

Euler

CLARK COUNTY

20 YEAR  
COMPREHENSIVE  
GROWTH  
MANAGEMENT  
PLAN

REVISED DECEMBER 1997



C L A R K C O U N T Y

2 0 Y E A R  
C O M P R E H E N S I V E  
G R O W T H  
M A N A G E M E N T  
P L A N

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Clark County would like to thank staff, citizens, other jurisdictions and agencies, and members of the various subcommittees for their involvement, participation, and commitment to this process.





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# INTRODUCTION

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## ***THE BACKGROUND***

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Passage in 1990 of the *State Growth Management Act (GMA) (RCW 36.70A)* significantly changed the requirements for local planning. Under the *GMA*, each county was required to adopt a comprehensive plan. The law requires that each county in consultation with its cities:

- plan for a 20-year population forecast provided by the State Office of Financial Management (OFM) and distribute this forecast equitably and realistically throughout the county;
- collectively identify urban growth areas for each city and town using service standards and land development suitability as measures; and,
- draft plans which, at a minimum, include land use, transportation, housing, utilities, capital facilities, and rural elements.

## ***THE GOALS***

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In adopting the *Growth Management Act*, the legislature found that uncoordinated and unplanned growth, together with a lack of common goals expressing the public's interest in the conservation and wise use of our lands, posed a threat to the environment, sustainable economic development, and the health, safety and high quality of life enjoyed by residents of the state. The legislature established thirteen goals to guide the creation and adoption of comprehensive plans and development regulations in the counties and cities that are required to or choose to plan under the *Act*. These goals provided the basis for the policies in the *Community Framework Plan*. They include the following:

1. **Urban Growth:** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
2. **Reduce Sprawl:** Reduce the inappropriate conversion of

undeveloped land into sprawling, low-density development.

3. **Transportation:** Encourage efficient, multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
4. **Housing:** Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
5. **Economic Development:** Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services and public facilities.
6. **Property Rights:** Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
7. **Permits:** Applications for both state and local permits should be processed in a timely and fair manner to ensure predictability.
8. **Natural Resource Industries:** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.
9. **Open Space and Recreation:** Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife

habitat, increase access to natural resource lands and water, and develop parks.

10. **Environment:** Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
11. **Citizen Participation and Coordination:** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
12. **Public Facilities and Services:** Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimums.
13. **Historic Preservation:** Identify and encourage the preservation of lands, sites and structures that have historical or archaeological significance.

In 1991 the legislature amended the *GMA* to require adoption of "countywide" planning policies that would provide a procedural framework for coordinated production of comprehensive plans. A Steering Committee comprised of elected officials from Clark County jurisdictions began working on countywide planning policies in the summer of 1991. In August 1992, the Board of County Commissioners adopted the policies.

## ***THE VISION***

---

Our county is in the midst of change. As with any rapidly urbanizing area, problems exist that spark the need for managing growth:

- growth throughout Clark County has sometimes been haphazard and without adequate availability of social and environmental services as well as public facilities;
- prime agricultural, needed industrial and undeveloped lands have sometimes been inappropriately converted into low density sprawl;
- transportation planning and infrastructure development have

sometimes been inconsistent with other aspects of land use planning and sometimes have not been constructed in a timely manner;

- access to education, training and living wage employment has sometimes been limited and inequitable; increasing housing costs has led to limited affordability for an increasing number of residents;
- local government processes and requirements have sometimes been inadequate to respond appropriately to changing conditions and quality of life value shifts;
- natural resources, air quality and water quality have sometimes been degraded;
- open and natural space development opportunities have been lost;
- lands, structures and sites of historical and/or archeological significance have sometimes been compromised or sacrificed to other uses; and,
- public processes at the neighborhood, community and inter-community levels have sometimes been inadequate and lacking in coordination.

The first step in addressing such problems is to develop a vision of a desirable future.

The *Community Framework Plan*, which was adopted in April 1993, is a long-term vision of what the county could become. Conceptual in nature, it proposes changing the current trends, which, if left unchecked, could result in problems similar to those experienced by other regions that failed to adequately plan for future growth. The *Framework Plan* envisions contained urban areas and rural centers within larger natural resource and rural areas. Consistent with the *Growth Management Act*, the *Framework Plan* emphasizes distinctions between urban, rural and resource to maintain a range of options for living which are valued by county residents. The purpose of the *Framework Plan* was to establish consensus about which lands will eventually be committed to urban uses and which should remain rural. It will have a major role in defining life in Clark county -- where we will work and shop, the types of housing we will live in, where our children will go to school, the lands that will continue to serve as natural resources, the amount of open space we will

enjoy, and how we will travel from place to place. The *Framework Plan* is the foundation for the *20-Year Comprehensive Growth Management Plan*.

The *20-Year Plan* has been developed to manage Clark County's growth in ways that will result in a better future for our community. It describes a future that will protect and conserve natural, financial and human resources to continue the quality of life enjoyed by Clark County's residents. The *Plan* could not have been successfully completed without extensive, broad-based citizen participation throughout the process. That level of participation must continue to occur for successful ongoing implementation and monitoring of the *20-Year Plan*.

Clark County residents generally recognize continued growth will continue over the next 20 to 50 years, but, at the same time, they are concerned with some of the impacts growth may generate. Although the exact amount of growth and its timing are unknown, through the growth management planning process, general consensus has been developed about where growth should occur and what it should look like. Growth management can be generally defined as the combined use of a wide range of techniques by a community to determine the amount, type and rate of development the community desires and to channel that growth into designated areas.

In the next 20 years, Clark County and its cities will grow in population (to an estimated 416,071 people) and jobs (to an estimated 138,500). As a result, the character of the county will change in ways which reflect the ongoing urbanization of city areas. This will include demographic changes such as:

- increased household growth and residential densities in some areas;
- an increased percentage of smaller households;
- increased percentages of older residents and residents with special service needs;
- increased racial, ethnic and cultural diversity;
- an increased need for equitable education and training as well as lifetime learning opportunities;

- increased percentages of workers employed in the service sector and of households with two or more workers;
- an increased percentage of residents living on fixed incomes;
- an increased need for varying types of housing including affordable housing;
- increased housing construction and land costs;
- increased travel demand, traffic volume and registered vehicles; and,
- an increased need to preserve and protect the natural environment.

Given the trends and changes coming to Clark County, maintaining and/or enhancing our quality of life will require considerable foresight, ongoing cooperative and broad-based planning, consistent monitoring of *Plan* implementation, and revisions to the *20-Year Plan* where necessary to assure a high quality of life. This will require diligence on the community's part, not only to make sound decisions now but to monitor the *20-Year Plan* in the future. While the *20-Year Plan* will be updated over time to reflect changing attitudes and circumstances, it is important to remember that once development occurs it cannot easily be reversed. The results of the decisions the community makes or fails to make now will be with us for generations to come.

Through the planning process we have learned that most of us desire a high quality of life. That vision is comprised of:

- healthy, safe and productive neighborhoods and communities;
- friendly, cooperative and engaged residents who celebrate diverse backgrounds, ethnicities and cultures;
- a variety of housing options;
- a thriving, sustainable economy with private and public workplaces and business centers that act responsibly toward their employees and the communities that foster their success;
- quality schools meeting the educational and training needs of all residents;

- public and private institutions working in true partnership with the community to deliver high quality services; and,
- open, responsive and accountable local government that works to create a true sense of community and to create democratic processes on all levels.

## ***THE COMMUNITY INVOLVEMENT PROCESS***

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Over the past three years, the growth management process, which is also known as the "*Perspectives*" Program, has involved the people of Clark County (both interest groups and individuals) in planning to implement the *Growth Management Act*. This community involvement program included the processes that led to both the *Community Framework Plan* and the *20-Year Comprehensive Growth Management Plan*. The planning process for the *Framework Plan* began in October 1991. It involved staff from the eight cities and Clark County; individuals and interest groups; and representatives from the special districts, other agencies and utility providers in a broad-based, public driven effort.

Most major planning programs involve a citizen involvement component, but it is rarely the central focus of the effort. In this case, the county wanted every interested party to have an opportunity to participate in the planning process in a meaningful way, and to use the program to develop new relationships with affected agencies and groups. The typical approach of appointing a special citizen's advisory committee was explicitly rejected in favor of outreach to the general public at all key decision points and hands-on involvement from affected agencies and groups.

The *Perspectives Program* has been successful in ensuring citizen participation as the center of the planning process, and has lead to a multi-faceted dialogue with other agencies and the public to develop a consensus-based growth management program. The *Perspectives Program* has included the following components:

- A **Steering Committee** of Mayors and County Commissioners to review and comment on regional growth management related policies and programs.

- A **Technical Advisory Committee** of planning staff from the county, eight cities, and special districts including the school districts, Port of Vancouver, C-Tran and Clark Public Utilities to coordinate technical analysis and suggest appropriate policies to the Steering Committee.
- **Issue-based subcommittees** open to all interested parties to provide input on specific issues (i.e., housing, transportation, economic development, public facilities, utilities, parks, and rural issues).
- Nine **newsletters** which were sent to every household in the County (over 100,000 households) reporting on the *20-Year Plan's* progress and informing residents of upcoming opportunities for involvement.
- Eight ***Perspectives Papers* addressing specific issues** which were mailed to those residents who indicated an interest in more specific information on growth management topics (over 6,000 people).
- A **toll-free telephone hotline** for residents with specific questions about the process or any issue. The hotline was maintained until adoption of the *20-Year Plan*.
- A **speakers bureau** of staff planners who went to every organization or group requesting a presentation on the growth management planning program.
- Joint sponsorship of a **monthly cable television series** on growth management issues (CVTV reaches 45,000 Clark County households).
- **News releases** to all media and personal contacts with staff at small newspapers to explain the issues and process to them. The county also bought advertising in local newspapers to announce public meetings.
- Three statistically valid, random-sample **telephone surveys** of residents opinions to judge the success of other outreach efforts and to gauge the issues and direction the *20-Year Plan* should take.

- Two **mail-in surveys** included in newsletters sent to every household. The results of these surveys (5,700 responses) were tabulated and compared to the results from the telephone surveys.
- Early in the process, the county was divided into two planning areas - **urban and rural**. The **rural** area was reviewed by a citizens committee that recommended areas to be conserved for agriculture, forest and mineral resources. The **urban** area was reviewed by each city with the assistance of county staff and local citizen steering committees. These areas are referred to as **Partnership Planning Areas**.
- Joint sponsorship and staffing of the **Youth in Government** 1992 and 1993 annual program focusing on growth management and transportation planning.
- **Eight Visioning Workshops** throughout the county to get input on what is "right" and "wrong" with Clark County, and what residents hope to get out of the growth management planning process (over 700 people attended).
- **Five Planning Fairs** held throughout the county to explain key issues and get public input on alternative long-term approaches to the *Community Framework Plan*. Over 500 people attended the planning fairs which were staffed by the cities, county, special districts and public interest groups (League of Women Voters).
- **Two Previews** of the selected *Community Framework Plan* concept were held (one in an urban area and one in a rural area).
- Special **workshops for public officials held concurrently with** public meetings in order to give officials an opportunity to ask questions and gain a better understanding of the implications of growth management for their jurisdiction or special district, and to discuss the issues with other public officials in the same position.
- Sponsorship of a **lecture series** by John DeGrove on concurrency and growth management to aid local residents, elected officials and staff in understanding the implications of the concurrency requirement of the *GMA*, and to avoid mistakes made in Florida and Georgia in implementing concurrency.
- Joint sponsorship with the City of Vancouver of the Anton Neleson **Visual Preference Survey**, to assist residents and planners in thinking about development in new and innovative ways.
- A major exhibit at the **Clark County Fair** to reach as many residents as possible with information about growth management and the *Perspectives Program*.
- A **traveling exhibit on growth management**, which has been taken to major employers in an effort to reach as many residents as possible.
- **Four Planning information meetings** throughout the county to explain the *20-Year Plan Elements* and the alternatives in the *Supplemental Environmental Impact Statement*.
- An **open House** at the planning offices every Wednesday night to explain the alternative land use plans being proposed.
- A major effort to have staff **meet with concerned citizens** regarding their specific requests and other growth management related issues.
- A **newsletter** providing information on the alternatives developed through the *Supplemental Environmental Impact Statement* and soliciting input to the process.
- A series of **public hearings** before the County Planning Commission and Board of County Commissioners prior to adoption of either the *Community Framework Plan* or the *20-year Plan*.

## ***THE COMMUNITY FRAMEWORK PLANNING PROCESS***

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The citizen participation process for the *Community Framework Plan* resulted in the expression of a wide variety of opinions regarding appropriate population densities, property rights, provision and costs of public facilities and services and whether all urban development should occur within cities. Beginning with workshops and surveys conducted in 1991, planning staff collected and analyzed opinions that resulted in the identification of the six top issues which were:

- preserve open space and natural areas;
- protect property rights and keep taxes low;
- continue to permit large-lot rural development;
- encourage land development that preserves a sense of place and a feeling of community;
- encourage development of high capacity transit including light rail; and,
- develop a better balance of employment opportunities and housing in the county.

In 1992, county staff refined concepts into three alternative community framework plans. Each of these three plans achieved different goals expressed by the public in the 1991 public processes. In June and July 1992, a second round of public workshops was held, illustrating the three alternatives with maps and written information. County and city planning staff participated in the workshops by providing information and explaining the features of each alternative. A newsletter describing the alternatives and inviting comment was mailed to every household. Approximately 700 people attended the 1992 workshops and more than 750 people gave written responses. The majority of participants preferred the concept known as the "Hometown" alternative, which conserves resource lands and natural areas and allows for the development of a high capacity transit system. Written comments also indicated that the following features appealed most to the respondents:

- preservation of open space;

- a compact development pattern, with employment, shopping and a choice of housing located close to each other;
- preservation of rural lands; and,
- the potential for development of alternative types of transportation including light rail.

The county then prepared a *Draft Environmental Impact Statement (DEIS)* for the *Community Framework Plan*. It identified the potential negative impacts associated with each alternative. Using this information and the input from the second round of public meetings, in October 1992 the county and its cities, prepared and distributed for comment a draft *Community Framework Plan*. In addition, a newsletter describing the draft plan and many of its key policies was mailed to every household. It invited residents to attend upcoming county meetings and indicated that a DEIS was available.

A third round of public meetings ("Previews") was held in December 1992, with more than 200 people attending. As with previous meetings, there were diverse opinions with respect to densities, property rights and government controls. Frequent comments included:

- hometown alternative is the best alternative plan concept and reflects values from previous public input;
- no more strip malls are wanted and there is need to blend existing strip development into more user-friendly places;
- the county needs more open space, parks and trails, and needs to preserve the beauty of Clark County;
- urban areas should have more dense development (including "granny" flats, duplexes, condominiums, and mixed-use development) with large open spaces as buffers and with high density development placed in urban areas and near transportation facilities;
- passed over parcels should be developed (infill) before allowing new development outside urban areas; and,
- land zoned for industrial uses should be increased.

Other comments emphasized the need to:

- preserve the character of the existing neighborhoods;
- provide larger lots (1/2 to 5 acres in size);
- develop incentives to conserve resource lands;
- adopt right-to-farm and harvest ordinances;
- ensure that rural centers do not have high densities; and,
- reimburse residents for down-zoning.

To further verify the direction provided at the public meetings in June, July and December 1992, a random sample survey was conducted in November and December 1992. More than 400 residents were selected on a statistically valid basis. The results are documented in the *Clark County Planning Survey*, dated January 12, 1993, by Riley Research Associates.

The survey found that residents favored the description of the Hometown concept, as well as the individual components described. While the average rating was 6.33 on a 10-point scale, 84 percent rated the plan a 5.00 or higher. The highest rated components, in descending order, included the following:

1. preservation of resource lands;
2. strict design and appearance standards in high density developments;
3. directing of rural development to towns;
4. requiring larger lots in rural areas; and,
5. directing a larger share of transportation to mass transit.

Comments received in response to the DEIS, both written and oral, were addressed in the *Final Environmental Impact Statement (FEIS)* for the *Draft Community Framework Plan*.

## **THE 20-YEAR PLAN PROCESS**

The *20-year Comprehensive Growth Management Plan (20-Year Plan)* builds upon the efforts undertaken during the process of developing the *Community Framework Plan* to gain consensus and provide policy direction. Goals and policies in the *20-Year Plan* are designed to further reflect the consensus achieved and, more specifically, to answer the questions about how we will live and plan for

longer term development in Clark County over the next 20 years. The overall goal of the plan is to provide maximum flexibility for each county resident to pursue his or her own goals and community goals by:

- providing a more detailed analysis of existing and likely future conditions as a basis for decisions;
- minimizing government regulation and review while protecting the public interest; and,
- setting regulations that are straightforward so that professionals are not required to interpret them.

Following the *Framework Plan* process, county staff, working with cities and the community, developed three alternative land use plans to illustrate the range of choices available to best manage Clark County's future growth. Under each of the alternatives, the projected total population for Clark County is approximately 416,071 for the year 2012. The alternatives differ in the way they accommodate this projected growth. To varying degrees, all three alternatives are consistent with the State's *Growth Management Act* and with the county's *Community Framework Plan*, but they balance the various goals and policies in different ways. While there are some significant constants in how the alternatives address rural and natural resource lands, their distinctions lie principally in where the urban boundaries are drawn, where rural, urban and resource lands are located and how much land is dedicated to each. In the case of rural and resource lands, another important distinction between the alternatives is the minimum lot size, or the number of acres required for each residential dwelling. Other key concerns included availability of commercial and industrial land and the protection of sensitive or critical areas.

The three alternatives were then analyzed in a *Supplemental Draft Environmental Impact Statement (SDEIS)* to identify potential negative impacts associated with each alternative. In addition, responses to issues identified in the *SDEIS* were prepared as part of the *Final SEIS*. This *SEIS* was a joint product for both the county and its cities in order to more fully analyze the cumulative impacts of the proposed land use alternatives.

Finally, a series of joint public hearings were held before the County Planning Commission and the Board of County Commissioners

during the months of September, October, November and December 1994 prior to adoption of the *20-Year Plan*.

## **PLAN ORGANIZATION AND USE**

This *Plan* aims to reflect the uniqueness of Clark County, and seeks to preserve those unique qualities. This *Plan* has been written to recognize and reinforce the positive characteristics which make Clark County a special place.

Clark County's *20-Year Plan* contains a total of eleven elements, which cover not only the eight elements required by state law but optional elements that are important to the future success of growth management in the county.

It should be emphasized that the entire "Plan" consists not only of the *20-Year Comprehensive Growth Management Plan* but also includes the *Resource Document*, the *Community Framework Plan*, the *Findings Document* and the attached *20-Year Plan* map. For a thorough understanding of how the plan was developed, all components of the plan should be reviewed.

The organization of the *20-Year Plan* is described in the following outline. Within certain elements and for certain cities, policies for urban growth areas are included within the county's plan. Otherwise, it is presumed that city policies are consistent with the county's plan. The three major components of the *20-Year Plan* are as follows:

- **Introduction**
- **Community Framework Plan**
- **20-Year Comprehensive Growth Management Plan** including the following:
  - The **Land Use Element** describes the way in which the *Plan* will allocate land for different purposes and will permit or encourage development at differing densities. Additionally, the element describes critical areas including wetlands, water recharge areas and wildlife habitat, that are to be protected throughout the county.
  - The **Transportation Element** describes the way in which key transportation components, including roadways, transit, freight,

aviation and bicycle and pedestrian movement have been planned and integrated into other elements of the *Plan* to further environmental, economic and other goals and policies. It highlights policies on various modes of transportation, identifies concurrency issues and includes capital facilities planning for transportation.

- The **Rural and Natural Resource Element** describes the designation and proposed level of development for rural and natural resource lands in the county.
- The **Housing Element** describes housing needs and the direction the county and its cities will take to influence the type, location and affordability of housing throughout the county. The issues addressed include fair share housing, infill, accessory units and special needs housing.
- The **Capital Facilities and Utilities Element** describes the investment in public infrastructure needed to support the land use, housing, transportation and economic development elements. Emphasis is on water, sewer and storm drainage, with fire protection, law enforcement, schools, libraries, government buildings and other facility needs also being discussed.
- The **Economic Development Element** describes the policy direction and implementation strategies to provide for increased employment opportunities and higher family wages in the county. This element is linked to the land use and transportation elements as an integral part of the *Plan*.
- The **Parks and Open Space Element** describes the direction and strategies to provide for parks and open space in the county. This element is linked to the land use plan and the proposed densities to guide the acquisition and development of parks. Plans for urban (active) parks, regional parks, open spaces and trails are discussed.

- The **Historic Preservation Element** describes directions and strategies to recognize and finance protection of historical and archaeological sites in the county.
- The **Community Design Element** describes policies and strategies to provide for design standards and the framework for consistent development in the county. Like historical and critical areas, community design is an element that can assist the community in achieving its potential. This element is included in order to encourage better designed development in the future.
- The **Annexation Element** describes the intent of designating areas within the urban growth boundary and provides for the annexation of the county's urban areas to cities.
- The **Procedures for Planning Element** describes how the plan is to be used and processes for amending and updating the plan.

The *Community Framework Plan* component of this document should be reviewed to obtain an understanding of the framework that the county and communities and used to develop their *20-Year Plans*. Guideline policies from the *Framework Plan* helped ensure the overall vision expressed by county residents would be achieved in the *Growth Management Plans*.

The policies also help ensure that land uses and major infrastructure improvements can be planned for both within the 20-year horizon required by the *GMA* and the longer term development of the county.

The *20-Year Plan* was developed following adoption of the *Framework Plan*. It contains the substance of the plan. For each element included there is generally an introduction, a discussion of that element's relationship to other elements, a description of existing conditions, estimates and projections of future needs, and goals and policies.

For some elements, strategies for implementation of goals and policies are also presented. Policies are intended as necessary to the achievement of goals, while strategies are more specific tools or activities which may help achieve adopted policies. The word "shall" is used to state explicit county commitment to following a policy and to requiring that it be followed by cities and towns. Use of that word indicates minimal flexibility or room for negotiation, while use of the word "should" implies either that there may be more consideration of varying interpretations and/or the policy is somewhat less defined at this point. The number of policies or strategies given for a particular goal in comparison with those for another goal should not be interpreted as an indication of the degree of commitment to the goal; all goals stated have equal commitment from the county. Likewise, no priority is intended by the order in which the eleven elements are presented.



# CHAPTER 1

## THE COMMUNITY FRAMEWORK PLAN

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### **A. Community Framework Plan**

The *Community Framework Plan* encourages growth in centers, urban and rural, with each center separate and distinct from the others. These centers of development are of different sizes; they may contain different combinations of housing, shopping, and employment areas. Each provides places to live and work. The centers are oriented and developed around neighborhoods to allow residents the ability to easily move through and to feel comfortable within areas that create a distinct sense of place and community. In order to achieve this, development in some urban areas would have a higher average density than currently exists in parts of the urbanizing area, approximately 6 to 10 units per net residential acre (4.5 to 7.5 gross units per acre), with more housing being single family on smaller lots (5,000 sf) and multi-family. Approximately 40 percent of the new housing would be duplexes, townhouses, or apartments. This variety of housing types and sizes would provide more opportunities for builders to provide affordable and attainable housing for first time home buyers, retirees, and lower-income families.

Each center would have a mix of land uses with housing, businesses, and services appropriate to its character and location. For example, the Vancouver Mall area would continue to be a retail center, downtown Vancouver will continue to be a center of finance and government, Brush Prairie and Hockinson are to be rural centers with community commercial areas, and the Mount Vista area will be a center of research and education (with the proposed Washington State University campus). Residential development appropriate to the needs of the workers and residents in these areas would be encouraged nearby. A primary goal of the plan is to provide housing in close proximity to jobs resulting in shorter vehicle trips, and allows densities along public transit corridors that support high capacity transit, either bus or light rail.

Outside of urban areas, the land is predominantly rural with farms, forests, open

space, and large lot residences. Shopping or businesses would be in rural centers. Urban levels of public services would generally not be provided in rural areas. Rural residents are provided levels of service appropriate to their areas. These areas are, by definition, more rural in nature and residents are more self-sufficient, often relying on private wells and septic systems. Most of northern Clark County would remain as it is today, in resource industries or rural use.

To implement the *Community Framework Plan*, the County, towns and cities would have to amend certain land use and development policies in their 20-year comprehensive plan process. The framework policies to guide future detailed policies are discussed in the next section.

### **B. Policies**

In order to achieve the vision of Clark County, as a collection of distinct communities surrounded by open space, agriculture, and forest uses, Clark County and each of the cities and will adopt certain types of policies. The general framework policies are outlined below by element of the *Comprehensive Growth Management Plan (20-Year plan)*. The process-oriented county-wide planning policies which were adopted by the County in August 1992, are listed first (in italics), followed by the framework policies to guide implementation of the vision of Clark County's future preferred by many of its residents. The policies provide a framework within which the County can bridge the gap between the general land use concepts presented in the *Community Framework Plan* and the detailed (parcel level) *Comprehensive Growth Management Plan (20-Year)* required by the *State Growth Management Act*. Supplemental to the *Community Framework Plan*, the County and each jurisdiction, can develop more specific policies for the their required 20-year time frame, in order to ensure that the resulting plans will work to achieve the overall vision of the future for Clark County.

## **1.0 LAND USE**

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The *Land Use Element* for 20-year comprehensive plans determine the general distribution and location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, public utilities, public facilities, and other uses. The *Land Use Element* includes population densities, building intensities, and estimates of future population growth. The land use element is to provide for protection of groundwater resources, and where applicable, address drainage, flooding, and run-off problems and provide for coordinated solutions.

The following policies are to coordinate the efforts of the County and cities in designating land uses, densities, and intensities to achieve the pattern described above in their respective *Comprehensive Growth Management Plans* (20-year).

### **1.1 Countywide Planning Policies**

- a. The County, municipalities and special districts will work together to establish urban growth areas within which urban growth shall be encouraged and outside of which growth may occur only if it is not urban in nature. Each municipality within the County shall be included within an urban growth area. An urban growth area may include territory located outside of a city if such territory is characterized by urban growth or is adjacent to areas characterized by urban growth.
- b. Urban growth areas shall include areas and densities sufficient to permit the urban growth that is projected to occur in the County for the succeeding 20-year period.
- c. Urban growth shall be located primarily in areas already characterized by urban growth that have existing public facility and service capacities to adequately serve such development, and second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and services that are provided by either public or private

sources. Urban governmental services shall be provided in urban areas. These services may also be provided in rural areas, but only at levels appropriate to serve rural development.

Urban governmental services include those services historically and typically delivered by cities, and include storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection, public transit services, and other public utilities not normally associated with non-urban areas.

- d. An urban growth area may include more than a single city.
- e. Urban growth is defined as growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, fiber, or the extraction of mineral resources.
- f. The County and cities shall review, at least every five (5) years, its designated urban growth area or areas, and the densities permitted within the incorporated and unincorporated portions of each urban growth area. The comprehensive plans of the County and each municipality shall be revised to accommodate urban growth projected to occur for the succeeding 20-year period.
- g. Population projections used for designating urban growth areas will be based upon information provided by the Office of Financial Management and appropriate bi-state/regional sources.
- h. Interagency Cooperation  
The County and each municipality will work together to:
  - 1) establish Partnership Planning Subcommittees to develop an ongoing coordination program within the urban growth area;

- 2) provide opportunities for each jurisdiction to participate, review and comment on the proposed plans and implementing regulations of the other;
  - 3) coordinate activities as they relate to the urban growth area;
  - 4) coordinate activities with all special districts;
  - 5) seek opportunities for joint efforts, or the combining of operations, to achieve greater efficiency and effectiveness in service provision; and,
  - 6) conduct joint hearings within the urban growth areas to consider adoption of *Comprehensive Plans* in the Partnership Planning Process.
- i. Coordination of land use planning and development
- 1) The County and each municipality shall cooperatively prepare land use and transportation plans and consistent development guidelines for the urban area.
  - 2) *Comprehensive Plans* must be coordinated. The comprehensive plan of each county or city shall be coordinated with, and consistent with, the comprehensive plans adopted by other counties or cities with which the County or city has, in part, common borders or related regional issues (*ESHB 2929; Section 10*). The city and the County shall play partnership roles in the production of plans which provide the opportunity for public and mutual participation, review and comment.
  - 3) Urban development shall be limited to areas designated by the urban growth boundary.

## 1.2 Framework Plan Policies

- 1.2.0 Establish a hierarchy of activity centers, including both urban and rural centers.

Hierarchy of Centers:

All planning should be in the form of complete and integrated communities containing housing, shops, work places, schools, parks, and civic facilities essential to the daily life of the residents. Community size should be designed so that housing, jobs, daily needs and other activities are within easy walking distance of each other.

