

## CLARK COUNTY STAFF REPORT

**DEPARTMENT:** Community Planning

**DATE:** September 26, 2017

**REQUESTED ACTION:**

Approve a resolution that creates an addendum as Appendix E to the Buildable Lands Report (BLR) 2015 that is part of the record relating to the Growth Management Hearings Board Final Decision and Order.

  X   Consent        Hearing        County Manager

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**BACKGROUND**

The Clark County Buildable Lands Report submitted in June 2015 concluded that the Cities of Battle Ground, La Center, and Ridgefield had lower density ranges than that outlined in the county-wide planning policy and that all had more vacant, buildable residential land than was needed for the 2035 planning horizon. As part of the county's 2016 Comprehensive Plan update, the cities of Battle Ground, La Center and Ridgefield requested small expansions to the urban growth areas (UGAs). The UGA expansions were challenged as part of the appeals of the Comprehensive Plan update.

In 2017, the Growth Management Hearings Board determined that the urban growth expansions were noncompliant and invalid (Case No. 16-2-0005c Final Decision and Order). The Growth Board's reasoning was that development within the UGA's of all three cities had not reached the density projected by each city. The Growth Board ruled that RCW 36.70A.215 requires the cities and the county adopt reasonable measures to increase density within existing UGA's before expanding the UGA's, and that the county had failed to do so. Reasonable measures are required when an evaluation of achieved urban densities and development assumptions in the countywide planning policies demonstrates an inconsistency. The county and its cities shall adopt and implement measures that are reasonable likely to increase consistency during the subsequent five-year period. The cities of Battle Ground, La Center, and Ridgefield have now provided Clark County with additional information about the reasonable measures they have taken, including changes made to their Comprehensive Growth Management Plans and development regulations. Additionally, the cities have provided updated information on current densities of development within their UGA's. These reasonable measures are likely to increase consistency between achieved urban densities and development assumptions during the subsequent five-year period.

In order to comply with the Growth Board's ruling, Community Planning proposes that Council approve incorporating the 'cities' summaries into the BLR as a new Appendix E. This addendum will demonstrate that the cities have adopted reasonable measures as necessary revisions to local development regulations to gradually allow for higher density development within the planning horizon, and that to date they have allowed for higher density development.

Oliver Orjiako, Community Development Director, extension 4112.

**COUNCIL POLICY IMPLICATIONS**

This action proposes amending the 2015 BLR to add a new Appendix E that will be submitted to Washington State Department of Commerce in order to comply with the Growth Management Hearings Board Case No. 16-2-0005c Final Decision and Order.

**ADMINISTRATIVE POLICY IMPLICATIONS**

This action does not propose a change in policy, a refinement of existing policy, confirmation or renewal of existing policy, or a new policy.

**COMMUNITY OUTREACH**

Community Planning Staff worked with the Cities of Battle Ground, La Center and Ridgefield to provide their reasonable measures including changes made to their Comprehensive Growth Management Plans and development regulations.

This item has been posted on the Councilors' grid, and available to the public, for the agenda of the public hearing on September 26, 2017.

**BUDGET IMPLICATIONS**

YES	NO	
X		Action falls within existing budget capacity.
	X	Action falls within existing budget capacity but requires a change of purpose within existing appropriation
	X	Additional budget capacity is necessary and will be requested at the next supplemental. If YES, please complete the budget impact statement. If YES, this action will be referred to the county council with a recommendation from the county manager.

**BUDGET DETAILS**

Local Fund Dollar Amount	0
Grant Fund Dollar Amount	0
Account	0
Company Name	

**DISTRIBUTION:**

Board staff will post all staff reports to The Grid. <http://www.clark.wa.gov/thegrid/>

Gary Albrecht, Planner III, AICP

Oliver Orjiako, Director

Primary Staff Contact: Gary Albrecht Ext. 4318

APPROVED: [Signature]  
CLARK COUNTY, WASHINGTON  
BOARD OF COUNTY COUNCILORS

DATE: 9/26/17

SR# 19317

APPROVED: \_\_\_\_\_  
Jim Rumpeltes, Interim County Manager

DATE: \_\_\_\_\_



## BUDGET IMPACT ATTACHMENT

### Part I: Narrative Explanation

I. A – Explanation of what the request does that has fiscal impact and the assumptions for developing revenue and costing information

### Part II: Estimated Revenues

Fund #/Title	Current Biennium		Next Biennium		Second Biennium	
	GF	Total	GF	Total	GF	Total
Total						

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
Total							

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						
Capital Outlays						
Inter-fund Transfers						
Debt Service						
Total						



RESOLUTION NO. 2017- 09-13

A RESOLUTION relating to the 2015 Buildable Lands Report (BLR) for the jurisdictions within Clark County and submitting an addendum of the 2015 BLR to Washington State Department of Commerce for incorporating reasonable measures in the growth boundary expansions on the Cities of Battle Ground, Ridgefield, and La Center.

WHEREAS, the *Clark County Buildable Lands Report* submitted in June 2015 concluded that the Cities of Battle Ground, La Center, and Ridgefield had a lower density range than that outlined in the county-wide planning policy and that all had more vacant, buildable residential land than was needed for the 2035 planning horizon; and

WHEREAS, as part of the county's 2016 Comprehensive Plan update, the cities of Battle Ground, La Center and Ridgefield requested small expansions to the urban growth areas (UGAs); and

WHEREAS, the UGA expansions were challenged as part of the appeals of the Comprehensive Plan update; and

WHEREAS, in response to the Growth Management Hearings Board Case No. 16-2-0005c Final Decision and Order that determined the urban growth expansions were noncompliant and invalid, the cities of Battle Ground, La Center, and Ridgefield have provided additional information about their reasonable measures including changes made to their Comprehensive Growth Management Plans and development regulations; and


WHEREAS, the BLR describes the actions identified as necessary revisions to local development regulations, and the addendum to the June 2015 BLR notes each city's adopted changes in regulations to gradually allow for higher density development within the planning horizon, and that to date have allowed for higher density development;

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

The BLR is hereby amended to include new Appendix E, which sets forth the summaries of reasonable measures taken, and updated information regarding the density of urban development, within the UGA's of the Cities of Battle Ground, Ridgefield and La Center.

ADOPTED this 26<sup>th</sup> day of September, 2017.

Attest:

  
Clerk to the Board

BOARD OF COUNTY COUNCILORS  
FOR CLARK COUNTY, WASHINGTON

By: 

Marc Boldt, Chair



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

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

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By: \_\_\_\_\_  
Julie Olson, Councilor


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By:   
Christine Cook  
Deputy Prosecuting Attorney

By: \_\_\_\_\_  
John Blom, Councilor

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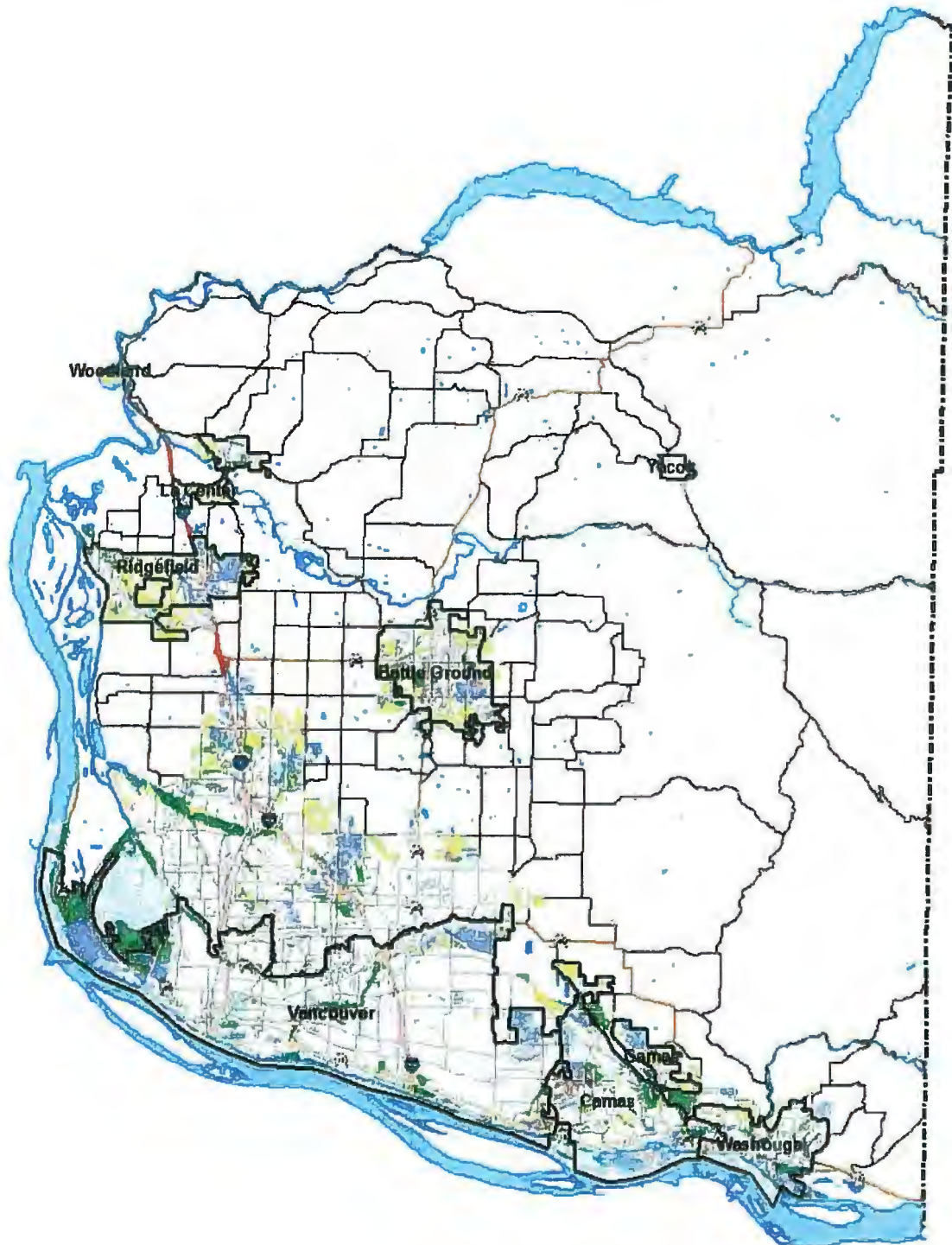
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By: \_\_\_\_\_  
Eileen Quiring, Councilor

# BUILDABLE LANDS REPORT, June 2015



**Board of Commissioners**

David Madore, Chair

Tom Mielke

Jeanne Stewart

**County Manager**

Mark McCauley

**Clark County Community Planning**

Oliver Orjiako, Director

Gordy Euler, Program Manager

Gary Albrecht, Planner II

**Clark County Information and  
Technology**

Jon Levitre

Community Planning would like to thank:

**Clark County GIS**

Ken Pearrow

Barbara Hatman



## EXECUTIVE SUMMARY

The Growth Management Act (GMA) requires the county and its cities to provide sufficient land to accommodate specific population and employment targets. This is the third buildable lands report since 1990. It presents a series of basic, quantifiable indicators in Clark County and tracks how they are changing each year.

Clark County coordinated with its cities to compile data that shows the progress of each community's comprehensive plan toward the goals of sprawl reduction and concentrated urban growth identified in the Growth Management Act. Each community collects development data, which is forwarded to the county and added to a central database located at this webpage: [http://www.clark.wa.gov/planning/comp\\_plan/monitoring.html#capacity](http://www.clark.wa.gov/planning/comp_plan/monitoring.html#capacity)

The primary sources of data are new commercial, industrial and residential building permits from July 1, 2006 through December 31, 2014. Clark County's Geographic Information System (GIS) was used to associate new building permits issued with city and urban growth area boundaries, Vacant Buildable Land Model (VBLM), employment, assessor information, and constrained land.

Following are the major observations presented in this report:

- Residential development within urban growth areas of Clark County consumed 1,245 acres with a density of 4.7 dwelling units per acre. Based on the VBLM, there are 7,513 net buildable acres that can accommodate 51,436 households. At 2.66 persons per household urban growth areas can accommodate 136,820 persons.
- There were 1,387 building permits issued in the rural area on 7,799 acres. Given the underlying zoning, the total vacant and development potential in the rural area is 9,390 lots. Assuming 2.66 persons per household, there is potential for additional rural capacity of 24,977 persons. Overall, the county can accommodate 161,797 persons.
- Review of development indicates that 43% of all residential development occurred on land with some environmental constraint. More importantly, this percent does not imply that development is occurring on lands with critical areas, because in general environmentally constrained lands are not being developed.
- Building permit review and evaluation has indicated that commercial and industrial development in the UGAs during the period consumed 3,372 acres of land. Commercial uses consumed 2,704 acres and industrial uses consumed 668 acres. Based on the 2015 VBLM inventory there are 2,057 net buildable commercial acres and 3,982 net buildable industrial acres.

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## **Introduction**

The Growth Management Act (GMA) requires the county and its cities to provide sufficient land to accommodate specific population and employment targets. This report responds to and satisfies the review and evaluation requirements of the Washington State Growth Management Act (GMA) in RCW 36.70A.215, commonly referred to as the “buildable lands” statute. The report was prepared by county staff and the cities using the Clark County Community Framework process, the county’s adopted multi-jurisdictional process for GMA issues.

The Comprehensive Plan indicates the Buildable Lands Program, at a minimum should answer the following questions:

- What is the actual density and type of housing that has been constructed in UGA’s since the last comprehensive plan was adopted? Are urban densities being achieved within UGA’s? If not, what measures could be taken, other than adjusting UGA’s, to comply with the GMA?
- How much land was actually developed for residential use and at what density since the comprehensive plan was adopted? Based on this and other relevant information, how much land would be needed for residential development during the remainder of the 20-year comprehensive planning period?
- To what extent have capital facilities, critical areas, and rural development affected the supply of land suitable for development over the comprehensive plan’s 20-year timeframe?
- Is there enough suitable land in Clark County and each city to accommodate county-wide population growth for the 20-year planning period?
- Does the evaluation demonstrate any inconsistencies between the actual level of residential, commercial, and industrial development that occurred during the review period compared to the vision contained in the county-wide planning policies and comprehensive plans and the goals and requirements of the GMA?
- What measures can be taken that are reasonably likely to increase consistency during the subsequent eight-year period, if the comparison above shows inconsistency?

**Process**

Clark County, in consultation with each city, has been working cooperatively to address the requirements of Section 215. In 2005, Community Planning received a grant from Washington State Department of Commerce formerly known as Community Trade and Economic Development (CTED). That grant provided a valuable opportunity to unify buildable lands data into one system and make collection and analysis easier for individual cities and the county. Through that process, a methodology was developed for collecting the buildable land data in the link below (see Data Transfer Protocols and Monitoring of Growth Management Trends).

[http://www.clark.wa.gov/planning/comp\\_plan/monitoring.html#capacity](http://www.clark.wa.gov/planning/comp_plan/monitoring.html#capacity)

The data collection methods and procedures were developed through the Clark County Growth Management Act (GMA) Technical Advisory Committee (TAC). An Amendment to the countywide planning policies was adopted by reference as Ordinance 2000-12-16 by the Board of County Commissioners.

The Ordinance amended language in the Community Framework Plan to comply with the requirements of RCW 36.70A.215. The Growth Management Act requires Clark County to compile data that shows the process of each community's comprehensive plan toward the goals of the Growth Management Act. Each community collects development data, which is forwarded to the county and added to a central database. The web site draws data from that database. It allows citizens, interest groups, elected officials and advisory boards the most comprehensive source of development data.

