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

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

WHEREAS, the Board considered **Issue Paper – 4: 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; 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 COMMISSIONERS OF CLARK COUNTY, STATE OF WASHINGTON, hereby adopts 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	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

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")

Section 1. Instructions to Clerk.

The Clerk to the Board shall:

1. Transmit a copy of this resolution to the Washington State Department of Commerce within ten days of its adoption pursuant to RCW 36.70A.106.

2. Transmit a copy of the adopted resolution to Community Planning Department Director.

3. Transmit a copy of the adopted resolution to the Cities of Battle Ground, Camas, La Center, Ridgefield, Washougal, Woodland, Vancouver and Town of Yacolt.

4. Transmit a copy of the adopted resolution to the Ports of Camas/Washougal, Ridgefield, Vancouver and Woodland.

5. Transmit a copy of the adopted resolution to the Columbia River Economic Development Council President.

6. Record a copy of this resolution with the Clark County Auditor.

7. Cause notice of adoption of this resolution to be published forthwith pursuant to RCW 36.70A.290.

ADOPTED this 24 day of June 2014.

Attest:

Tina Redline
Clerk to the Board
(Deputy

BOARD OF COUNTY COMMISSIONERS
FOR CLARK COUNTY, WASHINGTON

By: Tom Mielke
Tom Mielke, Chair

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

By: _____
David Madore, Commissioner

By: Christine Cook for
Christine Cook
Deputy Prosecuting Attorney

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.

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

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

Countywide Employment Allocation

The GMA does not dictate a data source that must be considered in planning for future employment. For the 1994, 2004, and 2007 planning efforts, the number of anticipated new jobs in Clark County was developed by the Washington State Employment Securities Department. The forecasts were based on anticipated population growth, workforce participation, unemployment, and percentage of Clark County employees who commute to Oregon for work.

Table 2 below shows the number of net new jobs based on allocation method number 3 as listed above. The Board chose to plan for a total of 91,200 net new jobs. According to the 2014 vacant land model, the county has capacity for 85,452 net new jobs. Public sector employment is not accounted for in the model. ESD estimates up to 7,400 new public sector jobs over the next twenty years. We anticipate that most of those public sector jobs will occur on existing facilities, and therefore will not require new lands.

Table 2: 2015-2035 Employment Forecast by UGA.

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

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

Conclusion and Recommendation

Much has changed since Clark County first adopted its Comprehensive Plan in 1994. The county's demographic characteristics have continued to change. Community Planning recommends that population and employment lands be allocated to each UGA based on the above methodology.

NEXT STEPS

With respect to individual UGA allocations, a limited number of alternative land use scenarios should be identified. The scenarios should be used to inform the county on transportation modeling and a SEPA Threshold Determination. Proposals from the cities should also be considered.