual water well, individual spring, or surface water that is not a public water source can be reduced to a minimum of seventy-five feet, by the local health officer, and be described as a conforming system upon signed approval by the health officer if the applicant demonstrates:

(a) Adequate protective site-specific conditions, such as physical settings with low hydro-geologic susceptibility from contaminant infiltration. Examples of such conditions include evidence of confining layers and/or aquitards separating potable water from the OSS treatment zone, excessive depth to groundwater, down-gradient contaminant source, or outside the zone of influence; or  
(b) Design and proper operation of an OSS system assuring enhanced treatment performance beyond that accomplished by meeting the vertical separation and effluent distribution requirements described in WAC 246-272A-0230 Table VI; or (c) Evidence of protective conditions involving both (a) and (b) of this subsection.

**Whatcom:** WCC 24.05.210 states that 5. Permit the installation of an OSS, where the minimum land area requirements or lot sizes cannot be met, only when all of the following criteria are met: a) The lot is registered as a legal lot of record created prior to the effective date of the ordinance codified in this chapter; b) The lot is outside an area identified by the local plan developed under WCC 24.05.050 where minimum land area has been listed as a design parameter necessary for public health protection; and c) The proposed system meets all requirements of this chapter other than minimum land area. Again permission to build an onsite sewer system in Whatcom County would be determined on a site-by-site basis.

**Thurston:** Thurston County Code 24.50.060 explains that "The approval authority may authorize use of additional area to the minimum extent necessary in a critical area buffer to accommodate an onsite sewage disposal system or well, consistent with other requirements of this title, only if there is no alternative. "This is a site-by-site approval based on planning recommendations and health inspector's approval.

**King:** KCC 21A.24.316 stipulates that development is prohibited "(o) n lots smaller than one acre, an on-site septic system, unless: a. the system is approved by the Washington state Department of Health and has been listed by the Washington State Department of Health as meeting treatment standard N as provided in WAC chapter 426-172A\*; or b. the Seattle-King County department of public health determines that the systems required under subsection A.13.a. of this section will not function on the site." While this is similar to Assumption 3, the KCC states that this section pertains to the development in areas which contain critical aquifers. No such designation was made about critical aquifers in Assumption 3 and thus, the assumption is overly broad. When applying this KCC to Assumption 3, King County makes a similar assumption based on prohibited develop, but as was indicated in the above section, the State can approve development on a site-by-site basis.

**Assumption 4:**

**Assumption:** History shows that about 30% of dividable parcels with homes and 10% of vacant parcels do not develop further. So those deductions have been applied to urban planning totals for years. These same deductions should be applied to rural planning totals as well.

**R.W. Thorpe & Associates, Inc. Finding - INVALID:** The 30% and 10% "Never to Convert" assumption would not be applicable to rural parcels as rural lands develop at different rates when compared to those located within the UGA.

**Effect:** The finding of this assumption as invalid would include corresponding existing parcels in the rural available land inventory.

**Response:** It would be inconsistent to treat urban areas the same as rural. Assuming that rural areas will develop at the same rate as urban areas appears to be a false assumption. It is likely that rural areas would develop at a much slower rate than urban areas, but again that depends on several factors. The 30% "Never to Convert" assumption is suggested as a guideline in the Washington State Buildable Land Program Guidelines from June 2000. Other counties throughout Washington have used this calculation as well. However, it should be remembered that these calculations are pertaining to properties with an existing residence that are located within the UGA. Since rural properties would likely develop at a different rate, it is unlikely that this assumption would be applicable.

**Clark:** The Clark County VBLM assumes a 30% "Never to Convert" deduction for under-utilized lots in urban areas. This conclusion was reached through research of recent historical trends. Using building permit data, the county is able to track the percentage of lots that are developed or redeveloped. The historical data did not, however extend to rural building permits, therefore, it is not likely that one could assume the same "Never to Convert" percentage for urban and rural land since their development patterns behave differently. Similar to the 30% factor considered for under-utilized lots the Clark County VBLM assumes a 10% "Never to Convert" deduction for vacant lots in urban areas. This conclusion was reached through research of recent historical trends. Using building permit data, the county is able to track the percentage of lots that are developed or redeveloped. The historical data did not, however extend to rural building permits, therefore, it is not likely that one could assume the same "Never to Convert" percentage for urban and rural land since their development patterns behave differently.

**WAC:** The Washington State Buildable Lands program introduced a book of guidelines in June 2000 which utilizes several methodologies for calculating buildable lands within a jurisdiction

**RCW 36.70a.070 (5) (b)** states that "Rural development. The rural element shall permit rural development, forestry, and agriculture in rural areas. The rural element shall provide for a variety of rural densities, uses, essential public facilities, and rural governmental services needed to serve the permitted densities and uses. To achieve a variety of rural densities and uses, counties may provide for clustering, density transfer, design guidelines, conservation easements, and other innovative techniques that will accommodate appropriate rural densities and uses that are not characterized by urban growth and that are consistent with rural character." Applying the same assumptions used for



urban land use would not be in compliance with the requirements by state code as these assumptions are not consistent with rural character.

**Whatcom:** The Whatcom County Land Capacity Analysis explains a methodology for calculating vacant and under-utilized lands throughout the county's various UGAs. Again, there is not precedent for calculating a percentage of vacant and under-developed land conversion outside of the UGA. It can be assumed that vacant and underdeveloped parcels in the rural areas of the county will develop at different levels.

**Spokane:** The Spokane County Regional Land Quantity analysis contains a methodology to measure the quantity of land that is available for development with in the 20 projection used in the county comprehensive plan. Page 7 of the 2011 report indicates that a 30% reduction was made to account for lands that are not likely to develop over the 20-year time frame. The methodology was developed through utilization of the step-by-step Land Quantity Analysis methodology developed by the Washington State Department of Commerce.

**Assumption 5:**

**Assumption:** As long as county code allows, lots that are up to 10% smaller than the minimum lots size should be considered as conforming lots and counted as parcels likely to develop.

**R.W. Thorpe & Associates, Inc. Finding – PARTIALLY INVALID:** All nonconforming lots that are found to be legally created shall be considered likely to develop, not just those that meet a lot area percentage threshold. A county policy change would be required to recognize a nonconforming lot as conforming.

**Effect:** The finding of this assumption as partially invalid means that the County Council would need to adopt regulations which elects to consider non-conforming lots that are up to 10% smaller than the minimum lot size as conforming lots. A new policy would remove lots that are less than 90% of the minimum lot size requirement from the rural available land inventory.

**Response:** Conforming and non-conforming lots are able to be developed based on input from the public and planning department. The 10% smaller requirement would need to be instituted as code by the county council, updated, and included in the final Comprehensive Plan Update. There is currently no provision in the Clark County code that calls for treating nonconforming lots that are up to 10% smaller than the minimum lot size to be considered conforming.

**Clark:** Clark County code allows for non-conforming lots to be developed per (CCC 40.530.010). A legal lot of record that was consistent with the zoning laws at the time of its creation, these lots are eligible for building permits. Furthermore, an illegal nonconforming lot could be eligible for a building permit, should it be brought into regulation prior to permit application. While this assumption maybe accurate on its face, it would require an update of the Clark County code to allow lots up to 10% smaller than the minimum to be considered a conforming lot.

**WAC:** State law does not regulate nonconforming lots, therefore it is left to the local jurisdiction's discretion to determine if these lots can be considered for development. Clark County does not currently have a policy in-place that recognizes nonconforming lots which are up to 10% smaller than minimum lot size. A new policy would need to be publicly reviewed and voted on by the County Council before it can be included in the Comprehensive Plan.

**Whatcom:** 20.83.060 Lots of record. Except as modified by WCC 20.83.070, legal parcels or lots of record that do not meet the minimum area or width requirements of the zone district may be developed with permitted, accessory and conditional uses provided: (1) That all other district standards are met; and (2) The lots or parcels were created pursuant to applicable state and local subdivision regulations in place at the time of lot segregation. (Ord. 2000-013 § 1, 2000; Ord. 87-12, 1987; Ord. 87-11, 1987; Ord. 82-78, 1982).

**Spokane:** The Spokane County Comp. Plan RL.5.5 explains "Isolated non-residential uses in rural areas, which are located outside of rural activity centers or limited development areas, may be

designated as conforming uses and allowed to expand or change use provided the uses were legally established on or before July 1, 1993, are consistent with rural character, and detrimental impacts to the rural area will not be increased or intensified." Lots which were established before July 1993 are considered legal non-confirming lots and they are eligible for development and expansion.

**Thurston:** TCC 24.50.060 allows provisions for legally created nonconforming lots to be developed. There are several stipulations that place restrictions on how much of the lot is eligible for development, but it is still considered a legal lot and is likely to develop.

**King:** The King County 2014 BLR uses a methodology which incorporates "However, the analysis did recognize that vacant parcels below the minimum lot size could be allowed one housing unit; on parcels more than twice the minimum, the lot size factor was applied.



**Assumption 6:**

**Assumption:** Due to some exceptions from the norm, 10% of nonconforming parcels with at least 1 acre of unconstrained area will likely develop.