**Methodology**

Following the first Buildable Lands report, the county met with each building official and city staffs to refine how data was to be compiled in the future. Each month, staff in each jurisdiction (except Yacolt) forwards an electronic spreadsheet to the county with updated development data such as permit types, parcel numbers, numbers of units, etc. Staff performs a quality assurance check to ensure data has permit number, permit type, parcel number, number of units, building square feet for non-commercial permits, and issue dates. They look for duplicates and check for errors with parcel numbers, addresses, number of units and square feet.

If data is missing or incorrect, staff contacts the respective jurisdiction. Staff also adds missing parcel numbers by using the parcel match option in Clark View.

Information Technology extracts permit data for Clark County and Yacolt, and transfers the files to a server. The server completes the following steps: normalize and read data, translate data, import data, obtain GIS data, generate reports in PDF format, and generates an exception report. The exception report contains permits that are not recognized by the server. If the error rate is greater than one to three percent per jurisdiction for the total number of permits, the county contacts the jurisdiction to correct the discrepancy. County staff also performs a visual check to confirm that the data has merged into the database correctly. The county runs another program that creates a report and a PDF file that is automatically placed on the web.

The primary sources of data were from new commercial, industrial and residential building permits issued from July 1, 2006 through December 31, 2014. Clark County's Geographic Information System (GIS) was used to link parent parcel serial numbers taken from new building permits issued to identify parcels within city and urban growth area boundaries, acreage and critical lands coverage.

### **Baseline Assumptions**

The 2007 Comprehensive Plan planning assumptions have to do with growth rates, population, and persons per household, and are listed below:

- No more than 75 percent of any product type of detached/attached housing
- Average residential densities in urban areas would be 8 units per net acre for Vancouver, 6 for Battle Ground, Ridgefield, Camas, Washougal, 4 units per net acre for La Center, and no minimum for the town of Yacolt
- Infrastructure factor of 27.7 percent for residential development and 25 percent for industrial and commercial development
- 2.59 persons per household
- 20 employees per commercial acre; 9 employees per industrial acre
- A total population of 584,310 by 2024, from an annual growth rate of 2.0 percent, with 2.2 percent assumed in 2004-2010 for capital facilities planning purposes

## **COUNTYWIDE TRENDS, 2007-2014**

### **Housing and Job Totals**

#### **Background and Relevance**

Tracking the number of people who live and work in the community is a fundamental measure of how fast the community is growing and what additional land may be needed to accommodate future growth. A goal of growth management is to encourage the development of housing in proximity to job growth. The strategy of balancing housing and job growth is intended to reduce the need for long commutes, and to keep living and working communities easily accessible to each other. However, when housing growth occurs it often takes several years for sufficient job growth to occur in the area and vice-versa. Reduced vehicle trips result in less demand on the existing street infrastructure.

Under the GMA, Clark County and its cities are required to plan for a total population projection as provided by the state Office of Financial Management. Clark County's population forecast for the 20-year planning period ending 2035 is 578,391 in 2035. Since 2007, the County's population has increased by 34,139 persons or by 1.13 percent annually.

#### **Data Collection**

Official population estimates as of January 1<sup>st</sup> for all cities and counties are produced annually by Clark County GIS. Employment estimates were provided by the local office of the Washington Department of Employment Security (ESD). Employment data includes workers covered by state employment insurance, not including self-employed workers. On the following page, table 1 shows the estimated population trends of urban growth areas in Clark County from 2007 to 2014. Table 2 illustrates Clark County household and job patterns from 2007 to 2014.

**Table 1**  
**Annual Population Estimates for Clark County, 2007-2014**

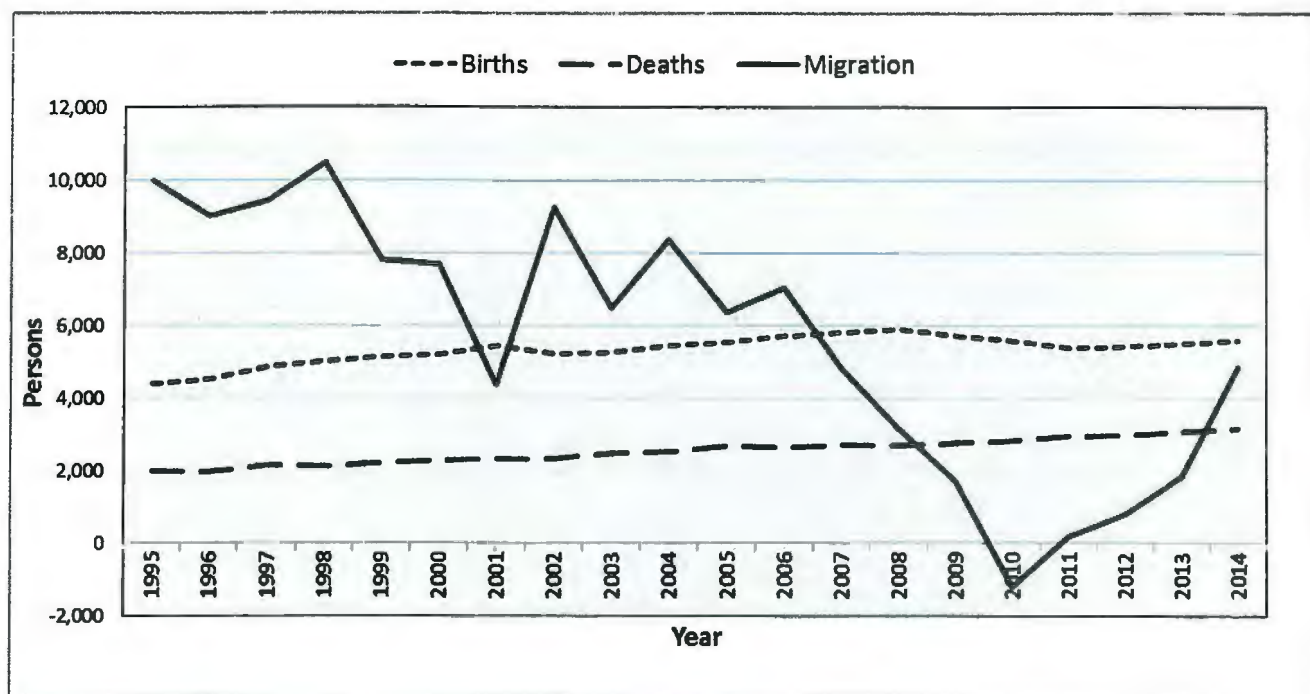
Urban Growth Areas	2007	2008	2009	2010	2011	2012	2013	2014	2007-2014 Growth Rate
<b>Battle Ground</b>	18,654	18,867	19,297	19,479	19,851	20,052	20,163	20,871	1.60%
<b>Camas</b>	20,015	20,311	20,626	21,073	21,588	21,911	22,049	22,843	1.89%
<b>LaCenter</b>	3,017	3,069	3,010	3,050	3,220	3,135	3,163	3,209	0.88%
<b>Ridgefield</b>	5,015	5,112	5,175	5,402	5,608	5,741	6,150	6,575	3.87%
<b>Vancouver</b>	293,973	296,859	300,055	300,525	302,108	304,262	307,767	315,460	1.01%
<b>Washougal</b>	14,003	14,722	14,862	15,007	15,328	15,249	15,502	15,932	1.84%
<b>Woodland</b>	88	88	89	88	92	91	88	89	0.19%
<b>Yacolt</b>	1,535	1,578	1,613	1,636	1,645	1,644	1,653	1,661	1.13%
<b>Rural County</b>	58,408	58,840	59,642	59,689	60,049	60,280	60,112	62,205	0.90%
<b>Total</b>	414,708	419,445	424,368	425,949	429,490	432,365	436,647	448,847	1.13%

SOURCE: Clark County Department of GIS

NOTE: A portion of the City of Woodland is in Clark County.

**Chart 1**  
**Components of Population Change 1995-2014**





SOURCE: Washington State Office of Financial Management, <http://www.ofm.wa.gov/>

**Table 2**  
**Clark County Household & Jobs, 2007-2014**

Year	Households	Jobs	Jobs Per Household
2007	162,715	137,500	0.85
2008	164,796	137,300	0.83
2009	165,755	131,800	0.80
2010	166,989	130,400	0.78
2011	168,148	131,600	0.78
2012	169,467	134,400	0.79
2013	172,715	138,500	0.80
2014	173,827	144,300	0.83
<b>Annual Average Percent change</b>	<b>0.94%</b>	<b>0.69%</b>	

SOURCE: Clark County GIS and ESD.

### Observations

- Population growth has three components: births, deaths and migration. Migration is the most volatile and has not recovered to pre-recession levels.

- Births and deaths have remained relatively constant over the last 20 years however deaths have been trending slightly higher due to the aging population
- During this period, 6,800 new jobs and 11,112 new households were added to Clark County.

## **Employment**

The GMA does not mandate a source that must be considered in planning for future employment. However, in this report the county uses ESD to make comparisons between employment and employment densities. In 2007, commercial and industrial employment assumptions were 20 and 9 jobs per acre, respectively, to plan for future employment.

## **Observations**

- From 2007 to 2014, Clark County added 11,112 new households, an annual average change of 0.94%; for the same period job growth was 0.69%.
- National recession starting in 2008 reversed a period of fast economic growth and low unemployment, resulting in significant layoffs and unemployment rates increasing to 11% by February 2013 in Clark County.



## **GROWTH TARGETS AND CAPACITY**

In 1992, Clark County began the VBLM analysis to determine the potential capacity of urban growth areas to accommodate projected growth for the next 20 years to the year 2012. County staff met with interested parties from the development and environmental community to collectively examine criteria to be used to compute the supply of land available for development within each urban growth boundary. From the process, a methodology was developed using Clark County's Department of Geographic Information System (GIS) as the primary data source.

The evaluation component of the RCW 36.70A.215 Review and Evaluation Program, at a minimum, shall: "Determine whether there is sufficient suitable land to accommodate the countywide population projection established for the county pursuant to RCW 43.62.035 and the subsequent population allocations within the county and between the county and its cities and the requirements of RCW 36.70A.110."

The amount of land needed to accommodate projected growth through the 2035 planning horizon is the subject of this section. The amount of buildable land needed will be instrumental in the update of the comprehensive plan and provides a framework for addressing the land supply needs of a new 20-year planning horizon.

Tables 3 below and Table 4 on the following page indicate the amount of residential land needed to accommodate the projected population based on (1) the 2015 Comprehensive Growth Management Plan baseline assumptions; and (2) the densities observed since 2006. Each table provides the 2015 population (January 1st), the remaining population for planning horizon 2035, and the residential units and acres needed.

**Table 3**  
**2035 Urban Growth Residential Land Need**

Jurisdiction	2015 Population	Remaining Population for planning horizon 2035	Residential units needed	Assumed units per net	Residential acres needed	Deficit	Surplus	2015 Vacant Buildable Land Inventory
Battle Ground	20,871	15,972	5,169	6	862		208	1,070
Camas	22,843	11,255	3,868	6	645		248	892
La Center	3,209	3,233	1,089	4	272		101	373
Ridgefield	6,575	13,087	4,377	6	729		280	1,009
Vancouver	315,460	52,786	21,723	8	2,715		907	3,622
Washougal	15,932	6,023	2,247	6	375		102	477
Woodland	89	229	83	4	21		5	25
Yacolt	1,661	303	88	4	22		22	44
<b>Total</b>	<b>386,640</b>	<b>102,890</b>	<b>38,643</b>		<b>5,640</b>			<b>7,513</b>

Source: Clark County Community Planning. Note: Land needs are based on the VBLM2015 model using net acres.

**Table 4**  
**2035 Urban Growth Residential Land Need Based on Observed Density**

Jurisdiction	2015 Population	Remaining Population for planning horizon 2035	Residential units needed	Observed units per acre	Residential acres needed	Deficit	Surplus	2015 Vacant Buildable Land Inventory
Battle Ground	20,871	15,972	5,169	4.2	1,231	-161		1,070
Camas	22,843	11,255	3,868	3.8	1,018	-125		892
La Center	3,209	3,233	1,089	1.9	573	-200		373
Ridgefield	6,575	13,087	4,377	5.2	842		168	1,009
Vancouver	315,460	52,786	21,723	7	3,103		519	3,622
Washougal	15,932	6,023	2,247	6.6	341		136	477
Woodland	89	229	83	4	21		5	25
Yacolt	1,661	303	88	3.4	26		18	44
<b>Total</b>	<b>386,640</b>	<b>102,890</b>	<b>38,643</b>		<b>7,154</b>			<b>7,513</b>

Source: Clark County Community Planning. Note: Land needs are based on the VBLM 2015 model using net acres. Observed densities are based on actual development in urban areas. City densities are within city limits, except for Vancouver which uses full UGA density. Residential units needed is based on person per household from the 2013 ACS data. Additional population not included in the vacant land model is 15,224 persons; bringing the 2035 estimate to 118,114.

### Summary

- The observed unit per acre does not include existing platted, yet vacant lots or potential densities based upon maximum lot sizes and current zoning of vacant or underutilized land. The model relies on building permit data, not platted development data. A conclusion under GMA that a jurisdiction has a surplus or deficit in lands available within a jurisdiction to accommodate a planned population within a defined planning period, can only be concluded through a thorough analysis of the underlying zoning, site constraints, site infrastructure and platting patterns.
- Based on the 2015 VBLM there are 7,513 net buildable acres. At a potential of 7 dwelling units per acre and 2.66 persons per household, this land area will accommodate 136,820 persons. The Urban Growth estimate is 118,114 persons, and the January 1, 2015 Clark County population estimate is 448,845. Therefore, the 2015 VBLM has capacity to accommodate the anticipated Urban Growth population estimate.
- Based on the 2015 VBLM, there are 2,057 net buildable commercial acres and 3,982 net buildable industrial acres. Thus, there is potential job capacity of 76,978 plus the public sector jobs that are not included in the vacant and buildable lands model, and including 16,775 jobs that will occur from redevelopment totaling 101,153 potential jobs.
- Based on the existing zoning, the total vacant and development potential in the rural area is approximately 9,390 lots. Assuming 2.66 persons per household, there is capacity to add 24,977 persons in the rural areas.
- See Appendix D for the City of Ridgefield's planning consultants reply, Elizabeth Decker, on the observed density surplus.

In conclusion, based on observed density and the 2015 VBLM, Battle Ground, Camas and La

Center show small deficits. If residential development continues to develop at the observed densities, then this deficit might become true by 2035. It is important to note that the observed densities occurred at a period of a deep recession having a significant impact to development occurring in the housing sector. However, Battle Ground, Camas, La Center, Ridgefield, Vancouver, Washougal and Clark County have adopted local development regulations that may reflect higher density development within the planning horizon.

### **Commercial and Industrial Needs Analysis**

In 2014, the Board of County Commissioners chose to plan for a total of 91,200 net new jobs. The County has an estimated capacity of 101,153 jobs as follows: The 2015 VBLM, indicates a capacity of 76, 978 jobs. The cities of Battle Ground, La Center, and Ridgefield, have indicated they have additional capacity to accommodate 16, 755 jobs. Publicly owned land is not included in the model, therefore we assume that the 7,400 new public sector jobs estimated by ESD will occur on existing publicly owned facilities.

