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**CLARK COUNTY**  
WASHINGTON

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**COMMUNITY PLANNING**

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# **BOCC Public Hearing**

## **Community Planning Staff Report**

### **2016 Comprehensive Plan Update**

**April 14, 2015  
10:00 A.M.  
Public Service Center  
6<sup>th</sup> Floor Hearing Room #680**



proud past, promising future

CLARK COUNTY  
WASHINGTON

## COMMUNITY PLANNING

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### STAFF REPORT

TO: Clark County Board of Councilors  
David Madore, Tom Mielke, Jeanne Stewart

FROM: Oliver Orjiako, Director

DATE: April 9, 2015

SUBJECT: Proposed Alternatives for consideration in the environmental review needed to update the county's Comprehensive Growth Management Plan

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#### **Purpose**

The purpose of this hearing is for the Clark County Board of Councilors to take public testimony and decide on proposed alternatives for the environmental review needed to update the county's Comprehensive Growth Management plan. The council will also need to update population and employment allocations, Issue Paper 4.2, and State Environmental Policy Act (SEPA) Alternatives, Issue Paper 5.1.

What is needed is a final decision that identifies all alternatives to be studied under SEPA so staff can re-start the environmental review process. Staff also requests approval of a contract amendment with Environmental Science Associates (ESA). ESA is an environmental science and planning firm the county contracted with to develop the environmental impact review relating to the plan update.

#### **Background**

The Board adopted the county's first plan under the Growth Management Act, RCW 36.70A, in 1994. The 1994 plan was challenged for a number of reasons, but resource and rural zoning were ultimately found to be GMA-compliant. The comp plan's resource and rural zoning were reaffirmed by the Board in both 2004 and 2007. The 2007 plan was challenged primarily because of the inclusion of a large amount of what had been agricultural land in urban growth areas.

In July 2013, Clark County began the process of updating its Comprehensive Growth Management Plan to meet 2016 periodic update requirement of the GMA (RCW 36.70A.140). Several issue papers have been prepared to allow the Board to make decisions about the update. Issue Paper 5.1 discusses alternatives that are being considered in a supplemental environmental impact statement. That process began in October 2014, but was halted by the Councilors in January 2015.

## **Discussion of Proposed Alternatives and Potential new rural lots**

**Alternative 1: No action.** This alternative is the adopted Comprehensive Plan as amended in July 2014, with current urban growth boundaries, planning assumptions, policies and implementation ordinances. SEPA requires the inclusion of a no-action alternative. The county would re-adopt the map as it is with no new changes. There are 9,390 potential new lots in the 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 commissioners were used in this alternative. This option supports job and population growth, acknowledges development trends, updates zoning and makes changes to some comprehensive plan designations. This option as proposed would reduce the minimum parcel size for agriculture (AG-20 to AG-10) and some forest (FR-40 to FR-20) lands, and adjust some R-20 to R-10 as appropriate to maintain buffering of resource lands. This alternative as proposed could add approximately 1,686 new lots to the rural area, for a total of 11,016 new lots.

**Alternative 3.1 (updated): Battle Ground, La Center, Ridgefield, and Washougal.** The cities of Battle Ground, La Center, Ridgefield and Washougal are considering expanding their urban growth areas to support job and residential growth. In this proposal the City of Battle Ground requests urban zoning for 80 acres (currently zoned R-5) for employment. La Center's requests urban zoning for 56.55 acres (currently zoned AG-20) for employment and the La Center School District requests urbanization for 17 acres (currently zoned R-5) as a school site. Ridgefield's request is to expand its urban growth area by 107.47 acres (currently zoned AG-20) for residential use. Washougal requests 40.6 acres (currently zoned R-5) for residential. This alternative as proposed would add a total of 301.68 acres into the urban growth boundaries but would allow for about 9,370 new lots in the rural area based on existing rural zoning.

**Alternative 4: Resource and Rural changes.** This option as proposed would add 10 and 20 acre minimum lots sizes in **Forest zones** in certain locations, considering existing rural character and predominant lot sizes. In the **Agricultural zones**, Alternative 4 would eliminate the AG -20 zone, and would establish 5 and 10-acre minimum lot sizes in certain locations, considering existing rural character and predominant lot sizes. **In the Rural zones**, Alternative 4 would eliminate R-10 and R-20 zones, and would establish 1 and 2.5-acre minimum lot sizes in certain locations, considering existing rural character and predominant lot sizes. This alternative as proposed would add approximately 7,931 new lots to the rural area bringing the total to potentially 17,321 new lots.