**R.W. Thorpe & Associates, Inc. Finding - INVALID:** There is no public data that supports this assumption. However, if historical data is consistent, the state code allows for the county to make these decisions at their discretion. Although, this would likely not be applicable to rural parcels, as rural and urban parcels develop at different rates.

**Effect:** The finding of this assumption as invalid would include corresponding properties in the rural available lands inventory.

**Response:** In order for this assumption to be validated, it is necessary to provide some type of data in support. First, a nonconforming lot is either a lot that does not conform to current zoning standards. There are two different types of nonconforming lots. The first type is a legal nonconforming lot which was a legal lot of record that was created prior the zoning change. So while the lot was in compliance at the time it was created, it is no longer in compliance, but is still grandfathered in and considered legal. An illegal nonconforming lot is a lot that was created after the current zoning was implemented and is not in compliance with current zoning regulations. All legal nonconforming lots are able to be developed provided they adhere to all other development regulations and standards, therefore it is reasonable to assume this assumption is invalid if it is referring to legal- nonconforming. If the assumption is in reference to illegal nonconforming lots, regardless of size, the assumption is likely invalid as these lots are prohibited from development.

**Clark:** Clark County Code 40.530.010 describes two categories for nonconforming lot. Legal nonconforming and illegal nonconforming. Since the assumption simply states "nonconforming" the assumption is invalid. "C. Nonconforming Status. 1. Any lot, use, or structure which, in whole or part, is not in conformance with current zoning requirements shall be considered as follows:

a. Legal Nonconforming. Lots, uses and structures legally created or established under prior zoning and/or platting regulations. These lots, uses and structures may be maintained or altered subject to provisions of this chapter. b. Illegal Nonconforming. Lots, uses and structures which were not in conformance with applicable zoning and/or platting regulations at the time of creation or establishment. Illegal nonconforming lots, uses and structures shall be discontinued, terminated or brought into compliance with current standards. 2. It shall be the burden of a property owner or proponent to demonstrate the legal nonconformity of a lot, use, and structure."

**WAC:** This is planning assumption is not based on historical data from Clark County, and there is not an existing state code that requires or stipulates this assumption. . However, state code dictates that planning assumptions for comprehensive plan updates are left to the discretion of the counties. RCW 36.70a.070 (5) (b) states that "Rural development. The rural element shall permit rural development, forestry, and agriculture in rural areas. The rural element shall provide for a variety of rural densities, uses, essential public facilities, and rural governmental services needed to serve the permitted densities and uses. To achieve a variety of rural densities and uses, counties may provide for clustering, density transfer, design guidelines, conservation easements, and other innovative

techniques that will accommodate appropriate rural densities and uses that are not characterized by urban growth and that are consistent with rural character.”--Applying the same assumptions used for urban land use would not be in compliance with the requirements by state code as these assumptions are not consistent with rural character.

**Pierce: 20.65.005 Nonconforming lots.** Except as otherwise required by law, a lot legally established prior to the effective date of the ordinance codified in this title, which does not conform to the minimum lot area, minimum lot width and/or minimum lot depth requirements of this title, nevertheless may be developed subject to all other development standards, use restrictions and other applicable requirements established by this title. For the purposes of this chapter, a lot shall include at a minimum, all property having the same Pierce County assessor’s tax identification number. (Ord. 2529 § 1, 1997; Ord. 2181 § 1, 1988).

**Thurston: TCC 24.50.060** allows provisions for legally created nonconforming lots to be developed. There are several stipulations that place restrictions on how much of the lot is eligible for development, but it is still considered a legal lot and is likely to develop.

**Spokane: The Spokane County Comp. Plan RL.5.5** explains “Isolated non-residential uses in rural areas, which are located outside of rural activity centers or limited development areas, may be designated as conforming uses and allowed to expand or change use provided the uses were legally established on or before July 1, 1993, are consistent with rural character, and detrimental impacts to the rural area will not be increased or intensified.” Lots which were established before July 1993 are considered legal non-confirming lots and they are eligible for development and expansion. There is no provision for applying an assumption of 10% development from rural nonconforming lots.

**Note:** There is not a provision in county documents that states that a percentage of nonconforming lots should be expected to develop. If the lot is legal nonconforming it should be counted in the land inventory. If the lot is illegal nonconforming, it should not be considered conforming.



**Assumption 7:**

**Assumption:** A 7.5% rural Market Factor should be used to provide a reasonable margin for the law of supply and demand to comply with the GMA requirement to provide a sufficient supply and achieve the affordable housing goal. Implementation of this rural Market Factor is accomplished by deducting this percentage of parcels from the total available rural parcels. Note that this rural Market Factor is half of the urban Market Factor of 15% in order to also satisfy the GMA goal of reducing low density sprawl.

**R.W. Thorpe & Associates, Inc. Findings - INVALID** The Market Factor in the Washington State code allows counties to use a "reasonable supply and demand factor when sizing Urban Growth areas. This would not necessarily be applicable to rural growth projections.

**Effect:** The findings of this assumption as invalid means that there will not be a 7.5% deduction from available rural lands inventory.

**Response:** Market Factor as described in Washington State Code (RCW 36.70a.110) provides counties the flexibility to use local supply and demand calculations when sizing urban growth areas. Since the area in question is the calculation of available rural lots, which lay outside the UGA, this assumption likely would not be valid. Furthermore, the 7.5% assumption as it applies to rural lands is not consistent with previous urban assumptions as they are applied to rural development.

**Clark:** The Clark County comprehensive plan calls for County-wide Planning Policies state the following; (3.0.1) "The county shall recognize existing development and provide lands, which allow rural development in areas, which are developed or committed to development of a rural character. Replicating actions reserved for urban land use would not reflect the rural character as outlined in the County Comprehensive plan."

**WAC:** Under RCW 36.70A.110 of the Washington State Code, each county is required to make accommodations for affordable housing across all segments and sectors. RCW 36.70a.110 (2) states that each urban growth area shall make planning determinations which include a reasonable land market supply factor. In determining the market factor, RCW 36.70a.110 allows for jurisdictions to include local circumstances and cities and counties have discretion to do so in their comprehensive plans. Furthermore, RCW 36.70a.070 (5) (b) states that "Rural development. The rural element shall permit rural development, forestry, and agriculture in rural areas. The rural element shall provide for a variety of rural densities, uses, essential public facilities, and rural governmental services needed to serve the permitted densities and uses. To achieve a variety of rural densities and uses, counties may provide for clustering, density transfer, design guidelines, conservation easements, and other innovative techniques that will accommodate appropriate rural densities and uses that are not characterized by urban growth and that are consistent with rural character." Applying the same assumptions used for urban land use would not be in compliance with the requirements by state code as these assumptions are likely not consistent with rural character.



**Whatcom:** The Whatcom County comprehensive plan uses a final market factor deduction after all other land use deductions are implemented. Page 7, Sec. 3.6 indicates that a 15% market factor should be used for vacant, residential, commercial and industrial zones. While the Whatcom uses the same deduction as Clark County, it should be considered that the market deduction is set for parcels within the UGA, therefore it is likely that the rural parcels would need to calculate a different percentage based on rural land use trends.

**Pierce:** As stipulated in policy 2.1.1, "urban growth areas must be of sufficient size to accommodate only the urban growth projected to occur over the succeeding 20-year planning period." This infers that the urban growth area should not be over-sized. However, in determining the appropriate size of the urban growth area, various components must be taken into account, such as critical areas, open space, and a market safety factor, i.e., maintaining a supply of developable land sufficient to allow market forces to operate.

**Spokane:** The Spokane County Regional Land Quantity Analysis uses market factor in its methodology stating "Market Factor (MF): A land market supply factor used by each jurisdiction as a cushion in determining how much land will be needed over the next twenty years. The concept tries to balance the competing issues of contributing neither to sprawl nor to increased housing prices. It recognizes that not all land designed for UGA uses can be expected to come on the market over the twenty-year planning period. A market factor of up to 25% was recently determined by the Central Puget Sound GMA Hearings Board (Kitsap County case) to be presumed reasonable. Any larger factor would be Planning Technical Committee May 24, 2011 10 closely scrutinized by the Central Board. While this case did not address market factors specific to cities it suggests that jurisdictions using market factors in excess of 25% will need to document why the higher rate is appropriate. The commercial land formula uses 25% or a 1.25 factor. Jurisdictions planning with a higher market factor will need to demonstrate why a higher rate is more appropriate."

**Thurston:** The Thurston County comprehensive plan accounts for the market factor as stipulated in RCW 36.70a110. Thurston County uses the market factor only as it applies to UGAs. Additionally, the Thurston County Buildable Lands Report from 2014 states that "The urban growth area may not exceed the areas necessary to accommodate the growth management planning projections, plus a reasonable land market supply factor, or market factor. In determining this market factor, counties and cities may consider local circumstances. Cities and counties have discretion in their comprehensive plans to make many choices about accommodating growth."