### **Residential Capacity Analysis**

Tables 5-7 on the following pages provide the vacant buildable lands per urban growth area in the residential, commercial and industrial areas based on the 2015 VBLM. Countywide there are 7,513 net buildable residential acres with a capacity of 136,820 residents. See Appendix C for the Vacant Buildable Lands Model planning assumptions.

**Table 5**  
**Residential Capacity Analysis, 2015**

<b>Jurisdiction</b>	<b>Gross Acres</b>	<b>Net Acres</b>	<b>House holds</b>	<b>Population Capacity</b>	<b>Average Density per Net Acre</b>
<b>Battle Ground</b>					
City	1,620.6	737.8	4,427	11,774	6
UGA	750.9	332.0	1,992	5,299	6
Total	2,371.5	1,069.8	6,419	17,073	6
<b>Camas</b>					
City	1,561.3	700.2	4,201	11,174	6
UGA	432.2	192.2	1,153	3,067	6
Total	1,993.5	892.3	5,354	14,242	6
<b>La Center</b>					
City	574.4	251.4	1,006	2,675	4
UGA	314.1	121.8	487	1,296	4
Total	888.5	373.2	1,493	3,971	4
<b>Ridgefield</b>					
City	1,583.2	654.0	3,924	10,438	6
UGA	858.2	355.2	2,131	5,669	6
Total	2,441.3	1,009.2	6,055	16,108	6
<b>Vancouver</b>					
City	1,208.4	567.1	4,536	12,067	8
UGA	6,764.4	3,055.4	24,443	65,019	8
Total	7,972.8	3,622.5	28,980	77,086	8
<b>Washougal</b>					
City	578.6	255.2	1,531	4,074	6
UGA	499.2	221.4	1,328	3,533	6
Total	1,077.8	476.6	2,860	7,606	6
<b>Yacolt</b>					
City	65.1	36.4	146	388	4
UGA	16.4	7.3	29	77	4
Total	81.6	43.7	175	465	4
<b>Woodland</b>					
City	5.8	2.0	8	21	4
UGA	88.9	23.3	93	247	4
Total	94.8	25.2	101	269	4
<b>URBAN TOTAL</b>	<b>16,921.7</b>	<b>7,512.6</b>	<b>51,436</b>	<b>136,820</b>	<b>7</b>
<b>Urban Growth Estimate</b>	<b>118,114</b>				

Source: Clark County Community Planning and VBLM 2015

Note: Residential market factor is included in the land capacity target.

**Table 6**  
**Rural Capacity Analysis, 2014**

<b>Comprehensive Plan Designation</b>	<b>Conforming Vacant Lots</b>			<b>Undersized Vacant Lots (no minimum lot size)</b>	<b>Total Potential Vacant Lots</b>	<b>Rural Capacity</b>
	<b>Current</b>	<b>Potential Dividable</b>	<b>Total</b>			
R-5	1,203	2,648	3,851	1,470	5,321	14,154
R-10	146	536	682	475	1,157	3,078
R-20	19	33	52	70	122	325
FR-40	34	90	124	643	767	2,040
FR-80	21	609	630	307	937	2,492
AG-20	156	432	588	498	1,086	2,889
<b>Total Rural</b>	<b>1,579</b>	<b>4,348</b>	<b>5,927</b>	<b>3,463</b>	<b>9,390</b>	<b>24,977</b>

Source: Clark County GIS

**Table 7**  
**Commercial and Industrial Capacity Analysis**

Jurisdiction	COMMERCIAL			INDUSTRIAL			Total Jobs
	Gross Acres	Net Acres	Jobs	Gross Acres	Net Acres	Jobs	
<b>Battle Ground</b>							
City	591.4	372.5	7,449	335.3	177.3	1,596	9,045
UGA	59.0	39.5	790	28.8	10.9	98	888
Total	650.4	411.9	8,239	364.1	188.3	1,694	9,933
<b>Camas</b>							
City	514.3	337.2	6,744	846.1	456.9	4,112	10,856
UGA	0.0	0.0	0	76.7	36.2	326	326
Total	514.3	337.2	6,744	922.8	493.1	4,438	11,182
<b>La Center</b>							
City	63.6	44.2	884	83.3	48.2	434	1,318
UGA	0.0	0.0	0	1.1	0.7	6	6
Total	63.6	44.2	884	84.4	48.8	440	1,324
<b>Ridgefield</b>							
City	270.1	179.3	3,587	942.0	506.2	4,556	8,143
UGA	17.8	12.2	245	65.5	35.6	321	565
Total	287.9	191.6	3,831	1,007.4	541.8	4,877	8,708
<b>Vancouver</b>							
City	519.9	369.1	7,383	2,706.5	1,391.1	12,520	19,903
UGA	868.3	604.2	12,083	1,861.1	1,022.4	9,202	21,285
Total	1,388.3	973.3	19,466	4,567.7	2,413.5	21,722	41,188
<b>Washougal</b>							
City	83.8	56.3	1,126	167.8	62.9	566	1,693
UGA	45.5	31.8	635	343.0	205.2	1,847	2,482
Total	129.3	88.1	1,762	510.8	268.1	2,413	4,175
<b>Yacolt</b>							
City	14.1	10.6	211	9.7	6.5	59	270
UGA	0.0	0.0	0	39.6	21.9	198	198
Total	14.1	10.6	211	49.2	28.5	256	468
<b>Woodland</b>							
City	0.0	0.0	0	0.0	0.0	0	0
UGA	0.0	0.0	0	0.0	0.0	0	0
Total	0.0	0.0	0	0.0	0.0	0	0
<b>Urban Job Total</b>	<b>3,047.8</b>	<b>2,056.9</b>	<b>41,138</b>	<b>7,506.4</b>	<b>3,982.2</b>	<b>35,840</b>	<b>76,978</b>
<b>Public Sector</b>							<b>7,400</b>
<b>Redevelopment</b>							<b>16,775</b>
<b>Employment Growth Target</b>							<b>101,153</b>

Source: Clark County Community Planning and VBLM 2015. Note: In February 2014, Clark County received an application for the establishment of an Industrial Land Bank on 601 acres with a potential of 5,400 jobs.



## **DEVELOPMENT TRENDS, 2006-2014**

### **Residential**

Monitoring building permits provides a measure of the level of construction activity and the rate at which residential land is being developed. Table 8 on the following page shows the number of new single-family and multi-family building permits issued, and the single-family and multi-family split from July 1, 2006 to December 31, 2014 for each of the Urban Growth Areas. Single family includes single-family residential, accessory dwelling units (ADU), and mobile homes (on individual lots). Multi-family includes multi-family residential, duplexes, and new mobile home parks. For the residential split, Countywide Planning Policy 1.1.12 in the 2007 Clark County Comprehensive Plan specifies that no more than 75 percent of new dwelling units to be a specific product type (i.e. single-family housing). See Appendix C for an annual breakdown of each jurisdiction's building permits.

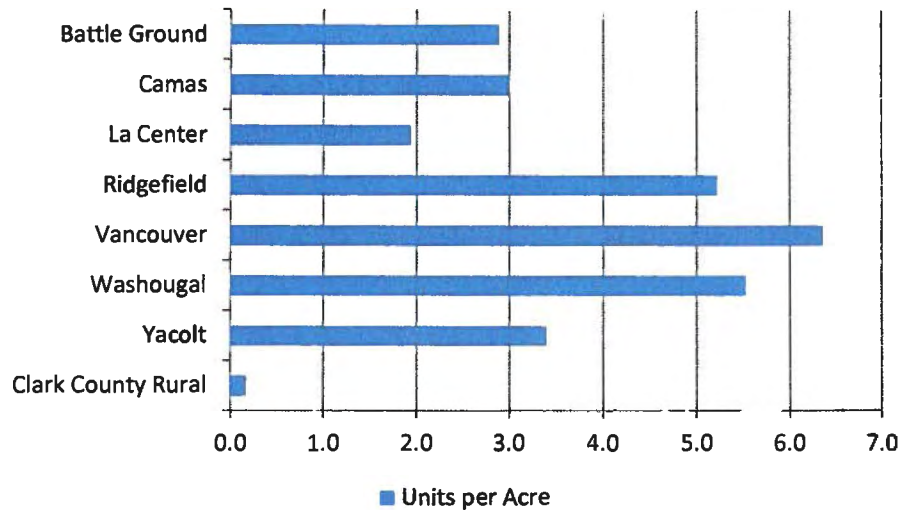
**Table 8**  
**Single- and Multi-Family Building Permits, 2006-2014**

Jurisdiction		Single-Family			Multi-Family			Total		
		Units	%SF	Acres	Units	%MF	Acres	Units	Acres	Units/Acre
<b>Battle Ground</b>										
	City	506	64%	175.1	280	36%	11.8	786	187	4.2
	UGA	45	100%	62.2	0	0%	0	45	62	0.7
<b>Sub Total</b>		551	66%	237.3	280	34%	11.8	831	249	3.3
<b>Camas</b>										
	City	803	72%	267.9	306	28%	20.7	1,109	289	3.8
	UGA	21	100%	9.3	0	0%	0	21	9	2.3
<b>Sub Total</b>		824	73%	277.2	306	27%	20.7	1,130	298	3.8
<b>La Center</b>										
	City	66	100%	34	0	0%	0	66	34	1.9
	UGA	7	100%	13.2	0	0%	0	7	13	0.5
<b>Sub Total</b>		72	100%	47.2	0	0%	0	73	47	1.5
<b>Ridgefield</b>										
	City	680	99%	130.3	4	1%	0.2	684	131	5.2
	UGA	5	100%	62	0	0%	0	5	62	0.1
<b>Sub Total</b>		685	99%	192.3	4	1%	0.2	689	193	3.6
<b>Vancouver</b>										
	City	1,728	38%	271.5	2,838	62%	135	4,566	406	11.2
	UGA	4,534	79%	1006	1,220	21%	51.8	5,754	1,058	5.4
<b>Sub Total</b>		6,262	61%	1277	4,058	39%	186.9	10,320	1,464	7
<b>Washougal</b>										
	City	547	77%	99	163	23%	7.9	710	107	6.6
	UGA	7	100%	40.4	0	0%	0	7	40	0.2
<b>Sub Total</b>		554	77%	139.4	163	23%	7.9	717	147	4.9
<b>Yacolt</b>										
	City	51	100%	15	0	0%	0	51	15	3.4
	UGA	0	0%	0	0	0%	0	0	0	0
<b>Sub Total</b>		51	100%	15	0	0%	0	51	15	3.4
<b>Clark County Rural</b>		1,383	100%	7785.8	5	0%	15.6	1,388	7,801	0.2
<b>Total Cities</b>		4,381	55%	992.7	3,591	45%	175.7	7,972	1,168	6.8
<b>Total UGAs</b>		4,619	79%	1193.1	1,220	21%	51.8	5,839	1,245	4.7
<b>Grand Total</b>		9,000	65%	2185.8	4,811	35%	227.5	13,811	2,413	5.7

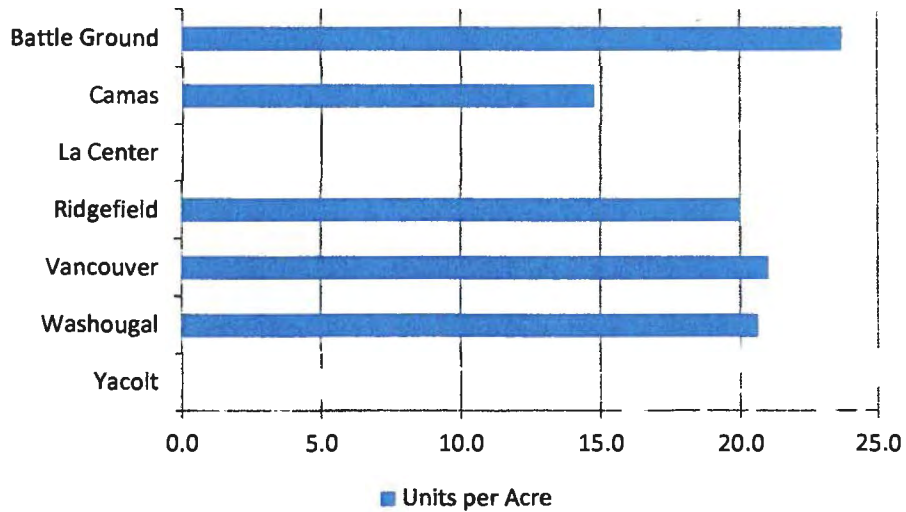
Source: Clark County Community Planning,

Chart 2 and chart 3 below show single-family and multi-family development by City from 2006 to 2014.

**Chart 2**  
**New Single-Family Development Density by City, 2006-2014**



**Chart 3**  
**New Multi-Family Development Density by City, 2006-2014**



Between 2006 and 2014:

- City of Vancouver achieved a density of 11.2 units per acre.
- City of Battle Ground's multi-family residential land developed at 23.7 dwelling units per acre.
- Overall, observed density on Single- & Multi-family residential dwelling units per acre is 5.7.
- The unincorporated portion of the Vancouver UGA achieved a 79% single-family and 21% multi-family residential split which exceeds the County-wide planning policy of no more than 75% of the new housing stock of a single product type.
- The VUGA reported average of 7.0 units per acre appears to have been reduced by a very small number of developments on existing large properties in the Urban Holding zone and other properties with extensive critical areas. Data indicates new single family lots are becoming smaller. The median size of new residential lots in urban density zones created since 2007 was 5,400 sq.ft. within the City of Vancouver, 5,900 sq.ft. within the unincorporated Vancouver UGA.

## Non-residential

Data on commercial building permits issued from July 1, 2006 through December 31, 2014 was collected (Table 9). Tenant improvements were excluded unless the improvement resulted in an increase of building square footage. The parcel serial number from each building permit was linked to a GIS coverage to determine the parcel size, geography and critical area. Commercial building permits include commercial, industrial and multi-family development. Table 10 below reflects industrial building permits sorted by comprehensive plan designation for industrial uses. The Department Information and Technology provided information for both tables below that are shown as net acres. See Appendix B for Commercial and Industrial Building Permits by Year and Jurisdiction.

**Table 9**  
**Commercial Building Permits by UGA**

<b>UGA</b>	<b>Number of Permits</b>	<b>Acre</b>	<b>Critical Acres</b>	<b>Percent Critical</b>
Battle Ground	63	224.8	168.1	75%
Camas	27	102.8	16.9	16%
La Center	2	4.5	0.3	7%
Ridgefield	6	33.5	12.6	38%
Vancouver	293	1,539.2	547.9	36%
Washougal	2	2.2	1.1	50%
Yacolt	1	1.1	0.0	0%
<b>Total</b>	<b>394</b>	<b>1,908.0</b>	<b>747.0</b>	<b>39%</b>
<b>Rural</b>	<b>19</b>	<b>795.7</b>	<b>552.6</b>	<b>69%</b>
<b>County Total</b>	<b>413</b>	<b>2,703.6</b>	<b>1,299.6</b>	<b>48%</b>

**Table 10**  
**Industrial Building Permits by UGA**

UGA	Number of Permits	Acres	Critical Acres	Percent Critical
Battle Ground	2	2.2	1.4	66%
Ridgefield	4	26.1	10.7	41%
Vancouver	68	465.6	222.0	48%
Washougal	1	1.2	1.2	101%
<b>Total</b>	<b>75</b>	<b>495.0</b>	<b>235.2</b>	<b>48%</b>
<b>Rural</b>	<b>4</b>	<b>173.4</b>	<b>130.1</b>	<b>75%</b>
<b>County Total</b>	<b>79</b>	<b>668.3</b>	<b>365.4</b>	<b>55%</b>

#### Observations

- Based on commercial building permits issued, development occurred on 2,703.6 acres of commercially designated land and 668.3 acres of industrial designated land.