Staff held a series of open houses where the public provided comment on the scope of impacts to be examined under SEPA. The comments from the March 25 and April 1, 2015 open houses are included in the Board's packet.

## **Discussion of Revised Issue Papers 4.2, 5.0, and 5.1**

Issue Paper 4.2, attached, discusses 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. It updates Issue Paper 4.0, to reflect more 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 projected future growth through redevelopment as directed by the Board, and to be consistent with the cities' proposals for their respective UGAs. These forecasts and allocations are intended to keep cities whole by not forcing unrequested reductions or significant expansions of Urban Growth Areas.

Issue Papers 5.0 and 5.1, attached, provide in detail a summary of events that have transpired since the Board of County Councilors initially discussed the environmental impact review process.

### **Staff Recommendation**

Staff recommends the Board of Clark County Councilors finalize the selection of all alternatives for study in the SEPA analysis, and approve the revised Issue Papers, adopting resolutions, as well as the amended contract with ESA.

### **Attachments:**

- A. Adoption Resolutions
  - A.1. Population and Employment Allocation
  - A.2. SEPA Alternatives
- B. Estimating Potential Rural Lots per Proposed Alternatives
- C. 2016 Population and Employment Allocation - Issue Paper 4.2
- D. SEPA Alternatives – Issue Papers 5.0 and 5.1
- E. Public Comment:
  - E.1. August 2014: Summary of Scoping Comments
  - E.2. October 29/30, 2014: Open House Comments on the Alternatives
  - E.3. March 25/April 1, 2015: Open House Comments on the Alternatives
- F. Public Involvement Timeline
- G. Amended Contract with ESA and Staff Report

RESOLUTION NO. 2015-04-\_\_\_

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

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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")

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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 \_\_\_\_ day of April 2015.

26  
27  
28 Attest:

BOARD OF COUNTY COUNCILORS  
FOR CLARK COUNTY, WASHINGTON

29  
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33 \_\_\_\_\_  
34 Clerk to the Board

By: \_\_\_\_\_  
David Madore, Chair

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

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

41  
42  
43 By: \_\_\_\_\_  
44 Christine Cook  
45 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
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.

1 **RESOLUTION NO. 2015-04-\_\_\_\_\_**

2  
3 A RESOLUTION relating to the adoption of the alternatives for study in an environmental impact  
4 statement under the State Environmental Policy Act (SEPA) that will be used for the county's  
5 comprehensive land use plan 2016 periodic update pursuant to Chapter 36.70A RCW.

6  
7 WHEREAS, the 2016 Clark County comprehensive growth management plan review  
8 process required under RCW 36.70A.130(3) began on July 17, 2013, with a duly advertised  
9 public meeting; and

10  
11 WHEREAS, the Board of County Commissioners (Board) adopted Resolution 2014-01-09  
12 Clark County Population and Job Projections at a duly advertised public hearing on January 21,  
13 2014, and in doing so adopted the office of financial management's medium population projection  
14 of 562,207 persons for the 20-year period ending in 2035; and

15  
16 WHEREAS, the Board adopted Resolution 2014-04-01 Employment Forecast at a duly  
17 advertised public hearing on April 1 and 29, 2014, thereby adopting the employment security  
18 department's projection of 91,200 net new jobs for the 20-year period ending in 2035; and

19  
20 WHEREAS, the Board adopted Resolution 2014-06-17 Population and Employment  
21 Allocation, Planning Assumptions and the 2016 Board Principles and Values at a duly public  
22 hearing on June 24, 2014 to be used for the county's Comprehensive Plan 2016 periodic update  
23 pursuant to RCW 36.70A.140; and

24  
25 WHEREAS, the county is required under Chapter 43.21C RCW to evaluate environmental  
26 impacts that could result from actions it approves or undertakes; and

27  
28 WHEREAS, RCW 43.21C.030 states that all policies, regulations and laws of the state of  
29 Washington shall be interpreted and administered in accordance with the policies set forth in  
30 Chapter 43.21C RCW; and