- a. **URBAN CENTERS** have a full range of urban levels of services and can be divided into three main categories:

**Major Centers** are now or will be activity centers with a full range of residential, commercial, and industrial uses, high-capacity transit corridors, schools, major cultural and public facilities. Major centers, have or will have, urban densities of development between 6 and 10 units per net residential acre (4.5 to 7.5 gross units per acre) as an overall average. Areas along high capacity transit corridors and priority public transit corridors may have higher than average densities, and other areas would have lower densities (e.g. established neighborhoods and neighborhoods on the fringes of the urban area). Regional institutions and services (government, museums, etc.) should be located in the urban core.

### **Small Towns and Community**

**Centers** have a full range of residential, commercial, and industrial uses, schools, neighborhood, community, and regional parks, and are within walking distance to HCT corridors or public transit. These areas will have employment opportunities and lower densities than major centers, averaging between 4 and 8 units per net residential acre (3 to 6 gross units per acre). Higher densities occur along transit corridors and in the community center, with lower densities in established neighborhoods and on the outskirts of the community. Small towns and community centers should have a center focus that combines commercial, civic, cultural and recreational uses.

**Neighborhood Centers** are located in predominantly residential areas, but include pedestrian-oriented commercial uses, schools and small parks. A mix of residential uses and densities are or will be permitted. Neighborhoods are to have a focus around parks, schools, or common areas.

- b. Outside of urban growth and urban reserve areas, **RURAL ACTIVITY CENTERS** provide public facilities (e.g., fire stations, post offices, schools) and commercial facilities to support rural lifestyles. Rural centers have residential densities consistent with the surrounding rural minimum lot sizes and do not have a full range of urban levels of services.

### Urban Areas

1.3.0 Establish consistent regional criteria to determine the size of urban growth areas for the 20-year comprehensive plans that:

- utilize natural features (such as drainages, steep slopes, riparian corridors, wetland areas, etc.);
- conserve designated agriculture, forest or mineral resource lands;
- ensure an adequate supply of buildable land;
- have the anticipated financial capability to provide infrastructure/services needed for the 20-year growth management population projections; and,
- balance industrial, commercial, and residential lands.

1.3.1 Establish consistent regional criteria for urban growth area boundaries for the 20-year comprehensive plans that consider the following:

- geographic, topographic and man-made features;
- public facility and service availability, limits and extensions;
- jurisdictional and special district boundaries; and,

- location of designated natural resource lands and critical areas.

### Urban Reserves

1.3.2 Establish criteria for new fully contained communities to ensure that the appropriate public facility and services are available. Large scale residential only developments are not considered as fully contained communities.

1.4.0 The County and jurisdictions within the County are to define urban reserve areas (land reserved for future development after 20 years), where appropriate, to allow an orderly conversion of land adjacent to designated urban growth areas to urban densities, as demonstrated by the need to expand the developable land supply or by regional industrial or public facility needs.

1.4.1 The County, cities and towns are to work cooperatively, to develop policies governing transition of urban reserve areas between the urban growth area set by the *20-Year Comprehensive Growth Management Plans* and the urban areas conceptualized by the longer-term *Community Framework Plan*. Such policies are to:

- encourage urban growth in cities and towns first, then in their urban growth areas, and finally in the urban reserve area;
- ensure that any development permitted is consistent with the level of urbanization of the adjacent areas;
- identify major capital facilities and utilities, provide locational and timing criteria for development of these facilities and utilities;
- include a mechanism to ensure that major capital facilities and utilities are constructed when needed; and
- establish criteria for determining the need and procedures for amending the urban growth area boundary.

1.4.2 Develop criteria for uses within urban reserve areas to allow a reasonable use without preempting future urban growth area designations.

Techniques that enable the urban reserve to be maintained include but are not limited to:

- transfer development rights;
- conservation easements;
- tax assessments;
- pre-planning of lots and the clustering of units; and
- other innovative techniques.

## **2.0 HOUSING**

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The *Housing Element* is to recognize the vitality and character of established residential neighborhoods and identify sufficient land for housing to accommodate a range of housing types and prices. The goal is to make adequate provision for existing and projected housing needs of all economic segments of the community. These policies are intended to coordinate the housing policies of Clark County and its jurisdictions to ensure that all existing and future residents are housed in safe and sanitary housing appropriate to their needs and within their means.

### **2.1 County-wide Planning Policies**

- a. The County and each municipality shall prepare an inventory and analysis of existing and projected housing.
- b. The *Comprehensive Plan* of the County and each municipality shall identify sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, and group homes and foster care facilities. All jurisdictions will cooperate to plan for a "fair share" of the region's affordable housing needs and housing for special needs population.
- c. Link economic development and housing strategies to achieve parity between job development and housing affordability.
- d. Link transportation and housing strategies to assure reasonable access to multi-modal transportation systems and to encourage housing

opportunities in locations that will support the development of public transportation.

- e. Link housing strategies with the locations of work sites and jobs.
- f. Link housing strategies with the availability of public facilities and public services.
- g. Encourage infill housing within cities and towns and urban growth areas.
- h. Encourage flexible and cost efficient land use regulations that allow for the creation of alternative housing types which will meet the needs of an economically diverse population.

### **2.2 Framework Plan Policies**

- 2.2.0 Communities, urban and rural, should contain a diversity of housing types to enable citizens from a wide range of economic levels and age groups to live within its boundaries and to ensure an adequate supply of affordable and attainable housing. Housing options available in the County include single family neighborhoods and mixed use neighborhoods (e.g., housing above commercial storefronts, traditional grid single family neighborhoods, townhouses, multi-family developments, accessory units, boarding homes, cooperative housing, and congregate housing).
- 2.2.1 Establish density targets with jurisdictions in the County for different types of communities, consistent with the definitions of Urban and Rural Centers.
- 2.2.2 Provide housing opportunities close to places of employment.
- 2.2.3 Establish maximum as well as minimum lot sizes in urban areas.
- 2.2.4 All cities, towns and the County share the responsibility for achieving a rational and equitable distribution of affordable housing.
- 2.2.5 Coordinate with C-TRAN to identify and adopt appropriate densities for priority transit corridors. Ensure that the development standards for these areas are transit and pedestrian friendly. Transportation and housing strategies

are to be coordinated to assure reasonable access to a variety of transportation systems and to encourage housing opportunities in locations that support development of cost effective and convenient public transportation for all segments of the population.

- 2.2.6 Encourage infill development that enhances the existing community character and provide a mix of uses in all urban and rural centers. All cities and towns are to encourage infill housing as the first priority for meeting the housing needs of the community.
- 2.2.7 Encourage creative approaches to housing design to:
- accommodate higher densities attractively;
  - increase housing affordability;
  - ensure that infill development fits with the character of the existing neighborhood; and
  - develop demonstration projects to assist the private sector to achieve infill goals.
- 2.2.8 Housing strategies are to be coordinated with availability of public facilities and services, including human services.
- 2.2.9 All cities, towns and the County are to provide for a variety of housing types and designs to meet the needs of people with special needs (for example those with physical, emotional, or mental disabilities), recognizing that not all housing will become accessible to special needs populations.
- 2.2.10 Establish a mechanism for identifying and mitigating adverse impacts on housing production and housing cost which result from adoption of new development regulations or fees.
- 2.2.11 Encourage and permit development of inter-generational housing, assisted living options, and accessory units in order to allow people with special needs and senior citizens to live independently as possible and to reduce the need for (and cost of) social services.
- 2.2.12 All cities, towns and the County are to provide increased flexibility in the use of new and existing housing development to increase the potential for re-use,

preservation of existing affordable housing, shared living quarters, use of accessory structures as housing, etc.

- 2.2.13 Housing strategies are to be coordinated with the financial community and are to be consistent with public and private financing mechanisms.

### **3.0 RESOURCE LANDS**

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These policies are to ensure the conservation of agricultural, forest, and mineral resource lands, and protect these lands from interference by adjacent uses which affects the continued use, in the accustomed manner, of these lands for production of food, agricultural products, or timber, or the extraction of minerals.

#### **3.1 County-Wide Planning Policies**

- a. The County and each municipality shall cooperate to ensure the preservation and protection of natural resources, critical areas, open space, and recreational lands within and near the urban area through adequate and compatible policies and regulations.

#### **3.2 Framework Plan Policies**

- 3.2.0 The County and its jurisdictions as a minimum are to consider agricultural land based on *Washington Administrative Code (WAC) 365-190-050*.
- 3.2.1 The County and its jurisdictions as a minimum are to consider forest land based on *WAC 365-190-060*.
- 3.2.2 The County and its jurisdictions as a minimum are to consider mineral resource lands based on *WAC 365-190-070*.
- 3.2.3 Identify agricultural land on parcels currently used or designated for agricultural use and provide these parcels special protection.
- 3.2.4 Identify forest land on parcels currently used or designated for forest use and provide these parcels special protection.
- 3.2.5 Encourage the conservation of large parcels which have prime agricultural soils for agricultural use and provide these parcels special protection.

- 3.2.6 Establish standards for compatible land uses on land designated for agriculture, forest, and mineral resource uses.
  - 3.2.7 Review cluster residential development on agriculture or forest land to ensure these developments continue to conserve agriculture or forest land.
  - 3.2.8 Develop a range of programs (such as transfer or purchase of development rights, easements, preferential tax programs, etc.) to provide property owners incentives to maintain their land in natural resource uses.
  - 3.2.9 Mineral, forestry, and agricultural operations are to implement best management practices to minimize impacts on adjacent property.
  - 3.2.10 Establish buffers for natural resource lands (agriculture, forest, or mineral lands) and urban and rural uses to lessen potential impacts to adjacent property.
  - 3.2.11 Establish right to farm or harvest ordinances to protect the continued operation of natural resource uses.
  - 3.2.12 Public facility and/or utility availability are not to be used as justification to convert agriculture or forest land.
- opportunities exist for small scale farming and forestry which do not qualify for resource land designation;
  - the area serves as buffer between designated resource land or sensitive areas;
  - environmental constraints make the area unsuitable for intensive development;
  - the area cannot be served by a full range of urban levels of service; or,
  - the area is characterized by outstanding scenic, historic or aesthetic values which can be protected by a rural designation.
- 4.2.1 Recreational uses in rural areas should preserve open space and be environmentally sensitive.
  - 4.2.2 Commercial development of appropriate scale for rural areas are encouraged within rural centers.
  - 4.2.3 Establish large lot minimums for residential development appropriate to maintain the character of the rural area.
  - 4.2.4 Develop a program for the transfer or purchase of development rights (TDR) or similar programs to encourage implementation of these rural lands policies.
  - 4.2.5 New master planned resorts are to meet the following criteria:
    - provide self-contained sanitary sewer systems approved by the Southwest Washington Health District;
    - be served by public water systems with urban levels of fireflow;
    - preserve and enhance unique scenic or cultural values;
    - focus primarily on short-term visitor accommodations rather than for-sale vacation homes;
    - provide a full range of recreational amenities;
    - locate outside urban areas, but avoid adversely impacting designated resource lands;

## **4.0 RURAL LANDS**

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The *Rural Lands Element* contains policies governing the use of lands which are not reserved for agriculture, forest, or mineral resources, nor are they designated for urban development. Land uses, densities, and intensities of rural development are to be compatible with both adjacent urban areas and designated natural resource lands.

### **4.1 County-wide Planning Policies**

- a. The County shall recognize existing development and provide lands which allow rural development in areas which are developed or committed to development of a rural character.

### **4.2 Framework Plan Policies**

- 4.2.0 Rural areas should meet at least one of the following criteria:

- preserve and enhance sensitive lands (critical habitat, wetlands, critical areas, etc.);
- housing for employees only may be provided on or near the resort; and,
- comply with all applicable development standards for master planned resorts, including mitigation of on and off-site impacts on public services, utilities, and facilities.

4.2.6 Encourage the clustering of new development within a destination resort or a designated rural center (village or hamlet). All new development should be of a scale consistent with the existing rural character.

4.2.7 Revise existing development standards and housing programs to permit and encourage development of affordable housing for people who work in resource-based industries in rural centers.

## **5.0 TRANSPORTATION**

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The *Transportation Element* is to implement and be consistent with the land use element. The *Community Framework Plan* envisions a shift in emphasis of transportation systems from private vehicles to public transit (including high-capacity transit and light rail), and non-polluting alternatives such as walking and bicycling. The following policies are to coordinate the land use planning, transportation system design and funding to achieve this vision.

### **5.1 Countywide Planning Policies**

- a. Clark County, Metropolitan Planning Organization (MPO) and the Regional Transportation Planning Organization (RTPO), state, bi-state, municipalities, and C-Tran shall work together to establish a truly regional transportation system which:
  - 1) reduces reliance on single occupancy vehicle transportation through development of a balanced transportation system which emphasizes transit, high capacity transit, bicycle and pedestrian improvements, and

- 2) encourages energy efficiency;
  - 3) recognizes financial constraints; and,
  - 4) minimizes environmental impacts of the transportation systems development, operation and maintenance.
- b. Regional and bi-state transportation facilities shall be planned for within the context of county-wide and bi-state air, land and water resources.
  - c. The State, MPO/RTPO, County, and the municipalities shall adequately assess the impacts of regional transportation facilities to maximize the benefits to the region and local communities.
  - d. The State, MPO/RTPO, County, and the municipalities shall strive, through transportation system management strategies, to optimize the use of and maintain existing roads to minimize the construction costs and impact associated with roadway facility expansion.
  - e. The County, local municipalities and MPO/RTPO shall, to the greatest extent possible, establish consistent roadway standards, level of service standards and methodologies, and functional classification schemes to ensure consistency throughout the region.
  - f. The County, local municipalities, C-Tran and MPO/RTPO shall work together with the business community to develop a transportation demand management strategy to meet the goals of state and federal legislation relating to transportation.
  - g. The State, MPO/RTPO, County, local municipalities and C-Tran shall work cooperatively to consider the development of transportation corridors for high capacity transit and adjacent land uses that support such facilities.
  - h. The State, County, MPO/RTPO and local municipalities shall work together to establish a regional

transportation system which is planned, balanced and compatible with planned land use densities; these agencies and local municipalities will work together to ensure coordinated transportation and land use planning to achieve adequate mobility and movement of goods and people.

- i. State or regional facilities that generate substantial travel demand should be sited along or near major transportation and/or public transit corridors.

## **5.2 Framework Plan Policies**

- 5.2.0 The regional land use planning structure is to be integrated within a larger public transportation network (e.g., transit corridors, commercial nodes, etc.).
- 5.2.1 Encourage transportation systems that provide a variety of options (light rail, high-occupancy vehicles, buses, autos, bicycles or walking) within and between and rural centers.
- 5.2.2 Street, pedestrian paths, and bike paths are to be a part of a system of fully connected and scenic routes to all destinations. Establish design standards for development to promote these options, and work cooperatively with C-TRAN to ensure that programs for improvements in transit service and facilities as well as roadway and pedestrian facilities are coordinated with these standards.
- 5.2.3 To reduce vehicle trips, encourage mixed land use and locate as many other activities as possible to be located within easy walking and bicycling distances from public transit stops.
- 5.2.4 Encourage use of alternative types of transportation, particularly those that reduce mobile emissions (bicycle, walking, carpools, public transit).
- 5.2.5 Establish residential, commercial and industrial development standards including road and parking standards, to support the use of alternative transportation modes.
- 5.2.6 Establish connections between Urban and Rural Centers through a variety of transportation options.
- 5.2.7 Establish regional level-of-service (LOS) standards for arterials and public transportation that ensure preservation of the region's (rural and urban) mobility while balancing the financial, social and environmental impacts.
- 5.2.8 Encourage a balanced transportation system and can be maintained at acceptable levels of service.
- 5.2.9 Establish major inter-modal transportation corridors that preserve mobility for interstate commerce and freight movement (Promote inter-modal connections to port, rail, truck, bus, and air transportation facilities. Preserve and improve linkages between the Port of Vancouver and other regional transportation systems).
- 5.2.10 Coordinate with C-TRAN, WSDOT, and SWRTC to allow park-and-ride facilities along regional transportation corridors.
- 5.2.11 Encourage the development of smaller, community scale park and ride facilities in rural centers as the gateways to public transportation in non-urban areas.

## **6.0 CAPITAL FACILITIES**

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The *Capital Facilities Element* will identify the need for capital facilities (such as libraries, schools, police facilities and jails, fire facilities, etc.) to accommodate expected growth and establish policies to ensure that these facilities are available when the development is occupied. The following policies are to coordinate the work of the cities and towns and special districts.

### **6.1 County-wide Planning Policies**

- a. The County, State, municipalities and special districts shall work together to develop realistic levels of service for urban governmental services.
- b. Plans for providing public facilities and services shall be coordinated with plans for designation of urban growth areas, rural uses, and for the transition of undeveloped land to urban uses.
- c. Public facilities and services shall be planned so that service provision

- maximizes efficiency and cost effectiveness and ensures concurrency.
- d. The County, municipalities and special districts shall, to the greatest extent possible, agree upon present and future service provision within the urban area.
- e. The County, municipalities and special districts shall agree on a full range of services to meet the needs of the urban area, including sewer, water, storm drainage, transportation, police, fire, parks, etc.
- f. The County, its municipalities and special districts shall work together to ensure that the provision of public facilities and services are consistent and designed to implement adopted comprehensive plans.
- g. Local jurisdictions shall establish a process to re-evaluate the land use element of their comprehensive plans upon its determination that the jurisdiction lacks the financing resources to provide necessary public facilities and services to implement their plan.
- h. General and special purpose districts should consider the establishment of impact fees as a method of financing public facilities required to support new development.
- i. The County, its municipalities, and special districts will work together to develop financial tools and techniques that will enable them to secure funds to achieve concurrency.
- j. The *Comprehensive Plan* of the County and each municipality shall include a process for identifying and siting essential public facilities such as airports, state education facilities and state or regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and regional parks.
- k. When siting state and regional public facilities, the County and each municipality shall consider land use compatibility, economic and environmental impacts and public need.

- l. The County shall work with the State, each municipality and special districts to identify future needs of regional, and state wide public facilities. This will ensure county-wide consistency and avoid duplications or deficiencies in proposed facilities.

## **6.2 Framework Plan Policies**

- 6.2.0 Major public and private expenditures on facilities and services (including libraries, schools, fire stations, police, parks, and recreation) are to be encouraged first in urban and rural centers.
- 6.2.1 Establish level of service standards for capital facilities in urban and rural areas.
- 6.2.2 Coordinate with service providers to identify the land and facility requirements of each and ensure that sufficient land is provided in urban and rural areas to accommodate these uses.
- 6.2.3 Establish standards for location of public facilities and services in urban growth areas, urban reserve areas, and rural areas.

## **7.0 UTILITIES**

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The *Utilities Element* is to provide for the extension of public utilities to new development in a timely manner, and to ensure that utility extensions are consistent with the land use plans of the County and cities and towns.

### **7.1 Countywide Planning Policies**

- a. The County, municipalities, special districts and Health District will work cooperatively to develop fair and consistent policies and incentives to: eliminate private water and sewer/septic systems in the urban areas; and to encourage connection to public water and sewer systems.
- b. Within Urban Growth Areas, cities and towns should be the providers of urban services. Cities and towns should not extend utilities without annexation or commitments for annexation. Exceptions may be made in cases where human health

is threatened. In areas where utilities presently extend beyond city or town limits, but are within Urban Growth Areas, the city or town and the County should jointly plan for the development, with the County adopting development regulations which are consistent with the city or town standards.

- c. Plans for providing public utility services shall be coordinated with plans for designation of urban growth areas, rural uses, and for the transition of undeveloped land to urban uses.
- d. Public utility services shall be planned so that service provision maximizes efficiency and cost effectiveness and ensures concurrency.
- e. The County, municipalities and special districts shall, to the greatest extent possible, agree upon present and future service provision within the urban area.

## **7.2 Framework Plan Policies**

- 7.2.0 Public sanitary sewer service will be permitted only within urban areas, except to serve areas where imminent health hazards exist.
- 7.2.1 Public sanitary sewer service should be extended throughout urban areas. It is recommended that cities and towns and other sanitary sewer service purveyors adopt policies that specify the circumstances under which residents located within urban growth areas but outside of incorporated areas would be required to connect to a sanitary sewer system once it becomes available.
- 7.2.2 Adequate public water service should be extended throughout urban areas. (An "adequate" public water system is one that meets Washington State requirements and provides minimum fire flow as required by the Fire Marshal. Various levels of public water service are considered adequate, depending upon the specific land uses and densities of development being served.)
- 7.2.3 When it is appropriate to provide public water service in rural areas, the level of service may be lower than that which is

provided in urban areas. However, public water service in rural areas must meet the minimum requirements for an adequate public water system, given the specific land uses and densities being served (*see 7.2.2*).

- 7.2.4 Construction of new private wells in urban areas should be discouraged. New private wells will be considered only on an interim basis, until adequate public water service becomes available to an area.
- 7.2.5 Construction of new subsurface sewage disposal systems within urban areas should be discouraged. It is recommended that cities and towns and the County adopt policies that specify the circumstances under which the construction of new subsurface sewage disposal systems would be permitted, if they are permitted under any circumstance within urban areas. If new subsurface disposal systems are permitted, it is suggested that these systems be considered only as an interim measure, until public sanitary sewer system becomes available.
- 7.2.6 Support the Southwest Washington Health District's efforts to establish a mandatory subsurface sewage disposal system inspection and maintenance program for pre-existing and new systems located in areas that need special protection from an environmental health perspective, as determined by the Health District.
- 7.2.7 Ensure compliance with Washington State requirements which call for a proposed development to provide proof that there exists a source of public or private domestic water which produces sufficient quantity and quality of water to meet minimum requirements before a development permit may be issued.
- 7.2.8 New wells may be constructed in rural areas, but only to serve developments on rural lots that are without practical access to existing public water systems. Existing public water purveyors should be given an opportunity to serve a new development. The first opportunity to serve a development should be given to the utility provider designated to serve the area in which the development is proposed. If the designated utility

cannot serve the development, an adjacent utility should be given the opportunity to serve the development. If an existing utility cannot serve the development, construction of a new private or public well may be permitted. This procedure is set forth in the *Clark County Coordinated Water System Plan Update*, which was adopted by Clark County and the Washington State Department of Health in 1991.

- 7.2.9 The availability of public sanitary sewer and water services with capacities beyond those which are minimally required to meet the needs of an area will not presume or justify approval of a development that is inconsistent with the *Community Framework Plan*.
- 7.2.10 The *Clark County Coordinated Water System Plan* is designed to be responsive to the County's Comprehensive Plan and other local comprehensive plans, and land use regulations intended to implement the *Comprehensive Plan*. Public water system plans must be consistent with the *Coordinated Water System Plan* and the *Comprehensive Plan*, as provided under WAC 248-56.

## **8.0 PARKS, RECREATION AND OPEN SPACE**

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Although this element is not required by the *Growth Management Act*, Clark County and several cities and towns intend to include a *Parks, Recreation, and Open Space Element* in their plans because provision of these facilities is essential to the livability of the urban area. The policies listed below are to coordinate the planning for parks facilities, recreation programs, and open spaces to ensure that they are appropriately sited given expected growth patterns.

### **8.1 County-wide Planning Policies**

- a. The County and each municipality shall identify open space corridors, important isolated open space and recreational areas within and between urban growth areas, and should prepare a funding and acquisition program for this open space. Open space shall include lands useful for parks and

recreation, fish and wildlife habitat, trails, public access to natural resource lands and water, and protection of critical areas.

### **8.2 Framework Plan Policies**

- 8.2.0 Provide land for parks and open space in each urban growth area and rural centers consistent with adopted level-of-service standards. Wherever possible, the natural terrain, drainage, and vegetation of the community should be preserved with high quality examples contained within parks or greenbelts.
- 8.2.1 Use environmentally sensitive areas (critical areas) for open space and where possible use these areas to establish a well defined edge separating urban areas from rural areas.
- 8.2.2 Regions should be bounded by and provide a continuous system of open space/wildlife corridors to be determined by natural conditions. Where appropriate connect open spaces to provide corridors, consistent with the *Metropolitan Greenspaces Program*.
- 8.2.3 Coordinate with jurisdictions to establish consistent definitions of park types and level of service standards for parks within urban areas.
- 8.2.4 Coordinate the planning and development of parks and recreation facilities with jurisdictions within the urban areas.
- 8.2.5 Establish a county-wide system of trails and bicycle paths both within and between jurisdictions for recreational and commuter trips. Coordinate this trail system with those of adjacent counties and Oregon jurisdictions.

## **9.0 ANNEXATION AND INCORPORATION**

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The intention of the *Growth Management Act* is that urban development occur within cities or areas that will eventually be cities -- either through annexation or incorporation. Currently in Clark County, large unincorporated areas are developed at urban densities. The transition of these areas to cities is a process that will require the cooperation of staff and elected officials from

the County, cities and towns, and special districts. The following policies are to set the framework for discussion of the details which will be included in *the 20-Year Growth Management Plans* for these jurisdictions.

### **9.1 County-wide Planning Policies**

- a. *Community Comprehensive Plans* shall contain an annexation element. In collaboration with adjacent cities, towns, and Clark County, each city and town shall designate areas to be annexed. Each city and town shall adopt criteria for annexation and a plan for providing urban services and facilities within the annexation area. Policies for the transition of services shall be included in each annexation element. All cities and towns shall phase annexations to coincide with their ability to provide a full range of urban services to areas to be annexed.
- b. No city or town may annex territory beyond its urban growth area.
- c. Developing areas within urban growth and identified annexation areas should annex or commit to annex to adjacent cities in order to receive a full range of city-provided urban services. Unincorporated areas that are already urbanized are encouraged to annex to the appropriate city or town in order to receive urban services. Incorporation of new cities and towns is a legal option allowed for under Washington law. Incorporation may be appropriate if an adequate financial base is identified or annexation is impractical.
- d. The County shall encourage and support annexations to cities and town within Urban Growth Areas if consistent with the policies contained within the annexation element.
- e. No city or town located in a county in which Urban Growth Areas have been designated may annex territory beyond an urban growth area.
- f. An inter-jurisdictional analysis and process which assesses the fiscal

and other impacts related to annexation on the County, the city or town, and special purpose districts shall be developed consistent with the policies contained in the annexation.

## **10.0 ECONOMIC DEVELOPMENT**

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Although an *Economic Development Element* is not required in the *Comprehensive Growth Management Plan*, Clark County will include this element in order to ensure that there is a balance of economic and population growth in the County, and that the type of economic development which occurs contributes to maintaining and improving the overall quality of life in the County.

### **10.1 County-wide Planning Policies**

- a. The County and the municipalities will demonstrate their commitment to long-term economic growth by promoting a diverse economic base, providing opportunity for all citizens, including unemployed and disadvantaged persons. Growth which helps to measurably raise the average annual wage rate of community citizens, and preserves the environmental quality and livability of our community, is viable growth and will improve the lifestyle of Clark County citizens.
- b. The County and the municipalities will demonstrate their commitment to the retention of those enterprises which have created the economic base of the County, and promote their continued growth in a predictable environment, which encourages investment and job growth.
- c. The County and the municipalities will encourage long-term growth of businesses of all sizes, because all are important factors in overall job growth in the County and the municipalities.
- d. The County and the municipalities will promote productivity and quality among its businesses to meet world and market standards for their products and services.

- e. The County and the municipalities will encourage the improvement of the participation rate of residents in higher education, and the measurable performance of high school graduates compared with other counties in the state.
- f. The County and the municipalities may give priority assistance to employers who will increase the standard of living in the community.
- g. The County and the municipalities will plan for long-term economic growth which enhances the capacity of existing air shed for job-generating activities.
- h. The County and the municipalities will provide for orderly long-term commercial and industrial growth and an adequate supply of land suitable for compatible commercial and industrial development.
- i. The County and the municipalities will encourage the recruitment of new business employers to absorb the increasing labor force, and to supply long-term employment to a portion of the County's residents who are currently employed outside of the County.
- j. The County and the municipalities will work together, to the greatest extent possible, to establish specific common benchmarks that will measure the community's overall economic viability. These benchmarks will be included in the County's *Comprehensive Plan* and are encouraged to be included in each jurisdiction's comprehensive plan.
- k. Encourage use of a multi-modal transportation system that facilitates the reduction of travel times and the need for additional road construction within the region.

## **10.2 FRAMEWORK PLAN POLICIES**

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- 10.2.0 Encourage a balance of job and housing opportunities in each urban center. Provide sufficient land for business as well as homes. Businesses within the

community should provide a range of job types for the community's residents.