**King:** According to the King County Buildable Lands report from 2002, King County includes a market factor for different regions of the county. As stated in Chapter 1 page 17 Deduction of a percentage of the remaining land assumed not to be available for development during the planning period. In even the most urbanized settings, a portion of the net land supply will always be withheld from development or redevelopment due to several factors. These factors include personal use, investment or speculative holding, land banking for future business expansion, and other considerations that serve to hold land off the market. This adjustment to the land supply is referred to as a "market factor." Consistent with LCTF recommendations, market factors ranged generally from 5% to 20%, with re-developable land discounted more heavily than vacant land. Variations within and outside of the recommended range reflect local land ownership and market conditions, as

well as knowledge about proposed projects. Furthermore, page 26 explains "There is no certainty that the remaining land will, in fact, be developed, but it has the potential to be developed if demand is sufficient. Market factors vary by jurisdictions within a range, based on countywide guidelines. Using the guidelines, each jurisdiction determined appropriate market factors for their city, often on a zone by zone basis. This meant that market factor determinations were based on local knowledge of an area's marketability." The King County Draft Comprehensive plan explains "The Rural Area cannot be a significant source of affordable housing for King County residents, but it will contain diverse housing opportunities through a mix of large lots, clustering, existing smaller lots and higher densities in Cities in the Rural Area and Rural Towns, as services permit." (pg. 3-17). While some affordable housing in the rural areas is required by the GMA, it is not at a significant level in areas with higher urban densities, additionally, the market factor was not used in these calculations.

**Assumption 8:**

**Assumption:** The adopted VBLM used for urban areas includes a 27.7% infrastructure deduction for urban parcels for roads and storm water. Because rural parcels are much larger than urban parcels, no infrastructure the rural infrastructure deduction is assumed to be small. No deduction shall be used for rural parcels for any infrastructure such as roads, storm water, parks, schools, fire stations, conservation areas, lakes, streams, protected buffers, Etc.

**R.W. Thorpe & Associates, Inc. Finding – PARTIALLY INVALID:** The population density of the rural areas lends to a reduction of necessary services in the rural areas. Thus, the 27.7% infrastructure reduction would be significantly larger than what is actually necessary. Therefore, this assumption on its face is likely true, however, a zero deduction would likely be false as some land area is necessary for infrastructure to support future development.

**Effect:** The finding of this assumption as partially valid means that more research into rural land infrastructure reductions is needed. The county will need to determine an infrastructure reduction percentage between 0% and 27.7% that is representative of rural developmental patterns. The calculated percentage will then be deducted from the rural available lands inventory.

**Response:** In assumptions 5, 6, and 7 it is suggested that urban assumptions should apply to rural areas, however assumption 8 indicates that the same assumption for an urban area should not apply to a rural area. This is inconsistent and there is no explanation for this inconsistency.

**Clark:** The Clark County VBLM uses the 27.7% infrastructure reduction to apply to vacant and under-utilized lots within the UGA. While this it is likely a correct assumption that rural development would require a significantly smaller percentage for infrastructure purposes, a zero deduction is also not reasonable.

**WAC:** Again, as previously state under assumption 7, RCW 36.70a.070(5)(b) states that “(r)ural development. The rural element shall permit rural development, forestry, and agriculture in rural areas. The rural element shall provide for a variety of rural densities, uses, essential public facilities, and rural governmental services needed to serve the permitted densities and uses. To achieve a variety of rural densities and uses, counties may provide for clustering, density transfer, design guidelines, conservation easements, and other innovative techniques that will accommodate appropriate rural densities and uses that are not characterized by urban growth and that are consistent with rural character.” Although the urban and rural areas should be treated differently, as stated in previous assumptions, this assumption can be considered true as it would be a conservative estimate since the necessary infrastructure in the rural areas would be limited and not necessarily need the 27.7% deduction.

**Whatcom:** The Whatcom County Land Capacity Analysis uses an infrastructure reduction to determine future land capacity. The percentage of deduction used is based on recent development



trends in similar areas. Looking at the data from recent rural development trends the county surmises what percent reduction is appropriate. The 2014 Whatcom County Comprehensive plan states "Development in rural areas should not receive urban levels of service except where necessary to protect public health, safety, and the environment. Services should be coordinated to ensure that rural areas receive appropriate services including law enforcement protection, fire protection, and emergency services." (Ch. 2 pg. 72). This indicates that at least some percentage of land should account for infrastructure buildout.

**Note:** It appears that no other counties have a specific framework for calculating the necessary infrastructure deductions for rural areas, however, according to Whatcom County there is a need to ensure that there is at least some deduction for rural infrastructure needs.

### **Urban/Rural Population Split:**

Historical basis of 20-year trend indicates an 85/15 or 86/14 split. The proposal is a 90/10 split. The actual urban/rural split has consistently been 86/14 for decades and is a viable policy option. The 1994 approved plan used 80/20. A more moderate policy of 87.5/12.5 forecasts 16,656 new rural persons for this plan update.

**Findings:** The population growth split has historically averaged 89% urban and 11% rural for the past 20 years. The 2004 and 2007 comprehensive plans have used the 90/10 growth projection which is accurate.

**Response:** While the overall population trend indicates an 86/14 urban rural split, the population growth has actually increased at the 89/11 level, which means that the rural population is steadily decreasing in terms of its annual growth percentage. Therefore, the county would actually need to accommodate fewer future residents in rural areas. Thus, it appears that all four alternatives project significantly more lots than what is needed to accommodate growth.

**Clark:** Clark County has historically used the 90/10 urban rural population growth split. These numbers were used in the planning assumptions for the past two comprehensive plans (2004 and 2007). Using Table 3 from Exhibit A: Planning Assumptions Rev. v1.09, the actual total population split between urban and rural can be calculated to determine growth percentages and determine the accuracy of the 90/10 growth assumption. (Total pop. yr. 2 – total pop. yr. 1) = total increase. (Rural pop. yr. 2 – rural pop. yr. 1 = total rural pop. increase). (Rural increase/total increase = rural growth %.

**Table 3: The Actual Urban / Rural split for the past 20 years**

Year	County-wide Population	Rural Population	Percent Rural Population	Urban / Rural Split
1995	279,522	43,254	15.5	84/16
1996	293,182	44,882	15.3	85/15
1997	305,287	46,409	15.2	85/15
1998	319,233	48,104	15.1	85/15
1999	330,800	49,429	14.9	85/15
2000	346,435	51,182	14.8	85/15
2001	354,870	52,002	14.7	85/15
2002	369,360	53,548	14.5	85/15
2003	375,394	54,146	14.4	86/14
2004	384,713	54,869	14.3	86/14
2005	395,780	56,009	14.2	86/14



2006	406,124	57,551	14.2	86/14
2007	414,743	58,608	14.1	86/14
2008	419,483	59,042	14.1	86/14
2009	424,406	59,623	14.0	86/14
2010	427,327	59,858	14.0	86/14
2011	432,109	60,544	14.0	86/14
2012	435,048	60,845	14.0	86/14
2013	443,277	61,489	13.9	86/14
2014	446,785	61,948	13.9	86/14

Source: Clark County Assessor GIS records

**WAC:** Growth trends vary throughout the State of Washington and therefore there is no specific state code governing how counties project their growth across a 20 year planning cycle. However, the state code does allow local city and county jurisdictions the autonomy to make planning decisions based on local circumstances.

**Whatcom:** According to US Census data, the Whatcom County urban/rural split is 76/24. Whatcom County used the actual population split to calculate the county-wide planning assumptions for the comprehensive plan update. This works for Whatcom County as the growth rate between urban and rural areas is roughly the same at 78/22.

**Spokane:** According to the 2009 Spokane County Urban Growth area update, the urban/rural population split projected for 2031 is a 75/25 split. This number is consistent with the county's overall population through the past decade. The county uses the projected growth numbers instead of the actual population breakdown to determine planning needs. Spokane County's actions are in line with the use of the 90/10 split to evaluate Clark County.

**Thurston:** Thurston County BLR indicates an increasingly urban population trend. Currently 31% of Thurston County's population resides in rural areas. The population growth, however, is increasingly urban. New growth in the county has developed at the 86/14 split recently. Projected population growth in Thurston County is 13% rural and 87% urban. These trends are similar to Clark County and in line with this assumption.

**King:** According to the King County BLR, the urban and rural population split is 92/8.



***Clark County average household size:***

The Clark County comprehensive plan update was developed with the assumption that 2.66 individuals per household would remain consistent and thus require between 4,835 and 4,870 new rural housing units to accommodate population growth over the next two decades  $((129,556/2.66)*.10)$ .

**Findings:** The projected population increase of 129,556 (Table S-1; Page S-2) over the next 20 years indicates that there is a need for 4,870 new residential units in the rural areas of Clark County. Based on these projections, all four alternatives, detailed on Page 1-3 of the Draft Supplemental EIS, which were considered exceed the number of units needed to accommodate the growth.

**Response:** According to recent census data, after nearly 50 years of average household size decline, the average person per household number in the US is on the rise. There is need to take these calculations into consideration when determining the projected average household size over the next 20 years.

**Clark:** According to the US Census bureau the total estimated population for Clark County Washington in 2014 was 438,272 and the total number of housing units were 169,520. The ratio  $(438,272/169,520)$  is equal to 2.60 person's per-household.

**WAC:** Washington State has an average household size of 2.54 which is below the national average of 2.61.

**Whatcom:** US Census data indicates that the average household size for Whatcom County is 2.50 which is below the state average of 2.54 and below the national average of 2.61.