31  
32 WHEREAS, as part of the 2007 comprehensive plan update, the county prepared an  
33 Environmental Impact Statement (EIS), issuing both a draft EIS (DEIS) and a final EIS (FEIS); and

34  
35 WHEREAS, given the economic downturn that happened subsequent to the 2007 plan  
36 update, it was determined using the vacant buildable lands model that the adopted population  
37 and jobs targets can be accommodated in current urban growth areas with minimal targeted  
38 additions; and

39  
40 WHEREAS, given that determination, the county on July 30, 2014 re-adopted the 2007 EIS  
41 and announced its intent to prepare a supplemental EIS for additional proposed changes, in  
42 addition to announcing scoping meetings for August 2014; and

43  
44 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

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

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

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

23

24 **Alternative 4: Rural options.**

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

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

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

4  
5 The Clerk to the Board shall:

- 6
- 7 1. Transmit a copy of this resolution to the Washington State Department of Commerce within ten
- 8 days of its adoption pursuant to RCW 36.70A.106.
- 9
- 10 2. Transmit a copy of the adopted resolution to Community Planning Department Director.
- 11
- 12 3. 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
- 15 4. Record a copy of this resolution with the Clark County Auditor.
- 16
- 17 5. Cause notice of adoption of this resolution to be published forthwith pursuant to RCW
- 18 36.70A.290.
- 19
- 20

21 ADOPTED this \_\_\_\_ day of April 2015.

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23  
24 Attest:

BOARD OF COUNTY COUNCILORS  
FOR CLARK COUNTY, WASHINGTON

25  
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29 \_\_\_\_\_  
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

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

42  
43  
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).
- 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.
- 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
  - 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.

# Estimating Potential Rural Lots

## Clark County, Washington

A formal Vacant Buildable Lands Model (VBLM) for determining future urban residential and employment land use capacity has been in place since the beginning of Clark County's Growth Management Planning process. However, the VBLM excludes rural areas (areas outside of urban growth areas). Since rural capacity is a component of the overall capacity, a simplified less formal process has been created to account for rural capacity. The rural process is run separate from the urban VBLM and has not been incorporated into the main model at this time.

Rural land uses allow for larger lot sizes with an emphasis on resource lands while urban lands allow for higher density smaller residential lot sizes and locating of intensive job producing lands. Due to the differences in development intensity the rural model is less complex than the urban.

### Rural Lots

Current or proposed rural zoning classifications have minimum parcel sizes ranging from 1 acre to 160 acres. Rural parcels are classified as either conforming or undersized parcels based on whether they meet the minimum parcel size for its current, or when applicable, proposed zoning classification. Parcel sizes are based on assessor acres.

Parcels are further classified as:

- Vacant
- With a house
- Other

### Criteria for Classifications:

- Parcels with assessor's primary property type codes for vacant or unused lands (PT1 codes 990 and above) are classified as vacant.
- Parcels with assessor's primary property type codes for residential use (PT1 codes less than 90) are classified with a house.
- Parcels with all other assessor's primary property type codes are classified as other.

### Assumptions:

- Exempt properties are excluded from potential lot analysis.
- No reductions for constrained areas. It is assumed that a building envelope would be available on larger rural lots.
- There is no minimum acreage threshold for undersized vacant parcels.

Potential vacant rural lot (PVRL) capacity for each zoning classification is computed as

$$PVRL = D - H + U$$

Where D is the number of potential dividable lots for conforming parcels, H is the number of existing homes on conforming parcels, and U is number of undersized vacant parcels.

$$D = \text{assessor acres} / \text{zoning minimum parcel size}$$

\*It should be noted assessor parcels may or may not be considered legal lots for planning purposes as defined by Clark County Code 40.520.010.