- 10.2.1 Encourage industrial uses in major urban centers, small towns and community centers.
- 10.2.2 Revise commercial and industrial development standards to allow for mixed use developments and ensure compatibility with nearby residential and public land uses.
- 10.2.3 Encourage businesses which pay a family wage to locate in Clark County.
- 10.2.4 Encourage appropriate commercial development in neighborhoods and rural centers that support the surrounding community.
- 10.2.5 Develop transit-friendly design standards for commercial and industrial areas. Encourage businesses to take responsibility for travel demand management for their employees.
- 10.2.6 Establish incentives for the long-term holding of prime industrial land. Encourage local jurisdictions to and special districts to hold prime industrial land for future development.

## **11.0 CRITICAL AREAS**

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All of the jurisdictions in Clark County have adopted interim measures to protect identified critical areas within their boundaries. These measures must be reviewed and, if necessary, revised to implement the *Comprehensive Growth Management Plan*. The following policies are to ensure a coordinated approach to preservation of identified sensitive lands. The goal is to preserve significant critical areas as a part of a system of such areas, not as isolated reserves, wherever possible.

### **11.1 County-wide Planning Policies**

- a. Urban growth areas shall be established consistent with the protection of the environment and the enhancement of the state's high quality of life, including air and water quality, and the availability of water. The establishment of urban growth areas shall also be done in a manner consistent with the preservation of land, sites and

structures that have historical or archeological significance.

development of local character and community identity.

### **11.2 Framework Plan Policies**

- 11.2.0 New developments are to protect and enhance sensitive areas and respect natural constraints.
- 11.2.1 Protect and improve the County's environmental quality while minimizing public and private costs.
- 11.2.2 In the long-term, all jurisdictions should work towards compatible classification systems for wetlands.
- 11.2.3 Vulnerable aquifer recharge areas are to be regulated to protect the quality and quantity of groundwater in the County.
- 11.2.4 Establish development standards for uses, other than natural resource uses, on sensitive lands (e.g., 100-year flood plains, unstable soils, high-value wetlands, etc.).
- 11.2.5 Wetlands and watersheds are to be managed to protect surface and groundwater quality.
- 11.2.6 The County and jurisdictions are to work cooperatively with the Washington State Department of Wildlife to develop programs and areas that promote the preservation of habitats.

## **12.0 COMMUNITY DESIGN**

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Implementation of the *Community Framework Plan* will require attention to the details of design if it is to succeed in encouraging a sense of community and getting people to use alternative means of transportation. The following policies are intended to focus the design policies of each jurisdiction on certain key issues which must be coordinated in order to be effective.

### **12.1 County-wide Planning Policies**

- a. The community design element shall help conserve resources and minimize waste.
- b. The County's community design standards shall be appropriate to the region, exhibiting continuity of history and culture and compatibility with the climate, and encourage the

### **12.2 Framework Plan Policies**

- 12.2.0 Develop high quality design and site planning standards for publicly funded projects (e.g., civic buildings, parks, etc.).
- 12.2.1 Encourage the establishment of open space between or around urban centers. These areas could be public greenways, resource lands, wildlife habitats, etc.
- 12.2.2 Encourage urban and rural centers to provide an ample supply of specialized open space in the form of squares, greens, and parks whose frequent use is encouraged through placement and design.
- 12.2.3 Establish development standards to encourage mixed use developments in urban and rural centers, while providing buffering for each use from the adverse effects of the other.
- 12.2.4 Establish development standards for higher densities and intensities of development along priority and high capacity transit corridors that encourage pedestrian, bicycle, and public transit usage.
- 12.2.5 Encourage street, pedestrian path and bike path standards that contribute to a system of fully-connected and interesting routes to all destinations. Their design should encourage pedestrian and bicycle use and be defined by buildings, trees and lighting, and discouraging high speed traffic.
- 12.2.6 Establish standards that use materials and methods of construction specific to the region, exhibiting continuity of history and culture and compatibility with the climate, to encourage the development of local character and community identity.

## **13.0 HISTORIC PRESERVATION**

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Clark County has a long and varied history, and many structures and sites remain which were a part of that history. These structures and sites define the unique character of the County and its communities. The following

policies are to ensure a coordinated approach to their preservation.

### **13.1 County-wide Planning Policies**

- a. The County and each municipality should identify cultural resources within urban growth areas and the County.

### **13.2 Framework Plan Policies**

- 13.2.0 The County, cities and towns are to identify federal, state and local historic and archaeological lands, sites or structures of significance within their jurisdictions.
- 13.2.1 Encourage owners of historic sites or structures to preserve and maintain

them in good condition, consistent with their historic character.

- 13.2.2 Develop financial and other incentive programs for owners of historic properties to maintain their properties and make them available periodically for public education.
- 13.2.3 Establish county-wide programs to identify archaeological and historic resources, protect them, and educate the public about the history of the region.
- 13.2.4 Establish criteria for the identification of archaeological and historical resources, and establish a process for resolving conflicts between preservation of these resources and development activities.

# CHAPTER 2

## LAND USE ELEMENT

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### **INTRODUCTION**

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The *Land Use Element* of the *20-Year Clark County Comprehensive Growth Management Plan* provides policy guidance for the uses of land throughout the county, which range from residential, commercial and industrial structures to farm and forestry activities to parks, open spaces, and undeveloped environmentally sensitive areas. The *Element* contains policies to provide guidance as to how and where these uses should be located, and what type of overall land use pattern should evolve as Clark County develops over the next 20 years. In addition to the written descriptions of existing conditions and the policies, the *Land Use Element* is closely associated with the *20-Year Plan Map*. The *20-Year Plan Map* delineates the unincorporated area in various categories, or plan designations, which appear on the *Map* as different colors. Specific policies are applied to specific map designations, providing policy direction for the development of those areas.

This *Element* includes a review of existing conditions and analyses of how Clark County will meet future needs related to land uses. One critical concern that the *Element* addresses is whether the *Land Use Map* and policies designate adequate amounts of land to meet the residential, commercial, industrial, environmental and other needs of the county through the next 20 years. A second equally important concern is the integration of land uses. The various types of uses should be located and developed in an integrated, cohesive manner which minimizes transportation and other public and private service needs and costs and fosters greater accessibility, livability and community in Clark County. The *Growth Management Act of 1990 (GMA)* clearly emphasizes the reduction of urban sprawl. The *Land Use Element* promotes more compact development patterns which allow for more efficient delivery of services, and promotes a better balance of jobs and housing than exists today to minimize the distance

people need to travel between home, workplace and shopping.

The *Land Use Element* contains provisions for a clear distinction between urban and rural areas through the designation of urban growth boundaries, as required by the *GMA*. Within urban areas, urban style and density development should occur. Within the rural area, rural style and density development are planned.

Within the urban areas, a range of urban densities and development opportunities are envisioned. Although single family housing will continue to be the most common form of residential development, certain areas within major activity centers and along transportation corridors are planned for increased multi-family and mixed use development, as well more intensive commercial uses. Protection of environmentally critical lands and an expansive recreational and open space network development are planned in both the urban and rural areas.

### **RELATION OF THE LAND USE ELEMENT TO OTHER ELEMENTS OF THE COUNTY 20-YEAR PLAN**

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The *Land Use Element* addresses land development throughout the entire unincorporated area, and includes various environmental policy categories which apply to the entire county. However, because of its unique conditions and policy issues, analysis and policies for the unincorporated rural area of the county are contained in a separate *Rural and Natural Resource Lands Element, Chapter 4* of this document.

The *Land Use Element* is perhaps the central element of the *Comprehensive Plan*. The other elements must be fully consistent with the land use development patterns and policies presented in the *Land Use Element* and *Comprehensive Plan Map*. For example, the *Transportation and Capital Facilities Elements* must contain adequate provisions to serve the

type and extent of the land use patterns envisioned in the *Land Use Element*. Conversely, the *Land Use Element* and *Map* must not specify a land use development pattern which cannot be adequately served by transportation and other services specified in the other elements.

### ***RELATION OF THE LAND USE ELEMENT TO OTHER COUNTY PLANNING POLICY DOCUMENTS***

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The county *20-Year Plan*, including the *Land Use Element*, is part of a hierarchy including the Washington *GMA*, the Clark County Countywide Planning Policies, *Community Framework Plan*, and the Clark County zoning ordinance and related implementation measures. The state *GMA* contains general and specific requirements for participating jurisdictions. The county *Community Framework Plan* provides an overall community vision and general policies for future development in accordance with the *GMA*. The county *20-Year Plan*, and *Land Use Element* within, provides detailed policies for managing growth consistent with the mandates of *GMA* and the direction of the *Community Framework Plan*.

The *20-Year Plan* and its *Land Use Element* do not provide all the details, however. Precise standards, such as building setbacks, permitted uses within a particular zoning district or appropriate types of stormwater management systems are included in the implementing ordinances, including the zoning ordinance. The *20-Year Plan* is the controlling document and where the implementing ordinances conflict with the *20-Year Plan*, or fail to implement its policies, the *20-Year Plan* and its policies shall prevail.

### ***RELATION OF THE COUNTY LAND USE ELEMENT TO CITY COMPREHENSIVE PLANS***

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The *Land Use Element*, and other county *20-year Plan* elements, will be the governing documents for all unincorporated lands under the jurisdiction of Clark County. City *Comprehensive Plans* and their associated ordinances will be the governing documents applicable within incorporated city limits.

Unincorporated lands within adopted urban growth areas will be subject to county plans and ordinances, although cities will be consulted and city policies may be considered. Interjurisdictional provisions are included in the *Procedures Element*, Chapter 12 of this document.

## ***LAND USE CONDITIONS***

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### ***General History***

Clark County was originally settled by Native Americans, who established villages along the Columbia River and in other sites before recorded history. European settlement dates back to the establishment of Fort Vancouver in the early 19th century. Subsequent development of the county was primarily agriculturally based, but small residential concentrations within compact grid networks emerged in the Vancouver, Camas and Washougal areas, and later in Battleground, La Center and Ridgefield. Later expansions in development patterns were brought about largely by transportation improvements. With the arrival of the streetcar, radial development along track lines followed, such as along Fourth Plain Boulevard from downtown Vancouver to Orchards. Increased automobile use beginning in the 1920's extended the reach of development further from the original downtown nodes into areas previously used for agriculture. This process continued with the influx of population during World War II, and the post-war construction of Highway 99 and later the I-5 and I-205 freeways.

Increasingly dispersed development patterns have occurred over the past 20 years in Clark County. The pace and timing of growth has occurred in cycles, driven largely by regional and national trends. From 1970 through 1990, county population almost doubled from 128,000 to 238,000. In the short period from 1990 to 1994, the county population further increased to 280,800. The majority of this increase has occurred in unincorporated urban areas, such as Felida and Hazel Dell, and in rural areas, particularly those closer to the greater Vancouver area.

### ***Current General Distribution of Land Uses and Population***

The total land area encompassed by Clark County and its associated cities is approximately 420,288 acres, including areas

covered by water. The overall existing distribution of various land uses within the county is illustrated in *Table 2.1*. This table illustrates actual land uses as they would

appear on the ground today, rather than how the areas are designated by the *Comprehensive Plan* or *Zoning Maps*.

**Table 2.1 Existing Land Uses**

JURISDICTION / AREA	FOREST*	AGRIC.**	COMM'L	INDUSTRY	PUBLIC FACILITIES	PARKS/SCHOOL	SF RESID.	MULTI-FAMILY RESID.
CLARK COUNTY INCORPOR. UNINCORP.	206,440	64,440	712	1,662	4,010	9,110	23,722	53
VANCOUVER UGA	3,737	6,570	1,431	2,439	798	4,410	15,113	1,563
CAMAS UGA	1,805	1,208	44	334	60	587	840	33
WASHOUGAL UGA	943	646	41	161	45	250	784	55
BATTLE GROUND UGA	730	1,507	64	28	27	289	658	30
RIDGEFIELD UGA	1,232	1,773	13	115	7	250	395	4
YACOLT UGA	54	26	6	0	1	24	81	.6
TOTAL	215,078	76,562	2,316	4,739	4,957	14,979	41,722	1,742

\* Forest cover is determined through aerial photo interpretation (1990 photos) and is tree cover

\*\* Agricultural cover, similar to forest cover, was determined through aerial photo interpretation (1990 photos) and is land not built on and in pasture or crop cover.

\*\*\* Based on IUGAs adopted by BOCC 9/93

*Table 2.2* presents recent historical population growth and projected future increases in the county and its cities. It should be noted that the city limits listed have not remained static over time, and will not do so in the future. Growth within urban areas reflects an expansion of city limits as well as births and net immigration. The projected 2012 populations for each city reflect an assumption that city limits will grow through annexation to fill the adopted urban growth areas (UGA). Similarly, the apparent decline in the unincorporated rural and urban areas is due to a loss of land area through annexation, and not out-migration or other loss of population.

Much of the policy thrust of the Clark County *20-Year Plan* is in response to the need to plan for anticipated increases in population for the 20-year period ending 2012. 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 (OFM). The OFM has estimated a population ranging from a low of 356,873 to a high of 416,071. Although the county can exercise

discretion over how the projected total is distributed among the urban areas and the unincorporated rural area, the comprehensive growth plans of the county and its cities must be consistent with the official total allocation. The 2012 population projections listed in *Table 2.2* are actual goals, not merely future estimates or guidelines, which must be reflected in the respective 20-year plans of the jurisdictions.

Although it is not included within the official state forecast methodology, populations will change as well as increase in overall numbers. The aging of the population and the continued increase in the number of single parent families are among the more significant changes that should be addressed by land use planning. According to the 1990 census, 6.4 percent of all Clark County households were headed by an elderly person over 65. Consistent with national trends, it is projected that the percentage of elderly persons will increase to 17.5 percent of the total population by 2013.

**Table 2.2 Historic and Projected Population by Jurisdiction**

	1970 POPULATION	1980 POPULATION	1990 POPULATION	ABSOLUTE AND PERCENTAGE CHANGE 1970-90	PROJECTED 2012 POPULATION BASED ON STATE OFM ALLOCATION
CLARK COUNTY OVERALL AREA	128,454	192,227	238,053	109,599 46%	416,071
UNINCORPORATED RURAL AREA	74,487	134,978	167,427	92,940 56%	79,689
UNINCORPORATED URBAN AREA	53,967	57,248*	61,273	7,306 12%	0
BATTLE GROUND CITY LIMITS	1,438	2,774	3,690	2,252 61%	15,610
CAMAS CITY LIMITS	5,790	5,681	6,450	660 10%	22,388
LA CENTER CITY LIMITS	300	439	483**	183 38%	2,816
RIDGEFIELD CITY LIMITS	1,004	1,092	1,332	328 32%	7,488
VANCOUVER CITY LIMITS	41,859	42,834	44,570	2211 6%	269,841
WASHOUGAL CITY LIMITS	3,388	3,834	4,240	852 20%	16,146
YACOLT CITY LIMITS	488	544	545	57 10%	1,448

Sources: Washington State Office Of Financial Management, *April 1 Population of Cities, Towns, and Counties, June 1990*. US Bureau of the Census

\* Includes a portion of the City of Woodland that is in Clark County.

\*\* State Certified Special Census

Approximately 90 percent of population growth over the next 20 years is expected to occur in designated urban growth areas, with the remainder to occur in unincorporated rural and natural resource lands. This type of development pattern is consistent with the goals of the *GMA* and supports the implementation of the long range vision of Clark County reflected in *the Community Framework Plan*.

### **Residential Land Uses**

Residential lands provide the base for provision of housing of Clark County residents. As of 1990, Clark County and its cities contained a total of 92,234 residential units, housing a total population of 238,053. Residential uses consume more acreage than any other type of land use except agricultural and forest resource lands, which also usually serve as

homesites. About 85% of all housing units are located within the adopted urban growth areas. There is a variety of housing types available, reflecting the needs and tastes of the people for whom they were built. Single-family housing accounts for 77% of the total housing units in the county and multi-family units account for the remaining 23%, according to the 1990 US Census. Within the urban growth areas, the percentage of single family units is about 70%, and the multi-family percentage is approximately 30%. The number and proportion of multi-family homes have increased gradually over the years, due largely to national changes in demographics and housing needs, but single family homes remain as the most common form of dwelling. To increase the range and affordability of housing, the *20-Year Plan* has a general goal for multi-family residential construction to account for 40% of all new residential units constructed.

A more complete analysis of residential development issues is contained in the *Housing Element, Chapter 5* of this document. For the purposes of assessing overall land use, perhaps the most significant policy issues related to residential uses are the sufficiency, affordability and location of the overall housing stock. These factors are heavily driven by market and demographic factors which are largely beyond local control, such as interest rates or immigration to the Portland-Vancouver region. However, Clark County can provide an appropriate land base and policy guidance through the comprehensive planning process to influence these factors in a positive direction.

The *Comprehensive Plan Map* for the county and its cities contains an adequate amount of land designated for residential use, which is sufficient to accommodate the projected population increase of 123,000 persons in the county area. The methodology used to determine the amount of land needed to accommodate the projected population increases is described in the *Findings Document of the 20-Year Plan*.

In order to enhance affordability, moderately smaller lot sizes and higher densities *on average* are being encouraged through *Plan Map* designations and associated policies. Equally important, provisions for a wide *range* of housing densities and types are encouraged by the plan. Higher density multi-family housing will be particularly encouraged in the Transit Combining District, an area encompassing major activity centers of Downtown Vancouver, Vancouver Mall and the Washington State University Campus site, and transportation corridors between these centers. Outside this area, single family residential housing will continue to be the norm, with provisions for slightly higher densities and encouragements for infill and mixed use developments.

### ***Commercial and Industrial Land Uses***

The most important function of commercial and industrial lands in Clark County is to provide local employment opportunities. Commercial and industrial development can also provide goods and services for Clark County and points beyond. Clark County is part of the larger Portland-Vancouver metropolitan area, and land use patterns

reflect the proximity to this larger employment base. Currently, there is considerably more residential development than business or industry in Clark County. Approximately 33 percent of Clark County workers commute to workplaces in Oregon. The importance of resource based industries (agriculture, timber, mining) has declined since 1950, as heavy manufacturing activities (aluminum, paper mills, etc.) have increased. In more recent trends, heavy manufacturing has declined in importance as research and high technology industries began to locate in the area.

Commercial activities in the county to date have typically been developed as free standing structures on relatively large lots, with extensive parking areas. Much of the commercial development within the unincorporated urban areas of the county has occurred in continuous strips along arterials. Large tracts of commercial land are located in Hazel Dell along Highway 99 and 78th Street, in Orchards along 117th Avenue and in Cascade Park along Mill Plain Boulevard.

Rapid residential growth in Clark County has led many landowners of industrial lands to request and receive changes to residential designations. As a result there has been a marked reduction in the supply of industrial land since 1980. Currently, 12,000 acres are industrially designated, of which 4,900 acres are being used for industrial purposes. This acreage includes lands within Industrial Overlay Zones, as well as lands with an outright industrial designation. Most of the land in current industrial use is located in the southern portion of the county, primarily at the Port of Vancouver, Columbia Business Center, Cascade Business Park and the Port of Camas-Washougal.

Approximately 3,000 acres of prime industrially designated land are needed to accommodate the expected 20-year growth in industrial employment. Additionally, resource based industry is encouraged. More detailed information is provided in *Chapter 7* of this document, the *Economic Development Element*.

### ***Parks***

Clark County has been involved in land acquisition for parks since the 1930's, and adopted its first *Comprehensive Parks and Recreation Plan* in 1965. Clark County owns and manages approximately 3,935 acres. The Parks and Recreation Division oversees the

administration, acquisition, development and maintenance of parks, sports facilities (e.g., soccer fields, rifle range), greenways and trails. The Parks and Recreation Division has identified two facilities categories: urban and regional parks. Additionally, through the *Comprehensive Parks and Recreation Plan*, the Division has established ten urban parks districts in the Vancouver urban area and adopted an urban parks acquisition standard of six acres per 1,000 people. Clark County owns and manages 585 acres of parks and open space within the ten parks districts. Impact fees are collected within each of the park district service areas. These fees are used for the acquisition of neighborhood parks, community parks and urban open space.

*The Parks, Recreation and Open Space Element, Chapter 8*, provides further background and level of service on these facilities in the county.

### **Critical Areas**

Identification and protection of environmentally critical areas and resource lands are a key goal and purpose of the *GMA*, and are also a long standing goal of the Clark County community. Clark County contains a variety of critical areas, ranging in size and scope from smaller, discrete areas which provide habitat for threatened, sensitive or endangered wildlife species, to broadly based aquifer recharge areas, which encompass most of the undeveloped land area within the county. Many types of critical areas geographically overlap. The benefits that these critical areas yield range from providing wildlife or vegetative ecosystem habitat, to limiting or mitigating human concerns such as water pollution or flood hazards.

Policies and programs used to protect and conserve these areas involve a range of federal, state, and local programs and standards. Unlike residential, commercial, industrial, or other uses, critical areas do not typically constitute a separate comprehensive plan or zoning designation, unless they are under public ownership. Most policies used to address critical areas are therefore regulatory or incentive-based, to be applied to privately held lands (*Figure 1*).

### **Wildlife Areas**

Certain areas of critical habitat are readily identifiable because of their protected status under public ownership. The Ridgefield

National Wildlife Refuge contains over 5,000 acres of Columbia River floodplain, consisting of marshes, lakes, woodlands, grasslands and croplands, which provide migration and wintering habitat for Pacific Flyway waterfowl, as well as many species of waterbirds, raptors, shore and songbirds. The concentration and diversity of native and migratory bird species in the refuge are the largest in the county, and includes Sandhill Cranes, a state endangered species. Several species of mammals, reptiles and amphibians can also be found on the refuge.

Available information on certain critical areas, such as the location and extent of wildlife areas, is not fully complete. The Washington Department of Wildlife is in the process of creating an inventory data base for Priority Habitats and Species throughout the state. As this data is finalized, Clark County can more precisely identify sensitive areas, and refine policies for their conservation and protection.

Steigerwald Lake National Wildlife Refuge, located in the southeast corner of the county, includes 627 acres of Columbia River bottomland, consisting of canary grass marshes, riparian woodlands and improved pastures. Among the species inhabiting the Refuge are raptors, geese, and marsh, water, and riparian woodland songbirds.

The Vancouver Lake lowlands area provides over 1,000 acres of wildlife habitat within close proximity to Vancouver. Much of this land is owned by the Washington Department of Wildlife, which is preparing a management plan to determine how the land will be used.

Wildlife habitat is not restricted to those areas already under public ownership. Although most of Clark County provides some form of potential fish or wildlife habitat, riparian corridors and other areas adjacent to or including surface water bodies clearly provide the most wide ranging and significant wildlife habitat. Information currently being developed by the State Department of Fish and Wildlife has identified 36 sites within the county providing game, non-game or fish habitat, of which 33 are along riparian corridors or other water bodies. Their program provides management recommendations for both priority species and habitat (*Figure 2*).

### **Wetlands**

Wetlands provide valuable wildlife habitat and include marshes, swamps, fens and bogs that

perform several other functions. Wetlands can aid hydraulics by moderating water overflow, advancing groundwater recharge, and enhancing water quality. Water quality is enhanced by preventing erosion, removing sediments and filtering nutrients and other pollutants from runoff, and slowing down the flow of water which allows time for pesticides and other chemicals to break down. Wetlands may also provide vegetative habitat and human recreational and open space amenities.

Some mapping of the highest quality wetlands in Clark County has been completed. Countywide mapping covering the full range of wetland classes is available in very generalized form through National Wetland Inventory and hydric soil mapping; these inventories are inaccurate on a site specific basis. More precise wetland boundaries are not usually known until site specific analyses are conducted, normally during the review of individual development proposals. Most wetland areas are in low elevations areas within relatively close proximity of rivers and streams, or associated floodplains (*Figure 3 and Figure 4*).

### ***Shorelines***

The shorelines of rivers, streams, and lakes of Clark County are important and sensitive natural resources, and encompass other critical areas such as wildlife areas, wetlands and flood areas. They provide habitat, drainage, recreational opportunities, transportation and economic opportunities, some of which may conflict with each other. The *State Shoreline Management Act of 1971 (SMA)* defines shorelines as being within 200 feet of the ordinary high water mark or associated wetlands of all rivers with mean annual flow of 20 cubic feet per second (cfs). or more, or lakes of 20 acres in size or more. This definition encompasses most of the shorelines of most rivers and lakes within Clark County, although shorelines of smaller water bodies also provide many of the same functions.

### ***Aquifer Recharge Areas***

An aquifer is a body of rock (sandstone, fractured basalt or granite, glacial sands or gravel, river sands or gravel) that transmits groundwater in useable quantities to wells. Almost all of the county's industrial water needs and about 47 percent of public water needs are met by wells located near the

Columbia River, where the overlying deposits consist mostly of coarse sand and gravel. Aquifers are recharged or renewed primarily by rainfall. Water infiltrates the soil and percolates through it and the surface rocks to the water table. Urban areas afford little opportunity for recharge since most surfaces are impervious and therefore, prevent rainfall from entering the soil. Some aquifer recharge occurs in urban areas through dry wells and septic system drainfields, but these methods may decrease groundwater quality because it allows a way for contaminants to enter the soil. Since much of the county is covered with permeable alluvial, or sand, gravel, and silt deposits, there is no one identifiable point of recharge, and virtually the entire county pervious area may function as an aquifer to a certain extent. The entire aquifer may allow for infiltration of rainfall and can be considered a recharge area. The most critical aquifer recharge areas are those located near production wells and drinking water aquifers within the urban growth area (*Figure 5*).

### ***Floodplains***

Another type of critical area associated with riparian corridors are floodplains. Floodplains are defined and delineated by the Federal Emergency Management Agency (FEMA) to include all areas subject to flooding at 100 year intervals. This definition encompasses areas along most rivers in the Clark County. In addition to the wildlife habitat and hydraulic functions that floodplains serve because of their location, building limitations in these areas limit damage to persons and property from the periodic floods (*Figure 6*).

### ***Geologically Hazardous Areas***

As with floodplains, the primary function of development limitations within geologically hazardous areas is to limit potential adverse impacts to persons and property. The primary geologically hazardous areas are those of steep and or unstable slopes, which are often, but not exclusively, found along the banks of rivers or streams (*Figure 7 and Figure 8*).

### ***Scenic Areas***

Clark County contains a variety of scenic areas, typically located near major river systems. The most prominent is in southeast corner of the county, where approximately 6,000 acres east of Washougal was designated

by Congressional Act as part of the *Columbia River Gorge National Scenic Area (CRGNSA)* in 1986. From 1986 to 1996 specific land use regulations intended to foster the scenic, natural, cultural and recreational functions of these and other similarly designated areas within the Gorge were administered by the US Forest Service, through an appointed CRGNSA Commission and staff. In 1996 Clark County adopted an implementing ordinance, subsequently reviewed and approved by the Gorge Commission as consistent with the overall *CRGNSA Management Plan*, to allow for local County administration and jurisdiction over these lands.

### ***Protection and Conservation Programs and Policies***

A variety of programs and policies exist for the protection and conservation of environmentally critical areas. Due to the geographical overlap of many of the types of critical areas, there is a functional overlap of many of the policies. A program to address one type of critical areas, such building limitation within a floodplain, may often offer some additional protection for other critical areas, such as wildlife habitat.

The most effective protection of critical lands is through public ownership. Publicly owned lands within the urban area are largely confined to parks which emphasize recreational opportunities. Outside urban areas, most publicly owned lands emphasize wildlife and other critical land values, although access and passive recreation may be allowed. Protecting sensitive lands through public ownership requires that substantial funds be raised for acquisition of the land. A review of potential funding sources is contained in the *Findings Document* of the *20-Year Plan*.

Prohibitions or limitations on structural development also provide critical lands protection. Such programs currently in place in Clark County include the *Shorelines Management Master Program*, the floodplain, wetlands and clearing ordinances and prohibitions against placement of structures within designated unstable slope areas. As part of the development review process, the *State Environmental Policy Act (SEPA)* authorizes the imposition of a wide range of conditions which can prohibit or limit construction within certain areas or enact other mitigative measures to protect environmentally sensitive areas. Clark County

will develop programs and policies for the protection of wildlife areas as further data concerning the location and extent of these areas become available.

Source-based policies are typically used to provide protection to larger and less clearly defined critical areas, such as aquifer recharge areas, or to address other concerns related to ground or surface water quality. Sewage regulations, particularly those regarding septic system use, are administered by the Southwest Washington Health District, and are directed toward the protection of critical areas which are not necessarily at the site of the potential pollutant source. Stormwater management policies and programs administered by Clark County are similarly intended to address potential adverse water quality impacts beyond the source site. Clark County is currently in the process of developing wellhead and watershed protection plans which will identify areas of particular sensitivity to water quality impacts, and devise measures for their protection.

### ***Land Use Integration***

For a community to function in a livable and efficient manner, land uses must not only be provided in sufficient overall quantities, but must also be developed in an integrated, cohesive fashion. The *20-Year Plan* encourages improved land use integration on a range of levels, from more efficient overall regional form to better site-specific land use integration and access.

