Memo

To: Mayor Grover Leseke and Woodland City Council  
Cc: Amanda Smeller and Bart Stepp, City of Woodland  
From: Elizabeth Decker and Eric Eisemann, E² Land Use Planning  
Date: January 29, 2015  
Subject: Planning Assumptions for 2016 Comprehensive Plan

Overview: The City of Woodland is in the process of completing the 2016 Comprehensive Plan Update. The state Growth Management Act (GMA) requires adoption of residential and employment planning assumptions to guide the planning process. Staff proposes a set of assumptions derived from the 2005 Woodland Comprehensive Plan, observed growth, and Clark County planning assumptions.

Recommendation: Staff recommends Council adopt the proposed planning assumptions by motion and vote.

Residential Planning Assumptions:

- **20-year population growth:** 9,274 residents. City Council discussed a range of population projections from 8,115 to 11,728 inhabitants in 2035. Council adopted a 2035 population projection of 9,274. (Approved September 2, 2014 by Council motion.)

- **Net population growth:** 3,579 residents. Net growth is calculated by subtracting 2014 existing population of 5,695 from 2035 population projection.

- **Annual population growth rate:** 2.3 percent. The projected growth rate is consistent with the adopted 20-year population growth. The growth rate exceeds the overall projected 1.12% rate adopted for Clark County, but is lower than the 3.5% annual rate included in the 2005 Woodland Comprehensive Plan. The adopted 2.3% growth rate is intended to balance growth trends across both Clark and Cowlitz Counties, in the context of Woodland’s historical growth patterns.

- **Average household size:** 2.77 persons per household. The proposed household size is based on 2010 U.S. Census data specific to the City of Woodland, and exceeds the 2.66 persons per household figure adopted by Clark County. Average household size in Woodland has increased over the past 20 years, rising from 2.59 in 1990 to 2.67 in 2000 and 2.77 in 2010. A single average is used for single and multifamily units because the Census data are not differentiated and because the average is likely evened out by applying it to the mix of future single and multifamily units.

- **Average residential density:** 4 units per gross acre for low-density residential, 20 units per gross acre for high-density residential. The 2005 Comprehensive Plan utilized the 4 units per gross acre average. Under existing zoning, the average maximum density
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across the city’s three zones (LDR-6, LDR-7.2 and LDR-8.5) is 6.14 units per acre. After accounting for acreage deducted for infrastructure development, typical densities average 4 units per gross acre. The 2005 Plan evaluated scenarios where high-density residential development built out at 25 units or 15 units per acre; the consulting team proposes an average density of 20 units per gross acre. The high-density residential zones (HDR and MDR) allows densities of 8 to 35 units per acre; the proposed 20 units per acre average accounts for a range of multifamily projects including duplexes, townhouses and apartment buildings.

- **Housing type ratio**: 60% single-family and 40% multifamily. Existing supply of residential units is split 61% single-family units and 38% multifamily units, as shown in the table below. Based on the city’s 2013 Land Inventory, capacity for residential growth will yield 58% single-family and 42% multifamily units by 2035. The proposed Woodland rate will exceed the adopted Clark County goal of no more than 75% single-family units for new development.

<table>
<thead>
<tr>
<th></th>
<th>Total</th>
<th>Single-Family Residential</th>
<th>Multifamily Residential</th>
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<tbody>
<tr>
<td></td>
<td>Units</td>
<td>Units</td>
<td>Percentage</td>
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<tr>
<td>Existing (2014)</td>
<td>2,214</td>
<td>1,368</td>
<td>61.8%</td>
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<tr>
<td>Future (2035)</td>
<td>3,506</td>
<td>2,041</td>
<td>58.2%</td>
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**Employment Planning Assumptions:**

- **20-year job growth**: 2,584 net jobs. The city is projecting 1,292 new households by 2035, based on a net population increase of 3,579 residents at 2.77 residents per household. Net new jobs were then calculated based on the proposed 2.0 jobs per household ratio. Existing jobs were last tabulated in 2004, when total city employment was 3,040 jobs. Existing jobs will be updated as part of the comprehensive planning process and added to the net job growth projection for a total job figure.

- **Jobs to household ratio**: 2.0 jobs per household. 2004 data, the most recent available, show that the city had 3,040 jobs and a ratio of 1.96 jobs per household. The city is projected to have 1,292 new households in 2035, which would translate to a net increase of 2,584 jobs. The city has ample land supply to meet this projection; the 2013 Land Inventory documented capacity for over 8,000 jobs on existing vacant industrial and commercial properties. The city’s jobs target far exceeds the Clark County ratio of 1.1 jobs per household.

- **Average jobs per acre**: 9 for industrial development, 22 for commercial development. Figures are based on the planning assumptions adopted in the 2013 Land Inventory to calculate projected job capacity of existing vacant employment lands.

**Planning Implications:** The assumptions will drive the analysis of city needs for the 20-year planning period, including acreage needed for residential and employment uses within the UGA. The population projection was based, in part, on the existing capacity of the city’s UGA; the city will therefore not need to contemplate residential UGA expansion. The city has an ample supply of industrial and commercial land as well, which are sufficient to accommodate the projected 20-year job growth.