Estimating Potential Rural Lots  
Clark County, WA

**ALTERNATIVE 1**

Assessor Acres	Conforming Vacant Lots			Undersized Vacant Lots (no minimum lot size)	Total Potential Vacant Lots
	Current	Potential Dividable	Total		
Proposed Zoning					
R-5	1203	2,648	3851	1470	5,321
R-10	146	536	682	475	1,157
R-20	19	33	52	70	122
FR-40	34	90	124	643	767
FR-80	21	609	630	307	937
AG-20	156	432	588	498	1,086
<b>Total</b>	<b>1,579</b>	<b>4,348</b>	<b>5,927</b>	<b>3,463</b>	<b>9,390</b>

Source: Clark County GIS

**ALTERNATIVE 2**

Assessor Acres	Conforming Vacant Lots			Undersized Vacant Lots (no minimum lot size)	Total Potential Vacant Lots
	Current	Potential Dividable	Total		
Proposed Zoning					
R-5	1,203	2,648	3,851	1,470	5,321
R-10	186	679	865	520	1,385
R-20	19	38	57	72	129
FR-20	171	416	587	506	1,093
FR-80	21	609	630	307	937
AG-10	261	1,497	1,758	393	2,151
<b>Total</b>	<b>1,861</b>	<b>5,887</b>	<b>7,748</b>	<b>3,268</b>	<b>11,016</b>

Source: Clark County GIS

**ALTERNATIVE 3**

Assessor Acres	Conforming Vacant Lots			Undersized Vacant Lots (no minimum lot size)	Total Potential Vacant Lots
	Current	Potential Dividable	Total		
Proposed Zoning					
R-5	1202	2,647	3849	1470	5,319
R-10	146	536	682	475	1,157
R-20	19	33	52	70	122
FR-40	34	90	124	643	767
FR-80	21	609	630	307	937
AG-20	156	432	588	480	1,068
<b>Total</b>	<b>1,578</b>	<b>4,347</b>	<b>5,925</b>	<b>3,445</b>	<b>9,370</b>

Source: Clark County GIS

**ALTERNATIVE 4**

Assessor Acres	Conforming Vacant Lots			Undersized Vacant Lots (no minimum lot size)	Total Potential Vacant Lots
	Current	Potential Dividable	Total		
Proposed Zoning					
R-1	140	1,032	1,172	215	1,387
R-2.5	507	2,898	3,405	442	3,847
R-5	1,538	4,861	6,399	628	7,027
FR-10	184	813	997	466	1,463
FR-20	193	376	569	74	643
FR-40	35	74	109	7	116
FR-80	16	588	604	30	634
AG-5	107	54	161	48	209
AG-10	253	1,496	1,749	246	1,995
<b>Total</b>	<b>2,973</b>	<b>12,192</b>	<b>15,165</b>	<b>2,156</b>	<b>17,321</b>

Source: Clark County GIS

**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.

**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).
- 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.
- 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
  - 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.



## CLARK COUNTY STAFF REPORT

**DEPARTMENT:** Community Planning

**DATE:** April 14, 2015

**REQUEST:** Approval of contract amendment with ESA for the completion of a supplemental environmental impact statement in support of the 2016 Clark County Comprehensive Plan update.

**CHECK ONE:**                      X   Consent                           CAO

---

### BACKGROUND

Clark County is required to review and if necessary update its Comprehensive Growth Management Plan, with a deadline of June 30, 2016. One of the requirements of the update process is an analysis of potential environmental impacts from policy and land use changes proposed as part of the update.

The Board of County Commissioners approved a contract with ESA (of Seattle) on August 19, 2014 in the amount of \$100,000 to complete a supplemental environmental impact statement (SEIS) as part of Clark County's review and update of comprehensive plan. The contract specified that the analysis would be done on a no action alternative and no more than two action alternatives.

Four scoping meetings were held in August of 2014. The Board agreed on three alternatives at an October 22, 2014 work session. This information was given to ESA and work commenced on the SEIS. The proposed release date was set for February 4, 2015. At a work session on January 21, 2015, the Board requested that work on the SEIS be halted so that a fourth alternative be developed that was more responsive to requests from certain rural property owners.

The fourth alternative has now been developed. The contract with ESA needs to be amended so analysis of the fourth alternative can be added to the work already underway on the SEIS. Completing the draft SEIS with a fourth alternative will require an additional \$41,267 in funding. The amendment will also extend the time of the contract.

Funds for this project will come from overall update funding. Details of the project are contained in the attached Professional Services Contract, Exhibit A.

### COMMUNITY OUTREACH

None. The consultant was originally selected through a competitive bid process.

### BUDGET AND POLICY IMPLICATIONS

Funds available to Community Planning will be used for the comprehensive plan update. Preparation of the SEIS will be funded as part of the update process per the contract agreement between ESA Inc. and Clark County dated August 19, 2014 and ending on March 31, 2016.