## ***URBAN GROWTH AREAS***

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Perhaps the most fundamental policy component of the *20-Year Plan* is the establishment of urban growth boundaries, as required by the *GMA*. Within urban growth boundaries, development of urban uses and densities should occur, and urban level of services should be available, or capable of being provided in the future. Within the rural area beyond the urban growth boundaries, only rural uses and densities should occur, and only rural level of services should be provided. The establishment of urban growth boundaries is intended to reduce service inefficiencies associated with sprawling and dispersed development patterns, and to produce a generally more compact overall urban development pattern which can be served more efficiently. Urban growth

boundaries also facilitate more efficient timing of growth, as available land supplies within the urban areas are generally utilized before the boundary is extended into the adjacent rural area to allow for more intensive development in that area. In the absence of established boundaries, leapfrog development may occur when urbanization takes place in isolated outlying pockets before it occurs in areas closer to the cities.

Urban growth boundaries also serve the purpose of fostering distinctions between the urban and rural areas which often become blurred or lost in the face of unmanaged growth. Those who choose to live in rural or urban areas often do so because of the relatively unique set of characteristics that each offers. By reinforcing and protecting the distinction between urban and rural areas, growth boundaries can help to conserve for the future many of these characteristics which have been steadily eroded in Clark County in recent years, particularly in the rural communities closer to the urban areas (*Figures 9 through 15*).

### ***Intensive Urban Development Within Major Centers and Transportation Corridors***

Although development will occur throughout the urban areas, the *20-Year Plan* encourages more intensive development and redevelopment to occur within identified major centers surrounding downtown Vancouver, the future Washington State University campus site, and Vancouver Mall. Development is also encouraged along the major transportation corridors which link these sites, such as the I-5 freeway and Highway 99 corridors, and along State Route 500 and Fourth Plain Road.

Encouraging development in these areas will allow higher density housing, mixed use and commercial activities to locate where they can be served most easily and efficiently by public services, particularly transportation. These

centers and corridors have better automobile and transit accessibility than most other urban areas, and may be served by light rail in the future. Encouraging commercial activities in close proximity of higher density housing will provide important opportunities to more closely match jobs, housing and shopping, minimizing traffic impacts by reducing the number and length of automobile trips needed.

Providing a range of development densities in the urban area is intended to foster a variety of options for people or companies wishing to live or do business in Clark County. Opportunities will be provided in residential areas characterized by larger homes and ample yard space, as well as those who wish to live in a more urbanized setting of smaller homes within walking distance or close proximity of a full range of shops or other activities.

### ***More Accessible and Pedestrian Friendly Development in Individual Neighborhoods or Commercial Areas***

The *20-Year Plan* also encourages better land use integration through increased accessibility and interrelation of nearby uses. Development patterns or uses which allow for and encourage pedestrian access are encouraged, while development which is of a strip commercial nature or otherwise exclusively oriented to automobile traffic is not.

### ***INTERPRETATION OF THE 20-YEAR PLAN MAP***

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The *20-Year Plan Map* identifies a number of different designations which are described below. The plan designations have been chosen are consistent with the location criteria described. Future amendments to the *20-Year Plan* map must be made in a manner which is consistent with these general descriptions (*Tables 2.3, 2.4, and 2.5*).

**20-Year Plan/Base Zoning Districts Matrix -- Urban Designation**

**Table 2.3 Urban Plan Designation to Zone Consistency Chart**

ZONE	UL	UM	UH	NC	CC	CG	MU	OP	ML	MH	A	PF
R1-20	Shaded											Shaded
R1-10	Shaded											Shaded
R1-7.5	Shaded											Shaded
R1-6	Shaded						Shaded					Shaded
R1-5	Shaded	Shaded					Shaded					Shaded
R-12		Shaded					Shaded					Shaded
R-18		Shaded					Shaded					Shaded
R-22		Shaded					Shaded					Shaded
R-30			Shaded				Shaded					Shaded
R-43			Shaded				Shaded					Shaded
OR-15		Shaded					Shaded					Shaded
OR-18		Shaded					Shaded					Shaded
OR-22		Shaded					Shaded					Shaded
OR-30			Shaded				Shaded					Shaded
OR-43			Shaded				Shaded					Shaded
C2				Shaded			Shaded					Shaded
C3					Shaded		Shaded					Shaded
CL					Shaded	Shaded	Shaded					Shaded
CH						Shaded	Shaded					Shaded
MX							Shaded					Shaded
OCIBP							Shaded	Shaded	Shaded			Shaded
ML							Shaded		Shaded			Shaded
MH										Shaded	Shaded	Shaded
UNIVERSITY	Shaded											
A									Shaded	Shaded	Shaded	Shaded

*Shaded areas indicate allowed zones in each designation*

## 20-Year Plan/Base Zoning Districts Matrix -- Rural Designation

Table 2.4 Resource Lands Plan Designation to Zone Consistency Chart

PLAN/ZONE	AGRICULTURE	AGRICULTURE / WILDLIFE	FOREST TIER I	FOREST TIER II	AGRI-FOREST	PUBLIC FACILITY	AIRPORT
AG 20							
AG/WL							
FOREST 30							
FOREST 40							
AGRI-FOREST 20							
AIRPORT (A)							

Table 2.5 Rural Lands Plan Designation to Zone Consistency Chart

PLAN/ZONE	RURAL ESTATE	RURAL COM.	RURAL IND.	URBAN RESERVE	INDUSTRIAL URBAN RESERVE	PUBLIC FACILITY
RURAL ESTATE						
CR 1						
CR 1						
HEAVY INDUSTRY (MH)						
AIRPORT						
URBAN RESERVE - 10						
URBAN RESERVE - 20						

The Plan to Zone matrix is provided to identify those implementing base zoning districts which are consistent with each plan designation. Those districts which are not included within a given plan designation are inconsistent with the plan map and are not permitted within that designation. This information is necessary to determine when, where and under what circumstances these designations should be applied in the future. The *20-Year Plan* recognizes a number of different concurrent zones, zoning overlays and zoning combining districts which are intended to apply across plan designations and are not included in the following descriptions and matrix.

### 20-YEAR PLAN DESIGNATIONS AND LOCATION CRITERIA

#### *Urban Low Density Residential*

This designation provides for predominantly single-family residential development with densities of between five and 10 units per gross acre. Minimum densities will assure that new development will occur in a manner which maximizes the efficiency of public services. New development shall provide for connection to public sewer and water. Duplex and attached single-family homes, through in-fill provisions or approval of a Planned Unit Development may be permitted. In addition, public facilities, churches, institutions and other special uses may be allowed in this designation if certain conditions are met. The base zones which implement this *20-Year Plan* designation are the

R1-20, R1-10, R1-7.5, R1-6 and R1-5 zones. The zones may be applied in a manner that provides for densities slightly higher than existing urban development, but the density increase should continue to protect the character of the existing area.

### ***Urban Medium Density Residential***

This designation provides land for single family attached housing, garden apartment, and multi-family developments ranging from 10 to 22 dwelling units per gross acre. Minimum densities assure that areas build out to the density planned, ensuring that the urban areas accommodate anticipated residential needs. Areas planned for urban medium residential use shall be located near commercial uses and transportation facilities in order to efficiently provide these services. Public facilities and institutions are allowed under certain conditions. The implementing base zones in this designation are the R-12, R-18 and R-22 zones.

### ***Urban High Density Residential***

These areas provide for the highest density housing in the urban area with 43 units per gross acre. Minimum densities assure that these areas build out to the density planned, ensuring that the urban areas accommodate anticipated residential needs. Areas with this designation shall be located in transit corridors and near commercial and employment centers to provide demand for commercial and transportation services while providing easy access to employment. Institutions and public facilities are allowed in this zone under certain conditions. Base zones in this designation are the R-30 and R-43.

### ***Neighborhood Commercial***

These Commercial center areas provide services within walking distance for the frequent needs of the surrounding residents and are implemented by the Neighborhood Commercial base zone. These areas are located in the urban growth boundary and will generally be small areas which are generally designed to serve neighborhoods. Developments in these areas will be designed to be compatible with the surrounding residentially zoned neighborhoods.

New neighborhood commercial areas should generally be less than five acres in size, spaced less than five miles from similar uses or zones,

serve a population of up to 10,000 and locate at neighborhood collector or larger crossroads. In addition, all new commercial applications should address the criteria in *Additional Commercial*, below.

### ***Community Commercial***

These commercial center areas provide services to several neighborhoods in urban areas of the county and is implemented with the Community Commercial or Limited Commercial base zones. New community commercial areas should generally be between five and 20 acres in size, spaced two to four miles from similar uses or zones, serve a population of 10,000 to 20,000 and locate at minor or major arterial crossroads. Limited Commercial zoning is limited to existing strip commercial areas and should not be used to implement any new Community Commercial plan designations. In addition, all new commercial applications should address the criteria in *Additional Commercial*, below.

### ***General Commercial***

This designation is applied to existing strip commercial areas as highway or limited commercial zoning. The strip commercial areas are generally characterized as narrow bands of commercial uses adjacent to major and minor arterial roadways. The *20-Year Plan* strongly discourages additional strip commercial (highway or limited commercial base zones) being applied to new areas or extending existing strip commercial areas.

### ***Additional Commercial Criteria***

1. Extension of those areas of strip commercial development designated General Commercial is discouraged by the *20-Year Plan*. These strips attract traffic to the area and many businesses along the street become points of turning movements. This greatly reduces the traffic capacity of the streets and increases the potential number of traffic accident situations. Commercial strips are usually backed by residential uses which increases the number of residential-commercial conflicts unnecessarily. The commercial uses are oriented toward the street and usually pay little attention to the rear of the property abutting the residential uses.

The strips along major roads are generally so long that available commercial property exceeds the demand in the area and residential uses are left along the street, mixed with commercial activities. The linear nature of these developments, the number of driveways crossing sidewalks and the lack of alternative cross traffic or pedestrian circulation make these areas convenient and accessible only to automobile traffic.

2. Provide a market analysis which identifies the need for the new commercial area/center.
3. Provide a land use analysis of available commercially designated and zoned land in the market area of the proposed site and a determination of why the existing commercial land is inadequate.

### ***Mixed Use***

Areas within this designation are implemented with mixed use and a number of other base zones identified in the Plan to Zone matrix and are intended to provide the community with a mix of compatible urban retail service, office, light industrial and residential uses. The mix of uses should be mutually supporting and pedestrian and transit oriented. Pedestrian and transit orientation shall be accomplished through design requirements governing such elements as scale, bulk, street orientation, landscaping, and parking.

### ***Office Park***

This designation is implemented with an office park base zone and provides land for the development of regional and general offices, light industry, research and development, and associated commercial uses which will provide services and jobs to the entire region. Areas within this designation are to be located where they can be supported by mass transit and the surrounding land uses. In general, they are on major arterial roads and transit routes, in primary activity centers and at major intersections.

### ***Light Industrial***

Areas within this designation provide for light manufacturing, warehousing and other land intensive uses. Services and uses which support industrial uses should also be allowed

in these areas but limited in size and location to serve workers within the light industrial area. Industrial lands are located in areas of compatible land uses and in areas with arterial access to the regional transportation network. One zone, Light Industrial, implements this plan designation.

### ***Heavy Industrial***

This designation is implemented with a heavy industrial base zone and provides land for heavy manufacturing, warehousing and industrial uses that may be incompatible with other categories of land uses. This designation is appropriate for areas which have extensive rail and shipping facilities.

### ***Public Facilities***

This designation is applied to land uses that are public in nature. Public schools, government buildings, water towers, sewer treatment plants, and other publicly owned uses are included in this designation. The implementing base zone may be Public Facilities.

### ***Airport***

This designation is applied to public and public use airports. It is implemented with an airport base zone.

### ***Open Space***

These areas provide visual and psychological relief from man-made development in the urban area. Open space also provides opportunities for recreational activity and environmental preservation, maintenance and enhancement. Open space may include, but is not limited to, developed parks, trails and greenways, special areas, public and private recreational facilities, critical lands and public gathering spaces. Open Space is not implemented with a base zone but may be implemented with specific overlay, combining district or development review standards.

### ***Urban Reserve***

These lands are on the fringe of the Urban Growth Boundaries. This designation is intended to protect areas from premature land division and development that would preclude efficient transition to urban development. Areas designated as Industrial Urban Reserve are intended for future urban industrial development and are implemented by the

Urban Reserve - 20 base zone. Areas designated as Urban Reserve are intended for future urban residential and commercial development and are implemented by the Urban Reserve - 10 base zone. These areas are identified as being future additions to Urban Growth Areas. These lands may be added to the urban area, as necessary through amendments to the *20-Year Plan*.

Limited areas of designated resource lands may be included within the urban reserve areas. These resource lands should be limited in size and be subject other factors which limit its long term significance as resource lands such as surrounding land uses, adjacency to urban growth areas, logical urban service areas and the lack of other suitable areas for future urban growth. These areas will be identified on the *Comprehensive Plan Map* with the appropriate resource designation with an *Urban Reserve Overlay or Industrial Reserve Overlay* and zoned with the appropriate resource district. These lands will be protected as resource lands but may be added to the urban area, as necessary through amendments to the *20-Year Plan*.

### ***Agriculture Lands***

These lands have the growing capacity, productivity, soil composition, and surrounding land use to have long-term commercial significance for agriculture and associated resource production. This designation is implemented by the Agriculture (AG-20) base zone.

### ***Agriculture/Wildlife***

This designation is applied to areas in the Columbia River lowlands which have the characteristics to support long-term commercially significant agriculture and are valuable seasonal wildlife habitat. The primary uses in this area are commercial agriculture, wildlife habitat management and recreation. This designation is implemented by the Agriculture/Wildlife base zone.

### ***Forest Tier I***

This designation is applied to those lands which have the physical characteristics that are capable of management for the long-term production of commercially significant forest products and other natural resources such as minerals. This tier is primarily applied to larger parcels and major industrial forestry

landowners. This designation is implemented by the Forest - 80 (FR-80) base zone.

### ***Forest Tier II***

This designation is applied to those lands which have the physical characteristics that are capable of management for the long-term production of commercially significant forest products and other natural resources, such as minerals. This designation is implemented by the Forest -40 (FR-40) base zone.

### ***Agri-Forest***

This description is applied to those lands which have the physical characteristics of both agriculture and forestry. This designation is implemented by the Agri-Forest - 20 (AF-20) base zone.

### ***Previously Developed Agriculture and Forest Zoned Property***

Land divisions of remainder or parent parcels created under previous Agriculture or Forest Zoning District "Cluster" provisions, which are now within a resource zone or rural residential zone, shall count the acreage and number of previously approved "cluster" lots towards the density authorized under the current zone to determine the maximum number of new lots permitted on the "remainder" of the parent lot.

For example, a "cluster" subdivision of a 20 acre parcel zoned Agriculture in 1992 created five one-acre and one 15-acre remainder or parent parcel. Now, the property is zoned for five-acre lots. The 15 acre parcel would be entitled to three five-acre lots except for the fact that it was approved as a remainder agriculture resource lot along with five one-acre lots in 1992. Currently, the original 20 acre undivided parcel would have be entitled to four five-acre lots. Since the 20 acre parcel has already been divided into six lots, no further divisions are permitted.

### ***Rural Estate 5***

This designation is intended to provide lands for residential living in the rural area. Natural resource activities such as farming and forestry are allowed and encouraged to occur as small scale activities in conjunction with the residential uses in the area. These areas are subject to normal and accepted forestry and farming practices. This designation is implemented by the Rural Estate base zone.

## ***Rural Commercial***

This designation is located in rural areas outside of urban growth boundaries in existing commercial areas and within designated Rural Centers. These areas are generally located at convenient locations at minor or major arterial crossroads and sized to accommodate the rural population. Rural Commercial areas are not intended to serve the general traveling public in rural areas located between urban population centers. Rural Commercial areas within designated Rural Centers are implemented with the CR2 base zone. Areas outside of these Rural Centers are implemented with the CR1 base zone. All new rural commercial applications shall address the criteria for new commercial areas as identified in *Additional Commercial*, above.

## ***Rural Industrial***

This industrial designation is to provide for industrial uses in the rural area that are primarily dependent on the natural resources derived from the rural area. The Heavy Industrial base zone implements this designation.

## ***Overlay and Combining Districts***

Additional *20-Year Plan Map* designations or symbols are used to identify certain land use policies that are implemented in several different ways.

## ***Surface Mining***

This designation is implemented with an overlay zone and recognizes existing mining areas and is to allow for the future mining of minerals in an economically feasible way.

Other land use controls which flow from *20-Year Plan* policies or state or federal law apply to development proposals that are identified on zoning or other adopted maps but are not specifically identified on the *20-Year Plan Map*.

## ***Floodplain***

These maps are prepared by the federal government and adopted by local government to show the extent and elevation of the floodplain and floodway along rivers and streams. These maps implement floodplain regulations also adopted by the county pursuant to federal law.

Other land use controls which flow from *20-Year Plan* policies or state or federal law apply to

development proposals that are not identified on implementation maps but are described in locally adopted codes.

## ***Shoreline***

These areas are along rivers and the area regulated is described in shoreline management laws.

## ***CONCURRENCY***

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A critical aspect of land development is the availability and delivery of public services needed to serve those developments. The *GMA* reinforces and formalizes this concept, known as concurrency, to require that necessary public services be available which can meet the same time as the timeline approved as part of the concurrency management program with new development. *GMA* requires that at a minimum, specific levels of service standards for transportation be adopted by local jurisdictions, and those development proposals which cannot demonstrate compliance with these adopted service standards be denied. If they so choose, jurisdictions may also adopt levels of service for sewer, water, storm drainage, schools, parks, fire and police.

Further information and policies regarding service concurrency are contained establishment of level of service standards has significant impact on future land use development patterns as well as service delivery. *Table 6.13 (Capital Facilities and Utilities Element)* summarizes generalized service provision anticipated in the urban and rural areas of the county. The descriptions are not precise standards to be used for regulatory purposes.

## ***ANNUAL REVIEW OF URBAN GROWTH AREA ASSUMPTIONS***

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The identification of assumptions and the mapping of vacant buildable land is just one step in identifying urban growth areas. In an effort to be quantifiable, growth indicators and performance measures have been recommended that will annually monitor urban growth areas after these areas are adopted and in place. The purpose of tracking is to:

- provide an "early warning" system to ensure that the land supply is not being over constrained or that development is

occurring in a manner inconsistent with the intent of the urban growth area;

- verify and adjust if required the assumptions used to calculate the baseline supply and demand for vacant land; and,
- provide decision makers with objective data that can be used to evaluate the performance of the comprehensive growth management plans in achieving the goals and policies that the plan was intended to promote (e.g., increasing density, promoting transit and pedestrian friendly designs).

It is not intended for the data collected to always trigger an adjustment to the urban growth area boundary. It is envisioned that this information would be used to assist decision makers in evaluating trends and assessing the performance of the goals and policies contained in the plan. If these trends substantially change from the base year and goals and policies are not being met, adjustments will be recommended.

The key indicators will be compiled and summarized on an annual basis in the form of a report from the respective or joint planning commissions and presented to the appropriate City Council and the Board of County Commissioners. The indicators and performance measures described in this plan may need to be further refined as more precise methodology and tracking mechanisms develop as the process evolves over time. The initial set of indicators are primarily concerned with the supply of buildable land, patterns of development, and other land use related issues. Additional performance measures may need to be developed that monitor other social and economic objectives.

The indicators have been organized into one of three categories depending of their purpose. The first category of indicators are intended to detect developing trends which may signal that the supply of land is over-constrained or that development is occurring in a manner inconsistent with the intent of the plan. The second category of indicators are intended to specifically test the assumptions used to calculate the baseline supply and demand for vacant land. The third category includes additional performance measures not included in any of the other two indicators.

## Key Indicators:

- 1.1 **Population** - will be used to verify baseline population growth rate assumptions and to identify unanticipated demographic trends. To do this various statistics describing trends in population growth including age-cohort, in-migration/out-migration, and other demographic indicators will be used.
- 1.2 **Employment** - will be used to verify baseline employment growth rate assumptions, to monitor the "quality" of the jobs being created and to identify unanticipated economic trends. Indicators used to describe this factor will be average annual wage rate, per capita income, average annual wage rate by general sector, and percentage of Clark County receiving employment assistance.
- 1.3 **Price of Raw Land** - will be used to provide an early warning in the event that the supply of land is over-constrained. This will be done by distinguishing between: price of undeveloped land per acre, existing parcels and newly created parcels (if possible), land inside versus land outside of the urban growth area, land use categories, and for new housing track % of cost in land. These may also help distinguish between the price of housing and identify trends in land banking (if possible), transfer of development rights (TDR, if enacted), and speculation.
- 1.4 **Price of Housing** - will be used to provide an early warning in the event that the supply of land is over-constrained. This will be done by monitoring the price of new homes and resale homes, apartment rents and vacancy rates. Additionally, data will correlate to square footage, shift in demographics, interest rates, and other variables in order to accurately account for market complexities.
- 1.5 **Land Absorption/Residential and Commercial** - will be used to determine at what rate land and housing units are being absorbed by the market and to determine if the 60/40 target for single family/multi-family split for new residential development is being met. Indicators will track the number of new

units by category: single family vs. multi-family, square footage of new commercial, vacancy rates, employees per acre, and tenant activity.

- 1.6 **Industrial Development** - will track the community's collaborative effort in bringing industrial land up to competitive standards of availability in a regional and national market and over time may show trends in absorption of industrial land. This will be accomplished by monitoring the transition or development of marginal or tertiary industrial land to prime industrial land and employees per acre.
- 1.7 **Density** - will determine if targeted residential densities are being achieved and to track to determine if jurisdictions are following plan policies and/or if the market is mature enough to respond to zoning. This will be done by tracking net average residential density by category: single family vs. multi-family, difference between maximum density allowed in zoning versus actual density as approved and built.
- 1.8 **Geographic Distribution of Growth** - will be used to assess the effectiveness of the plan in achieving one of its primary objectives: to contain sprawl and to redirect growth into transit corridors, activity centers, neighborhoods, and small cities/towns. This will be done by monitoring the ratio of development inside the urban growth area versus development occurring in the rural area, percent of new growth in the transit corridor, activity centers (urban and rural), urban reserve areas, open space and other sub-areas as defined.
- 1.9 **Quality of Life (Air and Water Quality and Wildlife Habitat Areas)** - will be used to assess the impact of growth on the environment, to evaluate the land use/environmental relationship and the success of the plan in preventing degradation. This will be done by monitoring airshed consumed by mobile and static sources, surface and groundwater quality indicators, and loss of wildlife habitat areas.

#### **Review of Growth Area Assumptions**

- 2.1 **Conversion of Vacant Land** - will be used to verify the initial assumptions

used in calculating the supply and demand for vacant buildable land, to ensure that the model is accurate, and that the supply of land is not being either over-constrained or under-constrained. This will be done by tracking how much development is occurring on the parcels defined as vacant.

- 2.2 **Conversion of Underutilized Land** - will be used to verify the initial assumptions used in calculating the supply and demand for vacant buildable land, to ensure that the model is accurate, and that the supply of land is not being either over-constrained or under-constrained. This will be done by tracking how much development is occurring on the underutilized parcels defined as parcels that are 3 times allowable lot size based on the existing zoning and greater than 2.5 acres.
- 2.3 **Redevelopment Activity** - will be used to monitor activity on land not in the baseline vacant land inventory to help establish a redevelopment factor. This will be done by tracking new development in already built out areas (downtown Vancouver, transit corridors, etc.) Once a redevelopment factor is established, it will be used in redefining the amount of land needed in the urban growth area.
- 2.4 **Mixed-Use Activity** - will be used to monitor development of commercial/residential development on the same parcels or within the same structure. This will be done by tracking the development in the new mixed use zones, percentage of commercial verses residential in development and the location of the mixed use activity. Once a mixed use ratio is developed, it will be used to redefine the amount of land needed in the urban growth area.
- 2.5 **Infill** - will be used to monitor the type of development occurring in these situations and to track how the market responds to changes in development regulations that allow infill to occur. This will be done by tracking development characterized by infill, its density and acreage.
- 2.6 **Development on Critical Lands** - will be used to verify the initial assumptions

used in calculating the supply and demand for vacant buildable land and in ensuring that the model is accurate and that the supply of land is not being either over-constrained or under-constrained. This will be done by tracking development by critical category (1 or 2), density and size of parcels being developed.

- 2.7 **Vacancy Rates** - will be used to provide an indicator of how tightly the land supply is constrained. Small vacancy rates could indicate the supply is approaching over-constrained. Large vacancy rates could indicate that the supply is under-constrained. Caution is advised on vacancy rates. These rates are complex and respond to more than the supply of a particular use, i.e., they could be responding to interest rates. This will be accomplished by tracking residential, commercial and industrial vacancy rates over time.
- 2.8 **Land Absorption** - see 1.5
- 2.9 **Density** - see 1.7
- 2.10 **Infrastructure** - will be used to verify the initial assumptions used in calculating the supply and demand for vacant buildable land and in ensuring that the model is accurate and that the supply of land is not being either over-constrained or under-constrained. This will be done by tracking the required area for infrastructure as a percentage of new development, by land use type, r.o.w., drainage and other easements, and parks.
- 2.11 **Land Absorption (Industrial/Commercial)** - see 1.5 and 1.6
- 2.12 **Change in Designation (Rezoning)** - will be used to determine net loss/gain of residential, commercial and industrial land (not included in baseline assumptions). This will be done by tracking the conversion from one land use type to another (industrial to residential, residential to commercial, etc.).

#### **Other Indicators:**

- 3.1 **Transit Mode Split** - will be used to evaluate the transit/land use relationship and the ability of the plan to increase transit oriented design. This

will be done by monitoring ridership, frequency, other transportation and transit performance standards.

- 3.2 **Additional Indicators** - as identified. As periodic review takes place and the model is refined, additional or new indicators can be added to the performance measures.

## **GOALS AND POLICIES**

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The *20-Year Plan* policies listed in this element directly follow the mandates of the Washington *GMA*, adopted by the state legislature in 1990 and 1991, and the *Clark County Community Framework Plan*, adopted by the county in May 1993 pursuant to *GMA*.

### **Washington State Goals and Mandates**

As noted earlier, the *GMA* lists 13 broad goals regarding land use in general, as well as specific mandates regarding the designation of urban growth boundaries and provisions for development within the boundaries. Above all else, the *GMA* requires more compact growth patterns to allow for more efficient service delivery. *GMA* requires that a clear distinction be made between urban and rural lands. Participating counties must adopt urban growth boundaries in which urban growth will be encouraged, and outside of which only non urban growth may occur. Similarly, urban level public services must be in place, or be capable of being provided within the boundaries, but only rural level services should be provided outside the boundaries. The boundaries must be large enough to accommodate urban growth levels projected by the state to occur over a 20-year period, and may include areas outside of existing city limits but only if those areas are characterized by existing urban growth or are adjacent to areas of existing urban growth. In both the urban and rural areas, cities or counties must adopt level of service standards for basic services such as transportation, sewer, water and stormwater provision, and must ensure that new development proposals are capable of meeting those level of service standards. The goals and mandates of the *GMA* are presented in more detail in the Introduction of the *20-Year Plan*.

## **Community Framework Plan**

Pursuant to the *GMA*, Clark County adopted the *Community Framework Plan* to establish an overall vision for the long-term growth of the county consistent with the *GMA*, and to articulate basic policies related to land use to implement that overall vision. The *Framework Plan* also contains the countywide planning policies, which were adopted to establish a procedure for bridging the gap between the *Community Framework Plan*, which is very generally in nature, and the actual *20-Year Plan* policies, which are more specific.

## **20-Year Policies**

**GOAL 2.1: Adopt urban growth area (UGA) boundaries to accommodate residential and employment increases projected within the boundaries over the next 20 years.**

### **Policies**

- 2.1.1 The UGAs shall be consistent with the following general goals:
- a. Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development;
  - b. provide for the efficient provision of public services;
  - c. protect natural resource, environmentally sensitive and rural areas;
  - d. encourage a clear distinction between urban and rural areas;
  - e. maintain densities which support a multi-modal transportation system;
  - f. support variety, choice and balance in living and working environments;
  - g. promote a variety of residential densities; and,
  - h. include sufficient vacant and buildable land.
- 2.1.2 The UGAs shall be consistent with the following more specific criteria:
- a. Each UGA shall provide sufficient urban land to accommodate future population/employment projections through the designated planning period.

- b. Cities shall be located within UGAs. Urban services shall be provided within those areas. Urban services should generally not be provided outside UGAs. (*See Chapter 6, Capital Facilities and Utilities for urban and rural services.*)
- c. Lands included within UGAs shall either be already characterized by urban growth or adjacent to such lands.
- d. Existing urban land uses and densities should be included within UGAs.
- e. Land within the UGA shall not contain areas designated for long-term agriculture or forestry resource use.
- f. UGAs shall provide a balance of industrial, commercial and residential lands.
- g. The UGAs should utilize natural features (such as drainageways, steep slopes, open space and riparian corridors) to define the boundaries.
- h. Each UGA shall have the anticipated financial capability to provide infrastructure/services needed in the area over the planning period under adopted concurrency standards.