#### Employment Density Methodology

Information for employment below is based on new construction permits from July 1, 2006 to June 30, 2014. The building permit information was matched to parcels and employment locations to obtain acres and employment. In table 11, a total of 224 records matched between the new construction permits and the employment records. Commercial values include the following permit types: commercial, institutional, office and retail permit types. Industrial values include industrial permit types.

**Table 11**  
**Commercial and Industrial Employment Density**

Urban Growth Area										
		Battle Ground	Camas	LaCenter	Ridgefield	Vancouver	Washougal	Yacolt	Rural	Grand Total
<b>Commercial</b>	Employees	882	127	22	223	15,523	0	0	195	16,972
	Acres	79	11	5	14	1,462	0	0	249	1,819
	Employees per Acre	11.1	11.7	4.7	16.3	10.6	0.0	0.0	0.8	9.3
<b>Industrial</b>	Employees	21	0	0	12	3,043	7	0	10	3,093
	Acres	1	0	0	2	273	1	0	7	284
	Employees per Acre	23.7	0.0	0.0	6.0	11.1	6.0	0.0	1.4	10.9

Source: Clark County GIS

#### Observations

A caveat of the observations below is that they are from a limited set of employment data.

- The planning assumptions applied in 2007 were based on employees per net acre; twenty (20) for commercial and nine (9) for industrial. The result is that the observed densities are lower than the 2007 planning assumptions.
- From 2006 to 2014, new permits show employees per net acre for commercial at 9.3

employees per acre and industrial at 10.9 employees per net acre.

- Clark County has seen employment gains from 2006 to 2014. It is likely that some businesses have added employees, which would not require new building permits and may account for the low employment density reported.

## Development on Constrained Parcels

### Background and Relevance

Tracking development on parcels with critical lands provides an indicator of impacts from growth to the environment and illustrates the general effectiveness of environmental protection measures. It is also an indicator of land demand. When there is a high demand for land, development tends to occur more frequently on areas that are more difficult to develop. Critical lands are identified in Clark County code Title 40 Unified Development.

### Data Collection

Only the constrained portion of a parcel is identified in the VBLM. Table 12 illustrates the percent of vacant and underutilized constrained land that converted to built by UGA for residential, commercial and industrial land from 2007 to 2014. The critical layer is based on best available science, and includes a new slopes layer and the most recent habitat and species information. See Appendix C for a description of constrained acres.

**Table 12**  
**Vacant and Underutilized Land Converted to Built, 2007-2014**

Urban Growth Area	Residential			Commercial			Industrial		
	Total Converted to Built (Acres)	Of Total Built-Converted w/Constraints (Acres)	Percent Built w/Constraints	Total Converted to Built (Acres)	Of Total Built-Converted w/Constraints (Acres)	Percent Built w/Constraints	Total Converted to Built (Acres)	Of Total Built-Converted w/Constraints (Acres)	Percent Built w/Constraints
Battle Ground	286	190	66.5%	105	74	70.3%	105	91	86.2%
Camas	366	228	62.4%	13	5	40.1%	124	82	66.0%
La Center	23	7	29.2%	5	4	82.7%	0	0	0.0%
Ridgefield	322	162	50.4%	16	10	62.3%	189	87	46.2%
Vancouver	1,577	526	33.3%	338	96	28.6%	626	237	37.8%
Washougal	152	65	42.7%	11	4	34.6%	83	46	55.0%
Woodland	0	0	0.0%	0	0	0.0%	0	0	0.0%
Yacolt	14	6	40.7%	1	0	0.0%	0	0	0.0%
<b>Total UGAs</b>	<b>2,739</b>	<b>1,183</b>	<b>43.2%</b>	<b>489</b>	<b>193</b>	<b>39.6%</b>	<b>1,126</b>	<b>542</b>	<b>48.1%</b>

Source: Community Planning and Clark County GIS



## Observations

Between 2007 and 2014:

- 1,183 acres of residential development occurred on parcels with some constrained areas, or 43.2%.
- 193 acres of commercial development occurred on parcels with some constrained areas or 39.6%.
- 542 acres of industrial development occurred on parcels with some constrained areas or 48.1%

## Infrastructure Analysis

### Background and Relevance

Land used for infrastructure is not available for housing or employment development. It is important to know the amount of available land that will be needed to provide the necessary infrastructure for development. This indicator will help calculate the amount of land needed for growth.

### Data Collection

The 2007 Comprehensive Growth Management Plan assumed infrastructure will consist of 27.7 percent for residential development and 25 percent for industrial and commercial development. The Vacant Buildable land model comparison report provides a breakdown of easements & infrastructure by residential, industrial, and commercial land. Table 13 below shows percentages of residential, commercial and industrial portions of vacant and underutilized land that converted to infrastructure from January 1, 2007 to December 31, 2014.

**Table 13**  
**Infrastructure Summary**

Easement & Infrastructure	Residential Acres	Percent of Residential Converted to Infrastructure	Commercial Acres	Percent of Commercial Converted to Infrastructure	Industrial Acres	Percent of Industrial Converted to Infrastructure
Vacant & Underutilized Land (2007)	2,739.4		488.7		1,126.4	
Easements & Right of Way	213.8	7.8%	46.8	9.6%	66.4	5.9%
Schools	10.2	0.4%	0.0	0.0%	0.0	0.0%
Public Lands (Except Right of Way)	171.0	6.2%	29.4	6.0%	123.8	11.0%
Greenway (Public & Private)	339.0	12.4%	19.6	4.0%	51.9	4.6%
<b>Easement &amp; Infrastructure Total</b>	<b>733.9</b>	<b>26.8%</b>	<b>95.7</b>	<b>19.6%</b>	<b>242.2</b>	<b>21.5%</b>

Source: Clark County Community Planning and Clark County GIS.

Note: In 2012, the County acquired the Leichner industrial properties of 120.96. It was not included in this table as it is under remedial action through a consent decree under the Jurisdiction of Washington State Department of Ecology.



## Observations

From January 1, 2007 to December 31, 2014, Residential easements and infrastructure consumed less than the assumed 27.7 percent of development. About 734 acres or 26.8 percent of residential vacant and underutilized land converted to infrastructure in all UGAs. For commercial, almost 96 acres or 19.6% converted to infrastructure. Industrial had 242 acres converted to infrastructure or 21.5%. There have been recent changes to Stormwater regulations that may lead to more land being set aside for the retention of stormwater. However, there is insufficient development data under the new regulations to warrant a change to the planning assumptions. This is an area we will continue to monitor and update, as necessary.

The data collected for this report is available online at [http://www.clark.wa.gov/planning/comp\\_plan/monitoring.html#capacity](http://www.clark.wa.gov/planning/comp_plan/monitoring.html#capacity) or via CD-ROM from Clark County Community Planning.

## APPENDIX A – Residential Building Permits by Year and Jurisdiction

The following residential tables are reported by year from July 1, 2006 to December 31, 2014 for each jurisdiction and assembled by Clark County Community Planning.

**Table 1**  
**Rural Annual Residential Development**

Clark County	2006			2007			2008			2009			2010			2011			2012			2013			2014			Total 2006-2014		
Single Family	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre
Rural	198	1,268.2	0.2	286	1,501.2	0.2	150	872.8	0.2	105	644.5	0.2	109	520.8	0.2	85	412.3	0.2	112	681.2	0.2	168	894.8	0.2	171	989.9	0.2	1,384	7,785.8	0.2
Multi-Family																														
Rural	0			0			0			0			0			1	0.9		1	5.3		1	3.2		2	6.2		5	15.6	0.3
<b>Total Rural</b>	<b>198</b>			<b>286</b>	<b>1,501.2</b>	<b>0.2</b>	<b>150</b>	<b>872.8</b>	<b>0.2</b>	<b>105</b>	<b>644.5</b>	<b>0.2</b>	<b>109</b>	<b>520.8</b>	<b>0.2</b>	<b>86</b>	<b>413.2</b>	<b>0.2</b>	<b>113</b>	<b>686.6</b>	<b>0.2</b>	<b>169</b>	<b>898.0</b>	<b>0.2</b>	<b>173</b>	<b>996.1</b>	<b>0.2</b>	<b>1,389</b>	<b>7,801.4</b>	<b>0.2</b>

**Table 2**  
**Battle Ground Annual Residential Development**

Battle Ground	2006			2007			2008			2009			2010			2011			2012			2013			2014			Total 2006-2014		
Single Family	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre
City	23	7.5	3.1	86	17.6	4.9	66	38.4	1.7	47	16.6	2.8	59	21.3	2.8	32	8.9	3.6	41	19.6	2.1	70	22.4	3.1	82	22.8	3.6	506	175.1	2.9
UGA	4	7.1	0.6	7	7.2	1.0	2	2.2	0.9	3	3.1	1.0	7	8.0	0.9	5	6.8	0.7	6	9.6	0.6	7	10.7	0.7	4	7.6	0.5	45	62.2	0.7
Multi-Family																														
City	0			20	1.4	14.6	4	0.4	10.5	80	4.3	18.5	0			24	0.8	30.3	30	1.0	30.3	122	4.0	30.7	0			280	11.8	23.7
<b>Total UGA</b>	<b>27</b>	<b>14.7</b>	<b>1.8</b>	<b>113</b>	<b>26.1</b>	<b>4.3</b>	<b>72</b>	<b>40.9</b>	<b>1.8</b>	<b>130</b>	<b>23.9</b>	<b>5.4</b>	<b>66</b>	<b>29.3</b>	<b>2.3</b>	<b>61</b>	<b>16.6</b>	<b>3.7</b>	<b>77</b>	<b>30.2</b>	<b>2.8</b>	<b>199</b>	<b>37.1</b>	<b>5.4</b>	<b>86</b>	<b>30.4</b>	<b>2.8</b>	<b>831</b>	<b>249.1</b>	<b>3.3</b>

**Table 3**  
**Camas Annual Residential Development**

Camas	2006			2007			2008			2009			2010			2011			2012			2013			2014			Total 2006-2014		
Single Family	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre
City	59	24.8	2.4	91	86.2	1.1	58	10.5	5.5	65	17.3	3.8	127	37.7	3.4	60	12.7	4.7	68	15.8	4.3	116	30.0	3.9	159	32.8	4.8	803	267.6	3.0
UGA	0			0			0			1	1.1	1.0	0			3	1.0	2.9	3	0.5	6.5	5	0.7	7.7	9	6.1	1.5	21	9.3	2.3
Multi-Family																														
City	20	1.4	14.1	23	1.9	12.4	25	1.6	16.1	11	0.6	18.3	63	3.6		0			67	6.09	11.0	10	0.5	19.6	87	5.1	17.1	306	20.8	14.7
Total UGA	79	26.2	3.0	114	88.0	1.3	83	12.0	6.9	77	19.0	4.1	190	41.3	4.6	63	13.8	4.6	138	22.3	6.2	131	31.1	4.2	256	44.0	5.8	1130	297.7	3.8

**Table 4**  
**La Center Annual Residential Development**

La Center	2006			2007			2008			2009			2010			2011			2012			2013			2014			Total 2006-2014		
Single Family	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre
City	2	5.3	0.4	14	5.5	2.6	6	1.3	4.7	4	0.6	6.6	12	1.94	6.2	6	6.2	1.0	5	1.0	5.2	11	11.2	1.0	6	1.06	5.7	66	34.0	1.9
UGA	0			1	1.5		0			0			0			2	7.5	0.3	2	2.0	1.0	1	1.2	0.9	1	1.0	1.0	7	13.2	0.5
Multi-Family																														
City	0			0			0			0			0			0			0			0			0			0		
Total UGA	2	6.3	0.4	15	7.0	2.2	6	1.3	4.7	4	0.6	6.6	12	1.9	6.2	8	13.7	0.8	7	3.0	2.3	12	12.3	1.0	7	2.1	3.4	73	47.2	1.5

**Table 5**  
**Ridgefield Annual Residential Development**

Ridgefield	2006			2007			2008			2009			2010			2011			2012			2013			2014			Total 2006-2014		
Single Family	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre
City	59	28.0	2.1	49	8.1	6.1	26	13.0	2.0	27	4.4	6.1	77	10.3	7.5	55	10.9	5.1	117	16.1	7.3	174	24.4	7.1	96	15.1	6.4	680	130.3	5.2
UGA	1	39.4		1	4.3		0			0			1	10.8		0			1	5.1	0.2	1	2.4	0.4	0			5	62.0	0.1
Multi-Family																														
City	0			4	0.2		0			0			0			0			0			0			0			4	0.2	18.2
Total UGA	60	67.4	0.9	54	12.6	4.3	26	13.0	2.0	27	4.4	6.1	78	21.1	3.7	55	10.9	5.1	118	21.2	6.6	175	26.8	6.5	96	15.1	6.4	685	192.6	3.6

**Table 6**  
**Vancouver Annual Residential Development**

Vancouver	2006			2007			2008			2009			2010			2011			2012			2013			2014			Total 2006-2014		
Single Family	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre	Units	Acres Used	Units/Acre
City	148	38	3.9	418	50	8.4	222	40	5.5	120	20	5.9	127	19	6.6	92	14	6.4	182	31	6.0	216	31	7.0	203	28	7.2	1,728	271.2	6.4
UGA	464	80	5.8	953	190	5.0	449	69	6.5	317	55	5.7	401	87	4.6	233	65	3.6	397	88	4.5	646	182	3.5	674	190	3.5	4,534	1,006.2	4.5
Multi-Family																														
City	403	15	26.8	445	33	13.6	237	12	19.8	73	7	10.2	67	2	40.4	92	2	37.2	305	15	20.9	615	28	21.9	601	21	28.2	2,838	135.1	21.0
UGA	5	0	13.5	127	2	53.1	29	1	56.3	2	0	13.3	18	1	21.7	206	3	61.3	163	10	16.9	583	25	22.9	87	9	9.4	1,220	52.0	23.5
Total UGA	1020	133	7.7	1943	276	7.1	937	122	7.7	612	83	6.2	613	108	5.7	623	86	7.3	1047	143	7.3	2060	267	7.7	1665	249	6.3	10,320	1,484.6	7.0

**Table 7**  
**Washougal Annual Residential Development**

Washougal	2006			2007			2008			2009			2010			2011			2012			2013			2014			Total 2006-2014		
Single Family	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre
City	0			122	24.0	5.1	69	11.1	6.2	22	3.9	5.6	45	7.6	5.9	61	9.3	6.5	49	9.3	5.3	101	18.6	5.4	78	15.3	5.1	547	99.0	5.5
UGA	0			2	2.4		0			0			0			1	1.4		1	1.5	0.7	1	5.0	0.2	2	30.1		7	40.4	0.2
Multi-Family																														
City	0			144	6.9		19	1.0		0			0			0			0			0			0			163	7.9	20.6
Total UGA	0			268	33.2	8.1	88	12.2	7.2	22	3.9	5.6	45	7.6	5.9	62	10.7	5.8	50	10.8	4.5	102	23.6	4.3	80	45.4	1.8	717	147.3	4.9

**Table 8**  
**Yacolt Annual Residential Development**

Yacolt	2006			2007			2008			2009			2010			2011			2012			2013			2014			Total 2006-2014		
Single Family	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre	Units	Acres Used	Units /Acre
City	15	4.8		7	1.8	3.9	14	4.9	2.9	5	1.3	3.9	8	1.8	4.4	1	0.2	5.6	0		0			1	0.2	4.3	51	15.0	3.4	
Total UGA	15	4.8		7	1.8	3.9	14	4.9	2.9	5	1.3	3.9	8	1.8	4.4	1	0.2	5.6	0		0			1	0.2	4.3	51	15.0	3.4	

## APPENDIX B – Commercial & Industrial Building Permits by Year and Jurisdiction

The following commercial and industrial tables are reported by year for each jurisdiction from July 1, 2006 to December 31, 2014, and are from Clark County Information Technology.