**FISCAL IMPACTS**

Yes (see attached form)

No

**ACTION REQUESTED**

Approval of the attached contract amendment with ESA in the amount of \$41,267 to a supplemental EIS as outlined in RFP #675, with the County Administrator provided authority to sign any subsequent amendments thereto.

**DISTRIBUTION**

Please return both signed original contract documents to Community Planning.

ATTACHMENTS: Two original copies of the contract with ESA.

  
Name: Oliver Orjialo  
Title Director

Approved: \_\_\_\_\_  
CLARK COUNTY  
BOARD OF COUNCILORS

# FISCAL IMPACT ATTACHMENT

## Part I: Narrative Explanation

The funds for the project were approved by the Board in the 2013-14 biennium budget for the completion of the comprehensive plan update. The deliverables to the county are those listed in Exhibit A of the attached contract amendment.

## Part II: Estimated Revenues

Fund #/Title	Current Biennium		Next Biennium		Second Biennium	
	GF	Total	GF	Total	GF	Total
<b>Total</b>						

II. A – Describe the type of revenue (grant, fees, etc.)

## Part III: Estimated Expenditures

III. A – Expenditures summed up

Fund #/Title	FTE's	Current Biennium		Next Biennium		Second Biennium	
		GF	Total	GF	Total	GF	Total
0001.000.545.558611.411.088156		\$20,633.50	\$20,633.50				
0001.000.545.558612.411.088156		\$20,633.50	\$20,633.50				
<b>Total</b>		\$41,267	\$41,267				

III. B – Expenditure by object category

Fund #/Title	Current Biennium		Next Biennium		Second Biennium	
	GF	Total	GF	Total	GF	Total
Salary/Benefits						
Contractual						
Supplies						
Travel						
Other controllables	\$41,267	\$41,267				
Capital Outlays						
Inter-fund Transfers						
Debt Service						
<b>Total</b>	\$41,267	\$41,267				

**Amendment No. 1 to Contract No. RFP #675  
Dated 8-19-14**

Clark County, Washington, after this called "County," a political subdivision of the State of Washington and Environmental Science Associates (ESA), after this called "Contractor," entered into an agreement on August 19, 2014 for preparation of a supplemental environmental impact statement (SEIS) as part of the 2016 Clark County Comprehensive Plan update.

**WITNESSETH**

WHEREAS the Contractor provided most of the required services as outlined in the original scope of work; and

WHEREAS the contract allowed for extension when approved in writing; and

WHEREAS the scope of work for has changed in that the Board has asked for a fourth alternative to be considered in the SEIS in addition to the original three; and

WHEREAS the contract contemplated allowing more compensation by written agreement of the parties NOW, THEREFORE,

THE COUNTY AND THE CONTRACTOR HEREBY AMEND THE CONTRACT AS FOLLOWS:

1. Services. The Contractor shall perform the additional services as set forth in Exhibits A and C, which are attached hereto and incorporated herein.
2. Compensation. County shall pay the Contractor for services upon receipt of a written invoice. Fees paid to Contractor shall include those on the attached pay request dated April 3, 2015, which is attached hereto and incorporated herein as

Exhibit B, in the amount of \$41,267, and when added to the original contract of \$99,936 will not exceed a total contract amount of \$141,563.

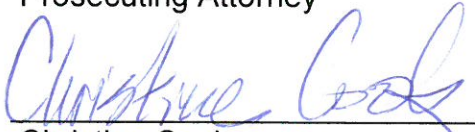
3. Term of Contract. The amended contract period shall be March 31, 2016.

4. Unamended Contract Provisions. Except as explicitly revised by this Amendment No. 1, Contract No. RFP #675 between County and Contractor shall remain in full force and effect.