### **Battle Ground Urban Growth Area**

- 2.1.3 The unplatted areas of the Cedars development shall be developed under the following guidelines:
- a. No lot south of Salmon Creek shall be less than 15,000 square feet in size and all lots south of Salmon Creek shall average 20,000 square feet; provided however, that for calculating the average only, all lots in excess of one acres shall be counted as one acre lots;
  - b. all lots developed adjacent to existing Cedars plats shall be at least 20,000 square feet; and
  - c. all lots north of Salmon Creek may be developed at densities of 15,000 square feet; and, all new plats shall contain CC&Rs substantially similar

to those currently in effect for existing Cedars plats.

- 2.1.4 The County will work jointly with the City of Battle Ground and the Department of Natural Resources to develop a plan for the Tukes Mt. area currently held by the Department of Natural Resources. The plan should acknowledge the interests of all parties, but should recognize and protect the special natural character of the area.

### **Ridgefield Urban Growth Area**

- 2.1.5 Clark County will coordinate with both the City of Ridgefield and WSDOT to acquire additional right-of-way along SR 501, between the 1-5 Junction and NW 31st Avenue, to assist in the development of a landscaped four-lane parkway.
- 2.1.6 Clark County shall work with the City of Ridgefield in the development of a *Transfer of Development Rights Program*, with an emphasis on transferring residential density from Industrial Lands to Medium Density Residential Areas (*Land Use Element*).
- 2.1.7 Residential uses permitted within Urban Reserve Areas shall be sited to avoid sensitive lands and future planned streets and utilities as shown within an adopted *Comprehensive Plan* and associated *Capital Facilities Element*. (This policy should be utilized for all cities with urban reserves and not just Ridgefield, include in *Land Use Element, Goal 2.5*).
- 2.1.8 Lands located within the designated Ridgefield Urban Growth Area (UGA) outside of corporate boundaries shall be under the jurisdiction of Clark County. Policies applying to these lands shall be those of the general *Clark County 20-Year Plan*, and the following County plan policies intended for specific application to the Ridgefield UGA.
- 2.1.9 It is the policy of Clark County that development of the Ridgefield 1-5 junction is a matter of significant regional as well as local concern. It is the intent of Clark County that the area be developed primarily for higher wage industrial employment opportunities and not for convenience commercial uses, in

a visually attractive manner consistent with other applicable plan policies. Development in junction areas designated as Master Planned Business Park, Industrial Park, and Planned Commercial shall be subject to the following additional policies:

- a. Prior to development of any portion of such sites, a master plan encompassing a minimum of 10 acres or all contiguous ownerships, whichever is larger, shall be submitted and approved by the City of Ridgefield and Clark County. The master plan shall provide information on existing and future development, natural features, transportation and utility systems. Future development with areas of the master plan shall be consistent with the master plan. (*Ridgefield Policy 5.5(a)* with modification and broader application.)
- b. Signage visible from the freeway shall be limited, in manner to be established through a revision of County sign codes.
- c. Structures and outdoor storage areas, if any, shall be provided with a landscaping to provide a visual buffer from the 1-5 freeway.
- d. The following additional policies shall apply to the Planned Commercial designation:
  - 1) The minimum development area for planned commercial developments shall be 10 acres, with a minimum of 100 employees. Where smaller individual sites are located between developed sites, the master plan may include adjoining, developed sites to meet the 10-acre minimum, and the minimum employee figure may be waived (*6.3(a)*).
  - 2) In order to allow for compliance with minimum employee per acre requirements, the following non labor-intensive uses shall be prohibited:
    - a) RV or mobile home parks, sales, or rental

- b) Car or heavy equipment sales or rental
  - 3) To minimize adverse impacts on downtown Ridgefield, no single business shall occupy a floor area greater than 50,000 square feet (6.3(e) with modification).
  - e. The following additional policies shall apply to the Industrial Park and Master Planned Business Park designations:
    - 1) Retail and restaurant commercial developments shall not occupy more than 10% of the developed portion of any master planned area. Such uses shall be permitted only in cases they primarily serve the needs of those who live or work in the Ridgefield UGA, and not freeway through traffic (5.5(d) with broader application and slight modification).
    - 2) Outdoor storage of materials shall be prohibited in the Master Planned Business Park designation. Outdoor storage within the Industrial Park designation shall be effectively and attractively screened from public view (5.5(b) and 5.4(c)).
    - 3) Master plans shall include plans for annexation.
- 2.1.10 Clark County shall work cooperatively with the City of Ridgefield to oversee the long-term development of the Ridgefield Urban Growth Area in a manner to the benefit of both communities. Such endeavors shall include the following:
- a. Clark County shall work with Ridgefield to achieve consistency to the fullest extent possible between the policies of the County Comprehensive Plan as applies to Ridgefield, and those of the *Ridgefield Comprehensive Plan*.
  - b. Clark County shall provide the City of Ridgefield with opportunity for comment and consultation on development review proposals falling within county jurisdiction within the Ridgefield UGA.
  - c. Clark County may request opportunities for comment and consultation on development review proposals within Ridgefield city limits, particularly if such cases include development at or near the junction.
  - d. Clark County shall support annexation requests for the City of Ridgefield where proposed developments and applicable Ridgefield plan policies are consistent with County plan policies.
  - e. Clark County shall generally not support zone changes which would allow for urban level residential, commercial, or industrial development outside of Ridgefield city limits. Exceptions may be considered if all the following circumstances exist:
    - 1) Prior or concurrent to development, the proposal will be served by a full range of urban level services, including public roads, sewer, and water;
    - 2) annexation has been explored by the City but is found to be unfeasible; and
    - 3) a plan for future annexation has been submitted.
- Vancouver Urban Growth Area**
- 2.1.11 All shoreline developments, uses and activities should be located, designed and constructed and managed to avoid, and if not avoid, minimize disturbance of and impacts to the environment and its resources.
  - 2.1.12 Ensure coordination of environmental protection, preservation, and enhancement programs and regulations.
  - 2.1.13 Coordinate and cooperate with other governmental agencies, districts, and private and commercial interests in open space, park and recreation planning and development. Encourage active participation in the *Metro Greenspaces Program*.
  - 2.1.14 Restrict amendments to the urban growth boundary to encourage infill development.

- 2.1.15 Concentrate development in areas already served by public facilities and services. Use the provision or planned provision of public services and facilities as a means of directing development into desirable areas.
- 2.1.16 Water service should be extended throughout the Vancouver urban area in accordance with the timing and phasing established in the Vancouver six-year capital facilities plan. Extension of public water service should not be permitted outside the Vancouver urban area.
- 2.1.17 Require Master Planning approved by the Clark County Board of Commissioners for the Tektronix site.
- 2.1.18 To assure industrial opportunities are maintained at the Tektronix site, a designation of mixed use is not intended to be site-specific but instead to provide some flexibility for site planning supportive of more intensive industrial uses for the site, without having the effect of reducing the floor area ratios of the industrial uses on the site considered in total.

**Washougal Urban Growth Area**

- 2.1.19 Recognizing the authority of the National Scenic Area legislation, as a matter of policy the County favors the exclusion of the Washougal UGA from the National Scenic Area.

**Yacolt Urban Growth Area**

- 2.1.20 The Yacolt Urban Growth Boundary will be reevaluated by the County at such time as the Town of Yacolt develops a plan assuring that public sewer will be available.

**GOAL 2.2: Encourage more compact and efficiently served urban forms, and reduce the inappropriate conversion of land to sprawling, low-density development.**

**Policies**

- 2.2.1 Urban densities and uses may occur throughout the urban growth area if it is provided with adequate services. Development and redevelopment in the UGA should be strongly encouraged to occur in greater intensity in major centers, transit corridors and other

areas characterized by both existing higher density urban development and existing urban services. Development and redevelopment should be encouraged to occur with less intensity in areas where urban development is of lower density or has not yet occurred, or in areas where urban services do not yet exist.

- 2.2.2 Devise specific policies and standards to promote higher density urban, commercial and mixed use development, and to support pedestrian and transit travel within high density residential and commercial areas..
- 2.2.3 Encourage and provide incentives for infill development throughout urban areas.
- 2.2.4 Zoning ordinances and other implementing measures shall specify maximum and minimum residential densities with the residential zoning districts.
- 2.2.5 Zoning measures and other implementing measures shall require that development proposals throughout the county comply with applicable policies and standards of the *Capital Facilities and Utilities Element (Chapter 6)* and associated ordinances.
- 2.2.6 Property rights of landowners should be protected from arbitrary and discriminatory actions.

**GOAL 2.3: Land use patterns and individual developments should be locationally and functionally integrated to reduce sprawl, promote pedestrian and transit use and limit the need for automobile trips and to foster neighborhood and community identity.**

**Policies**

- 2.3.1 Interrelated uses should generally be encouraged to locate in close proximity of each other:
  - a. Frequently used commercial activities and the residential areas they serve should be allowed and encouraged to locate near to one another.
  - b. Schools or other frequently used public facilities and the residential



2.4.8 Encourage the use of northwest native plants in landscaping, particularly adjacent to critical areas, and discourage the use of invasive non-natives (e.g., English ivy).

2.4.9 Protect and conserve ground and surface water quality and quantity, subject to the following:

- a. Provide stormwater management service as specified in *the Capital Facilities and Utilities Element (Chapter 6)* of the *20-Year Plan*.
- b. Delineate critical drinking water protection (wellhead protection) areas for all "Group A" public water systems in the county and implement a comprehensive critical drinking water protection area ordinance. Coordinate county functions with water purveyors.
- c. Restore streams and build fish passage ways in urban subbasins of the Salmon Creek watershed and other appropriate watershed basins.
- d. Provide erosion control using biological engineering methods and installing culverts in rural subbasins of Clark County.
- e. Minimize the amount of impervious area created by developments.
- f. Promote the use of non-toxic pesticides and fertilizers.
- g. Minimize potential application of sludge or animal waste material in or near sensitive areas such as aquifer recharge areas or surface water bodies as required by state law.

2.4.10 Reduce risk to life and property from hazards associated with development in geologically hazardous and floodplain areas.

- a. Prohibit, discourage, or mitigate development in areas of steep slopes or other areas with high potential for geological hazards.
- b. Limit the removal of vegetation during development in order to reduce storm runoff and erosion.
- c. Require geotechnical studies to determine construction methods and technologies necessary to further

public safety in geologically hazardous areas including landslide areas and steep slopes. Development design and construction technology used shall be appropriate to the soil limitations of the particular site.

- d. Continue to prohibit development in the floodway. In the flood fringe, development impacts shall be mitigated through the use of appropriate construction designs, methods and timing.

2.4.11 Encourage habitat protection which will provide a diverse and sustainable population of fish and wildlife.

2.4.12 Solicit review assistance from the Department of Fish and Wildlife for development proposals directly affecting state or federal sensitive, threatened, or endangered species.

2.4.13 Limit clearing of vegetation from stream banks, and restore the integrity of streambanks where degraded by development

**GOAL 2.5: Designate Urban Reserve Areas (URAs) adjacent to urban growth areas in order to preserve the opportunity for orderly and efficient transition from rural to urban land uses if and when needed in the future.**

**Policies**

2.5.1 Urban Reserve Areas (URA) are intended to provide guidance as to where the urban growth area may expand at some future date. Inclusion of land in an URA does not necessarily imply that all URAs will be included within an urban growth area.

2.5.2 URAs shall abut the established urban growth area. The URA shall not generally include designated agricultural or forest resource lands. Resource lands included within the URA should be limited in size (less than 500 acres) and be subject to other factors which limit its long term significance as resource lands. When resource lands must be included in the URA they shall be identified with an Urban Reserve overlay and zoned with the appropriate resource zoning district.

- 2.5.3 Consideration shall be given to the following in the establishment and location of URAs:
- a. The efficiency with which the proposed reserve can be provided with urban services in the future;
  - b. the unique land needs of specific urban activities assessed from a regional perspective;
  - c. the provision of green spaces between communities;
  - d. the efficiencies with which the proposed reserve can be urbanized;
  - e. the proximity of jobs and housing to each other;
  - f. the balance of growth opportunities throughout the region so that costs and benefits can be shared;
  - g. the impact on the regional transportation system; and,
  - h. the protection of designated agricultural and forest resource lands from nearby urbanization.
- 2.5.4 All divisions of land in the URA shall be subject to the land division review process.
- 2.5.5 All new divisions of land shall create lots of 10 or more acres in size.
- 2.5.6 Devise standards to protect future land use designations (e.g., industrial and commercial uses requiring large parcels).
- 2.5.7 Devise standards in the URA to facilitate, if needed, future urbanization of the land through division.
- 2.5.8 Schools serving predominantly urban populations should be preferably located in urban growth areas then in urban reserve areas or rural areas adjacent to the urban growth boundary, subject to *Policy 2.5.9*.
- 2.5.9 Public facilities or schools may be located in the URA and rural areas where necessary to serve population growth within the urban growth area, subject to the following:
- a. Facility or school sites shall be located as close to the urban growth boundary as possible, preferably within 1/4 mile;
  - b. before siting a facility or school outside the urban growth area, the facility district shall demonstrate that the proposed site is more suitable than alternative sites within the existing urban growth area. Suitability includes factors such as size, topography, zoning, surrounding land uses, transportation, environmental concerns and location within the area to be served;
  - c. the facility or school district shall demonstrate that the transportation facilities serving the site are adequate to support site generated traffic, including buses; and,
  - d. upon locating any school in the URA or rural area, the school district shall agree to connect to public water and sewer when they become available within 300 feet or less of the site, provided such a connection does not necessitate special facilities (e.g., pump stations) or capital improvements (e.g., larger pipes) to increase the capacity of the system.
- 2.5.10 Prior to the first comprehensive evaluation of the urban growth area by Clark County, create implementation measures which will effect the following:
- a. Cooperate with cities to prepare and adopt general transportation, sewer and drainage system plans for the URA which identify areas within the URA appropriate for siting of public facilities; and,
  - b. cooperate with cities, Special Districts and school districts to prepare and adopt plans for the siting of public facilities and schools.
- GOAL 2.6: Designate Industrial Reserve Areas overlays (IRAs) at certain specified locations adjacent to designated Urban Growth Areas. Premature land parcelization, and development of uses which are potentially incompatible with or preclude later industrial development shall be limited in order to preserve opportunities for the future siting of larger industrial uses or concentrations of uses.**

## **Policies**

- 2.6.1 The IRA designation is intended to be applied, and implemented through later development, only in those cases where ensuing development can provide a significant number of higher wage employment opportunities in an environmentally sensitive manner, in cases where current market conditions and/or infrastructure and service provisions do not warrant initial designation or development of such uses. The intended emphasis of the IRA designation is for light industrial and related uses, although environmentally sensitive heavy industrial uses may be considered in select circumstances.
- 2.6.2 The Industrial Reserve Area designation should be applied at certain freeway or arterial interchanges or other sites well served by existing or planned transportation systems, or adjacent to technological or research related uses associated with industrial uses. The IRA designation shall be applied in a limited number locations, in contiguous areas of 100 acres or more.
- 2.6.3 Prior to the development of lands within the IRA for industrial purposes and/or their inclusion within Urban Growth Areas or the annexation of such lands within city limits, the following policies shall apply:
- a. All divisions of land within the IRA shall be subject to the land division review process.
  - b. Lands within designated IRA overlays may carry Rural or Resource designations. Such Resource lands shall be subject to minimum lot size requirements of that Resource designation. Such lands designated as Rural shall be subject to 20 acre minimum lot sizes.
- 2.6.4. Clark County shall assist local cities and ports, and the Columbia River Economic Development Council in marketing designated IRA properties to prospective users.
- 2.6.5 Prior to being developed for industrial purposes IRA lands shall be included within designated Urban Growth Areas (UGA's). Expansions of UGA's to include
- IRA lands may be initiated by cities or Clark County. Such applications should have the support of the city impacted by the proposed UGA expansion. Clark County shall review such applications for UGA expansions as specified in the *Procedures Element* of the *Comprehensive Plan*.
- 2.6.6 Clark County shall support expansions of designated UGAs to include Industrial Reserve lands only if the following circumstances exist to ensure that industrial development as intended can and will occur:
- a. Infrastructure including but not limited to urban roads, public water, and public sewer are available to serve the IRA proposed for inclusion in the UGA, or will be made available concurrent to development of the area;
  - b. infrastructure requirements and costs are such that the IRA proposed for inclusion in the UGA can be supported for industrial and related uses envisioned;
  - c. the IRA designation is replaced with a more specific industrial zoning designation containing requirements and standards necessary to implement the development goals of the original IRA;
  - d. interlocal agreements have been adopted by Clark County and local cities involved. These agreements shall, at a minimum, provide guidance to the administration of the industrial zoning applied to the site by the County prior to annexation by the local city, and issues of the future annexation itself; and,
  - e. The master planning of these areas to protect and minimize the impacts to neighboring land uses.
- 2.6.7 It is the policy of Clark County, consistent with the *Growth Management Act*, that development of designated Industrial Reserve Areas for light industrial, industrial, or related uses should occur under city jurisdiction, with local governments providing services to and collecting associated revenues from that development. The principal interest of Clark County is that

these designated IRA sites, which have regional access, are ultimately developed in a manner consistent with their potential for regional benefit, particularly employment.

- 2.6.8 The inclusion of land for industrial purposes within the urban growth area requires retention of industrial zoning for a period of not less than seven (7) years.
- 2.6.9 Lands Identified as Industrial Urban Reserve which also have designated Priority Habitat areas shall only convert to industrial after the wildlife issues have been resolved.
- 2.6.10 Expansion of the UGA shall be consistent with the applicable Urban Reserve and other *Comprehensive Plan Policies*.
- 2.6.11 Utility service provision shall be coordinated between the Cities of Camas and Vancouver to ensure that service boundaries are consistent with the *Comprehensive Plan*.
- 2.6.12 After conversion to full urban status, industrial reserve would not be eligible for rezoning. Under no circumstances can industrial reserve be redesignated to commercial or residential land for a minimum of seven years (consistent with *County Policy 2.6.8*).
- 2.6.13 The following policies shall apply to the Industrial Urban Reserve Area located North of SE 1st Street:
- a. Priority for conversion shall be given to parcels located along the alignment of scheduled capital improvements.
  - b. Zoning of the area adjacent to the SE 1st Street shall be consistent with the County's *Comprehensive Plan to Zoning* matrix in order to ensure infrastructure improvements are required at the same road classification standards on both sides of SE 1st Street. An agreement should be entered into by the County and jurisdiction to ensure that both sides of SE 1st Street are developed to full urban standards.

2.6.14 The following policies shall apply to the Industrial Urban Reserve Area located South of SE 20th Street:

- a. An agreement addressing issues of service provision and responsibility for completion of infrastructure improvements shall be executed between the County and the appropriate jurisdiction to ensure that both sides of the SE 1st Street are developed to full urban standards.
- b. Special consideration should be given to the provision of open space/greenbelt along Fisher Swale.

## **STRATEGIES**

- Delineate and adopt a UGA boundary consistent with the above policies.
- Review proposals for UGA expansions for consistency with the above policies.
- Adopt plan and zoning map designations with density provisions consistent with the land use objectives.
- Consider the above policies in the evaluation of zone change proposal.
- Adopt special standards for the Transit Combining District.
- Encourage urban Planned Unit Developments which allow for better integration of related land uses, such as commercial and residential uses.
- Review zoning and site plan review standards to allow and encourage individual developments containing a mix of uses.
- Review zoning and site plan review standards to encourage the provision of more compact and pedestrian and transit friendly commercial development.
- Develop a Fish and Wildlife Habitat Conservation ordinance.

## **Vancouver Urban Growth Area**

- Create public land banks for specialized land uses such as large industrial sites and hold under utilized public land

zoned or designated for industrial use in the public land bank.

- Coordinate with Vancouver or any new city for a business revitalization plan for the Hazel Dell/Highway 99 and Fourth Plain commercial corridors reflecting incentives for (1) reconfiguration of commercial uses from strips to larger centers, (2) transit orientation of both commercial and residential develops, and (3) conversion of excess commercial sites to multifamily housing.
- Review, revise and implement the *Shoreline Management Master Program* and ordinances for wetland, wellhead and aquifer recharge protection.
- Develop parking standards that reflects the community's desire which should include redevelopment potential of under-utilized parking lot parcels, establishing maximum parking requirements and shared parking.
- Establish city- and county-sponsored neighborhood associations supported by staff liaisons throughout the Vancouver urban area.
- Develop standards for infill and affordable housing which consider parking requirements, vehicle trip generation, levels of service, neighborhood character and overall livability.

# CHAPTER 3

## TRANSPORTATION ELEMENT

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### **INTRODUCTION**

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The *Transportation Element* must balance the needs of businesses, neighborhoods, schools, freight, industry, retailers, property owners, parks, subdivisions, airports, rural centers, and the environment. No single sector of the community dominates the entire transportation plan; however, each sector of the community can profit by achieving a balanced transportation system.

Policies of the *Transportation Element* are intended to:

- improve mobility with a focus on persons instead of automobiles;
- limit roadway widening (especially in neighborhoods that are bisected by the arterial network);
- improve the pedestrian and bicycle network; and,
- encourage development of neighborhood traffic management programs.

By law, the *Transportation Element* must implement and be constant with other elements of the *20-Year Plan*. The policies and LOS standards contained within this element complement the *Land Use Element* by providing for transportation needs and infrastructure in urban centers, addressing the needs of neighborhoods and adapting the rural transportation system in support of those policies. This Element also integrates the goals and directions of the *Housing (Chapter 5)* and *Economic Development (Chapter 7) Elements* as well as minimizing the environmental impact of the transportation systems.

### **LOS REQUIREMENTS**

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The State of Washington's *1990 Growth Management Act (GMA)* mandates the inclusion of a *Transportation Element* in the *Comprehensive Plan*. Although the *GMA* has some very specific requirements, flexibility is

written into the law so that each county can tailor its plan to its community goals. Key aspects of the *GMA* regarding transportation elements include:

- consideration of many types of transportation (air, water, rail, and land--including roadways, transit, ferries, non-motorized, and freight);
- adoption of LOS standards for both arterials and transit routes (*see LOS section*);
- flexibility in establishing levels of service to address desired land use goals;
- consistency with county wide and regional transportation plans is required;
- provision of adequate transportation service concurrent with (or within six years of) development; and,
- internal consistency of all elements in the *Comprehensive Plan*, and particularly the *Land Use* and *Transportation Elements*.

### **PROCESS**

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The *Transportation Element* was developed from a number of cooperative transportation planning efforts in the county. The *Clark County Resource Document, 1992*, provides the existing conditions inventory. The *Community Framework Plan* provides countywide transportation policies to guide the county and its municipalities with the development of their comprehensive plans and transportation elements. The *Regional Transportation Plan for Clark County (Interim Update), 1993*, prepared by the Regional Transportation Council (RTC) provides the regional framework consistent with transportation planning in the Portland metropolitan region. RTC conducts transportation modeling for Clark County. Policies from other planning documents such

as the *Clark County Trails & Bikeway System Plan*, December 1992, have been incorporated into this element. In addition, Clark County worked with each city in a partnership planning process to develop a coordinated transportation and land use plan for each urban area.

The process of forming this element was as follows:

- Determine existing deficiencies and their cost. The county is required to correct these problems. Once corrected, future problems will be primarily the responsibility of the development that causes them.
- Determine the community's vision of the desired transportation system. An extensive process of open houses, surveys, public forums, etc., was used to define the community's vision.
- Set LOS standards to implement the vision.
- Use proposed land use patterns to forecast future travel demand.
- Identify future projects needed to maintain adopted levels of service.
- Determine if the county can afford the projects through grants, traffic impact fees, etc. If not, revert to step 3 and revise LOS standards.

The *Transportation Element* consists of the following sections:

### **Modes of Travel**

- Roads, transit, bicycling, aviation, etc.
- Existing Conditions
- Future Conditions
- Implementation and Financing Strategies

The final section outlines how this element will be implemented once adopted. Most importantly, a system for ensuring concurrency must be adopted and maintained.

### **Level of Service**

Level of Service (LOS) standards for arterials set goals for the maximum amount of congestion tolerated on the roadway. For transit routes, the LOS thresholds establish

service performance goals in terms of frequency and coverage. LOS standards are used to identify existing and future deficiencies.

### **Concurrency**

This section outlines the process that the county will use to ensure sufficient infrastructure is in place within six years of development as required by the *GMA*.

### **Policies**

A comprehensive set of policies to guide the implementation of this element is defined in this section.

### **Financial Analysis**

A multi-year analysis of funding capability balancing the needs identified in this chapter against probable resources.

## **ROADS**

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The *GMA* requires an inventory of existing conditions for specific modes of transportation (*Figure 16*). The complete inventory of the roadway system, transit system, rail facilities, airports, port districts, and the bicycle and pedestrian system is contained in the *Clark County Perspectives Resource Document*. This section summarizes those studies. LOS standards and concurrency are addressed separately. The supporting document lists numerous existing and future roadway capacity deficiencies.

### **Functional Classification**

Highways, roads, and streets are classified into groups having similar characteristics for providing mobility and/or access. The functional classification also dictates the design standards of roadways. *Table 3.1* illustrates a comparative inventory of the mileage for each classified roadway type per area and its proportional share of the entire roadway system in Clark County.

- The County's arterial functional classification, the expected 20-year roadway cross-sections and the applicable level of service standard for each roadway in the County's jurisdiction is provided in the *1995 Arterial Atlas and Concurrency*

*Management System.* The information provided in that document for the County arterial roadways represents the County's adopted policy with

respect to how the individual roadways are classified into the system described in this section of the *Comprehensive Plan.*

**Table 3.1 Federal Functional Classification of Mileage of Clark County's Classified and Local Roads**

FACILITY TYPE	VANCOUVER URBAN AREA	CAMAS URBAN AREA	RURAL REMAINDER OF COUNTY	TOTAL CLARK COUNTY	PERCENT OF TOTAL
INTERSTATES	18.8	0.0	12.5	31.4	1.8
EXPRESSWAYS & PRINCIPALS	69.9	11.5	18.3	99.8	5.7
MINOR ARTERIALS	89.6	21.2	19.7	130.6	7.4
URBAN COLLECTORS & RURAL MAJOR COLLECTORS	124.6	14.0	203.4	341.9	19.4
RURAL MINOR COLLECTORS	0.0	0.0	142.9	142.9	8.1
LOCAL ROADS	625.8	69.9	322.2	1017.9	57.7
TOTAL	928.7	116.6	719.0	1,764.3	100.0

*Note: does not include future proposed roads*

- **Interstate Routes:** Interstate routes (such as I-5 and I-205) are designed to provide for the highest degree of mobility serving large volumes of long-distance traffic; they are not designed to provide access to land uses.
- **State Routes:** State routes (such as SR-14) serve large volumes of traffic between counties or regions.
- **Urban Principal Arterials:** Urban principal arterials (such as NE 78th Street or NE Fourth Plain Road) permit traffic flow through the urban area and between major elements of the urban area. They are of great importance in the regional transportation system as they connect major traffic generators to other major activity centers and carry a high proportion of the total urban area travel on a minimum of roadway mileage.
- **Urban Minor Arterials:** Urban minor arterials (such as Hazel Dell Avenue) collect and distribute traffic from principal arterials to streets of lower classifications or allow for traffic to directly access destinations. Access to land use activities is generally permitted.
- **Urban Collectors:** Urban collectors (such as NE Burton Road or NE 28th Street) provide for land access and traffic circulation within and between residential neighborhoods and commercial and industrial areas. Collectors do not handle long through trips and are not continuous for any great length.
- **Urban Local Streets:** Urban local streets emphasize access to land uses versus mobility and usually contain no bus routes.
- **Rural Principal Arterials:** Rural principal arterials connect rural communities to each other and to urban areas. Most are roadways in the National Highway System.
- **Rural Minor Arterials:** In conjunction with rural principal arterials, the rural minor arterials (such as SR-503 above Battle Ground) form a rural network that links cities and larger towns together with other major traffic generators. Minor arterials should be expected to provide for relatively high overall travel speeds with minimum interference to through movement. All rural minor arterials are within the State System.
- **Rural Major Collectors:** Rural major collectors (72nd Avenue from 119th Street north) are extensions of urban

principal arterials and some urban minor arterials into rural areas.

- **Rural Minor Collectors:** Rural minor collectors (NE Kelly Road) are rural extensions of urban collectors and some urban minor arterials.