**Table 1**  
**Battle Ground Annual Commercial and Industrial Permits**

<b>Battle Ground UGA</b>	<b>Year Issued</b>	<b>Number of Permits</b>	<b>Acres</b>	<b>Critical Acres</b>	<b>Percent Critical</b>
Commercial	2006	7	15.3	13.3	87%
	2007	15	84.4	70.3	83%
	2008	17	40.9	28.6	70%
	2009	2	10.2	9.7	95%
	2010	6	23.9	20.4	85%
	2011	1	10.0	9.5	95%
	2012	2	1.5	1.3	86%
	2013	8	31.7	11.5	36%
	2014	5	6.9	3.7	53%
<b>Commercial Total</b>		<b>63</b>	<b>224.8</b>	<b>168.1</b>	<b>75%</b>
Industrial	2013	1	0.9	0.1	15%
	2014	1	1.3	1.3	100%
<b>Industrial Total</b>		<b>2</b>	<b>2.2</b>	<b>1.4</b>	<b>66%</b>

**Table 2**  
**Camas Annual Commercial Permits**

<b>Camas UGA</b>	<b>Year Issued</b>	<b>Number of Permits</b>	<b>Acres</b>	<b>Critical Acres</b>	<b>Percent Critical</b>
Commercial	2007	3	3.2	0.2	5%
	2008	4	16.3	0.6	4%
	2009	2	22.8	1.9	8%
	2010	2	16.6	5.7	34%
	2011	6	22.8	0.2	1%
	2013	2	18.4	8.4	46%
	2014	8	2.7	0.0	0%
<b>Commercial Total</b>		<b>27</b>	<b>102.8</b>	<b>16.9</b>	<b>16%</b>

**Table 3**  
**La Center Annual Commercial Permits**

<b>La Center UGA</b>	<b>Year Issued</b>	<b>Number of Permits</b>	<b>Acres</b>	<b>Critical Acres</b>	<b>Percent Critical</b>
Commercial	2007	1	4.2	0.3	8%
	2013	1	0.2	0.0	0%
<b>Commercial Total</b>		<b>2</b>	<b>4.5</b>	<b>0.3</b>	<b>7%</b>

**Table 4**  
**Ridgefield Annual Commercial and Industrial Permits**

<b>Ridgefield UGA</b>	<b>Year Issued</b>	<b>Number of Permits</b>	<b>Acres</b>	<b>Critical Acres</b>	<b>Percent Critical</b>
Commercial	2006	3	14.0	11.0	79%
	2013	1	5.7	0.4	7%
	2014	2	13.8	1.1	8%
<b>Commercial Total</b>		<b>6</b>	<b>33.5</b>	<b>12.6</b>	<b>38%</b>
Industrial	2007	1	2.3	1.5	65%
	2008	3	23.8	9.2	39%
<b>Industrial Total</b>		<b>4</b>	<b>26.1</b>	<b>10.7</b>	<b>41%</b>

**Table 5**  
**Vancouver Annual Commercial and Industrial Permits**

<b>Vancouver UGA</b>	<b>Year Issued</b>	<b>Number of Permits</b>	<b>Acres</b>	<b>Critical Acres</b>	<b>Percent Critical</b>
Commercial	2006	34	67.9	24.1	36%
	2007	53	338.0	101.6	30%
	2008	49	230.0	81.3	35%
	2009	25	226.5	59.4	26%
	2010	32	99.1	14.0	14%
	2011	27	142.2	110.5	78%
	2012	24	57.9	5.7	10%
	2013	15	119.4	11.6	10%
	2014	34	258.2	139.7	54%
<b>Commercial Total</b>		<b>293</b>	<b>1,539.2</b>	<b>547.9</b>	<b>36%</b>
Industrial	2006	7	15.0	0.2	1%
	2007	15	41.2	17.6	43%
	2008	13	215.7	91.5	42%
	2009	7	50.5	17.1	34%
	2010	3	5.1	0.0	0%
	2011	6	43.9	25.7	59%
	2012	8	43.8	27.9	64%
	2013	4	38.7	38.5	100%
	2014	5	11.8	3.5	30%
<b>Industrial Total</b>		<b>68</b>	<b>465.6</b>	<b>222.0</b>	<b>48%</b>

**Table 6**  
**Washougal Annual Commercial and Industrial Permits**

<b>Washougal UGA</b>	<b>Year Issued</b>	<b>Number of Permits</b>	<b>Acres</b>	<b>Critical Acres</b>	<b>Percent Critical</b>
Commercial	2010	1	1.1	1.1	100%
	2014	1	1.1	0.0	0%
<b>Commercial Total</b>		<b>2</b>	<b>2.2</b>	<b>1.1</b>	<b>50%</b>
Industrial	2014	1	1.2	1.2	100%
<b>Industrial Total</b>		<b>1</b>	<b>1.2</b>	<b>1.2</b>	<b>100%</b>

**Table 7**

### Yacolt Annual Commercial Permits

Yacolt UGA	Year Issued	Number of Permits	Acres	Critical Acres	Percent Critical
Commercial	2012	1	1.1	0.0	0%
<b>Commercial Total</b>		<b>1</b>	<b>1.1</b>	<b>0.0</b>	<b>0%</b>

**Table 8**  
**Rural Clark County Commercial and Industrial Permits**

Rural Clark County	Year Issued	Number of Permits	Acres	Critical Acres	Percent Critical
Commercial	2006	3	6.0	3.7	62%
	2007	3	212.5	170.1	80%
	2009	3	46.4	32.2	69%
	2010	2	9.5	5.5	58%
	2011	3	316.5	192.6	61%
	2013	4	202.3	148.5	73%
	2014	1	2.5	0.0	0%
<b>Commercial Total</b>		<b>19</b>	<b>795.7</b>	<b>552.6</b>	<b>69%</b>
Industrial	2007	1	7.3	7.1	97%
	2009	2	15.0	4.9	33%
	2011	1	151.1	118.2	78%
<b>Industrial Total</b>		<b>4</b>	<b>173.4</b>	<b>130.1</b>	<b>75%</b>

## **APPENDIX C – VACANT BUILDABLE LANDS MODEL**

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

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

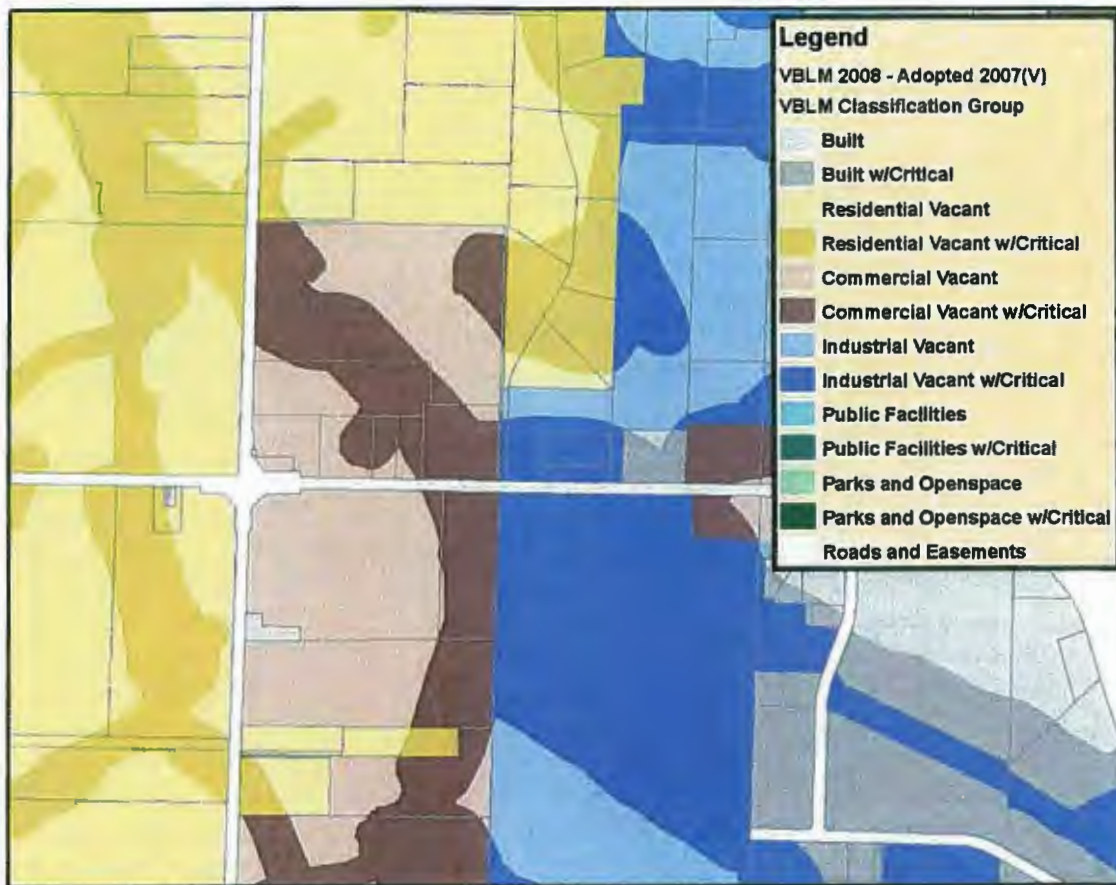
In the spring of 2000, the Board of Clark County Commissioners appointed a technical advisory committee consisting of local government agencies, Responsible Growth Forum members, and Friends of Clark County to revisit this process. They reviewed definitions for each classification of land and planning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

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

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



### Example Map of Constrained Lands



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

### Model Classifications

The model classifies lands into three urban land use categories--residential, commercial, and industrial. Lands are grouped into land use codes based on comprehensive plan designations for model purposes. Lands designated as parks & open space, public facility, mining lands, or airport within the urban growth areas are excluded from available land calculations. Additionally, all rural and urban reserve designated lands are excluded from the model. Table 1 lists a breakdown of the land use classes.

*Table 1: Land Use Classes*

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

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

**Constrained lands include:**

- 100 year floodplain or flood fringe

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

*Table 2: Riparian Buffers*

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

### **Residential Model**

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

*Table 3: Residential Classifications*

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

Criteria for classifying residential lands are as follows:

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

## Commercial and Industrial Models

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

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

*Table 4: Commercial Classifications*

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

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

*Table 5: Industrial Classifications*

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

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

- Vacant land
  - Building value less than \$67,500
  - Not “Assessed With”- Some parcels are assessed with other parcels. These parcels are often parking lots, or multiple parcels comprising a single development. All assessed with parcels are considered built.
  - Not Exempt.
    - Port property is exempt, and is included as a separate classification in the Industrial land model.
  - Not an Easement or right of way
  - Parcel greater than 5,000 square feet
  - Not a state assessed or institutional parcel
- Underutilized Lands
  - Same as vacant except building value criteria is replaced with a building value per acre criteria of less than \$50,000.
- Constrained (Critical lands)
  - All classifications may be subdivided into constrained vs. not constrained. Commercial and industrial constrained lands are defined the same as residential constrained lands and are listed above.
- Exempt Port Properties in the Industrial Model
  - Includes lands that are under port ownership and available for development. Buildable exempt port properties are included in available land calculations.
  - Port properties can be classified as vacant, underutilized, or constrained.

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

## Planning Assumptions

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

Residential Model Planning Assumptions:

- 27.7% deduction to account for both on and off-site infrastructure needs.  
20% infrastructure deduction for mixed use lands.
- Never to convert factor
  - ▢ 10% for vacant land
  - ▢ 30% for underutilized
- 50% of available constrained (critical) land will not convert
- 60% of mixed use land will develop as residential, 85% residential for Battle Ground mixed use - residential and 25% residential for mixed use - employment.

#### Commercial and Industrial Model Planning Assumptions

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

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

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

*Table 6: Residential units per Acre*

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



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

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

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

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

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

*Table 7: Group Classes*

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

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



## **APPENDIX D – ASSESSMENT OF REASONABLE MEASURES**

Clark County and the incorporated cities within the county have completed review under RCW 36.70A.215 which includes comparisons between development that has occurred and the original planning assumptions and targets.

In summary, several of the cities have addressed their reasonable measures by adopting local development regulations. However, these changes in regulations may not immediately reflect higher density development within the time reviewed (2006-2014). The market and economy might regulate development and density, which may delay development with higher densities. These adopted measures will likely be reflected in the next buildable lands evaluation report. If cities do not increase their densities, then county-wide planning policies will need to be amended possibly before the next Buildable Lands Report is completed.

The following actions were previously identified as necessary revisions to local development regulations. These revisions were to be incorporated into the update process and adopted in an ordinance or resolution to ensure compliance with the GMA. These measures reflect changes in regulation that would gradually allow for higher density development within the planning horizon.

### **City of Battle Ground**

- The City of Battle Ground Comprehensive Plan, 2004, Chapter 3: Land Use Element, reviewed the ratio of zoned land to density goals, assuring the plan is implementing current countywide density goals and housing type mix.
- Battle Ground has developed a mixed-use ordinance, Ord. 04-024 § 20 (part), 2004. Their updated 2006 development code, Title 17, Chapter 17.101.040 and 2004 Comprehensive Plan, examine minimum densities in certain districts as tools to achieve density goals.
- Battle Ground Comprehensive Plan, 2004, contains a growth management element that addresses annexation and sub-area planning in four growth management goals, listed below.

**Growth Management Goal 1: The City will seek a sustainable rate of growth**

Objectives

**GMO1.1** The City will coordinate its growth projections and growth goals with other jurisdictions.

**GMO1.2** The City will balance its growth with other City goals.

**GMO1.3** The City will strive to grow at a rate that maintains its small town character.

**GMO1.4** The City will work to provide adequate urban services concurrently with development.

**GMO1.5** The City will encourage efficient growth within the existing city limits before pursuing additional annexations.

**GMO1.6** The City will coordinate with Battle Ground School District during annexation processes to maintain District service standards

**Growth Management Goal 2: Future growth is to occur primarily to the west and south of the current city limits and in all directions consistent with the 50-year vision.**

Objectives

**GMO2.1** The City will primarily focus future planning efforts to the south and west of the current city limits.

**GMO2.2** The City will focus secondary planning efforts for future growth to the north and east.

**Growth Management Goal 3: The City will encourage the efficient and sustainable expansion of the City through the Urban Growth Areas.**

Objectives

**GMO3.1** The City will seek to achieve desirable growth patterns through annexations.

**GMO3.2** The City will seek to achieve a jobs/housing balance through annexations.

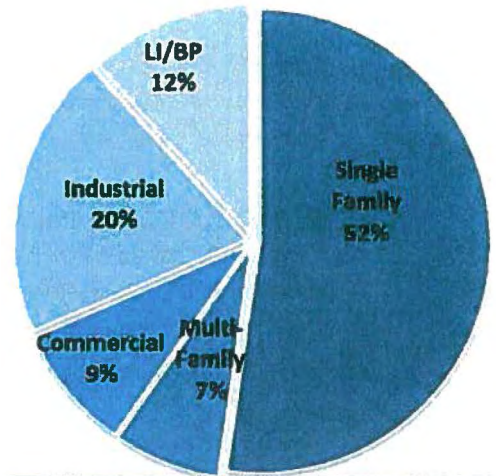
**Growth Management Goal 4: The City will work with the County and other jurisdictions in determining growth policies for the Area of Influence.**

Objectives

**GMO4.1** The City will seek to preserve the Area of Influence for future urban growth patterns anticipated by the Vision.