**Pierce:** US Census data indicates that Pierce County has an average household size of 2.6 which is equal to the national average of 2.61. The Pierce County BLR accounts for a smaller average household size when calculating 20 year population projects and need for additional residential units. The number is adjusted down from the 2000 census date to reflect a trend of decreasing household sizes. Pierce County's buildable lands model assumes an average household size of 2.8 pphh. The projected number is used to build a cushion and to stay consistent with the national trend of an increase in average pphh. The Pierce County buildable lands report does not use a total county wide pphh calculation for its projections, but rather the ratio is broken down into local city jurisdictions.

**Spokane:** US Census data indicates that Spokane County has an average household size of 2.43 which is below the national average of 2.61.

**Thurston:** US Census data indicates that Thurston County has an average household size of 2.5 which is below the national average of 2.61.

**King:** US Census data indicates that King County has an average household size of 2.4 which is below the national average of 2.61.



## Exhibit 1

### Use of Invalid instead of Indeterminate

The use of the term “invalid” over “indeterminate” was based on three precise factors.

The primary factor for using invalid over indeterminate is that R.W. Thorpe & Associates, Inc. was tasked with examining the validity of each assumption on their face. The contract reached between Clark County and R.W. Thorpe & Associates, Inc. states “Step 1: Review the Planning Assumptions introduced on November 4, 2015 (Alternative 4.b) and provide professional opinion on the validity of these assumptions and whether they should be applied to the Vacant Buildable Lands Model for the rural lands.”. Assumptions which were found to not be based in-fact would therefore need to be excluded from the VBLM.

Secondly, the definition of “validity” is to “hold water, to be valid, sound, and defensible; to show no inconsistency when put to the test.”<sup>1</sup> Assumptions therefore, would either need to be valid and based in truth or not valid at all. Under the contract guidelines, R.W. Thorpe & Associates, Inc. was responsible to determine which assumptions were based in truth. Determinations of invalidity were made through analysis of state and county code and a best practice review of similar counties.

Finally, GMA (RCW 36.70a.070) guidelines stipulate that local circumstances may be considered at the county’s discretion, however, a written record of explanation is required to justify how the adopted rural assumptions harmonize with GMA planning goals. Since no written record is available, and no credible evidence is available to justify the Alternative 4.b planning assumptions, the burden of proof falls to the county to prove their rationale. Since no rationale was provided, indeterminate is not a possible option for deciding which assumptions should be included in the VBLM.

#### RCW 36.70a.070

(5) Rural element. Counties shall include a rural element including lands that are not designated for urban growth, agriculture, forest, or mineral resources. The following provisions shall apply to the rural element:

(a) Growth management act goals and local circumstances. Because circumstances vary from county to county, in establishing patterns of rural densities and uses, a county may consider local circumstances, but shall develop a written record explaining how the rural element harmonizes the planning goals in RCW 36.70A.020 and meets the requirements of this chapter.

(b) Rural development. The rural element shall permit rural development, forestry, and agriculture in rural areas. The rural element shall provide for a variety of rural densities, uses, essential public facilities, and rural governmental services needed to serve the permitted densities and uses. To achieve a variety of rural densities and uses, counties may provide for clustering, density transfer, design guidelines, conservation easements, and other innovative techniques that will accommodate appropriate rural densities and uses that are not characterized by urban growth and that are consistent with rural character.

<sup>1</sup> “Validity.” *The Free Dictionary* Farlex Web. 20 Jan. 2016.





Exhibit 2

**BOCC Preferred Alternative**  
**February 23, 2016**

The Preferred Alternative starts with a foundation of Alternative 1 that is then progressively modified by the following elements with the last element taking priority and precedent over prior (lower number) elements.

Alternative	Option Description	Planning Commission Recommendation	Preferred Alternative 2/23/16
Alt. 1	NO ACTION ALTERNATIVE		
1	The 'No Action' alternative. This option re-adopts the current plan, planning assumptions and moves the planning horizon out to 2035.	Motion to Approve: AYE – 6 ; NAY – 0 <b>Motion Passed</b>	<b>Yes</b>
Alt. 2	COUNTY-INITIATED ALTERNATIVE		
	RURAL LANDS		
2.a	<b>Rural Lands.</b> Change the comp plan map legend from three comp plan designations to one Rural designation to be consistent with current comp plan-to-zoning matrix table.	Motion to Approve: AYE – 6; NAY – 0 <b>Motion Passed</b>	<b>Yes</b>
2.b	<b>Agriculture Lands.</b> Change the minimum lot size for parcels zoned AG-20 from 20 acres to 10 acres (AG-10).	Motion to Deny: AYE – 4; NAY – 2 <b>Motion Passed</b>	<b>Yes</b>
2.c	<b>Forest Lands.</b> Change the minimum lot size for parcels zoned FR-40 from 40 acres to 20 acres (FR-20).	Motion to Approve: AYE – 2; NAY – 4 <b>Motion Failed</b>	<b>Yes</b>
2.d	<b>Rural Lands.</b> For parcels zoned R-20, from 20 acres to 10 acres, in some areas.	<b>No Vote Taken</b>	<b>Yes</b>
2.e	<b>Rural Centers.</b> Combine rural center commercial (CR-2) and rural commercial (CR-1) into a single comp plan designation of 'rural commercial'.	Motion to Approve AYE – 5; NAY – 1 <b>Motion Passed</b>	<b>Yes</b>
2.f	<b>Urban Reserve.</b> Urban reserve (UR) becomes a true overlay. Zoning defaults to underlying zone; some parcels given R-5 zoning. UR code moved to the overlay chapter of Title 40. No change in allowable land uses.	Motion to Approve AYE – 5; NAY – 1 <b>Motion Passed</b>	<b>Yes</b>



**BOCC Preferred Alternative  
February 23, 2016**

Alternative	Option Description	Planning Commission Recommendation	Preferred Alternative 2/23/16
<b>URBAN LANDS</b>			
2.g	<b>Commercial Lands.</b> Combine the three commercial zones (C-2, C-3 and GC) into a single comp plan (C) designation.	Motion to Approve AYE – 5; NAY – 1 <b>Motion Passed</b>	<b>Yes</b>
2.h	<b>Public Facilities.</b> Creation of public facilities zone.	Motion to Approve AYE – 6; NAY – 0 <b>Motion Passed</b>	<b>Yes</b>
2.i	<b>Urban Holding.</b> Urban holding (UH) becomes a true overlay. Zoning defaults to underlying zone. UH code moved to the overlay chapter of Title 40. No change in allowable land uses.	Motion to Approve AYE - 5; NAY – 1 <b>Motion Passed</b>	<b>Yes</b>
2.j	<b>Battle Ground UGA.</b> Changes comp plan and zoning designations to better reflect surrounding land uses.	Motion to Approve AYE – 6; NAY – 0 <b>Motion Passed</b>	<b>Yes</b>
2.k	<b>Ridgefield UGA.</b> Add the Tri-Mountain Golf Course to the Ridgefield UGA retaining Parks and Open Space (P/OS) zoning and adding an Urban Holding UH-20 overlay.	Motion to Approve AYE – 6; NAY – 0 <b>Motion Passed</b>	<b>No</b>
2.l	<b>Vancouver UGA.</b> Remove reference to the Three Creeks Special Planning Area.	Motion to Approve AYE – 6; NAY – 0 <b>Motion Passed</b>	<b>Yes</b>
2.m	<b>Vancouver UGA.</b> Approve the Discovery/Fairgrounds subarea comp plan map and zoning changes.	Motion to Approve AYE – 6; NAY – 0 <b>Motion Passed</b>	<b>Yes</b>
2.n	<b>Vancouver UGA.</b> Approve the Salmon Creek subarea comp plan map and zoning changes.	Motion to Approve AYE – 6; NAY – 0 <b>Motion Passed</b>	<b>Yes</b>





**BOCC Preferred Alternative  
February 23, 2016**

Alternative	Option Description	Planning Commission Recommendation	Preferred Alternative 2/23/16
2.o	<b>Vancouver UGA.</b> Change some parcels that have a mixed use comp plan designation to a comp plan designation that matches current zoning.	Motion to Approve AYE – 6; NAY – 0 <b>Motion Passed</b>	<b>Yes</b>
2.p	<b>Vancouver UGA.</b> Remove UR adjacent to the Vancouver UGA and replace it with R-5 and AG-20 zoning.	Motion to Approve AYE – 5; NAY – 1 <b>Motion Passed</b>	<b>Yes</b>
2.q	<b>Vancouver UGA.</b> Remove UH in the Fisher Swale area between Vancouver and Camas.	Motion to Approve AYE – 6; NAY – 0 <b>Motion Passed</b>	<b>Yes</b>
2.r	<b>Washougal UGA.</b> Correct mapping error on parcels with city zoning inside the UGA but outside city limits.	Motion to Approve AYE – 6; NAY – 0 <b>Motion Passed</b>	<b>Yes</b>
Alt. 3	<b>CITY-REQUESTED UGA EXPANSIONS</b>		
3.a	<b>Battle Ground.</b> Add 80 acres, now designated R-5, to the UGA for jobs.	Motion to Approve AYE – 6; NAY – 0 <b>Motion Passed</b>	<b>Yes</b>
3.b	<b>La Center.</b> Add 17 acres, now designated R-5, for a school site.	Motion to Approve AYE – 6; NAY – 0 <b>Motion Passed</b>	<b>Yes</b>
3.c	<b>La Center.</b> Add 56 acres, now designated AG-20, for jobs.	Motion to Approve AYE – 3; NAY – 3 – <b>TIE VOTE – No Recommendation</b>	<b>Yes, provided that if challenged, La Center will provide for the defense instead of Clark County.</b>
3.d	<b>Ridgefield.</b> Add 111 acres, now designated AG-20, for residential.	Motion to Deny AYE – 5; NAY – 1 <b>Motion Passed</b>	<b>Yes, provided that if challenged, Ridgefield will provide for the defense instead of Clark County.</b>