## ***EXISTING TRAFFIC VOLUMES***

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Clark County has seen significant growth in traffic volumes in recent years as a result of socio-economic and demographic changes. Congestion at most Clark County intersections reflects the increases in traffic volumes on the roadway segments. Intersections that experience the highest traffic are (in descending order of traffic volume):

- Mill Plain Boulevard and Chkalov Drive
- SR-500 and NE 112th Avenue
- SR-500 and Andresen Road
- Highway 99 and NE 78th Street

## ***EXISTING DEFICIENCIES***

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Some roadways and intersections do not meet the proposed LOS standards contained in this element. The county is committed to correcting these deficiencies as quickly as possible, and at least within six years.

Existing deficiencies are found predominantly on the major state highways in the Vancouver urban area on the following existing roadways: SR-500 and NE Fourth Plain Road in the vicinity of the Vancouver Mall and I-205; on East Mill Plain Boulevard near I-205; and on segments of NE Andresen Road north of SR-500. The I-5 crossing over the Columbia River is currently operating at LOS D. The LOS standards will allow for a 15 percent increase in V/C for the I-5 bridge, to allow for continued development in Clark County. The ratio of volume to capacity is referred to as the V/C ratio. In the future, alternative modes of transportation, such as transit, HOV, or high-capacity transit (HCT) may be needed to improve the carrying capacity of the I-5 bridge without expanding or replacing it (*Figure 17*).

## ***Signalized Intersections***

Several key intersections experienced poor levels of service in 1990, particularly during the peak afternoon period when commute trips

are joined by shopping, school, and other non-commute trips. There are several signalized intersections in Clark County that operate at or near deficient levels of service. These intersections are included in the county's traffic impact fee (TIF) program which is designed to ensure that new development does not cause an intersection to exceed LOS standards or aggravate existing traffic problems.

## ***TRAVEL DEMAND FORECASTING***

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The Regional Transportation Council (RTC) used a computerized model based on the proposed land use patterns to project future traffic volumes. The study year for analysis of future conditions is 2013. Base conditions for the 2013 analysis scenario consist of funded or committed transportation projects, and 2013 population and employment forecasts. The programmed projects are coded into the transportation network and establish a no-action scenario for the future transportation conditions.

Travel demand has also grown as the number of registered passenger cars in Clark County has increased dramatically over the last three decades. Between 1960 and 1990 there was a 154 percent increase in population in Clark County while during the same time there was a 273 percent increase in registered passenger cars.

## ***FUTURE DEFICIENCIES***

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Using capacity analysis and LOS standards (*see section on LOS*), RTC, Clark County and municipal staffs have identified future deficiencies of the regional transportation system based on the urban growth concept and an assumed roadway network for 2013. The assumed network is the existing network with improvements programmed in the transportation improvement programs of the various jurisdictions and projects for which there is an identified regional need, strong regional commitment, and probable funding available. The 6-year *Road Plan* is updated and adopted on an annual basis (*Figure 18*).

## ***AIR QUALITY***

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Clark County is located in an airshed that is bounded on the south by Eugene, Oregon, on

the north by Chehalis, Washington, on the west by the Coast Range, and on the east by the Cascade Mountains. The area experiences wet, mild winters and warm, dry summers. This region is susceptible to concentrations of air pollution near human activity centers. The Columbia River divides the airshed when climactic conditions create strong east winds through the Columbia River Gorge, but Clark County air quality is frequently influenced by Portland's activities.

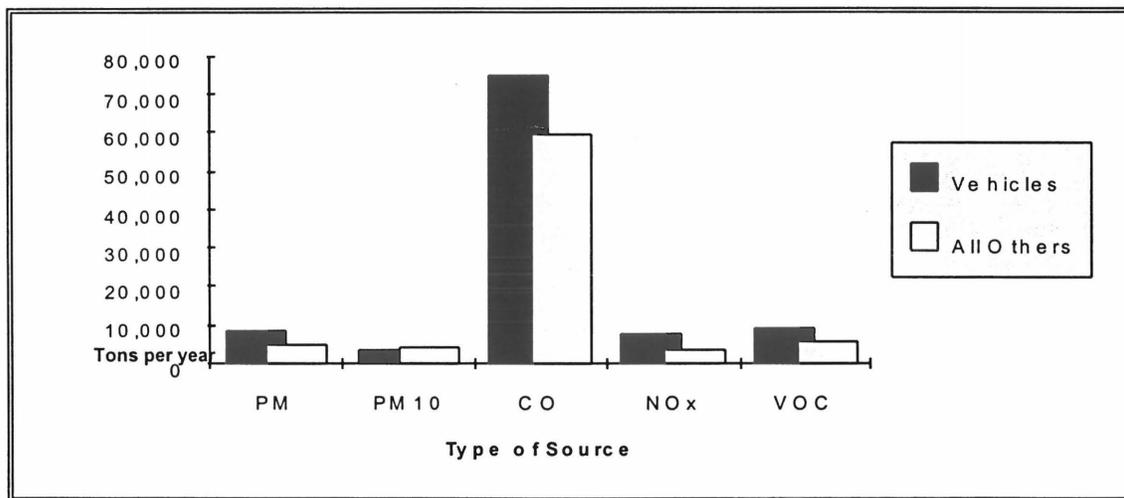
This area has exceeded federally defined threshold pollution levels more frequently than allowed by federal air quality standards (i.e., more than once per year). On March 15, 1991, the Governor of Washington designated the urban area of the Vancouver portion of the Portland-Vancouver Interstate Air Quality Maintenance Area as a non-attainment area for ozone (O<sub>3</sub>) and carbon monoxide (CO).

Air pollutants come from a wide variety of sources. Pollutants are often placed into specific source categories: point sources, area sources, and mobile sources. Point source

pollutants are traditionally stationary facilities like rock quarries, lumber mills, and other manufacturing plants and processes. Point sources emit relatively large volumes of air pollutants from a single location. Area sources, such as dry cleaning chemicals, commercial or industrial solvents, and wood stoves or fireplace emissions, come from relatively small, individual sources of pollution, which are usually spread over a broad geographic area. Area sources collectively contribute significant levels of emissions.

Mobile sources include such things as trucks, cars, and other vehicles. In the United States, transportation-generated pollutants produce half of the ground-level ozone and are also responsible for 70 to 90 percent of the national carbon monoxide problem. In addition, mobile sources emit significant quantities of nitrogen oxide (NO<sub>x</sub>), fine particulate matter, and other toxic compounds. Motor vehicles are Clark County's largest producer of air pollution as shown in *Table 3.2*.

**Table 3.2 1992 Clark County Total Emissions  
(Tons per Year)**



To change its status from non-attainment area to attainment area, a jurisdiction must develop a maintenance plan and submit it to the US Environmental Protection Agency (EPA). The EPA considers the plan and decides whether or not to grant the change in status. A maintenance plan is a 10-year plan for the implementation of transportation and other control strategies to ensure that National Ambient Air Quality Standards (NAAQS), once they can be attained for the region, can be

maintained for a period of ten years. The air quality implementation plan currently in effect is the *1992 State Implementation Plan (SIP)* for Washington State. Southwest Washington Air Pollution Control Authority (SWAPCA) is currently working on an *Air Quality Maintenance Plan*. RTC has assisted in the development of the transportation element of the *SIP*. SWAPCA and RTC have indicated that there is not enough information on current pollutants and pollution sources to make

accurate projections on growth impacts. SWAPCA intends to submit its CO and ozone maintenance plan by May 1995. The maintenance plan, with the identification and implementation of transportation control measures based on the land use assumptions of the comprehensive plans, must demonstrate that there are no violations of the NAAQS. The actual development of a maintenance plan for the land use alternative will occur after a specific alternative has been selected.

Within the non-attainment area, state and federal regulations require limitations on open burning of brush and using wood stoves or fireplaces for heating. Where wood stoves and fireplaces are permitted, they must be fitted with filters to reduce emissions. Also, all vehicles are subject to regular maintenance inspections, and special fuels will be sold in winter months. These mitigation measures have reduced pollution levels below federal thresholds for the past 18 months.

Also under existing air quality regulations, new industry locating in the county is required to use the best available control technology to reduce its own emissions.

## ***TRANSIT***

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C-TRAN is a publicly funded transportation system that serves all of Clark County with connections to Portland, Oregon. C-TRAN's existing transit facilities fall into one of two general categories: current services, and capital facilities and resources. Current services are discussed below.

### ***Fixed Route Services***

As of October 1993, C-TRAN operated a total of 101 vehicles on its rural, urban, and commuter routes as well as on its vanpool program. Twenty of the vehicles are accessible for persons with disabilities. C-TRAN provides fixed-route service on 14 urban routes, including two free shuttles, and seven rural routes. The total route mileage is 609 miles. Service hours are from 5:00 AM to 10:45 PM on weekdays, 7:15 AM to 10:15 PM on Saturdays, and 8:15 AM to 7:15 PM on Sundays and holidays. As part of its commuter services, C-TRAN also connects directly to Tri-Met's downtown Portland transit mall and the MAX light rail system at the Gateway Transit Center. These access points allow C-TRAN passengers to reach destinations in the

Portland metropolitan area, including Portland International Airport. During the last 10 years, C-TRAN ridership has tripled as new service has been implemented and additional demand has been placed on the system. Based on C-TRAN's *Fixed-Route Accessibility Transition Plan*, adopted in 1991, all fixed-route transit will be accessible to persons with disabilities by the year 1999. C-TRAN has begun to implement the plan with the procurement of 20 lift equipped buses in late 1990 and has already made 33 percent (9 routes) of its routes accessible.

### ***Miscellaneous Services***

In addition to traditional fixed routes, C-TRAN also provides a variety of other services to the community:

- **Paratransit:** C-TRAN's paratransit service plan is described in their publication *1993 C-TRAN ADA (Americans with Disabilities Act) Paratransit Service Plan*. C-VAN provides wheelchair accessible, curb-to-curb services for elderly and disabled persons who cannot use fixed-route services. For C-VAN, a total of 13 vehicles were in operation.
- **Vanpools:** C-TRAN operates a fleet of seven vans to provide another commute alternative to persons living or working in Clark County.
- **Transit Centers and Park-and-Ride Facilities:** C-TRAN operates three transit centers: Vancouver Mall, C-TRAN's main transit center located on Seventh Street in downtown Vancouver, and Evergreen Transit Center. C-TRAN also operates seven park-and-ride lots providing direct access to express commuter services and local routes. C-TRAN's facilities include transit centers, and park-and-ride lots, and indicates the average parking demand at those lots.
- **Commuter Trip Reduction (CTR):** In cooperation with local jurisdictions, C-TRAN is providing a variety of support services to local employers required to meet legislated Commuter Trip Reduction goals.
- **Ridematching:** C-TRAN currently assists Tri-Met in providing free ridematching services for individuals

living or working in Clark County. C-TRAN is currently establishing the county's own ridematching program under the CTR Program.

### **Future Conditions**

C-TRAN has been an active participant in the implementation of the *GMA*. C-TRAN, in cooperation with Clark County and the City of Vancouver, has been involved in the planning and identification of capital facilities improvements for the development of a 20-year, a 6-year, and a 1-year *Transportation Plan*. The information provided will be route-specific and will identify funding strategies. This information will be based on the preferred *Growth Management Plan* for the Vancouver Urban Area.

Based on the foregoing, C-TRAN has evaluated its information for consistency and compatibility with the preferred land use plan. Clark County and the City of Vancouver will identify and implement, as part of their transportation impact fee program, transportation improvements that will facilitate expanded transit service (e.g., transit centers, bus turnouts, etc.). Clark County, the City of Vancouver, and C-TRAN will enter into a planning agreement that will include, among other things, density thresholds or other standards that will trigger internal C-TRAN review of transit route service, so that transit service is available concurrent with supporting development. As part of the *GMA* implementation, a joint development review process will institutionalize C-TRAN's participation in the development review process for SEPA, land use, zoning, development permitting, and site plan review. It is contemplated that the program will apply to transportation corridors, major centers, secondary centers and other significant transportation linkages.

It is anticipated that annual fixed route service hours will increase by 43,320 to a total of 230,807 by 1999 as reflected in C-TRAN's *1994-1999 Transit Development Plan (TDP)*. Based on Clark County's *20-Year Plan* and other related service demand factors, several changes will be implemented to C-TRAN's fixed route service during the next six years. These changes reflect the following goals:

- Major expansion of service hours that will allow C-TRAN to meet future mobility needs of persons with

disabilities. The expansion is based on the *1993 C-TRAN Paratransit Plan*.

- Major expansion of the rideshare program and related administrative resources to support local ridesharing efforts, particularly those relating to commute trip reduction efforts on the part of major employers in Clark County.
- Expansion of service to meet growth in the local travel market while at the same time, addressing expected increases in congestion along major roadways.

An increase in service hours from 1994 levels will be implemented to improve frequency and add service to existing routes. In addition, two future park and ride facilities, Fisher's Landing and Central County, will offer new express service to Portland and local feeder service within Clark County.

C-TRAN's 20-year service plan identifies many strategies to achieve a successful mix of transit service. Issues of service area, route frequency, transfer ease, span of service, directness, and capacity are all addressed in the C-TRAN plan. Their plan integrates growth management planning efforts which are supportive of multi-modal transportation. Transit service, as projected in the comprehensive plan, will provide a significant presence in the region and focuses on the expectation of a high capacity transit corridor. Service options defined in the 20-year window are not constrained financially, but respond to the anticipated demand from the community as modeled under Clark County's *Comprehensive Plan*.

The recommended LOS indicators are shown in *Table 3.3*.

### **HIGH CAPACITY TRANSIT (HCT)**

Currently, the county, C-TRAN, and other local jurisdictions are involved along with Tri-Met and Metro from Oregon, in a high capacity transit study to determine what HCT systems are needed to: (1) adequately address expected future travel demand in the Clark County-Portland region, (2) identify land use scenarios supportive of high capacity transit systems, and (3) determine the potential for coordination of services within the Vancouver-Portland region.

Table 3.3 C-TRAN LOS Indicators

SERVICE CLASSIFICATION	PLANNING INDICATORS							SUPPORTING FACTORS	
	PERSONS PER SQUARE MILE (POP. + EMP.)	PEAK/NON-PEAK HEADWAYS	BUS STOP SPACING	ACCESSIBILITY <sup>1</sup>	LOAD FACTOR	TRAVEL TIME RATIO (TRANSIT/AUTO)	SERVICE SPAN (HOURS/DAY, DAYS/WEEK)	EXPECTED MARKET CHARACTERISTICS	OTHER SUPPORTING CHARACTERISTICS
COMMUTER: INTER-STATE	20,000 - 25,000	15/NA	Major P&R lots	Within 5 miles of 80% of pop+emp	1.0	1.75	M-F, peak	Portland employees who live in Washington	Parking mgmt.; HOV priority treatments; P&R spaces
COMMUTER: INTRA-STATE	20,000 - 25,000	15/NA	Major P&R lots	Within 3 miles of 80% of pop+emp	1.0	1.75	M-F, peak	CBD & urban growth centers; employees who live in Washington suburbs	Parking mgmt.; HOV priority treatments; large number of P&R spaces
URBAN CORRIDOR SERVICE	18,000 - 20,000	15/30	1/8 mile	Within 1/4 mile of 75% of rural pop+emp	1.5	2.0	7 days, 12-16 hours/day	Income, special generators, age, high density residential development	Land use zoning compatibility; parking mgmt.
URBAN RESIDENTIAL CONNECTOR SERVICE	12,000 - 18,000	30/60	1/4 mile	Within 1/4 mile of 80% of pop+emp	1.5	2.0	5 days, 12-16 hours/day; limited weekend and evening service	Residential development connecting to major activity centers	Parking mgmt.; zoning; land use compatibility
RURAL	Policy coverage	60/120	Designated pick-up locations	Within 5 miles of 75% of rural pop+emp	1.0	2.0-3.0	M-F, 10-12 hours/day; limited weekend service	Community centers, city halls, post offices	Citizen requests for service
SUBSCRIPTION BUS	30	As needed	NA	NA	1.0	1.15	M-F, peak	Specialized employer needs	Commute trip reduction; parking mgmt.
VANPOOL	8-15	As needed	NA	NA	1.0	1.15	M-F, peak	Specialized employer needs	Commute trip reduction; parking mgmt.
C-VAN (DISABLED)	Policy	As needed	NA	NA	1.0	NA	7 days, 12-16 hours/day	Elderly and handicapped	NA

<sup>1</sup> Accessibility is defined as the percentage of households within walking distance of a transit stop, transit center, or park-and-ride lot.

NA = not available

P&R = park-and-ride

A proposed light rail transit (LRT) system is identified as the high capacity transit mode of choice even though the HCT mode decision will be made at the end of the *Tier I, South/ North Alternatives Analysis Study*.

Light rail is chosen as the preferred mode for several reasons:

- It promotes desired land use patterns and development through its support of activity centers and bi-state policies;
- it provides high quality transit service, effective transit system operation, and future expansion capability; and,
- it provides for a fiscally stable and efficient transit system and maximizes efficiency and environmental sensitivity.

Light rail transit provides high quality transit service through ease of access, transferability, fast travel times, good reliability, and high ridership. Improved bus feeder service coordinated with transit centers would simplify and centralize transfers providing for accessibility throughout the transit system. Transfers from bus routes could be easily accommodated at station locations.

This study is giving local jurisdictions a unique opportunity to gain a thorough understanding of the region's future transit development capacity and to actively assist in guiding it toward a future that will be more compatible with the public transit needs than the present situation. The county is anticipating that a light rail system will be built along the I-5 and/or SR-500 corridor(s). A final decision on the HCT mode of choice will occur in the future.

Vancouver urban area, to identify pedestrian barriers to transit routes. Barriers identified included transit routes without sidewalks or walkways, lack of street lighting, and physical barriers such as walled communities with fences that require excessive walking distances to transit routes. (The standard acceptable walking distance to a transit stop is 1/4 mile.) Topographic barriers are also included, such as steep slopes and creeks. The *Transit Access Improvement Plan* will be used to set priorities for sidewalk and walkway improvements that will enhance transit accessibility.

Light rail service in Clark County would provide more convenient, reliable service for people traveling inside Clark County as well as those traveling to destinations in Oregon. C-TRAN buses would provide access to this regional HCT system. Transit centers would be located to make reaching the high capacity transit system easy for pedestrians, bicyclists, bus riders, and automobile drivers/passengers. These transit centers would serve as intermodal facilities, allowing people to make connections between different modes of transportation.

The current phase of study leading to decisions regarding HCT in Clark County is the *South/ North Transit Corridor Alternatives Analysis Study*. The purpose of the study is to develop and evaluate a variety of transit alternatives (e.g., light rail, commuter rail, busway, river transit, expanded transit service, and maintenance of current transit service levels) and to select a Locally Preferred Alternative (LPA) from among those alternatives. Construction of a light rail line, if that is the preferred alternative, would not occur until the turn of the century. C-TRAN, as lead agency in Washington State, is analyzing the environmental impacts of the alternatives.

Many of the policies contained in this *Transportation Element* are necessary for successful HCT implementation, but they are not reliant upon an HCT system being constructed.

A combined planning effort for pedestrians and transit is the *Clark County Transit Access Improvement Plan*. In the fall of 1993, data were collected along all transit routes in the

## ***HIGH SPEED RAIL***

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In 1991, the Washington State Legislature directed that an assessment of high speed ground transportation be conducted due to the increasing congestion along major transportation corridors serving intercity routes. High speed rail systems, using a variety of technologies, are in service in Japan, France, Germany and Sweden and appear well used. There are no high speed rail systems currently operating in the United States.

The study was not meant to focus on the technologies but rather on the economic, environmental, institutional and financial feasibility of implementation. Two major

environmental, institutional and financial feasibility of implementation. Two major corridors were identified and analyzed: a north-south route serving Portland, Oregon through Seattle to Vancouver, BC, and an east-west route serving Seatac through Moses Lake to Spokane. Preliminary findings indicated that as much as ten percent of all vehicular and air travel between Seattle and Portland might be captured by a high speed system.

The study recommended implementing high speed rail in three stages:

1. Incrementally construct and modify a system between Everett and Portland, Oregon with a 150 mph or greater top speed by the year 2020.
2. Construct a system between Everett and Vancouver, BC.
3. Construct a system between King County and Spokane.

If such a system were constructed, it would directly impact Clark County. Implementation of a true high speed rail system would require total separation from existing freight rail, elimination of at-grade crossings, acquiring new rights-of-way, and ensuring the potential for electrification of the system.

## ***FREIGHT***

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While freight is essential to the continued operation of our society, its by-products of increased truck traffic, noise, vibration, pollution, etc., often conflict with residential quality of life.

### ***Truck Movement***

RTC completed a freight mobility study, the *Southwest Washington Regional Freight Transportation Study*, in September 1993. The report reviewed freight transportation issues and needs, evaluated freight transportation movement in the region, and compiled available data on freight transportation. A summary of the existing conditions is described below.

Clark County has designated all roadways classified as arterials or above and located within urban areas as truck routes. In rural areas, the County has designated all of its collector facilities and above as truck routes. The County has placed restrictions on selected sections of the County system where pavement

conditions require weight limits. The inventory of restricted sections is updated annually, and restrictions are removed from the list once the surface has been upgraded. Washington State Department of Transportation (WSDOT) has designated all of its state roadways as truck routes and has few weight or height restrictions on these facilities.

Truck traffic within the urban area of Clark County is generally related to four activities:

- commercial and industrial site deliveries;
- solid waste disposal;
- resource extraction industries (rock quarrying and logging); and
- construction activity.

Most of the freight truck activity occurs between 6:00 AM and 4:00 PM with the highest truck traffic volumes found near midday. During the morning peak traffic period (AM peak) trucks account for approximately 5 to 10 percent of the total traffic volume on primary truck routes. During the evening peak traffic period (PM peak) the volume of truck traffic generally decreases and accounts for less than 5 percent of the total traffic.

### ***Future Conditions***

An adequate level of mobility should be maintained for goods movement in Clark County and the Vancouver-Portland metropolitan area as a whole to sustain the economic activity of the region. As traffic congestion continues to increase in more locations and for longer periods, the freight industry will experience longer shipping schedules and delays. This will likely increase the cost of transporting the goods. Of particular concern is the I-5 bridge over the Columbia River, which is already operating at capacity. The budget constraints at the federal, state, and local levels of government will limit the amount of funding for roadway improvements including those for upgrading pavement conditions on restricted truck routes. This will place more burden on the remaining truck route system.

There are measures that can be implemented for short and long-term planning for preserving an adequate level of freight mobility as identified in the RTC freight transportation study. The county has identified a preliminary

list of corridors that would give high priority to freight movement.

## ***RAIL***

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Rail service in Clark County is supplied by Burlington Northern, AMTRAK, Union Pacific Railroad, and Lewis and Clark Railway. These railroad companies provide both passenger and freight services.

**Burlington Northern Railroad (BN)** operates freight service 365 days a year throughout Clark County. All BN trains in Clark County are dispatched from Seattle. BN maintains and operates the Vancouver railyard, which serves as the primary classification yard for the Portland-Vancouver metropolitan area. This facility contains 35 miles of track with a holding capacity of 1,500 rail cars. Overflow from BN tracks can be accommodated by the Port of Vancouver, which maintains supplementary holding tracks.

The BN Seattle/Vancouver line has two tracks, both in excellent condition, with 50 to 60 trains operating in the corridor each day. The Vancouver/Eastern Washington line also has two tracks in excellent condition with about 43 trains operating on them daily. The Rye Branch is a short segment that diverges from the main northern line around NW 78th Street to Rye yard off St. John's Road. The track is in fair condition and BN operates freight trains twice weekly.

The overall condition of BN's Clark County track is excellent. The speed limits on the BN mainline are not due to poor track conditions but to at-grade crossings with arterial streets.

The **Lewis and Clark Railway** line is owned by the county but leased to a private operator. The 30-mile line extends from the Rye yard to Chelatchie Prairie and offers both freight and passenger excursion services. The height of activity is between May and September when up to 16 excursion and 6 freight trains operate weekly. Freight cargo deliveries of plasterboard, plastics, chemicals, and machinery are made to local industries. In addition, special trips are made during the holiday season for Christmas trees.

**AMTRAK** has an agreement with BN to operate passenger service on the freight carrier's rail lines. AMTRAK operates passenger and parcel service 365 days a year throughout Clark County. Eight daily AMTRAK trains serve Vancouver. The *Pioneer* travels between

Seattle and Chicago via Portland, Oregon, and Boise, Idaho; the *Coast Starlight* travels between Seattle and Los Angeles, via Portland, Oregon; and the *Mount Rainier* travels between Seattle and Portland. An average of 3,000 passengers per month pass through the Clark County station. The overall condition of AMTRAK's facilities is good. In addition, a proposed high speed rail system (previously mentioned) would provide 150 mph or greater service between Portland, Oregon and Vancouver, BC.

**Union Pacific Railroad** operates some freight trains to Tacoma and Seattle on BN's lines. Union Pacific Railroad is privately owned and operates freight service 365 days a year. Twenty trains per day run north from Vancouver through Woodland and up to the Seattle area.

## ***PORT DISTRICTS***

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Clark County has three port districts: the Port of Vancouver, the Port of Camas-Washougal, and the Port of Ridgefield. Only the Port of Vancouver provides commercial waterborne shipping facilities.

The **Port of Vancouver** operates an international cargo dock used by over 350 ships annually, carrying over five million metric tons of cargo in 1990, 80 percent of which was grain. The Port is expanding its dry bulk handling facilities. The Port also has industrial property with 40 tenants and holds property in the Vancouver Lake Lowlands for future development of recreational facilities, a business park, industrial sites and expansion of its marine terminal operations.

The **Port of Ridgefield's** taxing district extends over 110 square miles of land. Port-owned assets include a 78-acre industrial park located near the I-5/269th interchange and NW Timmons Road. The land is zoned for light industrial use and currently houses six businesses. The Port also holds 4,615 acres of the Ridgefield Wildlife Refuge and parcels of land within the Ridgefield city limits totaling less than five acres.

The **Port of Camas/Washougal's** taxing district extends over 95 square miles of land with an industrial park, marina, airport, park and wildlife refuge. The 430-acre industrial park, located south of SR-14 by Index and 27th to 32nd Streets, has 25 industries, each of which employs between one and 164 people.

The marina has moorage to accommodate 330 boats plus 25 additional slips for guests, a restaurant, two yacht clubs, and a boat launch. The Port has an option to acquire and develop 82 acres of the Steigerwald Wildlife Refuge. South of the industrial park is Cottonwood Beach Park. The Port district also operates Grove Field Airport (described in the following section).

## **AVIATION**

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Airports and air transportation services are provided in the context of a complex set of federal, state, and local governmental regulations, and each level of government has a certain degree of control over parts of the air transportation system. The Federal Aviation Administration (FAA), deals primarily with issues of safety and air traffic control. The Washington State Department of Transportation's Aeronautics Division currently focuses primarily on general aviation airports and has some direct involvement with major passenger airports. Local jurisdictions (either city, county, or port district) influence land use and usually are the airport operating authorities.

There are five airfields operating in Clark County. The *National Plan of Integrated Airport Systems (NPIAS)* and the *State Aeronautics Division* in the *Washington State Airport System Plan (WSASP)* categorize these airports as general aviation airports. Several additional private airfields are located throughout Clark County. Amphibian aircraft are allowed in the Columbia River and several area lakes. The *Resource Document* contains a description of each of the airfields in Clark County. Portland International Airport (PDX) is located in Portland, Oregon, to the southwest of the I-205 Glenn Jackson Bridge. This is a regional airport with domestic and international passenger and freight service. Passenger airlines serving PDX include American, United, Delta, TWA, Northwest,, America West, Alaska, Horizon, Morris Air, Mark Air, Reno Air and Air BC.

An important example of an economic benefit that can be derived from airports is the ability to attract compatible land use developments (i.e., commercial or industrial) on or near airport property. In many instances, land immediately on or adjacent to an airport is flat, easily developed and relatively inexpensive

when compared to more centrally located business district sites.

The Washington State Department of Transportation's Aviation Division, as well as local pilots' associations, have requested that an additional airport be sited in Clark County. In the late 1980's, a study was conducted to examine the feasibility of siting an airport in the Ridgefield Junction area. Public concern about the noise and traffic impacts of this airport resulted in not considering a new airport at that time.

The *Intermodal Surface Transportation Efficiency Act (ISTEA)* has recently brought intermodal planning to the forefront of national transportation planning. With ISTEA there is an opportunity to channel funding to projects that improve access to general aviation airports, given that general aviation airports have been identified as an important intermodal link in the larger state and national transportation network.

One of the several requirements of the *GMA* is that the comprehensive plan of each jurisdiction should include a process for identifying and siting essential public facilities, including airports and state and regional transportation facilities.