## City of Camas

- The City of Camas designated and zoned land, consistent with the 2007 Clark County Framework Plan, 52% of the land for single-family residential and 7% for multifamily with a range of densities such that the average density for new development can yield six units per acre. The City has designated the remaining area for 20% to industrial development, 12% for Light Industrial/Business Park development, and 9% for Commercial development.
- According to the County's 2035 projections, the City must accommodate 3,868 additional housing units within the 20-year planning horizon. The City has approximately 3,607 vacant, platted or approved lots/multi-unit complexes within the existing city limits. There are also development agreements within vacant lands that will provide an additional 583 units. Notwithstanding lands within the UGB that have not been annexed, this combined data provides the city with 4,190 future residential units—a surplus of 322 units within the 20-year planning horizon. A study in 2013 for the purpose of updating the City's transportation impact fees in 2013, forecasted that the City can accommodate a total of 7,002 additional housing units within the 20 year planning horizon. Both methods of factoring future units conclude that there will be a surplus of residential units within the planning horizon and densities in excess of 6 units per acre.
- The City of Camas adopted development standards that encourage density and efficient development of land. The following regulations in Camas Municipal Code (CMC) allow for flexible lot sizes and dimensions, to include: the Planned Residential Development code (CMC Chapter 18.23); Accessory Dwelling Units code (CMC Chapter 18.27); Mixed Use codes (CMC Chapters 18.22 and 18.24); and Flexible Development codes (CMC Chapter 18.26).
- The City has approximately 2,854 acres designated for employment (combined commercial and industrial lands), or 41% of the overall acreage. The County estimates that there is 1,279 gross acres of vacant and underutilized employment land, with a potential for creating 12,157 additional jobs.



## City of La Center

- In 2006, the City La Center adopted new density requirements with single family zoning (LDR-7.5) at a minimum density of four (4) dwelling units per acre. Ninety percent of all new parcels in this district must average within 10 percent of 7,500 square feet as a total development and any phase within the development. LCMC18.130.080.
- In 2006, the City of La Center's medium density residential (MDR-16) set a minimum requirement of eight units per net acre, and a maximum density of 16 units per net acre.

LCMC 18.140.010

- In 2007, the City of La Center adopted critical area development regulations that prohibit the creation of lots in wetlands or wetland buffers, allowing the city to achieve a higher net density. LCMC 18.300.050.4.f.iii.
- In 2010, La Center amended their municipal code Title 18 Subdivision Provisions to mandate applicants remainder lot must contain at least 50 percent buildable area, and that the remainder lot is capable of being developed to urban density standards. LCMC 18.210.100.
- See City of La Center's correspondence to their observed density.

## La Center Correspondence

**From:** [Eric Eisemann](#)  
**To:** [Albrecht, Gary](#); [Oriako, Oliver](#); [Lebowsky, Laurie](#)  
**Cc:** [Jeff Sarvis](#); ["Elizabeth Decker"](#); [Naomi Hansen](#)  
**Subject:** Buildable land report - Remedial action  
**Date:** Friday, May 08, 2015 11:58:15 AM  
**Attachments:** [BLR Subdivision table v2.docx](#)  
[MultifamilyHousingMap.pdf](#)

Hello Gary,

I response to the recent iteration of the Buildable Land Report (BLR) the City of La Center would like to add the attached information in the County record and make the following comments.

Residential Land Supply. La Center, like every other jurisdiction in Clark County, experienced a dramatic run-up of housing activity in the early 2000s and an equally dramatic crash of housing starts as a result of the great recession. The City is recovering slowly, more so than Ridgefield or Camas. During the run-up, from 2005 – 2008, La Center approved 305 new single family lots. Each of the preliminary plats met the City's 4 DU/NET ACRE standard. Two subdivisions reached Final Plat (Hanna's Farm and Gordon Crest), however, 40% of their combined lots remain vacant as a result of the recession. Five (5) additional subdivisions, totaling 188 lots, were moving forward but abruptly stopped. Now, two are very close to final plat approval (Kays and Gordon Crest II) and two more have awakened and are moving forward. Earlier this year the City conducted a pre-application conference for Sunset Terrace, a new 121 lots subdivision along NE 339<sup>th</sup> St. Given this 'ground-truthing' information, it is highly unlikely that La Center has a surplus of residential land.

County-approved subdivision in La Center UGA. During the recession, Clark County approved the subdivision of approximately 75 acres of land within the La Center UGA creating 13 new lots. The average density of these new developments is 1 DU/5 acres. It is difficult to imagine how these lands in the La Center UGA will develop to urban densities during the 20-year planning horizon. I encourage you to consider the effect County-approved 5 acre lots has on La Center's density performance. (These lots at the City boundary limits and along arterial streets were approved with septic service. La Center requires all dwellings built on newly created land to connect to City sanitary sewer.)

Net Density. In La Center new subdivisions must achieve 4 DU/NET acre. 90% of all new subdivision lots must be within 10% of 7,500 S.F. The maximum allowable lot is 10,000 S.F. and the minimum 6,000SF. Like other jurisdictions La Center has an abundant supply of critical lands. The City prohibits the creation of lots in wetlands or wetland buffers. (LCMC 18.300.050.4.f.iii.) Consequently the city is able to achieve a higher net density.

Multi-family dwellings. La Center has 56 multi-family units in the City limits. See attached map. The Residential Professional (RP) zoning district allows single family development (4 DU/acre), multi-family units (8-16 units/acre), and retail/office uses. The Timmen Mixed Use (MX) zoning district allows single family development (4 DU/acre), multi-family units (8-16 units/acre), and retail/office uses. In the MX zone no single use may be less than 25 percent, nor more than 50 percent, of the net acreage. Regrettably, the multi-family and mixed use market has not yet found La Center a favorable location.

We recognize that the BLR is a general model. That is why we are pleased to provide this information to you in hopes that the model will more accurately tell the story of what is happening in La Center.

If you have any questions, please contact me directly.

Thank you.

Eric

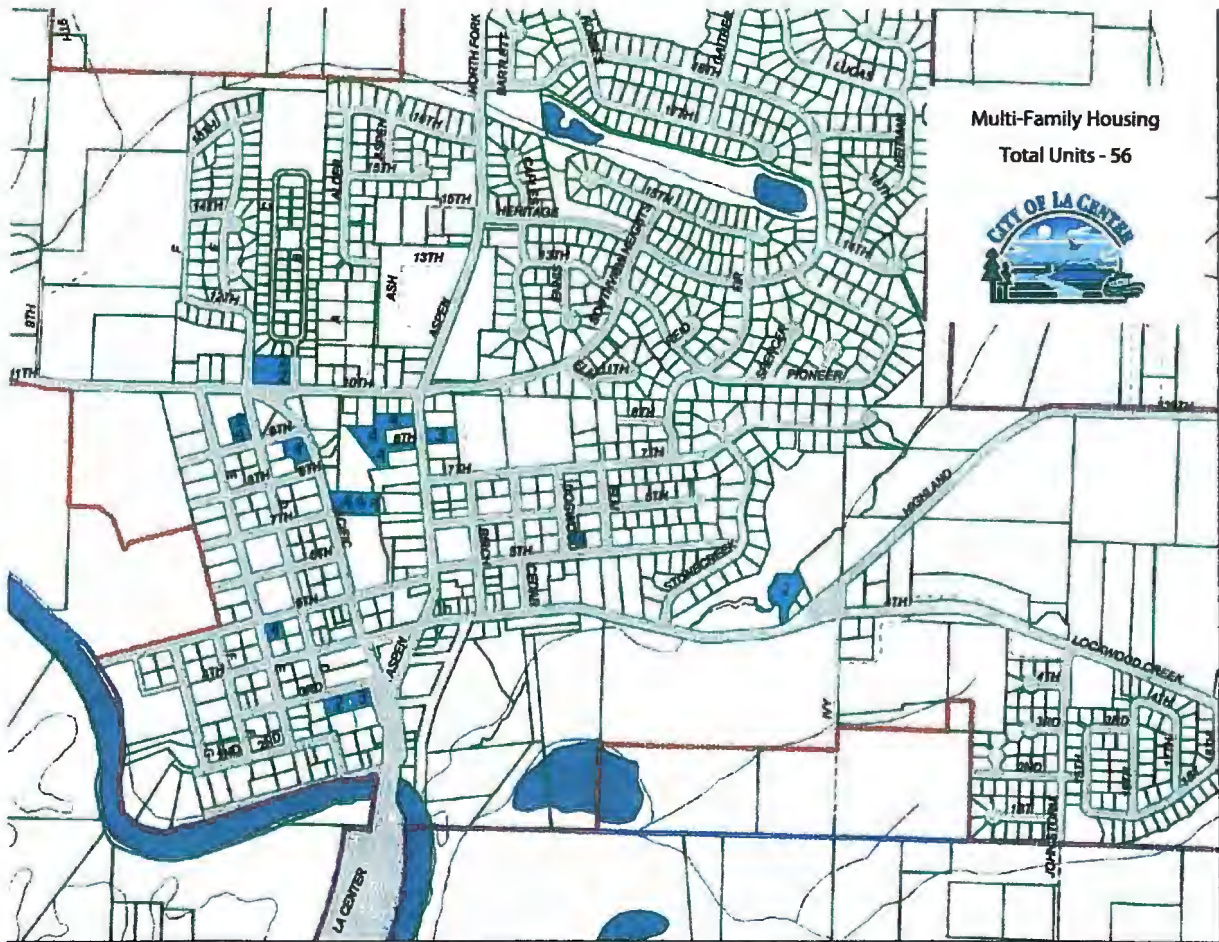
Eric Eisemann  
E2 Land Use Planning, LLC  
215 W. 4th Street, Suite # 201  
Vancouver, WA 98660  
360.750.0038  
[e.eisemann@e2landuse.com](mailto:e.eisemann@e2landuse.com)

[Attachment: BLR\\_Subdivivision table v2.docx](#)

Subdivision	PIN	Location	File	Gross Acres	Lots
		La Center UGA	Approved by Clark County		
East Fork Estates (Goode Cluster)	986028830	1514 NW 339 <sup>th</sup> St. La Center, WA	PLD2010-00008 Final plat 2010	40+	10
Perrott Short Plat	209062000	2219 NE 339 <sup>th</sup> St. La Center, WA	PLD-2008-0005 Final Plat in 2009	35+	3
<b>Totals</b>			<b>5.7 DU/Acre</b>	<b>75+</b>	<b>13</b>
		City of La Center	Approved by City of La Center	Gross Acres *	Lots
Hanna's Farm	258905000 62965040 258924000 62965094	North of NW Pacific Highway	2005-001-SUB 21 vacant lots	17.07	57
Gordon Crest	258894000 258896000 258943000	West of Aspen Ave	2005-007-SUB 26 vacant lots	18.19	60
<b>Total Final Plats</b>			3.31 DU/ <u>Gross</u> ac.	35.26	117
<b>Approved Preliminary Plats</b>					
Kays	209488000	South West of NW Pacific Highway	2008-016-SUB	11.8	37
Gordon Crest II	258892000	West of Aspen Ave	2006-012-SUB	6.74	26
Highland Terrace	258636000 258644000 258702000 258703000 258704000 258727000 258763000	East of NW Pacific Highway	2006-019 SUB	25.3	100
Dana Heights	62647000	North of East 7 <sup>th</sup> Street	2006-002-SUB	3.87	14
Sargent	258717000	34102 NW 9th Avenue	2006-033-SUB	5.3	11
<b>Preliminary Plat Total</b>			3.55 DU/ <u>Gross</u> ac.	53.01	188

\* **Note:** New subdivisions must achieve 4 DU/Net acre. New plats must achieve 7,500 S.F. average lot size. The maximum lot size, allowable at the perimeter of the City Limits, is 11,000 S.F.







## Ridgefield Correspondence

**From:** [Elizabeth Decker](#)  
**To:** [Albrecht, Gary](#); [Oriako, Oliver](#); [Eric Eisemann](#); [Jeff Niten](#)  
**Subject:** VBLM remedial actions for Ridgefield Date:  
Friday, May 08, 2015 5:13:20 PM  
**Attachments:** [VBLM\\_PreliminaryPlatInfo.docx](#)

Hi Gary,

I had a few comments to submit regarding the recent version of the Buildable Lands Report for the City of Ridgefield, and would like to have these comments included in the record.

Residential Land Supply: A couple of things I want to put in the record for the VBLM report for Ridgefield since the change in methodology shows the City with a 63 acre surplus for residential land, when the previous versions showed Ridgefield with a significant deficit. The City, as have most areas, suffered a tremendous downturn in development activity during the great recession. We have several hundred lots platted preliminarily and those lots still exist, and are going through the final plat process and/or being constructed now at a rapid pace. Several subdivisions and PUDs I want to bring to your attention include Ridgefield Woods which just received signatures on the final plat last week and contains 34 single family home lots. Canterbury Trails received preliminary plat approval in 2006 and is now going through the process to finalize the plat. Canterbury Trails will provide for 69 single family home lots. Pioneer Canyon Phases 3 and 4 are rapidly coming on-line and will provide both single family and multi family home sites. Bella Noche is coming forward with a revised preliminary plat that will provide 30 lots. Hawks Landing was preliminarily platted recently and will move forward with 57 lots in the near future. Additionally, the Kemper subdivision was approved in 2007 for a total of 200 single family homes sites, none of which have been constructed at this time. In total, Ridgefield knows of 444 single and multifamily lots that will be coming forward within a year for final plat or have been final platted within the past month.

We estimate an additional 290 lots may move forward to final plat within the coming years, based on existing preliminary plat approvals, for a total of 734 lots on over 200 acres of residential land. These lots have already been committed to development and should not be calculated and vacant and buildable in the County's report.

Another factor that will impact the development potential of the residential land in the City's UGA is the City's strong commitment to parks. The City requires 25% of residential land be dedicated to park and open space during the development approval process. While up to half of that dedication may contain critical areas, the other half must contain active usable space. An override for the standard infrastructure deduction would be an appropriate remedy to accurately reflect the residential land Ridgefield has available for future development. We would suggest an additional 12.5% of gross acres be deducted from the VBLM totals to account for active usable space required for parks use, assuming that the critical areas have already been accounted for in the VBLM standard deduction.

A final consideration is that some of the residential land within Ridgefield's UGA has already been developed as large lot subdivisions under County standards, which will make it unlikely and difficult for that land to be developed at urban densities.

Multifamily Targets: The City currently has sufficient low and medium density residential land to achieve a 75/25 split for new development, however, the market for single-family development has moved more quickly than multifamily development. While on-the-ground supply of multifamily housing does not yet meet the 25% split, the City will comply at full build-out as proposed in the 20-year plan. Further, there are additional opportunities for higher density residential development in the City's commercial and mixed-use zones.