**BOCC Preferred Alternative  
February 23, 2016**

Alternative	Option Description	Planning Commission Recommendation	Preferred Alternative 2/23/16
3.e	<b>Washougal.</b> Add 41 acres, now designated R-5, for residential.	Motion to Approve AYE – 2; NAY – 3 ABSTENTION – 1 <b>Motion Failed</b>	<b>No</b>
Alt. 4	<b>RURAL, AGRICULTURE, AND FOREST LANDS CHANGES</b>		
4.a	<b>Rural Lands.</b> Eliminate R-10 and R-20 zones unless publicly owned property. Create R-1 and R-2.5 zones. Maintain R-5 zone.	Motion to Deny AYE – 5; NAY – 1 <b>Motion Passed</b>	<b>Motion to Approve: No</b>
4.b	<b>Agriculture Lands.</b> Eliminate AG-20 zone unless publicly owned property. Create AG-5 and AG-10 zones.	Motion to Deny AYE – 4; NAY – 2 <b>Motion Passed</b>	<b>Motion to Deny: Yes</b>
4.c	<b>Forest Lands.</b> Add FR-10 and FR-20 zones to existing FR-40 and FR-80 zones.	Motion to Approve AYE – 2; NAY – 4 <b>Motion Failed</b>	<b>Motion to Deny: Yes</b>
4.abc	<b>Cluster Options</b>		<b>Motion to Approve: No</b>
	<b>OTHER RECOMMENDATIONS</b>		
	A Motion was made for the councilor's to allow for a process for flexibility and opportunity for land owners who continuously owned property prior to the 1994 plan to possibly divide their property. The vote was 5-1 to approve. There was discussion as to whether the effort, discussion of the process will come to the PC work session, meetings, etc.	Motion to Approve AYE – 5; NAY 1 <b>Motion Passed</b>	<b>Motion to Approve: No</b>

**Clark County Comprehensive Plan 2016 Update**  
Planning for growth 2015 – 2035  
Preferred Alternative –Urban VBLM and Rural Capacity Estimates – Issue Paper 7

## **Purpose**

The purpose of this issue paper is to ensure there is sufficient capacity to accommodate the projected 20-year population and employment growth in the Preferred Alternative under SEPA as selected by the Board of County Councilors on February 23, 2016.

## **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:

- Issue Paper 1 - Comprehensive Plan Overview: A summary of the county's Planning Assumptions, 2013 vacant and buildable lands model (VBLM) inventory and population and employment projections.
- Issue Paper 2 – Population and Job Projections: Background information for a discussion with the cities and the town of Yacolt on population and job planning assumptions for 2015-2035. On Jan. 21, 2014, the Board adopted the state Office of Financial Management's (OFM) medium population projection of 562,207 for the 20-year period ending 2035 (Res. 2014-01-09).
- Issue Paper 3 – Employment forecast based on input from Washington Employment Security Department (ESD). It 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 20-year period ending 2035 (Res. 2014-04-01).
- Issue Paper 4 – Population and Job Allocation: On June 24, 2014, the Board identified the methodology for allocating growth by UGA and adopted preliminary allocations for initial review (Res. 2014-06-17). It was revised as Issue Paper 4.1 to reflect the additional capacity for population and jobs not captured by the vacant land model and presented at a BOCC Worksession on September 24, 2014. Following the 2015 assessor's population update, the issue paper was revised as Issue Paper 4 2. (Res. 2015-04-05).
- Issue Paper 5 – SEPA Scoping: On July 16, 2014, the Board discussed the environmental impact review process under the State Environmental Policy Act (SEPA) and directed staff to proceed to scoping on development of alternatives.
- Issue Paper 5.1 – SEPA provides a partial list of what has transpired from July 17, 2014 through March 11, 2015 and discussed four potential alternatives for study under SEPA. (Res. 2015-04-06).
- Issue Paper 6 CWPP – Discussed the role of the Countywide Planning Policies and introduced a proposed amendment procedure for updating countywide planning policies.

## Methodology

The Geographic Information System (GIS) department ran the vacant buildable lands model and rural capacity estimate on the Preferred Alternative Plan map selected by the Board of County Councilors on February 23, 2016. Exhibit 1 vacant buildable lands model and Exhibit 2 rural capacity analysis provide the methodologies used and the data output.

The summary results of the VBLM capacity analysis in Table 2 indicate that in aggregate, Clark County can accommodate population growth of 135,122 and is sufficient to accommodate the 20-year projected population growth of 128,586 as identified in Table 1 Population Allocation.

The VBLM indicates that the cities of La Center and Ridgefield do not have sufficient capacity to accommodate their respective growth allocation. However, the VBLM does not reflect site specific planned redevelopment improvements. Each city reviews the VBLM data and provides the county with site specific additional population capacity overrides based on future planned growth. For example, the Vancouver waterfront redevelopment potential is not captured in the VBLM. Site specific overrides have been recognized by the county to more accurately reflect development potential. When the overrides are factored in, each jurisdiction has sufficient capacity to accommodate the projected 20-year projected population growth.

The rural area is allocated 10% of the total county growth which would be 12,859. (128,586 \* 10%)  
The 2015 rural capacity estimate indicates the rural area can accommodate an additional 21,343 persons.

**Table 1 Population Allocation**

UGA	January 1, 2015 Population Estimates	2015 to 2035 VBLM Population Allocation	Additional Allocation	Total Allocation	2035 Estimates (Jan. 1, 2015 Pop. Est + Total Allocation)
Battle Ground	20,871	15,972	1,600	17,572	38,443
Camas	22,843	11,255		11,255	34,098
County	62,205	12,859		12,859	75,064
LaCenter	3,209	3,233	1,200	4,433	7,642
Ridgefield	6,575	13,087	5,832	18,919	25,494
Vancouver	315,460	52,786	3,815	56,601	372,061
Washougal	15,932	6,023	392	6,415	22,347
Woodland	89	229		229	318
Yacolt	1,661	303		303	1,964
<b>Total</b>	<b>448,845</b>	<b>115,747</b>	<b>12,839</b>	<b>128,586</b>	<b>577,431</b>

Note: This table reflects the revised information in Resolution 2016-03-01. The additional allocation column reflects the cities request to be made whole for the planning done in 2007 and to reflect site specific overrides to the VBLM. In order to stay within the 2035 population projection the Vancouver UGA additional allocation was reduced by 2,385.



**Table 2 VBLM Capacity**

UGA	January 1, 2015 Population Estimates	VBLM Preferred Alt. 2016 Population Capacity
Battle Ground	20,871	17,845
Camas	22,843	13,832
County	62,205	NA
LaCenter	3,209	3,941
Ridgefield	6,575	16,542
Vancouver	315,460	74,724
Washougal	15,932	7,501
Woodland	89	468
Yacolt	1,661	269
<b>Total</b>	<b>448,845</b>	<b>135,122</b>

\*Rural Capacity is estimated at 21,343.

Table 3 below shows the VBLM Preferred Alternative 2016 employment capacity which includes additional land requested by the cities of Battle Ground, La Center and Ridgefield. The county has capacity for 75,847 net new jobs. The existing assumptions of total potential jobs not captured by the vacant lands model increase the employment capacity by 16,775 jobs for redevelopment and 7,400 public sector jobs, thus increasing the total potential job capacity from 75,847 to 100,022.

**Table 3 VBLM Employment Capacity**

UGA	VBLM Preferred Alt. 2016 Employment Capacity
Battle Ground	10,060
Camas	10,965
La Center	2,052
Ridgefield	8,780
Vancouver	39,496
Washougal	4,026
Woodland	0
Yacolt	468
<b>Total</b>	<b>75,847</b>
<b>Total w/redevelopment and public employment</b>	<b>100,022</b>

## NEXT STEPS

This data will be provided to Environmental Science Associates (ESA) for inclusion in the Final Supplemental Environmental Impact Statement (FSEIS). County staff are working to update the comprehensive plan policies and text, Title 40 Clark County code, the Capital Facilities Plan, and the Capital Facilities Financial Plan, consistent with the Preferred Alternative 2016.