The local planning authority and the airport sponsor should work together to ensure that the needs of both the local and aviation communities are met and compatible land uses are planned for the future. It is important for the countywide *20-Year Plan* to include the general aviation airports when planning long-term transportation improvements. .

A number of studies have been undertaken regarding airports, both specifically and generally in the last 20 years. An airport system plan was developed in 1984. Land use plans that incorporated airport issues were completed in 1979 (countywide) and in 1987 (*Ridgefield Subarea Plan*) and 1988 (*South County Subarea Plan*).

While these plans identified the location of existing airports on the *Comprehensive Plan* and recommended certain land use regulations be considered to protect the airport activities from being compromised, no county ordinances were specifically implemented. Applicable federal and state laws affecting land use around airports have been followed.

## ***BICYCLE AND PEDESTRIAN SYSTEM***

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The provision of bicycle facilities in Clark County is becoming increasingly important as relatively few bicycle facilities exist. No current data exists on the number of bicyclists on the road on a daily basis but the number is considered to be increasing based on interest in wanting such facilities and recreational surveys. Greater emphasis on physical well-being and the increasing awareness of the impacts associated with the automobile have made the bicycle more popular as an alternative mode of transportation. As the number of bicyclists in the community increases, the vulnerability of these riders also increases. Greater emphasis is being placed on the design of roadways for bicycles. Clark County and other local jurisdictions have included bicycle and pedestrian elements in other plan or their comprehensive plans.

In September 1993, Clark County officially adopted the *Trails and Bikeway System Plan*, a plan for developing new bicycle and pedestrian facilities throughout the county. The *System Plan* was developed primarily by the Parks and Recreation Division of the Department of Public Works, with cooperation of the Transportation Division, and in the revised road standards adopted by Clark County and all its cities. Clark County recently completed an analysis of the barriers to pedestrian and bicycle access to arterial streets. This analysis was used to develop the list of capital improvements needed to implement the *Comprehensive Plan*.

Bicycling is allowed on all state routes in Clark County except for a portion of I-5 between the Columbia River Bridge and slightly north of the Mill Plain Boulevard interchange. However, there is no guarantee of the suitability of roadway conditions or fitness of any route for bicycling. There are sidewalks on some sections of SR-500, SR-501, and SR-503. In addition, there is a short segment of pathway on SR-500 between Andresen Road and Thurston Way. There is also a pedestrian overpass of SR-500 at Falk Road. On these facilities pedestrians and bicyclists must use the same paths creating potential conflicts.

C-TRAN began a Bike and Bus program in May of 1994. Bike racks will initially be installed on six commuter bus routes including:

- Express via I-5;

- Camas-Washougal express;
- Battle Ground express;
- Evergreen express;
- Vancouver Mall limited; and
- Salmon Creek express.

In addition, the installation of bicycle lockers is planned for the Salmon Creek park-and-ride, and the Evergreen, Seventh Street, and Vancouver Mall transit centers in 1994.

Transportation policies are an extremely important component of the bicycle and pedestrian plan. It is more cost effective to incorporate the path at the time of initial construction if the roadway project policies provide the support and direction to plan and build facilities. The county currently has a Safe Walkways Task Force that has addressed transportation policy for the physically challenged by giving priority to those projects that serve the *American with Disabilities Act (ADA)* requirement, wheelchair accessible transit service, social and/or health offices, or provide for improvements to mobility, such as wheelchair curb ramps at intersections.

## ***TRANSPORTATION DEMAND MANAGEMENT (TDM)***

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### ***Commute Trip Reduction (CTR)***

The CTR law was passed as part of the *Clean Air Act* to ease traffic congestion, improve air quality and improve the general livability of communities. CTR is a statewide program asking employers to promote and facilitate the use of alternative modes to and from work. The CTR law focuses on work-related trips, where at least 100 employees travel to the work site in the morning peak traffic period. Trips made to and from the same location every day put the employer in a good position to market and promote a CTR program.

Where many programs demand rigorous physical system improvements with substantial financial commitments, the success of the CTR program is grounded instead in behavioral changes regarding the ways that people use transportation. Behavioral changes that individuals make to travel by carpool and vanpool, transit, bicycle, or foot can significantly affect conditions on the roadway and throughout the community, often

at a fraction of the cost of many of the other system improvements.

Behavioral changes, of course, do not occur overnight or in a vacuum. The public demands cost effectiveness and convenience in their daily travel patterns. Public outreach and education is critical to the successes of the CTR concepts. It is through this educational program that the public will become advocates for a better transportation system, supporting a more responsive system in both speech and action. The goal of the CTR law is to reduce commute trips by 35 percent by 1999; this effort can certainly play a significant role in increasing the area's livability. C-TRAN has been given the lead role in CTR programs.

The key to successfully reaching CTR goals is the development of the site specific TDR programs and implementation measures. Typical TDR measures to reduce congestion include:

- transportation demand management, transit information centers at worksites;
- preferential high occupancy vehicle parking;
- transit subsidies;
- parking charge;
- ride match service; and,
- provision of bike racks and facilities for bicyclists.

### **Parking**

Parking policy, codes, and pricing have the most direct effect on commuting behavior and choice of modes for travel. Parking policy through the 1970s and into the 1980s concentrated on providing abundant off-street parking (both private and public) and closely monitoring available low cost on-street metered parking to attract business and encourage economic growth. While the parking programs today are much the same as they were 20 years ago in terms of attracting businesses, the means to this end are slightly different. Today, visions of mixed-use centers, higher density housing developments, and a pedestrian friendly environment are being incorporated into the *20-Year Plan* elements. Although parking has always been a hotly contested issue, especially for those individuals desiring

to drive to their destination, parking policies of the past are at odds with current goals.

Livable neighborhoods and pedestrian friendly environments are critical to the success of alternative transportation opportunities such as transit, carpooling, bicycling, walking and even light rail. Where walkable and transit friendly environments exist, the need for parking can actually decrease. The larger (in actual area) the transit friendly and walkable environment, the greater the potential decrease in parking demand. A decrease in parking can be realized only with a supporting and usable transit system, as well as pedestrian amenities. In the absence of such an environment, the demand for available parking will remain.

## ***LEVEL OF SERVICE (LOS)***

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### ***Roadways***

Level of service (LOS) standards represent the minimum performance level desired for transportation facilities and service within the region. They are used as a gauge for evaluating the quality of service on the transportation system and can be described by travel times, freedom to maneuver, traffic interruptions, comfort, convenience and safety. The *GMA* states that "level-of-service standards shall be established for all arterials and transit routes to serve as a gauge to judge the performance of the system." The *GMA* directs that these standards should be established locally and coordinated regionally. The standards are used to identify deficient facilities and services in the existing transportation system.

LOS are defined as "qualitative measures describing operational conditions within a traffic stream, and their perception by motorists and/or passengers." A LOS definition generally describes these conditions in terms of such factors as speed and travel time, volume conditions, freedom to maneuver, traffic interruptions, comfort and convenience, and safety. LOS standards are designated A through F, from best to worst. LOS "A" describes free flow conditions; LOS "E" describes conditions approaching, and at, capacity. Specifically defined values of LOS are dependent on the type of traffic operation being analyzed (i.e., freeway segments, signalized and unsignalized intersections, freeway ramps, etc.). Each type of facility operation follows the general quality of service descriptions, but the

LOS value is based on criteria unique to that operation.

### LOS Definitions

For region-wide long range planing, LOS standards are typically based on a segment of a roadway. The existing or forecast traffic volumes of a roadway link are evaluated

against the capacity of the link. Each facility type will have a different operating capacity. For example, freeways have a maximum operating capacity of 2,000 vehicles per hour per lane under ideal conditions. Two-lane roadways in urban settings operate at about 750 vehicles per hour per lane, depending on local conditions. The relationship of the V/C ratio to LOS is presented in *Table 3.4*.

**Table 3.4 Highway Capacity Manual Definition of LOS**

LOS CLASS	FREEWAY DEFINITION <sup>1</sup>	ARTERIAL DEFINITION <sup>2</sup>	V/C RATIO RANGE <sup>3</sup>	DESCRIPTION
A	Traveling at or above 55 mph	Little or no delay at traffic signals	0.00 - 0.65	Represents free-flow traffic conditions with low traffic density. No vehicle waits longer than a fraction of a traffic signal cycle at each signalized intersection. Most vehicles do not stop at all.
B	Traveling at or slightly above 55 mph	Average delay 5-15 seconds per vehicle	0.66 - 0.72	Stable traffic flow, but the presence of other users in the traffic stream may cause some delay at signalized intersections. Drivers rarely wait through more than a fraction of a signal cycle.
C	Traveling between 50 and 55 mph	Average delay 15-25 seconds per vehicle	0.73 - 0.78	Stable traffic flow, but marks the beginning of the range in which the presence of others in the traffic stream may cause some drivers to wait more than one signal cycle to clear the intersection.
D	Traveling between 45 and 50 mph	Average delay 25-40 seconds per vehicle	0.79 - 0.89	Approaching the limits of stable flow. Drivers are restricted in their ability to change lanes. Queuing is noticeable on most or all approaches to the intersection. Most vehicles must wait for some time at each signal; some must wait more than one signal cycle. Turn lanes will fill up to their storage capacity.
E	Traveling between 30 and 45 mph	Average delay 40-60 seconds per vehicle	0.90 - 1.00	Operating conditions (are) at or near the capacity level. Long traffic queues result in extensive delays at signalized intersections, frequently resulting in vehicles waiting more than one signal cycle to clear the intersection. Lengthy delays result for left-turning vehicles. Turning vehicles often back up into through lanes of traffic.
F	Stop-and-go, usually at 10-25 mph	Average delay greater than 60 seconds per vehicle	Greater than 1.00	Operating conditions are approaching "gridlock." Queued vehicles are present at each signalized intersection, frequently resulting in vehicles blocking adjacent intersections upstream. Most vehicles must wait at least one signal cycle to clear the intersection. Turning vehicles will most likely back up into through lanes of traffic. Traffic often will be queued up past adjacent intersections, often blocking traffic moving through those intersections.

V/C = volume to capacity

<sup>1</sup> Based on freeway speed limit of 55 miles per hour (mph), designed for speeds as high as 70 mph.

<sup>2</sup> Delay is measured per signalized intersection. For example, if all intersections were LOS C and the traveler passed through 10 signals, he or she would be delayed 150 to 250 seconds (2.5 to 4.2 minutes) compared to what the travel time would be with no congestion.

<sup>3</sup> Source: Clark County Development Review Section, in Transportation Corridor Ordinance.

For short-term analysis within a localized study area, as with a transportation impact analysis, the LOS is typically defined by the intersection LOS. For signalized intersections, intersection LOS is calculated based on seconds of delay per vehicle per signal cycle. *Table 3.5* describes the LOS hierarchy and

criteria for arterials with signalized intersections.

Unsignalized intersections are more difficult to analyze and several approaches must be used to fully understand the operating conditions. Currently the *Highway Capacity Manual* defines the operating conditions of unsignalized intersections by estimating the

"reserve capacity" or the number of available gaps to enter the traffic stream. For example, at a "T" intersection, the leg with the stop sign control would be evaluated to determine the number of available gaps for a vehicle to enter the traffic stream. If there are no available gaps, this leg is estimated to operate at LOS F. A number of problems occur with the methodology because it does not accurately reflect real conditions. For example, as the number of available gaps reduces, vehicles

tend to enter the traffic stream within shorter gaps which increases the capacity of the intersection. In many cases the number of vehicles on the minor leg is very small and the assignment of LOS F for the intersection tends to overestimate the magnitude of any problem that may exist. Also, in areas with unsignalized intersections, as it becomes more difficult for stopped traffic to cross or enter the traffic stream, traffic will begin to choose another route.

**Table 3.5 Clark County LOS Standards**

<b>LOS B</b>	Rural arterials not identified as LOS C or below.
<b>LOS C</b>	Rural connectors that link urban areas to the inter-urban routes. Arterials within La Center and Yacolt that are not rural connectors of inter-urban routes. All Vancouver urban area roadways not defined as LOS D and at LOS C or above under 1994 conditions. High Occupancy Vehicle (HOV) lanes. <sup>1</sup>
<b>LOS D</b>	Battle Ground, Camas, Ridgefield, and Washougal urban areas. Vancouver Urban Area: <ul style="list-style-type: none"> <li>• WSU/Salmon Creek Centers;</li> <li>• Community subcenters;</li> <li>• Arterials connecting community centers and subcenters;</li> <li>• Arterials leading out of Vancouver central business district (CBD); and,</li> <li>• All other roadways maintain LOS D or maintain existing LOS, if at LOS D or below under 1994 conditions.</li> </ul> Rural interurban routes. (Predominantly state highways.) Major multimodal transportation corridors, LOS D consistent with WSDOT service objective H-23 (b), and minimum LOS E. <sup>2</sup>
<b>LOS E</b>	Vancouver Central Business District (CBD) and Vancouver Mall centers. Community centers within Vancouver urban area, with existing LOS E, provided TSM or other congestion mitigation measures are in place. Unsignalized arterial approaches that do not meet signal warrants in Battle Ground, Camas, Ridgefield, Vancouver, and Washougal. Columbia River bridge at or below LOS E allowed a LOS threshold of a 15 percent increase in V/C over existing conditions.

1 For future HOV lanes.

2 "Mitigate congestion on urban highways in cooperation with local and regional jurisdictions when the peak period LOS falls below LOS D (PM)," Washington Transportation Commission, System plan Service Objectives, H-23(b), approved January 26, 199

The unsignalized intersection LOS methodology is not used as a criteria to install signals. Unsignalized intersections must meet legal signal warrants (volume, safety, and operating criteria) before a signal can be installed. Indiscriminate installation of traffic signals can actually increase accidents as well as add unnecessary expense. The application of unsignalized intersection analysis will be addressed in detail in the Transportation Impact Analysis ordinance.

The result of the *Partnership Planning* program was to recommend a county wide roadway LOS

system with a hierarchical standard in the rural area and in the Vancouver urban area. A countywide system will allow consistency throughout the region, and also permit a smoother transition during annexations. Three alternative PM peak hour LOS scenarios were analyzed to measure the effects on a 2013 travel demand forecast. The PM peak hour is used for analysis because it is typically the highest hourly volume in a 24-hour period. Deficient roadways are defined as those links or intersections that exceed the adopted LOS standard. Therefore, the adopted LOS standard will determine the current and future

improvements projects in the transportation plan. The roadway LOS standard must reflect a reasonable balance between the amount of improvements the county and its cities can afford and the amount of congestion the public can tolerate. The *GMA* requires that each jurisdiction demonstrate that they can pay for proposed improvement projects from reasonably available funding sources. Proposed roadway LOS standards for Clark County and its cities are presented in *Table 3.5*. The intent of the proposed standards is to differentiate LOS standards for urban areas and urban centers. The purpose of this is to more accurately reflect and support land use plans that allow for increased density for urban centers. LOS standards will be lower for urban centers, which will encourage higher densities and increased transit and high occupancy vehicle use.

## **CONCURRENCY**

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### **Concurrency Requirements**

The concurrency requirement of the *GMA* mandates that local jurisdictions adopt and enforce ordinances that prohibit development approval if the development causes the LOS on a transportation facility to decline below the standards adopted under the auspices of this comprehensive plan, unless transportation improvements or strategies to accommodate impacts of the development are made concurrent with the development. Concurrent with development means that improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years. Clark County will meet these requirements through the use of existing programs (traffic counting, LOS monitoring, etc.) and new and existing ordinances. Clark County must adopt a concurrency ordinance, including LOS standards, to implement the policies and standards in this element.

The determination of concurrent development is based on the amount of reserve capacity of the roadway, which is determined by the LOS standards. The LOS standards are also used for long range transportation planning (to define system needs), as well as in the transportation impact analysis guidelines.

The concurrency requirements of the *GMA* closely match *the State Environmental Policy*

*Act (SEPA)* short-term impact analysis requirements as they both evaluate transportation impacts (namely the roadway and intersection LOS) at the year of opening of the development or a specified short-term analysis year. A *State Environmental Policy Act (SEPA)* transportation impact analysis would specify a study area. Concurrency requires an evaluation of area-wide impacts and specific mitigation of those impacts concurrent with the development opening.

### **Concurrency Management System**

The concurrency management system must address concurrency monitoring and concurrency regulation for new development. The county and its cities are responsible for concurrency monitoring and the project applicant is responsible for demonstrating concurrency of the proposed development. The concurrency management system will include all arterials and their intersections on the regional system.

### **Concurrency Monitoring**

Implementation of concurrency monitoring in the county and with local jurisdictions will consist of the following strategies:

- LOS will be monitored and a database established, that includes all intersections within the concurrency management system. Traffic counts will be updated every three years. Estimates will be prepared for other years.
- The regional model will be used to estimate LOS for roadway segments. A regular traffic data collection program will be established for roadway segments.
- A tracking system will be created for development applications to account for "used capacity." Reserved capacity for new development will be based on approved applications.
- An annual concurrency report will be prepared.

## **GOALS AND POLICIES**

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Transportation policies that seek to provide for the mobility of people and goods must consider increases in travel demand caused by growth

in population and employment. The transportation system must be affordable and minimize environmental impacts to maintain the quality of life. A safe, efficient transportation system can work to enhance economic development within a region in conjunction with supportive land use plans.

### **Community Framework Plan**

The *Community Framework Plan* and the comprehensive plans of the county and its cities envision a shift in emphasis from a transportation system based on private, single-occupant vehicles to one based on alternative, higher-occupancy travel modes such as ridesharing, public transit, and non-polluting alternatives such as walking, bicycling, and telecommuting. This shift occurred due to changes in funding constraints at the federal and state level as well as consideration of the thirteen *GMA* planning goals contained in 36.70A.020 *RCW*.

Regional policies are applicable countywide. Urban policies only apply to areas within adopted urban growth boundaries (UGBs) and are supplemental to any city policies. Rural policies apply to all areas outside adopted UGBs.

### **Salmon Creek Fairgrounds Regional Road Plan**

On September 10, 1997, the Clark County Board of Commissioners adopted the *Salmon Creek Fairground Regional Road Plan* as a subplan to the *Comprehensive Plan*. The plan included the development of policies unique to the eight square mile area. This is a separate document to the *Comprehensive Plan*.

### **Regional Implementation Policies**

**GOAL 3.1: Develop the existing transportation infrastructure into an efficient multi-modal transportation system.**

#### **Policies:**

#### **System Development**

3.1.1 Adopt LOS standards for the regional arterial system and transit routes that direct growth to adopted urban and rural centers.

- 3.1.2 Avoid adding lanes to arterial roadways which currently have inappropriate levels of land access, as defined in the County Road Standards, by developing improvements to adjacent corridors to limit traffic through neighborhoods.
- 3.1.3 Pursue acquiring right-of-way for planned transportation improvements.
- 3.1.4 Establish and promote scenic highway corridors.
- 3.1.5 Improve the efficiency of the county's transportation system through the use of Transportation System Management strategies such as signal interconnect systems, signal coordination and synchronization, and other signal improvements where appropriate.
- 3.1.6 The regional public transportation system shall serve the needs of with transportation disadvantages in accordance with adopted service standards.
- 3.1.7 Transportation plans of Clark County and local jurisdictions should be coordinated to address countywide economic development goals, policies and strategies.
- 3.1.8 Pursue transit related options, including high capacity transit, to reduce congestion and to improve and maintain air quality.
- 3.1.9 Support new and/or improved passenger rail transportation services between Clark County and the Portland metropolitan area, and along the I-5 corridor from Vancouver, BC to Eugene, Oregon.
- 3.1.10 Ensure that necessary public facilities and services to maintain adopted level of service standards are available when the impacts of development occur.
- 3.1.11 When County Road Projects are designed or transportation improvements are proposed through the development review process, the design of those transportation facilities shall be consistent with the *1995 Arterial Atlas and Concurrency Management System* dated January 1996 as hereafter amended.

**GOAL 3.2: Develop a balanced finance program which ensures that new development pays the cost of its impacts and that adequate public financing is available.**

**Policies:**

**Finance**

- 3.2.1 Develop and implement a process that ensures efficient management of transportation resources through cooperation in long range planning and project development by federal, state, regional and local jurisdictions.
- 3.2.2 Prohibit transportation improvements, regardless of the financing mechanisms, that would trigger premature development or development that is inconsistent with applicable 20-year plans and zoning and supporting infrastructure.
- 3.2.3 Cooperatively work with local municipalities to develop an integrated Transportation Improvement Program process to maximize the resources for the region.
- 3.2.4 Prepare interagency agreements that allow for intergovernmental development review, including the county, its cities and C-TRAN. Provisions for smooth transfer of project management and funding for transportation projects, including transfers of impact fees and funding during annexation should be prepared.
- 3.2.5 Develop jointly a process for setting priorities for programming and financing transportation improvements that reflect adopted transportation policy emphasizing alternatives to the single occupant vehicle. The process should be flexible to allow staff to maximize use of outside resources, such as the Transportation Improvement Board.
- 3.2.6 Pursue all existing funding sources and develop new sources to aid in the programming of multimodal transportation systems and commute trip reduction efforts. Federal and state funding sources shall be jointly pursued with other jurisdictions to increase the opportunity for grant awards.

3.2.7 Traffic impact fees shall be imposed on new development. Traffic impact fee overlay districts may be created in accordance with the policies set forth herein without amendment to the *Comprehensive Plan (or Capital Facilities Plan)*.

3.2.8 For purposes of calculating traffic impact fees, the county shall use the project list contained in the *Clark County Traffic Impact Fee Technical Report* dated August 1993 as hereafter amended.

**GOAL 3.3: Provide seamless interconnections among travel modes to facilitate the mobility of people, goods, and services.**

**Policies:**

**Alternative Modes**

- 3.3.1 Emphasize transit and ridesharing in the design and construction of all transportation facilities through the implementation of transportation system management techniques (signal timing, signal preemption) and transit only and high occupancy vehicle lanes.
- 3.3.2 Establish residential, commercial, and industrial development standards, including road and parking standards, to support the use of alternative transportation modes.
- 3.3.3 Encourage expansion of transit and other multimodal travel strategies over capital expenditures for roadway improvement intended to increase capacity for single occupancy vehicles, except where safety issues can only be resolved through roadway improvements.

**Bicycle & Pedestrian**

- 3.3.4 Encourage the development of bike paths, trails and pedestrian connections both as recreational amenities and as alternatives to auto travel in and near major industrial and commercial centers.
- 3.3.5 Annually dedicate a portion of road funds, above the minimum required by state law, to sidewalk and bicycle facilities. Priority shall be given to sidewalk construction projects in transit corridors and major activity centers.

- 3.3.6 Priority shall be given to right-of-way acquisition for the non-motorized routes recommended in the *Clark County Trails and Bikeway System Plan*, December 1992. Developer contributions should be required where appropriate.
- 3.3.7 A street maintenance program shall be developed by the county for non-motorized transportation including interagency agreements on sharing services as needed to ensure that all shoulders and/or designated bike lanes are maintained in a safe condition.
- 3.3.8 On-street bicycle/pedestrian facilities shall be incorporated into roadway improvement plans.

**Transit**

- 3.3.9 State and bi-state planning efforts that develop and improve existing passenger rail transport in the Portland-Vancouver metropolitan area and the Northwest shall be supported.
- 3.3.10 The regional public transit system shall be integrated with other modes of transportation including auto, rideshare, bicycle, and pedestrian travel with intercity bus, rail, and airline facilities.
- 3.3.11 Long range land use and transportation plans shall be coordinated with high capacity transit plans.
- 3.3.12 Public transportation services and facilities shall be improved to meet the requirements of the *Americans with Disabilities Act*.

**Intermodal**

- 3.3.13 Assure continued maintenance and improvement of competitive multimodal and intermodal freight transportation networks offering convenient cost-effective access to highway, rail, marine and air freight services for business and industry.
- 3.3.14 Encourage grade separations between rail and other modes of transportation where possible while improving intermodal connectivity at transfer points.
- 3.3.15 LOS standards shall be maintained by the appropriate jurisdictions on major freight mobility corridors and in the vicinity of major intermodal facilities to

ensure the economic vitality of the region.

- 3.3.16 Improve major freight mobility corridors to limit freight movement through residential areas.
- 3.3.17 Truck access shall be restricted where gross weight will adversely impact the structural integrity of streets.

**Aviation**

- 3.3.18 Regional airport planning shall include all affected jurisdictions to provide compatibility with surrounding land uses and to support adequate ground transportation to move people and goods to and from airports.
- 3.3.19 The county shall participate in any new site selection process led by the Washington State Department of Transportation Aviation Division.
- 3.3.20 Undertake the following actions during the site selection process in *Policy 3.3.19* or when considering the application of airport and airport zoning for existing or new private, public use airports:
  - a. Initiate a Clark County Aviation Board or Advisory Committee, and include in its membership representatives of the airport owners and operators, the Washington Pilots Association, jurisdictional representatives, citizen representatives, and possibly business interests, such as the Chamber of Commerce and/or the Columbia River Economic Development Council;
  - b. adopt Overlay zones to provide levels of protection from incompatible uses based on the type of airport and the degree of encroachment around it;
  - c. inventory all public, quasi-public, and private airports and airparks in Clark County and surrounding counties, and existing demand;
  - d. analyze public ownership of privately owned airports;
  - e. investigate current and planned land uses surrounding the airports, noise corridors, clear zones, and buffers to determine whether airport protection zones for these airports are in the

public interest and should be imposed on and around the airport. An airport protection zone shall be applied to all future airport environs at the time the Airport zoning district is applied to specific property;

- f. develop forecasts of general aviation demand over the next 20 years;
- g. compare general aviation capacity with projected general aviation demand to determine potential deficiencies; and,
- h. examine economic, social and environmental impacts of addressing identified potential deficiencies.

### **Transportation Demand Management**

- 3.3.21 Encourage the development of TDM programs through voluntary implementation of the CTR ordinance and trip based reductions in traffic impact fees for specific demand management measures. Any such reductions shall not be deemed exemptions from traffic impact fees (TIFs).
- 3.3.22 Encourage reduction of single occupancy vehicle reliance in order to improve air quality by reducing vehicle exhaust emissions through alternatives to the single occupancy vehicle, use of cleaner fuels, and improving the operating efficiency of the transportation system.

**GOAL 3.4: Provide viable travel alternatives to the single occupant vehicle and reduce single occupant vehicle demand.**

#### **Policies:**

#### **Road Standards**

- 3.4.1 Coordinate with local municipalities, the Washington State Department of Transportation, adjacent counties and C-TRAN to ensure that minimum roadway and multimodal design standards are consistent and that the design standards provide for all modes and are compatible with adjacent land uses.
- 3.4.2 Development projects shall be required to adhere to minimum access spacing

standards for arterials (as set forth in *Clark County Code, § 12.05: Road Standards*) to preserve the capacity of the arterial system. The county shall also work with the state to ensure that minimum access spacing standards for state highways are maintained.

- 3.4.3 Encourage private developments to access through collector and local access streets, versus direct access to the arterials, and encourage consolidation of access in developing commercial and high density residential areas through shared use driveways and local access streets that intersect with arterials.

**GOAL 3.5: Provide a transportation infrastructure which is able to meet continued growth in travel demand by providing alternative travel.**

#### **Policies:**

#### **Land Use/Transportation**

- 3.5.1 Within the UGAs, jurisdictions shall encourage growth: 1) in centers and urbanized areas with existing infrastructure capacity; 2) in areas that are already urbanized where infrastructure improvements can be easily extended; and 3) in areas requiring major infrastructure improvements.
- 3.5.2 Encourage high density employment centers (of 20 or more employees per acre, as practicable) to be located in urban centers served by high capacity transit.
- 3.5.3 The relationship between land use and public transportation shall be supported by requiring development along designated transit corridors, nodes and near commercial centers to have increased densities and intensities supportive of transit corridors.
- 3.5.4 Provide development incentives (such as increased density, square footage, and/or height) within designated UGBs when additional amenities for transit users, bicyclists and pedestrians are included in the development.
- 3.5.5 Insure that proposed capacity improvements to the transportation systems are designed to serve proposals that are contiguous to existing

development as a means to encourage the in-fill of existing urban development patterns.

- 3.5.6 Encourage the use of traffic calming devices within neighborhoods.

### **System Development**

- 3.5.7 The county, C-TRAN and local agencies shall improve and/or expand specialized transportation services and facilities to meet the requirements of the *Americans with Disabilities Act*. The county and local municipalities shall incorporate into the development and project review process, for private and public projects, adequate checklists to ensure that accessibility for the elderly and disabled is provided, through the construction of curb cuts and ramps, designation of parking spaces, etc., as specified by local, state, and federal laws, regulations, and standards.
- 3.5.8 The county shall work toward reducing the environmental impacts of impervious surfaces, by providing options to design standards and surfaces that reduce total surface runoff.
- 3.5.9 Support public and private development proposals to enhance the roadway edge, to maximize comfort and minimize distances for transit users and pedestrians to these developments.
- 3.5.10 Multimodal industrial development in the Port of Vancouver shall be supported.