The City is under taking several major planning efforts including the 45<sup>th</sup> and Pioneer sub-area plan which is expected to provide up to 2,000 dwelling units during the planning horizon along with commercial uses. Ridgefield Junction sub-area and the Downtown/Waterfront sub-area are expected to promote additional dwelling units as well.

The VBLM can't, unfortunately, take into account what is planned for in our current boundary and only recognizes what is on the ground at a moment in time. However, I think this e-mail should provide the county policy makers with the appropriate information to determine that the 63 acre surplus is not reflective of the development activity occurring now, or expected to occur over the next several years. Additionally, the model or the staff discussion of the model should take into account the additional ways in which Ridgefield can satisfy its 75/25 housing split with future mixed use development.

Thank you,

Elizabeth

Elizabeth Decker  
City of Ridgefield Consulting Planner  
[503.705.3806](tel:503.705.3806)  
[edecker@jetplanning.net](mailto:edecker@jetplanning.net)

Attachments: [VBLM PreliminaryPlatInfo.docx](#)

## Technical information: Supplemental VBLM Information City of Ridgefield

The following are active preliminary plats with potential to be final platted.

Subdivision Name	Assessor serial number	Location	Number of lots
Ridgefield Woods	986036007	45 <sup>th</sup> and Pioneer	34 (has been recorded on GIS now)
Canterbury Trails	213958000	N 45 <sup>th</sup> Ave and Pioneer	69
Kemper	213745000	Pioneer and Bertsinger	200
Bella Noche	213707000	Pioneer and N 35 <sup>th</sup> Ave	30
Hawks Landing	215825000	Hillhurst and S 35 <sup>th</sup> Place	57
Pioneer Canyon Phase 3	986027692	Pioneer and N 40 <sup>th</sup> Ave	54 (final plat approved by Council April 23)
Pioneer Canyon Phase 4	986027694 and surrounding	NW corner of N 45 <sup>th</sup> Ave and Pioneer	50 (estimated)
Taverner Ridge Phases 7-9	220025000, 220034000, 220032114, 216032010, 216032005, 216032015	Hillhurst and Great Blue Rd	105 (estimated)
Garrison Ridge Phase 2	121105000	Hillhurst and S Refuge Rd	15 (estimated)
Stephenson Manor	220016000	Hillhurst and Great Blue Rd	30 (estimated)
Columbia Acres	213710000	Reiman and N 10 <sup>th</sup> St	30 (estimated)
Cedar Creek	213713000	N 35 <sup>th</sup> Ave and N 10 <sup>th</sup> St	30 (estimated)
Pioneer Place	213800000, 213798000	N 35 <sup>th</sup> Ave and N 10 <sup>th</sup> St	30 (estimated)
<b>Total known</b>			<b>444</b>
<b>Total estimated</b>			<b>290</b>
<b>Combined total expected</b>			<b>734</b>

## **APPENDIX E- ADDENDUM**

### **Background:**

In response to the Growth Management Hearings Board Case No. 16-2-0005c Final Decision and Order as seen in Issue 5: UGA EXPANSION AND BUILDABLE LANDS REPORTS, the Cities of Battle Ground, La Center, and Ridgefield have provided additional information about their Comprehensive Growth Management Plans and development.

Appendix E describes their following actions that were identified as necessary revisions to local development regulations. These revisions were incorporated into the update process and adopted in an ordinance to ensure compliance with the GMA. These measures reflect changes in regulation that would gradually allow for higher density development within the planning horizon.



# City of Battle Ground

Community Development Department  
109 SW 1<sup>st</sup> Street, Suite 127, Battle Ground, WA 98604  
360.342.5047

May 12, 2017

Clark County Board of Councilors  
Clark County Planning Commission  
Attn: Oliver Orjiako  
P.O. Box 9810  
Vancouver, WA 98666

RE: Growth Management Hearings Board Compliance

Dear Mr. Orjiako,

In order to come into compliance with issue 5 in the Growth Management Hearings Board Final Decision and Order, the City of Battle Ground is proposing to remove the 82 acres that was added to the urban growth boundary during the 2015 Comprehensive Plan Update.

Attached please find two documents providing justification and background for why removing the additional acreage brings Battle Ground into compliance. Part 1 of the attached addresses actions and observations regarding density and employment capacity in regards to projected numbers verses actual development patterns as well as addresses reasonable measures. Part 2 of the attached is an analysis of capacity using updated numbers and accounting for recent development. The combination of these two documents show that Battle Ground's UGA, while perhaps slightly undersized, is sufficient to meet the 20-year projections.

The expansion area currently has a comprehensive plan designation of mixed use and an urban holding overlay. The City understands that this property, once removed from our UGA, will return to the original R-5 zoning and the urban holding overlay will be removed. The City is requesting that the urban reserve 20 overlay be placed on this 82 acres to protect against undue parcelization at this location and to preserve this area for future economic development.

We thank you for working with us throughout this process. If you need any addition information or have any questions, please do not hesitate to contact me. You can reach me at [erin.erdman@cityofbg.org](mailto:erin.erdman@cityofbg.org) or (360) 342-5044.

Sincerely,

A handwritten signature in blue ink, appearing to read "Erin Erdman".

Erin Erdman  
Community Development Director

cc: Jeff Swanson, City Manager  
Sam Crummett, Planning Supervisor  
Susan Drummond, Contract City Attorney

May 18, 2017

**Battle Ground Response to Issue 5 - Part I of 2**  
**Supplement to Buildable Lands Report for City of Battle Ground**

**Residential Land**

In Issue 5 of the Order, the Growth Management Hearings Board found that Battle Ground's expanded Urban Growth Area (UGA) was larger than necessary to accommodate its projected growth over the 2015-2035 horizon. Based on the County's most recent Buildable Lands Report (BLR), the Board found the County erred by expanding the Battle Ground UGA by 82 acres.

**Action Item 1.** To resolve this issue, Battle Ground will be working with the County to eliminate the 82 acres added to its UGA. As part of this process, the zoning will revert to R-5 and the UH-20 zoning overlay will be removed, as this designation applies to lands located inside an urban growth area. To ensure this area is protected for economic development, and is not further subdivided,<sup>1</sup> the City will be working with the County to apply the rural area's UR-20 zoning overlay to these properties. The UR-20 Overlay would replace the UH-20 Overlay.

**Action Item 2.** In 2013, the City observed that residential densities were not being built to the 6 unit per acre targets established in the Plan. Staff found that the minimum lot size standards as well as the density transfer provisions in the City's development code were not allowing for developers to realize the densities authorized in the low density residential districts. The low-density districts authorized a maximum density as established in the Plan, with the imposed minimum lot sizes and the amount of land needed for infrastructure deductions; density targets were not being met. The City fixed this by reducing the minimum lot size standards within the low-density residential districts. As a result, the development trends since ordinance passage have proven to create higher density plats as indicated in Table 1 below. Please see Exhibit A, Ordinance 13-07 for the specific code changes. Given the recent adoption of these measures, the BLR land capacity analysis was unable to account for the increased densities resulting from Ordinance 13-07, which are described below.

**Observation 1.** Development trends have changed dramatically since BLR publication, so the VBLM analysis lacked current data on development capacity and density occurring in Battle Ground. This concern is noted in the BLR, as the report states, "it is important to note that the observed densities occurred at a period of a deep recession having a significant impact to development occurring in the housing sector. However, Battle Ground, Camas, La Center, Ridgefield, Vancouver, Washougal and Clark County have adopted local development regulations that may reflect higher density development within the planning horizon" (p. 11). Given the data the BLR analysis was based on was derived from a period of no or low growth, this BLR analysis is now being supplemented to account for recent development trends. With current development figures factored in, the County will have a more accurate picture of Battle Ground's residential density.

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<sup>1</sup> As the Mayor addressed in prior testimony, this has been a challenge for lands just outside UGA borders.

Since the publication of the BLR, multi-family density took a sharp increase to 51.3 units per acre, due to new projects built during this time frame. For single-family residential platted lots, density is above 7 units per acre on average. In summary, Battle Ground's present densities are not 4.2 units per acre, and the City is being developed out at fairly high urban densities. As indicated in Table 1 below, Battle Ground's residential density is **13.37 units per acre**, far exceeding its residential density targets. This change is largely the result of the passage of Ordinance 13-07 along with the upturn in the market since the recession.

**Table 1. Battle Ground Residential Densities from January 2015 to March 2017.**

<b>Single Family Subdivisions</b>	<b>Preliminary Approval</b>	<b>Net Acres</b>	<b>#Lots/ Units</b>	<b>Density</b>
Cedars Landing	8/28/2014	24.72	172	6.96
Creekside Heights	5/21/2015	9.75	98	10.05
Cedars Village	7/7/2016	20.26	117	5.77
Eastbrook Subdivision	5/13/2016	9.23	80	8.67
Bloomquist Subdivision	2/24/2017	19.88	123	6.19
Parkway Heights	4/10/2017	8.45	39	4.62
<b>Multi-Family Density</b>		3.86	198	<b>51.3</b>
<b>Platted Single-Family Density</b>				<b>7.04</b>
<b>Combined Residential Density</b>				<b>13.37</b>

### **Employment Land**

**Action Item 1.** As noted earlier, the City will be removing the requested 82 acres from the City's Urban Growth Boundary that was brought in with this Plan update. Further detail is above.

**Action Item 2.** Second, the City has adopted the following policies in the Plan update to introduce more compact and efficient employment land use developments via mixed-use objectives, updating City long range plans, and promoting Old Town businesses through partnerships and other means. These new goals and objectives are listed below:

#### ***Economic Development Goal 2:***

*Provide a sufficient amount of land for commercial and business uses, through a supportive Land Use Plan and development regulations.*

#### **Objectives**

EDO2.1 Maintain and update the City's land use, transportation and utility plans on a regular basis to guide the future of the City's major commercial areas and help them respond to change.



EDO2.2 Provide a mix of uses that allows for the daily needs of resident to be met within Battle Ground.

**Economic Development Goal 3:**

*The City encourages regional and local economic development strategies.*

**Objectives**

EDO3.3 Partner with the Battle Ground Chamber of Commerce and Old Town Battle Ground Association to promote and market the City's retail establishments. Assist the Chamber and Old Town Battle Ground in development of community marketing materials.

**Observation 1.** Similar to Residential trends, Battle Ground's employment sector is densifying at a greater rate than outlined in the BLR. The trends represented in the BLR were largely derived from the recession and not representative of Battle Ground's employment density. Since that time, Battle Ground's top 10 employers on average have grown by 8.4%. This growth has occurred within their existing site acreage, except for Anderson Plastics, which expanded a portion of their growth outside of the City. Tapani Underground, Battle Ground's second largest employer, has experienced the largest amount of growth at 40%, adding 107 jobs. This has initiated on-site construction of approximately 27,000 square feet of warehousing and office space.

**Battle Ground's Top 10 Employers, Growth from 2015 – March 2017.**

Employer	Employee Count		Percent change
	January 2015	March 2017	
BG School District	714	716	0.3%
Tapani Underground	270	377	40%
Cascade Student Transportation	192	200	4%
Walmart	183	172	-6%
Vancouver Clinic	131	148	13%
Anderson Plastics/Dairy	155	137*	*This decrease is a result of the company splitting operations outside of the City, but the company is experiencing overall growth.
JRT Mechanical	119	122	3%
Victory Health Care	88	102	16%
Safeway	87	87	0%
City of Battle Ground	75	79	5%
<b>Average Growth</b>			<b>8.4%</b>

With this growth, the City is exceeding its employment goals. Neither the City nor the County have an employment density target (i.e., jobs per acre). The Countywide land capacity analysis



assumed 20 employees per acre, but this is an average and extremely difficult to measure given the varying degrees of employment densities throughout the County. For Battle Ground it is understood that 10 employees per acre is a more reasonable assumption for considering the adequacy of commercial land supplies. However, to be conservative, the City's update analysis for the compliance matter continues to assume 20 employees per acre. Updated information on commercial land supplies is separately provided. That analysis also addresses the City's overall UGA size, population allocation, and whether there is sufficient land within the UGA to accommodate the next twenty years of growth.

<P:\Comprehensive Plan\2016 Update\Appeal\BG Reasonable Measures Response.docx>

May 18, 2017

**Battle Ground Response to Issue 5 - Part 2 of 2**  
**Supplement to Buildable Lands Report for City of Battle Ground**

**Residential Land**

The land capacity analysis was based on an estimated January 1, 2015 population of 20,871. The current population as of January 2015 is 19,250.

UGA	Population estimated (January 1, 2015)	Population Allocation	2035 estimated population
Battle Ground	20,871	17,572	38,443

The Vacant Buildable Lands model has not accounted for some recent development that has occurred in the City. There have been 3 recent subdivisions that have occurred on 31.82 acres of land, resulting in 116 single family lots. The original analysis was also built off the 2015 model; the numbers below have been updated based on the 2016 model.

Land Use	Developable Net Acres per VBLM	Deductions	Current Net Developable acres	Housing Units	Persons
Residential	1,055.8	31.82	1,023	6,139	16,329

Housing units are calculated based on 6 units per acre target.

Persons are calculated at with the factor of 2.66 persons per household

The capacity analysis indicates we have capacity for 16,329 people and we are allocated 17,572. If the numbers are based off the actual population for January 2015 then the UGA is still slightly undersized, and as such does not have a surplus of residential land as indicated in the Growth Management Hearings Board FDO.

**Employment Land**

During the Comprehensive Plan update process the City of Battle Ground was allocated 10,060 jobs. Of that total number, 8,605 jobs were allocated based on capacity in 2015. The county projected that 24,175 jobs would occur countywide due to redevelopment and public sector jobs. The City was allocated 6% of this assumption totaling 1,455 additional jobs, bringing the total allocation to 10,060.

The 2015 VBLM capacity analysis includes the 82-acre expansion area, which has a net of 55 developable acres. The model also only accounted for a portion of the Alder Point Apartment project, since the model was run 5.29 acres have fully developed on this mixed-use project, as well as an office development on .34 acres. These current developments along with the loss of the 55 net acres totals 60.63 acres.

Several small industrial developments have occurred since the last model was run - averaging around 2 acres apiece and totaling 9.44 acres.

Below are the numbers from the 2016 model coupled with updated analysis on development that has occurred since. The City has an employment capacity of 8,058 jobs, which is just shy of the allocation of 8,605.

Land Use	Developable Net Acres per VBLM	Deductions	Current Net Developable acres	Jobs
Commercial	398.5	60.63	337.87	6,757
Industrial	154	9.44	144.56	1,301
				8,058

### **Conclusion**

With the removal of the 82 acres added to the UGA and the update to the VBLM model to account for current development, the City of Battle Ground's residential and employment capacity while adequate to meet the proposed 2035 projections for population and job growth, the UGA is on the small side. The City falls slightly short on both residential and employment capacity, but given market volatility and to be conservative, the City is not requesting additional acreage at this time. As a policy matter, rather than bringing in land incrementally, if the area proposed for economic development is to be brought in, it should be planned for and brought in a single action. Also, given recent market dynamics, the City wishes to wait to see if the present development patterns continue before requesting an expansion.