## **Vacant Buildable Lands Model**

The Vacant Buildable Lands Model (VBLM) is a planning tool developed to analyze residential, commercial, and industrial lands within urban growth areas. The model serves as a tool for evaluating urban area alternatives during Clark County 20-year Comprehensive Growth Management Plan updates and for monitoring growth patterns during interim periods. The VBLM analyzes potential residential and employment capacity of each urban growth area within the county based on vacant and underutilized land classifications. This potential capacity is used to determine the amount of urban land needed to accommodate projected population and job growth for the next 20 years during plan updates and to analyze land consumption or conversion rates on an annual basis for plan monitoring purposes.

In 1992, Clark County began evaluating vacant lands as part of the initial 20-year growth management plan. At that time, County staff met with interested parties from development and environmental communities to examine criteria and establish a methodology for computing potential land supply available for development. A methodology relying on the Clark County Assessor's database and Geographic Information System (GIS) as primary data sources was developed. As a result the VBLM is a GIS based model built on geoprocessing scripts.

In the spring of 2000, the Board of Clark County Commissioners appointed a technical advisory committee consisting of local government agencies, Responsible Growth Forum members, and Friends of Clark County to revisit this process. They reviewed definitions for each classification of land and planning assumptions for determining potential housing units and employment.

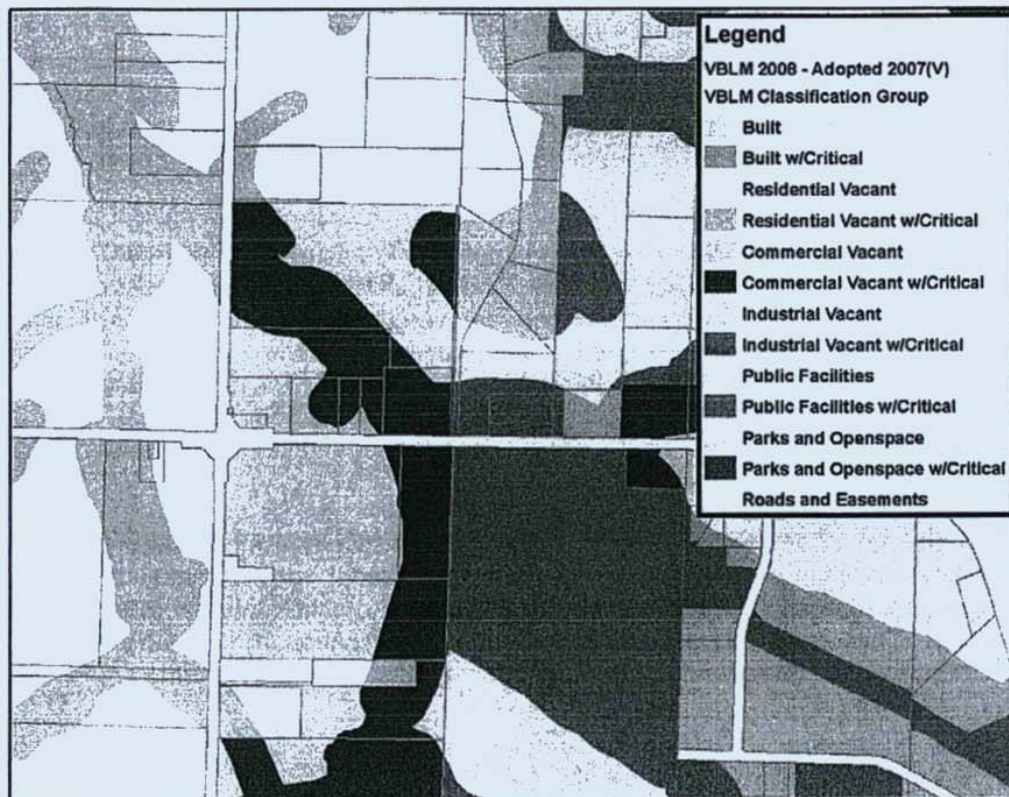
Another comprehensive review of the VBLM criteria and assumptions was undertaken in 2006 as part of the growth management plan update. This review compared the 1996 prediction to the 2006 model. This review demonstrated that for the most part the model was a good predictor of what land would develop. However, changes were made to the model based on results of this review. Important changes to the model include:

- Underutilized land determination for all models was changed to a building value per acre criteria.
- The industrial model and commercial model now have consistent classifications. The industrial model was revised to match the commercial process.
- Environmental constraints methodology changed from applying assumptions to parcels based on percentage of critical land to simply



identifying constrained and non constrained land by parcel and applying higher deductions to constrained lands.

*Example Map of Constrained Lands*



Benefits of the current improvements are more consistency and easier monitoring of the model. Better accounting for private open space, constrained lands, and exempt port properties. And calculations for underutilized lands are more dynamic.

### **Model Classifications**

The model classifies lands into three urban land use categories--residential, commercial, and industrial. Lands are grouped into land use codes based on comprehensive plan designations for model purposes. Lands designated as parks & open space, public facility, mining lands, or airport within the urban growth areas are excluded from available land calculations. Additionally, all rural

and urban reserve designated lands are excluded from the model. Table 1 lists a breakdown of the land use classes.

*Table 1: Land Use Classes*

LU	Comprehensive Plan Classification	VBLM Model
1	Urban Low Density Residential	Residential – Urban Low
1	Single-Family Low	Residential – Urban Low
1	Single-Family Medium	Residential – Urban Low
1	Single-Family High	Residential – Urban Low
2	Urban Medium Density Residential	Residential – Urban High
2	Urban High Density Residential	Residential – Urban High
2	Multi-Family Low	Residential – Urban High
2	Multi-Family High	Residential – Urban High
3	Neighborhood Commercial	Commercial
3	Community Commercial	Commercial
3	General Commercial	Commercial
3	City Center	Commercial
3	Regional Center	Commercial
3	Downtown	Commercial
3	Commercial	Commercial
4	Mixed Use	Commercial
4	Town Center	Commercial
5	Office Park/Business Park	Commercial
5	Light industrial/Business park	Commercial
5	Employment Campus	Commercial
6	Light Industrial	Industrial
6	Heavy Industrial	Industrial
6	Railroad Industrial	Industrial
6	Industrial	Industrial
33	Mixed use - Residential	Residential
34	Mixed use - Employment	Commercial

The model classifies each urban parcel as built, vacant, or underutilized by the three major land uses. Additionally lands with potential environmental concerns and/or geologic hazards as consistent with the applicable section of the Clark County and other municipal codes are classified as constrained (critical lands) lands. Constrained lands are identified by parcel in the model.

**Constrained lands include:**

- 100 year floodplain or flood fringe
- Wetlands inventory (NWI, high quality, permitted, modeled) with 100 foot buffer

- ▣ Slopes greater than 15 percent (>25% for City of Vancouver)
- ▣ Land slide area that has active or historically unstable slopes
- ▣ Designated shorelines
- ▣ Hydric soils with 50 foot buffer
- ▣ Habitat areas with 100 foot buffer
- ▣ Species areas with 300 foot buffer
- ▣ Riparian stream buffers by stream type (Table 2)

Table 2: Riparian Buffers

Stream Type	Countywide	Vancouver Exception
Type S (Shoreline)	250 Feet	175 Feet
Type F (Fish Bearing)	200 Feet	175 Feet
Type NP (Non-fish bearing, perennial)	100 Feet	150 Feet
Type NP (Non-fish bearing, seasonal)	75 Feet	100 Feet

### Residential Model

Important residential classifications include vacant, vacant critical, underutilized, and underutilized critical. These classes are used to determine gross acres available for development. Vacant exempt, vacant lots less than 5,000 square feet and all other classes are excluded from available land calculations. Table 3 lists all residential classes.

Table 3: Residential Classifications

RESCLASS	Description
0	Not Residential
1	Built
2	Unknown
3	Vacant
4	Underutilized
5	Roads and Easements
6	Mansions and Condos
12	Built Exempt
13	Vacant Exempt
14	Vacant Critical
18	Underutilized Critical
19	Less than 5,000 square feet
20	Private Open Space
21	Parks and Open Space



Criteria for classifying residential lands are as follows:

- Residential Vacant Criteria
  - Building value less than \$13,000
  - Not tax exempt
  - Not an easement or right of way
  - Not a state assessed or institutional parcel
  - Not a mobile home park
  - Parcel greater than 5,000 square feet
- Underutilized
  - Same as Vacant except building value criteria is replaced with a building value per acre criteria.
  - Building value per acre of land is below the 10<sup>th</sup> percentile of building value per acre for all residential parcels within all UGAs. The 10<sup>th</sup> percentile is calculated by the model for each year and for each UGA alternative.
  - Parcel size greater than 1 acre
- Mansions and Condos
  - Parcel size greater than 1 acre
  - Building value per acre greater than the 10<sup>th</sup> percentile.
- Residential Exempt
  - Properties with tax exempt status
- Easements and right of ways
- Constrained (Critical lands)
  - All classifications may be subdivided into constrained vs. not constrained. Constrained lands are described above.

### **Commercial and Industrial Models**

Commercial and industrial lands are classified using consistent criteria with one exception; industrial classes include exempt port properties in the current model.

Important commercial classes for determining gross acres available for development include vacant, vacant critical, underutilized, and underutilized critical. Vacant exempt and vacant lots less than 5,000 square feet are excluded from available land calculations. Table 4 lists all commercial classes.