APPROVED AS TO FORM ONLY:

CLARK COUNTY, WASHINGTON  
Board of County Councilors

Anthony F. Golik  
Prosecuting Attorney



Christine Cook  
Deputy Prosecuting Attorney

\_\_\_\_\_  
David Madore, Chair

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

\_\_\_\_\_  
Environmental Science Associates

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

\_\_\_\_\_  
By

Date \_\_\_\_\_

\_\_\_\_\_  
Title

\_\_\_\_\_  
(print name)

## SCOPE OF WORK - AMENDMENT

### Supplemental Environmental Impact Statement (SEIS) for the 2016 Clark County Comprehensive Growth Management Plan Update

#### Project Understanding

Clark County is updating its 2007 Comprehensive Growth Management Plan, a process required by the Washington Growth Management Act (GMA). The GMA requires that jurisdictions identify and plan for projected growth through 2035. The purpose of this project is to develop a supplemental environmental impact statement (SEIS) for the Clark County Comprehensive Plan Update. The SEIS will be based on the DEIS and FEIS prepared for the 2007 plan update. The SEIS will inform the choices among alternative paths that the County could take in its planning policies and practices.

Through input during the public scoping process, Clark County has elected to add a fourth alternative to the SEIS. ESA proposes to amend the Preliminary Draft SEIS, submitted in February 2015, in compliance with the State Environmental Policy Act (SEPA). The following narrative describes the additional work required to incorporate the fourth alternative into the tasks described in ESA's previous scope of work. Only tasks requiring amendment are included. A separate cost schedule is provided in Exhibit B. A revised project timeline is provided in Exhibit C and is based upon receiving a notice to proceed on **April 15, 2015**.

#### General Assumptions

- Clark County is the lead agency for the SEPA SEIS;
- Unless otherwise stated, all deliverables will be provided in electronic format to the County Project Manager. Clark County will be responsible for production of hard copies;
- Clark County will provide GIS data files for the new alternative;
- Assistance from various Clark County agencies for information may be required;
- Assistance from utility and other service providers may also be required, and we assume that Clark County will be able to assist in obtaining access to key staff;
- Clark County will provide one consolidated set of comments for each review draft;
- Delays in end of comment periods and/or public hearings and other County proceedings may result in delays in delivery of ESA work products;
- The project is scheduled to conclude by December 31, 2015.

#### Scope of Work

##### Task 1 – Draft SEIS

##### Task 1.1 Develop Alternatives and Scope of SEIS Analysis

ESA will develop one additional alternative scenario for accommodating growth in Clark County. This will be done in coordination with County staff who will ensure recent Board policy decisions are accurately reflected.

##### *Assumptions*

- a) No more than one additional Action Alternatives will be developed.
- b) County staff will provide the parameters of proposed land use changes for Alternative 4.



*Deliverables*

- 1) Memorandum describing Alternative 4 and elements of the environment to be amended in the Draft SEIS document.

Task 1.2 Prepare Preliminary Draft SEIS

This task involves revisions to the previously submitted (February 2015) environmental analysis for the comprehensive plan. It will rely on GIS-based data and graphics to convey information. For each element of the environment analyzed in the Revised Preliminary Draft SEIS, ESA will describe the affected environment, analyze potential impacts and propose mitigation measures.

The analysis of potential impacts will consider direct, indirect, long-term, short-term, and cumulative impacts of Alternative 4, including a general analysis of potential capital facilities in each of the jurisdictions. ESA will compare the impacts of the No-Action Alternative to Alternative 4. The analysis of potential impacts will be general and qualitative given the programmatic nature of the actions, i.e., implementation of policy options. After impacts are disclosed, mitigation measures will be proposed as appropriate.

The Revised Preliminary Draft SEIS will be provided to Clark County for internal review.

*Assumptions*

- a) The analysis will supplement that provided in the February 2015 Preliminary Draft SEIS\_v2.

*Deliverables*

- 1) One electronic version of the Preliminary Draft SEIS\_v3 for internal County review.

Task 1.3 Prepare Public Review Draft SEIS

ESA will incorporate Alternative 4 and produce a revised version of the Preliminary Draft SEIS referred to as Draft SEIS\_v3 for final approval. Minor revisions will be incorporated into a Draft SEIS\_v4 for public review. ESA will organize the document into a format that is readily accessible both electronically and as hard-copy.

*Assumptions*

- a) Clark County will provide one consolidated set of comments on the Preliminary Draft SEIS\_v3 within two weeks of receipt of the PDSEIS\_v3;
- b) ESA will participate in one (1) coordination meeting with County staff to review their comments on the PDSEIS\_v3;
- c) County comments on the Preliminary Draft SEIS\_v3 will not result in changes to the alternatives without revision to this scope and budget;
- d) Clark County will provide one consolidated set of comments on the camera-ready Draft SEIS\_v4 within 3 days of receipt of the DSEIS\_v4; the comments will be minor;
- e) Clark County will be responsible for notification, publication, and distribution of electronic and hard-copy documents.

