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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
Total	448,845	114,322	15,224	**563,167**	**578,391**

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")

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Section 1. Instructions to Clerk.

The Clerk to the Board shall:

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

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

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

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

ADOPTED this 14th day of April 2015.

BOARD OF COUNTY COUNCILORS
FOR CLARK COUNTY, WASHINGTON

Attest:

Rebecca Tilton
Clerk to the Board

By: _____
David Madore, Chair

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

By: _____
Jeanne E. Stewart, Councilor

By: Christine Cook
Christine Cook
Deputy Prosecuting Attorney

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
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Woodland	89	229		339	339
Yacolt	1,661	303		1,986	1,986
Total	448,845	114,322	15,224	**563,167**	**578,391**

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
Total	***101,153**

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.