Table 4 Commercial Classifications

COMCLASS	Description
0	Not Commercial
1	Built
2	Vacant
3	Underutilized
5	Vacant Lot less than 5,000 sq feet
7	Vacant Critical
9	Underutilized Critical
10	Vacant Exempt

Important industrial classes for determining gross acres available for development include vacant, vacant critical, exempt vacant port property, exempt vacant port property critical, underutilized, underutilized critical, exempt underutilized port property, and exempt underutilized port property critical. All exempt not port properties are excluded in the available land calculations. Table 5 lists all industrial classes.

Table 5. Industrial Classifications

INCLASS	Description
0	Not Industrial
1	Vacant
2	Underutilized
3	Vacant Critical
4	Underutilized Critical
6	Built
7	Exempt Vacant Port Property
8	Exempt Vacant Not Port
9	Exempt Vacant Port Property Critical
10	Exempt Underutilized Port
11	Exempt Underutilized Port Critical
12	Exempt Underutilized Not Port
15	Easements

Commercial and industrial models classify vacant and underutilized land as follows:

→ Vacant land

- ▣ Building value less than \$67,500
- ▣ Not "Assessed With"- Some parcels are assessed with other parcels. These parcels are often parking lots, or multiple parcels comprising a single development. All assessed with parcels are considered built.
- ▣ Not Exempt.

- Port property is exempt, and is included as a separate classification in the Industrial land model.
- Not an Easement or right of way
- Parcel greater than 5,000 square feet
- Not a state assessed or institutional parcel
- Underutilized Lands
  - Same as vacant except building value criteria is replaced with a building value per acre criteria of less than \$50,000.
- Constrained (Critical lands)
  - All classifications may be subdivided into constrained vs: not constrained. Commercial and industrial constrained lands are defined the same as residential constrained lands and are listed above.
- Exempt Port Properties in the Industrial Model
  - Includes lands that are under port ownership and available for development. Buildable exempt port properties are included in available land calculations.
  - Port properties can be classified as vacant, underutilized, or constrained.

The model produces a summary of gross residential, commercial, and industrial acres available for development. Gross acres are defined as the total raw land available for development prior to any deductions for infrastructure, constrained lands, and not to convert factors.

## Planning Assumptions

The next step in the buildable lands process is applying planning assumptions to the inventory of vacant and underutilized gross acres in order to arrive at a net available land supply. These assumptions account for infrastructure, reduced development on constrained land, and never to convert factors. Use factors along with employment and housing units per acre densities are applied to derived net acres to predict future capacities.

### Residential Model Planning Assumptions:

- 27.7% deduction to account for both on and off-site infrastructure needs. 20% infrastructure deduction for mixed use lands.
- Never to convert factor
  - 10% for vacant land
  - 30% for underutilized
- 50% of available constrained (critical) land will not convert



- 60% of mixed use land will develop as residential, 85% residential for Battle Ground mixed use - residential and 25% residential for mixed use - employment.

#### Commercial and Industrial Model Planning Assumptions

- 25% infrastructure factor applied for both commercial and industrial lands.
- 20% of available constrained (critical) commercial and mixed use land will not convert
- 50% of available constrained (critical) industrial land will not convert
- 40% of mixed use land will develop as commercial, 15% commercial for Battle Ground mixed use - residential and 75% commercial for mixed use - employment.

Employees and unit per acre density assumptions are applied to net developable acres to predict future employment and housing unit capacities. Densities are set by the Current Planning staff based on observed development and comprehensive plan assumptions for each UGA.

Applied residential densities vary by UGA. Table 6 lists the units per acre by UGA.

*Table 6 Residential units per Acre*

<b>Urban Growth Area</b>	<b>Applied Housing Units per Net Developable Acre</b>
Battle Ground	6
Camas	6
La Center	4
Ridgefield	6
Vancouver	8
Washougal	6
Woodland	6
Yacolt	4

Applied employment densities vary by land use as well. Commercial classes which includes commercial, business park, and mixed use categories apply 20 employees per acre while industrial classes apply 9 employees per acre.

Applying residential and employment planning assumptions to the VLM results produce housing units and employment carrying capacity estimates for urban growth areas. These estimates help monitor growth on an annual basis and is part of the criteria used for setting UGA boundaries during growth management plan updates.

Current model layers and reports are available for viewing in Clark County's GIS MapsOnline web application at:

<http://gis.clark.wa.gov/vblm/>

Underutilized land classes are grouped with vacant classes by land use in MapsOnline and on other map products. Table 7 lists the group classes used for mapping.

*Table 7: Group Classes*

GRPCCLASS	Description
1	Built
2	Built w/Critical
3	Residential Vacant
4	Residential Vacant w/Critical
5	Commercial Vacant
6	Commercial Vacant w/Critical
7	Industrial Vacant
8	Industrial Vacant w/Critical
9	Public Facilities
10	Public Facilities w/Critical
11	Parks and Open Space
12	Parks and Open Space w/Critical
13	Roads and Easements

For more information on the model inputs, structure and outputs, please contact Clark County Community Planning at (360) 397-2280 or Clark County Geographic Information System (GIS) at (360) 397-2002.

**February 2016 BOCC Preferred Alt Summary Totals 2016**

<b>RESIDENTIAL</b>	<b>Gross Acres</b>	<b>Will Not Convert Acres</b>	<b>Infrastructure Acres</b>	<b>Developable Net Acres</b>	<b>Housing Units</b>	<b>Persons</b>
<b>Battle Ground</b>						
City	1,797.3	711.9	299.2	786.1	4,716.8	12,546.6
UGA	740.0	283.7	124.3	331.9	1,991.7	5,297.9
<b>Total</b>	<b>2,537.2</b>	<b>995.6</b>	<b>423.5</b>	<b>1,118.1</b>	<b>6,708.4</b>	<b>17,844.5</b>
<b>Camas</b>						
City	1,517.4	561.5	264.8	691.2	4,147.0	11,030.9
UGA	383.9	141.1	67.3	175.5	1,053.2	2,801.5
<b>Total</b>	<b>1,901.3</b>	<b>702.5</b>	<b>332.1</b>	<b>866.7</b>	<b>5,200.2</b>	<b>13,832.4</b>
<b>La Center</b>						
City	570.6	227.5	94.5	248.6	994.4	2,645.1
UGA	314.2	145.8	46.7	121.8	487.1	1,295.6
<b>Total</b>	<b>884.8</b>	<b>373.2</b>	<b>141.2</b>	<b>370.4</b>	<b>1,481.4</b>	<b>3,940.7</b>
<b>Ridgefield</b>						
City	1,535.4	643.2	247.1	645.0	3,870.3	10,294.9
UGA	921.2	379.7	150.0	391.4	2,348.7	6,247.4
<b>Total</b>	<b>2,456.6</b>	<b>1,023.0</b>	<b>397.1</b>	<b>1,036.5</b>	<b>6,218.9</b>	<b>16,542.3</b>
<b>Vancouver</b>						
City	1,178.7	412.0	211.6	555.2	4,441.5	11,814.3
UGA	6,498.8	2,418.2	1,124.4	2,956.3	23,650.2	62,909.6
<b>Total</b>	<b>7,677.5</b>	<b>2,830.1</b>	<b>1,335.9</b>	<b>3,511.5</b>	<b>28,091.7</b>	<b>74,723.9</b>
<b>Washougal</b>						
City	659.1	247.4	113.2	298.6	1,791.4	4,765.1
UGA	403.9	166.8	65.7	171.4	1,028.4	2,735.6
<b>Total</b>	<b>1,063.1</b>	<b>414.3</b>	<b>178.8</b>	<b>470.0</b>	<b>2,819.8</b>	<b>7,500.7</b>
<b>Yacolt</b>						
City	65.6	14.8	14.1	36.7	147.0	390.9
UGA	16.4	6.4	2.8	7.3	29.1	77.3
<b>Total</b>	<b>82.0</b>	<b>21.1</b>	<b>16.9</b>	<b>44.0</b>	<b>176.0</b>	<b>468.3</b>
<b>Woodland</b>						
City	5.8	3.1	0.8	2.0	8.0	21.2
UGA	88.9	56.8	8.9	23.3	93.0	247.4
<b>Total</b>	<b>94.8</b>	<b>59.9</b>	<b>9.7</b>	<b>25.2</b>	<b>101.0</b>	<b>268.5</b>
<b>RESIDENTIAL TOTAL</b>	<b>16,697.2</b>	<b>6,419.8</b>	<b>2,835.1</b>	<b>7,442.3</b>	<b>50,797.5</b>	<b>135,121.2</b>