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305 NW Pacific Highway • La Center, WA 98629

May 1, 2017

Clark Board of County Councilors  
1300 SW Franklin, Suite 680  
Vancouver, WA 98660

*Regarding: 2016-2035 La Center Comprehensive Plan: Reasonable Measures to Accommodate Residential Development*

Dear County Councilors;

**Background**

The La Center City Council adopted the "2016-2036 La Center Comprehensive Plan" on March 23, 2016.<sup>i</sup> Since adoption, the City has implemented various plan policies to ensure that residential development makes efficient use of land within the La Center City limits. The primary implementation measures the city employed have been to annex land for medium density residential development and to amend the mixed use and medium density regulations to provide additional residential development options at higher densities. These efforts have yielded success and help the city meet its county-mandated target of four (4) residential units per acre. The city has also taken several reasonable measures to meet its goal of providing reasonable employment measures for its current and future citizens.

**Measure A: Minimum densities for residential development**

The La Center 2016-2036 Comprehensive Plan (LCCP) establishes minimum density goals for new residential development to ensure that the city develops land within its Urban Growth Area (UGA) consistent with Clark County Community-wide goals. The minimum residential density allowed is four (4) units an acre.<sup>ii</sup> LCCP Policy 1.2.3 establishes minimum densities in all zoning districts in which residential uses are allowed.<sup>iii</sup> The mandatory minimum densities are:

- LDR-7.4 – minimum of 4 units an acre;
- MDR-16 – minimum of 8 units and acre and maximum of 16 units an acre;
- RP - minimum of 4 units and acre and maximum of 16 units an acre; and
- Mixed Use - minimum of 8 units and acre and maximum of 16 units an acre.

Residential development is regulated by La Center Municipal Code (LCMC) Title 18, Chapters 18. 110 through 18.150.

**Measure B: Manufactured housing regulations and zoning**

On July 8, 2015 the La Center City Council amended LCMC 18.140, Medium Density Residential Districts. The amendment facilitates the creation of manufactured home parks and subdivisions and establishes performance standards for parks and amenities within such developments. The Council's action was a reasonable measure to meet the Clark County goal of encouraging a minimum of 25% of all new units to be a product type other than low density single family detached structures.<sup>iv</sup> The minimum density





# THE CITY OF RIDGEFIELD

230 Pioneer Street | P.O. Box 608 | Ridgefield, WA 98642

## Memorandum

To: Clark County Board of Councilors  
From: Jeff Niten, City of Ridgefield Community Development Director  
Date: April 18, 2017  
Re: Reasonable Measures to Implement Comprehensive Plan Residential Density Targets

### Background

The 2016 Ridgefield Urban Area Comprehensive Plan (RUACP) was adopted in March 2016. Since adoption, the City has implemented various plan policies to ensure that residential development has efficiently used land within the City's UGA, to implement the adopted minimum densities and related policies regarding the provision of housing units. The two primary implementation measures have been to ensure new residential developments achieve adopted density targets, and to implement mixed-use zoning to provide additional residential development options at higher densities. The City is succeeding with these two measures and has seen development of both residential and mixed-use projects at or above the 6.0 units per net developable acre density target for new development adopted in the RUACP.

### Measure: Minimum Densities for New Residential Development

The RUACP establishes minimum density goals for new residential development to ensure that the City is efficiently developing the land within its UGB. Policy HO-1, Accommodate growth, includes the following objectives to provide an adequate supply of land to meet housing needs: New overall density target of six units per net acre and a minimum density of four units per net acre for single-family dwellings in any single-family development. (RUACP, page 38.) Additional provisions establish minimum and maximum densities for residentially designated land, with Urban Low Density Residential to be developed at 4 and 8 units per net acre, and Urban medium Density Residential to be developed at 8 and 16 units per net acre. (RUACP, page 13.)

Residential development is primarily regulated by Chapters 18.210 (Residential low-density districts) and 18.220 (Residential medium-density districts). Established densities range from 4 to 16 units per acre, consistent with adopted RUACP policies.

Table 1: Minimum and Maximum Allowed Densities

Plan Designation	Zone	Minimum Density	Maximum Density
Urban Low	RLD-4	4 units/net developable acre	4 units/net developable acre
	RLD-6	4 units/net developable acre	6 units/net developable acre
	RLD-8	6 units/net developable acre	8 units/net developable acre

		acre	acre
Urban Medium	RMD-16	8 units/net developable acre	16 units/net developable acre

There are also numerous opportunities through the development code to increase the maximum density of projects, while limiting opportunities to decrease minimum density. Cottage development, a form of clustered, single-family detached housing, is allowed in all RLD zones at up to double the maximum density of the zone. (See RDC Table 18.210.150-1.) The density transfer provisions of the Critical Areas code allows transfer of a portion of the density on lands encumbered with critical areas to the developable portion of the site, and reducing minimum lot dimensions by 20 percent to accommodate the increased density. (See RDC 18.280.070.) The Planned Unit Development (PUD) process allows for an increase in density, while prohibiting a decrease in minimum density. (See RDC 18.401.100.A.6 allowing increases in density and 18.401.080.A establishing minimum densities.) Almost all of recent development in Ridgefield has been required to use the PUD process, ensuring no reductions in minimum project densities.

Recent development has achieved target densities at an average of 6.0 units per net developable acre. Table 2 below summarizes residential development projects from 2015 to 2017 that have been preliminary platted, completed a post-decision review on a previous preliminary plat, or are under review for preliminary plat approval. Projects have utilized a variety of strategies that have resulted in higher net densities, including utilizing the PUD process, the critical areas (CA) density transfer provisions, and the higher densities allowed in the RMD-16 medium-density zone.

Table 2: Recent Residential Development Densities

Development	Total Units	Net Acres	Net Density	Strategies
Canterbury Trails PUD (PLZ-15-0026)	69	11.3	6.1	PUD, CA density transfer
Bella Noche PUD (PLZ-15-0045)	34	3.5	9.7	PUD, RMD-16 base zone
Cedar Creek (PLZ-15-0050)	31	4.6	6.7	CA density transfer
Ridgecrest PUD (PLZ-16-0035)	339	69.9	4.8	PUD
Taverner Ridge (PLZ-16-0059)	115	13.1	8.8	RMD-16 base zone
Cloverhill PUD (PLZ-16-0088)	455	75.9	6.0	PUD
Teal Crest PUD (PLZ-16-0084)	63	10.0	6.3	PUD, density transfer
Hillhurst Highlands PUD (PLZ-16-0104)	69	12.4	5.6	PUD, density transfer
Village at Canyon Ridge PUD (PLZ-17-0017)	23	2.1	11.0	RMD-16 base zone
Kennedy Farms (PLZ-17-0028)	245	37.9	6.5	PUD, CA density transfer
<b>Total</b>	<b>1,443</b>	<b>240.7</b>	<b>6.0</b>	

### Measure: Residential Options in Mixed-Use Districts

The RUACP prioritizes mixed-use development to provide additional residential opportunities. Policy LU-6, Mixed-use development, states: "Facilitate development that combines multiple uses in single buildings or integrated sites. Target areas for mixed-use development include the Lake River waterfront and the central city

core, with additional opportunities at 45th & Pioneer.” (RUACP, page 14.) The adopted sub-area plans for 45th & Pioneer and the Ridgefield Junction establish more specific goals and objectives for mixed-use development in these areas that incorporates residential development.

The mixed-use districts are implemented by Chapter 18.235 of the Ridgefield Development Code (RDC). Together they provide expanded options for higher density residential development and a variety of housing types.

Table 3: Residential Development Potential in Mixed-Use Zones

District	Size (Gross Acres)	Portion Allowed as Residential	Minimum Density	Maximum Density
Downtown RDC 18.235.020, Central Mixed Use District	22 acres, estimated	25 to 70%, must be upper-story uses	8 units/nda	16 units/nda, or up to 32 units/nda with bonuses
Waterfront RDC 18.235.030, Waterfront Mixed Use District	44 acres, estimated	No percentage limit, must be upper-story uses	4 units/nda	18 units/nda
Pioneer & 45th RDC 18.235.060, Ridgefield Mixed Use Overlay	392 acres eligible for RMUO overlay	20 to 60% in commercial base zones 0 to 60% in employment base zone 40 to 80% in multifamily base zone	8 units/nda	28 units/nda, with no limit for upper- story residential above non- residential use
Ridgefield Junction, RDC 18.235.060, Ridgefield Mixed Use Overlay	661 net developable acres eligible for RMUO overlay			

Because the RMUO overlay was implemented recently (Fall 2016), it is still early to see what development patterns will result. However, early proposals are promising. The City has conducted a pre-application conference for a mixed-use development known as Ridgefield Crossing (PLZ-17-0028) that would include 232 units of multifamily housing on 13.7 net acres, for a net density of 16.9 units per net developable acre, as part of a larger 39-acre project. This project would exceed the City's overall density goal for new residential development. Additionally, the project is proposed on non-residentially-zoned property, providing additional residential development potential beyond what was forecast in the RUACP.



allowed in a manufactured housing subdivision or park is four (4) units per net acre and the maximum allowed is twelve (12) units a net acre.<sup>v</sup>

On December 16, 2015 the La Center City Council adopted Ordinance 2015-011 rezoning a portion of Country Hills Estates from LDR 7.5 to MDR-16. The rezoning of approximately 8.54 net acres of land allowed for the creation of a 58 unit manufactured home subdivision. The resulting density of the subdivision is 6.79 units an acre.

**Measure C: Residential options in Mixed-Use Districts**

On February 23, 2017 the La Center Planning Commission conducted a public hearing on amendments to LCMC 18.150, Commercial-Mixed Use Districts 18.165, Mixed Use Districts. The Commission voted unanimously to approve the amendments which, in part, mandate that 65% of the net acres of a mixed use development shall include housing units, and the minimum density allowable is eight (8) units an acre, and the maximum density is sixteen (16) units an acre. The City Council will conduct a public hearing on the proposed amendments in June 2017.

The amendments apply most directly to the Timmen Road area which comprises approximately 43 gross acres of MX lands. The land will develop after the new sanitary sewer trunk line passes the intersection of La Center Road and Timmen Road in the fall of 2017. As the area develops 65% of the 43 gross acres will be dedicated to medium density residential uses. At a minimum of eight (8) units and acre, the Timmen Road MX zone could create approximately 223 new units of medium density units.

**Measure D: Current zoning code amendments in process**

The La Center Planning Commission is currently working on a sub-area plan for the La Center Junction. The plan would allow for the creation of approximately 15 acres of live/work mixed use development. The minimum allowed density is twelve (12) units and acre and the maximum allowed density is twenty-four (24) units a per net acre. Thirty-five percent (35%) of the net buildable area would be allowed for residential uses. The Planning Commission will conduct a public hearing on the proposed Junction sub-area plan on May 17, 2018. The City Council will complete its review of the plan and take final action prior to July 27, 2017. When fully developed, the Junction residential mixed use area could generate between 63 and 126 new medium density units in a live/work environment at the Junction.

**Measure E: Rezoning low density residential land to Residential Professional**

On February 22, 2017 the City Council approved Ordinance 2017-04 rezoning a 10,004 S.F. parcel from low density residential to Residential Professional (RP).<sup>vi</sup> The RP zone allows development consistent with LCMC 18.140, Medium Density Residential. The RP zone allows the developer to construct three units on 10,004 S.F. rather than just one unit. The density on the site will increase from 4.35 units and acre to 13 units an acre.

**Measure F: Annexation and development of medium density residential development**

On May 11, 2016, the La Center City Council approved a petition to annex the Goode properties which were in the city UGA and contiguous to the La Center city limits.<sup>vii</sup> The land added 46.59 acres to the corporate limits. The adoption ordinance zoned the land from Clark County low density residential use (one acre minimum) to La Center LDR-16 residential use. La Center LDR-16 zoning requires a minimum of eight (8) units an acre and allows a maximum of sixteen (16) units an acre.<sup>viii</sup> Therefore, annexed land could yield 372 to 652 new medium density housing units.

In 2016-2017 the developer of the property submitted a preliminary plat application to develop 40.59 acres of the site with 379 medium density units. (The remaining six acres are a reserved tract.) The



effective density of the development, called Riverside Estates, is 10.70 units per acre. Within a two year period La Center's density will increase from 1.94 units per acre to more than 3.875 units per acre.

Table 8 of the 2015 Clark County Buildable Lands Report indicates that between 2006 and 2014 La Center developed 66 single family units on 34 acres of land and no medium density units. The resulting density was 1.94 units per acre. The Riverside Estate development alone will result in a 574% increase in housing, all of which are medium density units.

#### **Measure G: Employment lands**

The LCCP Table 3, La Center Planning Assumptions and Targets, adopts a 'jobs to housing balance' ratio of 1 job per 0.92 households. This target is less than that adopted by Clark County but indicates the city's reasonable measures to increase employment opportunities. The LCCP anticipates that under the current zoning regime and by enhancing employment opportunities at the La Center Junction can generate 2,051 new jobs over the following 20 years.

The LCCP Policy 1.3.2 includes four commercial districts to encourage commercial development; 1) Downtown Commercial, 2) Residential/Professional, 3) Card Room, and 4) Mixed Use. LMC 18.145 and LMC 18.150 are consistent with policy 1.3.2.

These policies and development regulations are likely to increase employment density within the City of La Center. In 2016 Clark Regional Economic Development Council completed work on the "Land for Jobs" study. The study included approximately 89 acres of employment lands at the La Center Junction. In the spring of 2017 the city will adopt a new Junction sub-area plan which includes an assessment of the city's employment opportunities within its traditional market area and the impact of the opening of the Ilani Casino and resort at the western edge of the city limits. The CREDC study and the city's study indicate that the La Center Junction can generate approximately 150,000 – 200,000 S.F. of new office campus use and 200,000 S.F. of new commercial uses over the next 20 years.

Sincerely,



Greg Thornton, Mayor

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<sup>i</sup> ORDINANCE NO. 2016-01 ADOPTING AMENDMENTS TO THE LA CENTER COMPREHENSIVE PLAN IN ACCORDANCE WITH RCW 36.70A, PROVIDING FOR SEVERABILITY, AND PROVIDING FOR AN EFFECTIVE DATE. MOVED AND CARRIED UNANIMOUSLY THAT "THE CITY COUNCIL FINDS THE CITY OF LA CENTER HAS FULFILLED ITS OBLIGATION UNDER RCW 36.70A.130 WITH AMENDMENTS IN RESPONSE TO THE COUNTY'S CHANGES IN POPULATION; AND FURTHER MOVES THAT THE CITY ADOPT ORDINANCE 2016-01, INCLUDING EXHIBIT A, B AND C, AMENDING THE LA CENTER COMPREHENSIVE PLAN."

<sup>ii</sup> LCCP Table 3, page 16.

<sup>iii</sup> See also, LCCP Policies 3.1.3 and 3.1.4 reiterating the city's commitment to securing a minimum of four units an acre in low density zones and eight units an acre in medium density zones.

<sup>iv</sup> See Ordinance 2015-06.

<sup>v</sup> See LCMC Table 18.130.030.

<sup>vi</sup> An Ordinance Approving a Zone Change for a 10,004 SF lot from Low Density Residential (LDR 7.5) to Residential Professional (RP); and amending the La Center Zoning Map to reflect this Change.

<sup>vii</sup> ORDINANCE NO. 2016-003, AN ORDINANCE APPROVING THE ANNEXATION OF CERTAIN PROPERTY TO THE CITY OF LA CENTER (Goode, et al.) and REZONING THAT PROPERTY CONSISTENT WITH THE LA CENTER COMPREHENSIVE PLAN

<sup>viii</sup> The effective maximum density allowable in the MDR-16 zone is 14 units an acre. See LCMC Table 18.140.030.