*Deliverables*

- 1) One electronic camera-ready version of the camera ready Draft SEIS\_v4 for final internal County review.
- 2) One electronic pdf printer-ready version of the Public Review Draft SEIS\_v4 for hard-copy production; and one electronic bookmarked version for on-line viewing and publication as a CD.



### **Task 3 – Public Involvement & City Coordination**

Additional time and effort for Alternative 4 is anticipated for coordination with County staff to provide the County Councilors, other jurisdictions, and community members with revised information on the project alternatives, process and opportunities to provide input.

*Assumptions*

- a) ESA will not be required to attend additional SEIS scoping meetings;

### **Task 4 – Project Management**

#### Task 4.1 Project Team Coordination

This task incorporates additional time and effort for both ESA Team and Clark County team communication and coordination to ensure a smooth working relationship. Coordination will be required to refine the project description and analysis of Alternative 4.

ESA staff will attend a meeting with Clark County staff to obtain an overview of Alternative 4 and to better understand the County's goals for integration in the Revised Draft SEIS.

#### Task 4.2 Progress Reports & Invoicing

ESA will require additional time to prepare and submit monthly invoices and progress reports, due to the extended project timeline.

*Deliverables*

- 1) Monthly invoices and progress reports.

## Project Timeline

*Revised as of April 9, 2015*

The following deliverable dates are approximated and subject to change based on coordination with the County as well as County review times. Delays in end of comment periods and/or public hearings and other County proceedings may result in delays in delivery of ESA work products

<b>Notice to Proceed with Amended Scope of Work</b>	<b>April 15, 2015</b>
Revised Preliminary Draft SEIS_v3	May 13, 2015
Preliminary Draft SEIS_v4 (camera ready)	June 10, 2015
Draft SEIS_v4 for Public Review	July 1, 2015
45-day Comment Period	August 14, 2015
Preliminary Final SEIS_v1	November 1, 2015
Revised Preliminary Final SEIS_v2 (camera ready)	December 1, 2015
Final SEIS	February 1, 2016

ATTACHMENT B

ESA

Budget Estimate

Version: Proposed amendment for Alternative #4

Project No.: D140506 Project Manager: Sharese Graham  
 Project Title: Comp Plan SEIS Contract No.:  
 Client: Clark County  
 Date of Est April 9, 2015

	Apprentice (\$70)		Journey (\$90)		Master (\$120)		Senior (\$140)		Supervisor (\$180)		Crew Chief (\$240)		Equipment		Totals		
	Hours	Rate	Hours	Rate	Hours	Rate	Hours	Rate	Hours	Rate	Hours	Rate	Units	Rate	Hours	Cost	
<b>Task 1</b>																	
2.1	Draft SEIS																
	Natural Environment		8	\$120	16	\$120	4	\$180	4	\$120	8	\$115	8	\$90	60	\$7,400	
2.2	Built Environment		40	\$120	40	\$120	8	\$180	8	\$120	8	\$115	8	\$90	108	\$13,000	
2.3	Revise DSEIS		24	\$120	20	\$120	2	\$180	8	\$120	8	\$115	12	\$90	82	\$10,080	
2.4	Finalize DSEIS		8	\$120	12	\$120	4	\$180	4	\$120	4	\$115	4	\$90	34	\$4,100	
<b>Task 2</b>																	
3.1	Final SEIS														0	\$0	
3.2	Revise FSEIS														0	\$0	
3.3	Finalize SEIS														0	\$0	
<b>Task 3</b>																	
	Public Process & City Coordination		4	\$120	4	\$120					4	\$115			20	\$2,620	
<b>Task 4</b>																	
	Project Management		16	\$120	4	\$120							8	\$90	32	\$3,760	
	Subtotal Hours		22		96		6		36		32		40		336	\$40,960	
<b>Reimbursable Expenses:</b>																	
	Lodging														1	\$120	
	Mileage (340 mi r/t)														340	\$187	
	Subtotal Reimbursables															\$307	
															<b>Project Totals</b>		<b>\$41,267</b>