COMMERCIAL	Gross Acres	Will Not Convert Acres	Infrastructure Acres	Developable Net Acres	Jobs
<b>Battle Ground</b>					
	580.2	90.9	123.9	365.3	7,306.8
	98.2	11.6	21.6	64.9	1,298.3
<b>Total</b>	<b>678.4</b>	<b>102.5</b>	<b>145.6</b>	<b>430.3</b>	<b>8,605.1</b>
<b>Camas</b>					
City	499.7	63.3	109.1	327.2	6,544.7
UGA	0.0	0.0	0.0	0.0	0.0
<b>Total</b>	<b>499.7</b>	<b>63.3</b>	<b>109.1</b>	<b>327.2</b>	<b>6,544.7</b>
<b>La Center</b>					
City	61.5	4.4	14.3	42.8	856.7
UGA	54.3	4.0	12.6	37.8	755.7
<b>Total</b>	<b>115.9</b>	<b>8.4</b>	<b>26.9</b>	<b>80.6</b>	<b>1,612.4</b>
<b>Ridgefield</b>					
City	283.0	32.2	62.7	188.1	3,762.3
UGA	10.4	1.0	2.3	7.0	140.3
<b>Total</b>	<b>293.4</b>	<b>33.2</b>	<b>65.0</b>	<b>195.1</b>	<b>3,902.7</b>
<b>Vancouver</b>					
City	484.2	25.2	114.7	344.2	6,884.2
UGA	835.7	58.5	194.3	582.9	11,658.5
<b>Total</b>	<b>1,319.9</b>	<b>83.7</b>	<b>309.0</b>	<b>927.1</b>	<b>18,542.6</b>
<b>Washougal</b>					
City	74.2	7.3	16.7	50.2	1,003.3
UGA	45.5	3.2	10.6	31.8	635.0
<b>Total</b>	<b>119.7</b>	<b>10.5</b>	<b>27.3</b>	<b>81.9</b>	<b>1,638.4</b>
City	14.1	0.0	3.5	10.6	211.5
UGA	0.0	0.0	0.0	0.0	0.0
<b>Total</b>	<b>14.1</b>	<b>0.0</b>	<b>3.5</b>	<b>10.6</b>	<b>211.5</b>
<b>Woodland</b>					
City	0.0	0.0	0.0	0.0	0.0
UGA	0.0	0.0	0.0	0.0	0.0
<b>Total</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>	<b>0.0</b>
<b>COMMERCIAL TOTAL</b>	<b>3,041.0</b>	<b>301.6</b>	<b>686.5</b>	<b>2,052.9</b>	<b>41,057.3</b>

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INDUSTRIAL	Gross Acres	Will Not Convert Acres	Infrastructure Acres	Developable Net Acres	Jobs
<b>Battle Ground</b>					
City	307.3	91.9	53.9	161.6	1,454.5
UGA	0.0	0.0	0.0	0.0	0.0
Total	307.3	91.9	53.9	161.6	1,454.5
<b>Camas</b>					
City	848.7	240.1	152.1	456.4	4,108.0
UGA	72.6	26.4	11.5	34.6	311.5
Total	921.2	266.5	163.7	491.1	4,419.5
<b>La Center</b>					
City	83.3	19.1	16.1	48.2	433.5
UGA	1.1	0.2	0.2	0.7	6.1
Total	84.4	19.3	16.3	48.8	439.6
<b>Ridgefield</b>					
City	941.4	266.5	168.7	506.2	4,555.5
UGA	65.3	17.7	11.9	35.7	321.5
Total	1,006.7	284.1	180.6	541.9	4,877.0
<b>Vancouver</b>					
City	2,650.7	841.2	452.4	1,357.1	12,213.7
UGA	1,779.3	484.6	323.7	971.0	8,739.0
Total	4,429.9	1,325.8	776.0	2,328.1	20,952.7
<b>Washougal</b>					
City	218.4	87.7	32.7	98.0	881.9
UGA	286.8	63.8	55.8	167.3	1,505.5
Total	505.2	151.5	88.4	265.3	2,387.5
<b>Yacolt</b>					
City	9.7	0.9	2.2	6.5	58.9
UGA	39.6	10.3	7.3	21.9	197.5
Total	49.2	11.3	9.5	28.5	256.4
<b>Woodland</b>					
City	0.0	0.0	0.0	0.0	0.0
UGA	0.0	0.0	0.0	0.0	0.0
Total	0.0	0.0	0.0	0.0	0.0
<b>INDUSTRIAL TOTAL</b>	<b>7,304.1</b>	<b>2,150.4</b>	<b>1,288.4</b>	<b>3,865.2</b>	<b>34,787.1</b>

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## EXHIBIT 2

### **Estimating Potential Rural Housing and Employment Clark County, Washington**

The Rural Vacant Buildable Land Model (Rural VBLM) estimates the number of houses and jobs on lands outside of the Urban Growth Area. Rural lands and rural development behave differently than urban development. These differences are significant enough to require a new VBLM classification method. This document describes the Rural VBLM.

The Rural VBLM works very similar to the Urban VBLM. The primary input is a proposed land use layer. This layer is used to classify lands into the 3 VBLM land use categories: Residential, Commercial, or Industrial. The Assessor's database is used to classify the parcels into VBLM classifications: Vacant, Built, Underutilized, Excluded) based on the property type, ownership, and size. The Residential Rural VBLM differs most substantially from the Urban VBLM.

#### **Rural VBLM Land Uses**

Land use designations from the comprehensive plan or proposed zoning plan are categorized into the three land use models.

- Residential – rural, rural center residential, urban reserve, agriculture, and forest land use designations
- Commercial – commercial land use designations
- Industrial – industrial land use designations

#### **Residential VBLM Classifications**

Property with a proposed land use of Residential are subdivided into the following VBLM categories based on information from the Assessor's database.

- Built
  - Parcel has existing housing units
  - Parcel is too small to be further divided based on minimum lot size requirements
- Vacant
  - No existing housing units
  - May contain outbuildings
- Underutilized
  - Parcel has existing housing units
  - Parcel is large enough to be further divided based on minimum lot size requirements
- Excluded
  - Forest zoned lands in the Current Use program (Timber or Designated Forest Land (DFL))
  - Remainder lots of cluster developments
  - Surface mining overlay area
  - Water Areas
  - Private street or Right of Way
  - Transportation or utilities
  - Private park or recreation areas
  - Assessed as a zero value property
  - Size is less than 1 acre
  - Tax exempt



- Not a Residential land use

#### **Residential Planning Assumptions:**

- Housing capacity calculation:
  - One housing unit per undersized vacant parcel
  - Conforming vacant and underutilized parcels
    - Housing unit capacity is calculated by dividing the parcel acres by the minimum lot size.
    - For dividable parcels remainder lots are considered buildable if they are within 10% of the minimum lot size.
- Population Capacity calculation
  - 2.66 persons per housing unit

#### **Employment**

Most of the rural area is designated rural residential but there are pockets of commercial and industrial areas available for future employment. Commercial and Industrial lands use the same Rural VBLM classifications. The only difference is in the number of employees per acre

#### **Commercial and Industrial VBLM Classifications**

- Vacant
  - Building value less than \$67,500
- Underutilized
  - Parcels with existing buildings that have a building value per acre less than \$50,000
- Excluded
  - Surface mining overlay area
  - Water
  - Private street
  - Right of Way
  - Utilities
  - A Private park or recreation areas
  - Assessed as a zero value property
  - Tax exempt
- Built
  - Building value of \$67,500 or more
- Not Commercial or industrial

#### **Employment Planning Assumptions:**

- Vacant and underutilized lands receive the same number of employees per acre.
  - No reductions for constrained areas or infrastructure
  - Commercial employment
    - 20 employees per acre
  - Industrial employment
    - 9 employee per acre

Potential Housing Units and Persons in Rural Clark County								
Zone	Conforming Parcels				Undersized Parcels		Total	
	VACANT		UNDERUTILIZED		VACANT			
	Net Acres	Housing Units	Net Acres	Housing Units	Net Acres	Housing Units	Housing Units	Persons
AG-10	7,822.02	712	10,879.19	705	1,550.76	333	1,750	4,655
AG/WL	269.50	1	0.00	0	377.64	15	16	43
FR-20	1,300.50	60	641.31	16	1,143.29	225	301	801
FR-80	320.43	3	0.00	0	1,436.25	108	111	295
GLSA 40	593.23	13	96.44	1	133.02	12	26	69
GLSA 80	293.45	3	0.00	0	186.51	6	9	24
GR 10	15.71	1	41.77	2	23.48	5	8	21
GR 5	17.93	3	0.00	0	18.18	8	11	29
GSAG	131.62	5	64.19	2	10.29	1	8	21
GSFF	0.00	0	0.00	0	25.17	2	2	5
GSSA	100.39	5	157.72	5	34.00	5	15	40
JSW 20	38.44	2	39.83	1	31.73	5	8	21
GSW 40	0.00	0	0.00	0	8.32	1	1	3
R-10	5,132.96	464	4,376.89	255	1,880.69	422	1,141	3,035
R-20	761.81	35	558.94	15	420.55	73	123	327
R-5	10,548.35	1,927	9,151.32	1,074	2,746.27	1,118	4,119	10,957
RC-1	100.31	94	283.92	179	0.00	0	273	726
RC-2.5	149.57	53	179.72	40	14.57	9	102	271
Total	27,596.22	3,381	26,471.24	2,295	10,040.72	2,348	8,024	21,343

Potential Employment in Rural Clark County				
Zone	VACANT		UNDERUTILIZED	
	Acres	Jobs	Acres	Jobs
CR-1	38.59	771.71	8.16	163.28
CR-2	68.60	1,372.08	46.53	930.59
IH	121.35	121.35	78.86	78.86
Total	228.54	2,265.14	133.55	1,172.73