### **Alternative Modes**

- 3.5.11 Implement subdivision and commercial/retail development standards that require new development to facilitate cost-effective transit and emergency service by minimizing travel distances and supporting connecting roadways.
- 3.5.12 Ensure that alternative transportation modes are included in subdivisions and other land developments.
- 3.5.13 Roadway improvements included in the *20-Year Improvement Plan*, which provide for additional capacity for the automobile, shall also include design accommodations for alternative travel modes.

- 3.5.14 Coordinate with C-TRAN to integrate transit facilities such as transfer centers, bus pullouts, bus shelters, transit information centers and pedestrian connections into the design of all types of development.

### **Bicycle & Pedestrian**

- 3.5.15 Discourage the construction of cul-de-sac and other forms of dead-end streets especially those without pedestrian and bicycle linkages. Existing unconnected streets should be retrofitted to provide bicycle and pedestrian linkages.
- 3.5.16 Coordinate with C-TRAN to provide secure bicycle storage facilities at park-and-ride lots and other transit facilities and allow riders to transport bicycles on public transit vehicles.
- 3.5.17 All roadway projects shall meet adopted facility standards for safe and convenient bicycle and pedestrian travel, including protected bicycle parking at activity centers such as commercial areas, institutions, parking garages, park-and-ride facilities and transit terminals.
- 3.5.18 Bicycle and pedestrian facilities shall be included in all developments to provide connections to adjacent property and transportation facilities (such as roads, trails, and transit routes) to facilitate safe and convenient access.

### **Parking**

- 3.5.19 Review current zoning codes, in particular for commercial and office use, as part of a parking management plan.
- 3.5.20 Encourage the use of common and shared parking facilities among compatible adjacent land uses.
- 3.5.21 Assess the need and location for new or expanded park-and-ride and carpool lots and examine the need for fringe area parking facilities to serve cross-town transit routes.

**GOAL 3.6: Provide for an adequate rural transportation infrastructure at or near true cost to facilitate densities in the urban areas.**

**Policies:**

**Rural Implementation Policies**

- 3.6.1 Strong connections of the arterial system to the regional transportation system with adequate rural arterial connections to major multimodal transportation corridors and park-and-ride facilities should be provided.
- 3.6.2 Minor collector arterial service shall be provided to rural cities, towns, and centers to serve commercial markets in these areas and accommodate alternative transportation.
- 3.6.3 Support ongoing public transportation connections to the rural centers and encourage express service between rural cities, towns and centers and urban centers.
- 3.6.4 A safe and secure walkway network shall be established within towns and rural centers that emphasizes non-motorized access to the town center. Towns and rural centers should be developed so that they are accessible by the countywide *Trail and Bikeway System Plan*.
- 3.6.5 Pursue implementation of a rural traffic impact fee system.

**STRATEGIES AND IMPLEMENTATIONS**

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**Freight**

- Identify two-lane highway segments that experience capacity and safety deficiencies related to steep grades.
- Facilitate improvements at truck weigh stations that will reduce delay. These improvements should be focused on improving existing facilities that will prevent back-up of trucks awaiting processing.
- Reduce accident response time to accidents occurring on the highway/freeway system. Efficient, coordinated operation between state patrol, emergency medical specialists, and vehicle removal will help minimize the length of delay and congestion on the affected routes. The implementation of overhead variable

message signs would help warn drivers of the delay and choose alternative routes.

- Develop a comprehensive inventory of existing signing and identify improvements to signing truck routes. the inventory should be updated periodically.

**Aviation**

- Identify all public use airports under the land use jurisdiction of Clark County and evaluate the existing land uses and zoning for one mile around each airport. Determine where future residential, educational facilities and hospitals might be permitted under current and proposed zoning within areas subject to aircraft noise or accidents.
- Evaluate existing local and countywide public use airport plans, land use plans and local, state and federal land use regulations and determine how they apply to each of the public use airports under the land use jurisdiction of Clark County.
- Conduct a review of standards in other jurisdictions in the Portland Metropolitan area and, if necessary, similar sized jurisdictions in Washington State, for example, that address identified concerns. Kelso and Troutdale airfields are two examples.

**CONCURRENCY STRATEGIES**

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- Implementation of a concurrency regulation within the county and its municipalities will consist of the following strategies:
- The LOS will be measured for all arterial intersections (at least three approaches on federally classified as arterials). These intersections will be known as intersections of regional significance. The LOS will be measured over a one-hour period, using the AM or PM peak (whichever is higher), except in the rural area, where the highest consecutive one-hour volume period (regardless of time of day) will be used.

- Concurrency will be determined based on available capacity or capacity that is reasonably funded to be added to the system within a six-year period. Reasonably funded projects will include those programmed in the appropriate jurisdiction's six-year transportation improvement program using non-grant funding, or those programmed in the transportation improvement program which have received grant approval. Projects programmed to receive grants that have not yet received grant approval will not be considered as reasonably funded, unless the programming occurs within the first three years of the region's transportation improvement program and uses directly allocated (formula) funding.
- Development will be determined to be concurrent with available transportation capacity if the existing transportation demand, plus the additional projected demand due to other approved but as yet unoccupied developments, plus the demand created by the site being reviewed, falls within LOS standards.
- Certain intersection "hot spots" need to be identified where attaining the adequate minimum LOS will cause significant environmental, social, or cultural impacts, as identified by SEPA review. For these intersections, the minimum LOS may be allowed to fall to LOS E (as the "least injurious alternative").
- Jurisdiction will have six years from adoption of this system to correct existing deficiencies. "Correction" in this sense means that projects to correct existing deficiencies must be reasonably funded in succeeding local and/or regional TIPs and completed within the six-year period.
- Development that creates a deficiency will be required to mitigate that deficiency, at their expense, unless the project which will correct that deficiency is reasonably funded in the jurisdiction's six-year transportation improvement program, whereupon the developer may be required to fund a proportionate share of that project.
- Transportation impact analysis guidelines will be developed and adopted that incorporate the concurrency strategies listed above and are also applicable to the SEPA process. This will ensure that development applicants only conduct one traffic study.
- Localized impacts of new development, such as impacts on non-arterials in the proximity of the new development or on safety, should be addressed via *Transportation Impact Studies* as required by the reviewing jurisdiction. Guidelines for these studies will be included in Clark County's new *Road Standards*.
- Intergovernmental agreements are needed to coordinate the development review process where transportation impacts generated by a development in one jurisdiction affect another jurisdiction. These agreements will be an element of the overall intergovernmental agreements governing development review. The *Concurrency Management System* shall be consistent with respective urban growth areas.
- Interagency agreements will be implemented that allow for intergovernmental development review procedures, as well as for smooth transfer of project management and funding, including transfers of impact fees during annexation.
- Procedures will be established for developments that do not meet concurrency requirements that could consist of: 1) development denial, 2) development modification, and 3) LOS mitigation.

## ***FINANCIAL ANALYSIS***

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A financial analysis was prepared for the *Transportation Element* to demonstrate concurrence for the planned roadway improvements and ability of the county to fund those improvements. The *GMA* requires that there be a balance between proposed land use, resulting traffic forecasts and transportation improvements directed by the LOS standards and available revenues. The *GMA* requires that

public facilities and infrastructure either be in place or included in a six-year improvement program before new development can be approved. The *GMA* also enables impact fees, which are used to finance the shortfall between revenue and the cost of the transportation plan. Clark County adopted an impact fee ordinance in September 1990.

The financial analysis consists of four parts:

- Review existing transportation funding sources and forecast revenues through 2000 (six-year horizon), based on existing trends.
- Review annual expenditures for streets and project expenditures through 2000, based on existing trends.
- Prepare opinions of cost for transportation improvement projects.
- Compare revenue and expenditure projections, estimated capital improvement costs and identify potential shortfalls to fund any shortfall in funding the capital improvement program.

### ***Existing Revenue Sources***

Revenues available for financing roadway activities in the county and its cities can be highly variable, depending on the amount of development activity occurring in the county, the number of successful grant applications and other local economic factors. Funds for roadway-related activities come from four general sources:

- General county revenue (e.g., sales tax)
- Local Improvement District bonds
- Impact Fees adopted by the BOCC in September 1990
- Distributions from state and federal sources (e.g., state gas tax allocations).

Funds allocated from general county and city revenues are distributed through the

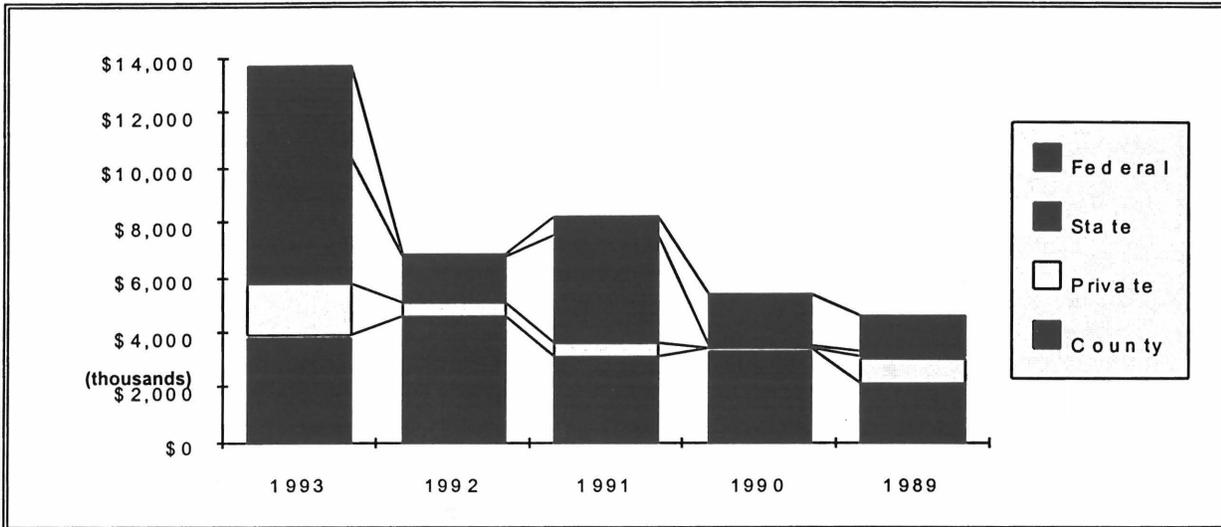
budgetary process. Though these funds are highly dependent on general economic conditions, the budgetary process can soften the impact of fluctuation in the economy and stabilize the year-to-year variation in funds allocated to roadways.

Revenues derived from roadway-related activities and from outside sources usually do not have the benefit of the budgetary process. Budgetary decisions cannot smooth out fluctuations when these revenues are dedicated solely to public works activities by the nature of the fee or by the state and federal government. Impact fees are contingent upon project and development activity. Funds from state and federal sources are restricted by their own budgetary limitation of those jurisdictions. Funds for individual modes have traditionally been allocated by individual agencies; however ISTEA does allow some flexibility in funds between roadways, transit, and non-motorized modes.

The variability of the budgetary process, local economic conditions and federal and state sources often cause individual revenue sources to fluctuate widely from year to year. This creates difficulty in tracking definable trends in revenue growth from these sources. Total revenue dedicated to road activities rises and falls with the fluctuation of individual sources, though the amplitude is buffered as some sources fall and others rise, absorbing some of the impact of each.

*Table 3.6* presents a historical summary of revenues for Clark County. Six years (1988 to 1993) of road revenue data were analyzed to determine trends in revenue growth for individual sources. Because of factors outlined above, discernible trends were not always apparent. To establish some basis for growth projection, an annual average growth rate was calculated for revenues that increased incrementally. An average growth in dollars is estimated for revenue sources with less consistent allocations each year.

**Table 3.6 Historical Summary of Revenues**



**Revenue Forecasts**

Revenues in 1993 and the average or annual growth rate provide the basis for projecting revenues to 2000. Where average revenues are

presented, the projection is based on the rate of inflation, assumed to be 3.5 percent per year. *Table 3.7* presents revenue forecasts.

**Table 3.7 Six-Year Projection of Capital Revenues and Expenditures**

SOURCE	LOCAL	STATE	FEDERAL	TOTAL
REVENUE	\$59,394,000	\$6,498,000	\$5,700,000	\$71,592,000
EXPENDITURE	\$59,394,000	\$6,498,000	\$5,700,000	\$71,592,000
BALANCE	\$0	\$0	\$0	\$0

**Projected Expenditures**

*Table 3.7* lists the recommended long-range capital improvements to the county's transportation system and the estimated costs. These projects would likely be funded through a combination of state sources, the Transportation Improvement Board, and a local match. Local contributions can raise the likelihood of project funding, and typical (although not average) local matches are 20 percent. Note that in order to meet LOS standards and build new roadways consistent with the plan, many of the local streets must be built entirely by developer contributions,

typically through formation of a local improvement district.

**Comparison of Needs and Revenues**

By comparing projected revenues and expenditures, it is possible to determine if there are any funding shortfalls. The intent of this analysis is to show the ability of the county to fund capital improvements required for growth. *Table 3.7* summarizes information found on page 3 of Clark County's *1995-2000 Transportation Improvement Program*.

Over a twenty year period, however, a shortfall has been identified (*see Table 3.8*).

**Table 3.8 Twenty-Year Projection of Capital Revenues and Expenditures**

SOURCE	LOCAL	STATE	FEDERAL	TOTAL
REVENUE	\$172,260,000	\$18,900,000	\$16,500,000	\$207,660,000
EXPENDITURE	\$287,018,000	\$33,023,000	\$28,520,000	\$348,561,000
BALANCE	(\$114,758,000)	(\$14,123,000)	(\$11,750,000)	(\$140,631,000)

The county currently imposes traffic impact fees only in the Vancouver Urban Growth Area. Many of the cities and towns within the county are exploring impact fees to fund their own shortfalls. The county anticipates

implementing traffic impact fees in most urban areas, and is exploring a county-wide impact fee structure which would include rural areas. The county continues to explore new and current state and federal funding sources.



# CHAPTER 4

## RURAL AND NATURAL RESOURCE ELEMENT

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### ***INTRODUCTION***

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As settlement patterns consume more and more of the county's rural landscape there is a need to protect resource lands and prevent exurban sprawl. The prevention of sprawl is difficult but *the Growth Management Act (GMA)* established a framework that requires Clark County to manage its growth in a comprehensive and coordinated manner. A basic principle of the *GMA* is that growth should first be directed to areas already characterized by growth and where growth can be supported with adequate urban facilities and services. By directing development to areas where facilities are currently provided or can be efficiently provided in the future, the county can better utilize limited resources in both rural and urban areas. Additionally, by generally directing growth to such areas, Clark County can ensure that a distinct option for rural living will be available for generations to come.

The *GMA* does not specifically define the rural element but instead defines what it is not. The rural element is to address "lands that are not designated for urban growth, agriculture, forest or mineral resources. The rural element shall permit land uses that are compatible with the rural character of such lands and provide for a variety of densities (RCW 36.70A.070 (5)". Urban services will be available in urban areas, but not at urban levels in rural areas (RCW 36.70.110 (3)).

*GMA* requires the development of a rural element for counties planning under this legislation. This goes beyond the identification of rural lands to include:

- the projected 20 year population growth;
- identifying rural government services;
- providing a variety of densities for residential, commercial and industrial land uses; and,

- addressing rural character of such lands, which can include critical areas as well as small scale farm and forestry activities.

As defined by *WAC 365-195-210(19)*, rural lands are those areas which lie outside of urban growth areas and do not include designated long-term resource lands (agriculture, forest or mineral resources). Typically, these areas represent a lifestyle based on historical development patterns and resource based industries such as commercial forestry, Christmas trees, dairies, berry farming, orchards and mining.

Commercial activities such as small scale retail or businesses are often found throughout the landscape at major road intersections, old mill sites, railroad stops and other areas of concentrated development. Recreation uses are often found along the Columbia River and its lowlands, the Lewis and East Fork of the Lewis River and in the foothills of the Cascades. Generally, urban levels of services are not provided in rural areas. As the population in Clark County has increased, the pressure for residential development and subdividing land into smaller parcels has occurred throughout the rural area of the county. Today, much of the county's rural lands include a mix of resource and residential uses.

No single attribute describes the rural landscape. Instead a combination of characteristics which are found in rural settings impart the sense of what we commonly describe as rural. These factors are cumulative and the more of these factors that are present influence feelings of whether a particular area is rural. In many cases these characteristics are subjective and frequently not all of them are found in each area. When describing rural conditions the public will often describe these areas in terms of a certain lifestyle. The factors listed below are those that usually describe "rural character."

- The presence of large lots;

- limited public services present (water, sewer, police, fire, roads, etc.);
- different expectations of levels of services provided;
- small scale resource activity;
- undeveloped nature of the landscape;
- wildlife and natural conditions predominate;
- closer relationship between nature and residents;
- personal open space;
- a sense of separation from intense human activity;
- a sense of self sufficiency;
- a sense of differing needs for of government regulation; and,
- rural commercial supporting rural area population rather than drawing from the urban areas.

Planning for rural lands in Clark County is important for the following reasons:

- To maintain a rural character;
- to recognize their location at the urban fringe, where they are susceptible to sprawl development which can overwhelm the existing character, infrastructure and way of life;
- to serve as transition areas between urban and resource uses because urban and resource uses are dependent on each other, but are not always compatible;
- to provide services and goods that support resource activities;
- to supply nearby urban residents with locally harvested resource products which are fresh and often less costly;
- to allow the efficient provision of public facilities and services by clearly delineating between urban and rural uses so that growth is directed to more compact urban centers;
- to add an important dimension to the quality of life through the existence of rural lands, open space and natural or critical areas; and,

- to provide for the planned future expansion of urban uses, if necessary or needed, in the rural lands that border designated urban areas.

The *GMA* mandates that the comprehensive plan be internally consistent and that all elements shall be consistent with the future land use map. In addition to requiring a rural element, the *Act* allows counties to permit master planned resorts. A master planned resort means a self-contained and fully integrated planned unit development, in a setting of significant natural amenities, with primary focus on destination resort facilities consisting of short-term visitor accommodations associated with a range of developed on-site indoor or outdoor recreational facilities. A master planned resort may include other residential uses within its boundaries, but only if the residential uses are integrated into and support the on-site recreational nature of the resort(*RCW 36.70A.360*).

Development of the *Rural and Resource Element* cannot occur in isolation. This element is an integral part of the county's *20-Year Plan* but the policies within this element are part of a network of policies. Together, this element in concert with the rest of the *20-Year Plan* should support the long range vision for Clark County.

After a brief review of existing conditions and the types of growth that need to be accommodated, this element concentrates on the methodology used to designate resource lands and how future land use needs within rural and resource lands will be met. This element emphasizes how rural and resource lands should be used in the future, supporting the ongoing and future resource activities (farming, forestry and mineral extraction) and encouraging such activities on a smaller scale in the rural non resource lands.

### ***EXISTING CONDITIONS***

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Clark County is approximately 420,000 acres in size, of which approximately 340,000 acres are outside the 1993 adopted interim urban growth areas. The predominate current land uses outside the urban growth boundaries include forest, agriculture and single family residential development. *Table 4.1* illustrates the distribution of land uses based on 1980 zoning categories throughout the rural and

resource lands. Also, within the county are rural activity centers. These centers are often at the crossroads where historical development has allowed for both smaller lots and

commercial uses within these nodes of development. *Table 4.2* provides acreage information on existing land uses within these rural centers.

**Table 4.1 Acreage Totals Based on 1980 Zoning Categories**

ZONING CATEGORY	ACRES	PERCENT OF COUNTY
RURAL RESIDENTIAL (RR)	36,737	8.8
RURAL ESTATE (RE)	70,908	16.8
RURAL FARM (RF)	31,560	7.6
AGRICULTURE (AG, AG/WL)	56,410	13.5
FOREST	139,936	33.3

**Table 4.2 Acreage of Land Uses in Clark County's Rural Centers, 1994**

RURAL CENTERS	LAND USES				
	RESIDENTIAL	COMMERCIAL	INDUSTRIAL	PUBLIC	TOTAL
AMBOY	244.3 ac	19.3 ac	NA	51.1 ac	314.7 ac
BRUSH PRAIRIE	142.8 ac	48.8 ac	21.3 ac	.8 ac	213.7 ac
CHELATCHIE	141.4 ac	3.5 ac	158.6 ac	40.5 ac	344 ac
DOLLARS CORNER	231 ac	58.3 ac	NA	2.0 ac	291.3 ac
MEADOW GLADE	293.8 ac	6.9 ac	1 ac	26.5 ac	328.2 ac
HOCKINSON	113.2 ac	19.9 ac	NA	31.3 ac	164.4 ac

\* Assessor's Data Base

The following provides a brief description of existing conditions for the various land use types and facilities found within the rural/resource areas of Clark County. Much of the information on existing facilities such as transportation, parks and open space, critical lands and capital facilities can be found in the respective elements of the *20-Year Plan*.

### **Transportation**

Land use and transportation are closely linked, even within the rural and resource areas. Within the rural area, the functional classification for roads includes Rural Principal Arterials, Rural Minor Arterials and other rural roads such as Major and Minor Collectors and local roads. Analysis of rural road definitions and deficiencies is discussed in *Chapter 3, Transportation*.

### **Population Growth and Residential Locations**

Much of the growth in Clark County has occurred in the unincorporated areas, which are not always rural areas but include urban areas such as Felida, Hazel Dell and Cascade Park (see *Table 4.3*). The *GMA* mandates that in the future, the majority of growth will be directed to urban growth areas which are expected to eventually be annexed to cities. This implies that cities will gain population by annexing areas where people already live and that most of the new development in the county will occur in cities or unincorporated areas which will eventually be a part of that city.

As of September 1993, approximately 45,600 people resided within the rural and resource lands, or those areas outside of the urban growth areas.

It is anticipated that there will be an increase in population in the rural and resource areas

of approximately 25,901 people by the year 2012 which will increase the rural population by 33 percent over the next 20 years. However, the proportion of people living in the

rural and resource areas is expected to decrease to 19 percent of the countywide population as the urban areas increase in population.

**Table 4.3 Population Distribution in Clark County by Jurisdiction, 1970-1990**

JURISDICTION	1970	1980	CHANGE 1970-80	1990	CHANGE 1980-90
TOTAL CLARK COUNTY	128,454	192,227	63,773	238,053	45,829
UNINCORPORATED AREAS IN CLARK COUNTY	74,187	135,009	60,822	174,364	39,355
INCORPORATED AREAS IN CLARK COUNTY	54,267	57,218	2,951	63,689	6,471

### **Commercial/Industrial Uses**

Existing commercial uses are located within the rural and resource areas of Clark County. The majority of existing commercial uses can be found within the rural centers, although there is some commercial use outside these centers. Approximately 160 acres of commercial land can be found within the centers and approximately 30 acres outside these centers. Currently, the majority of industrial land is found within the cities or the proposed urban growth areas. Industrial land within the rural area is limited to the Brush Prairie area and Chelatchie, the site of the abandoned sawmill.

Commercial and industrial lands, especially regarding the relationship with employment, are discussed in more detail in *Chapter 2, Land Use* and *Chapter 7, Economic Development*.

### **Capital Facilities and Utilities**

Capital facilities are the basic services which the public sector provides to support land development including roads, public schools, fire and police protection, parks, libraries, and utilities. Within the rural area, water availability is provided either through private wells or by Clark Public Utilities. Sewage disposal is predominately provided by on-site septic disposal. However, there are areas which have sanitary sewer systems due to failures of the septic systems, such as Meadow Glade and Hockinson. Utilities are discussed in greater detail in *Chapter 6, Capital Facilities and Utilities*.

### **Parks and Open Space**

Realizing the importance of parks and recreation to the livability of the community, Clark County adopted its first *Parks Comprehensive Plan* in 1965. The Clark County Parks and Recreation Division owns and operates approximately 3,935 acres of park and open space lands. These lands are divided into three categories: urban, regional and special facilities. This includes 10 regional parks, 3 special facilities acres, and conservation areas and greenway systems. Many of these parks are in the rural area including Moulton Falls, Lewisville Park, Lacamas Lake, Siouxon and Whipple Creek Park. Recreational facilities are discussed in more detail in *Chapter 8, Parks and Open Space*.

### **Critical/Sensitive Lands**

Identification and protection of critical areas is a key component of the *GMA* legislation. The critical areas component, including maps, definitions and policies, can be found in *Chapter 2, Land Use*. Critical areas can be found within the urban areas and within the rural and resource areas of the county. These critical areas include: flood hazard areas, geological hazard areas, wetlands, shoreline and surface waters, wildlife conservation areas, aquifer recharge areas and scenic areas.

### **DESIGNATION CRITERIA**

In order to determine the future land uses within the rural and resource land of the county, a variety of different attributes of the land were assessed. As required by the Growth

Management legislation, conservation of resource lands (agriculture, forestry and mineral) was analyzed and lands designated based on the criteria provided in the legislation. Upon determination of the location of resource lands, the rural lands were also analyzed with regard to lot patterns and sizes and current uses, including the commercial activity within the Rural Centers.

### **Resource Lands**

Clark County is fortunate to have a variety of land rich in natural resources including forests, farmland and deposits of gravel, sand and other minerals. These natural resources are a component of the economy, providing jobs, tax revenue and valuable products and materials for local use and export. Farmlands and forests also provide aesthetic, recreational and environmental benefits to the public while contributing to the diverse character of the county. The resource land designations are tailored to each of the resources and at a minimum address the guidelines provided by state law.

Below is a brief description of the state minimum guidelines and methodology used in designating forestry, agriculture and mineral resource lands. A full description of the methodology used can be found in the *Findings Document*. The majority of this work was developed with the assistance of three citizen focus groups, each responsible for a specific resource.

### **Forest Lands**

The Washington State Department of Community, Trade and Economic Development (DCTED) provided counties and cities with guidelines to assist in classifying and designating resource lands. These guidelines include criteria for identifying forest resource lands. According to DCTED, the private forest land grading system of the state Department of Revenue should be used in classifying forest resource lands which includes the identification of quality soils for forestry. Long-term commercially significant forest lands generally have a predominance of higher private forest land grades.

Forest land is defined by the *Growth Management Act* as "land primarily useful for growing trees, including Christmas trees...for commercial purposes, and that has long-term commercial significance for growing trees

commercially" (*WAC 365-190-060*). (Long-term commercial significance "includes the growing capacity, productivity, and soil composition of the land for long-term commercial production, in consideration with the land's proximity to population areas, and the possibility of more intense uses of the land.")

The effects of proximity to population areas and the possibility of more intense uses of the surrounding lands are also important factors in classifying forest lands. DCTED provides seven indicators as guidelines for local governments to use in classifying forest lands:

1. The availability of public services and facilities conducive to the conversion of forest lands.
2. The proximity of forest land to urban and suburban areas and rural settlements: forest lands of long-term commercial significance are located outside the urban and suburban areas and rural settlements.
3. The size of the parcels: forest lands consist of predominantly large parcels.
4. The compatibility and intensity of adjacent and nearby land use and settlement patterns with forest lands of long-term commercial significance.
5. Property tax classification: property is assessed as open space or forest land pursuant to *RCW 84.33 or 84.34*.
6. Local economic conditions which affect the ability to manage timberlands for long-term commercial production.
7. History of land development permits issued nearby.

The delineation of forest lands began by quantifying and mapping DCTED's seven indicators. With the exception of soil grades (*Figure 19*), which are uniformly outstanding throughout the county, maps were created showing parcel size, tree cover, tax status, physical structures, roads, utilities, zoning, slope and rainfall. Urban areas and areas close to urban and suburban areas where few stands of timber remain were not mapped.

The maps were used to identify forest resources within the county. The task was made easier by the Washington Forest Protection Association, which represents many large and small forest owners, and the Washington Department of Natural Resources.

These groups classified lands under their ownership for designation as long-term forest resource land. Other lands were designated based on the criteria outlined above.

### ***Agricultural Lands***

Agricultural land is defined by the *Growth Management Act* as "land primarily devoted to the commercial production of horticulture, viticulture, floriculture, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees or livestock, and that has long-term commercial significance for agricultural production" [WAC 365--190-050]. Long term commercial significance "includes the growing capacity, productivity, and soil composition of the land for long-term commercial production, in consideration with the land's proximity to population areas, and the possibility of more intense uses of the land."

Quality soils is a primary factor in classifying and designating agricultural resource lands (Figure 20). DCTED requires that the land capability classification system of the United States Department of Agriculture Soil Conservation Service be used in classifying agricultural resource land. This system includes eight classes of soils published in soil surveys. As with forest lands, the effects of proximity to population areas and the possibility of more intense uses of the land are important factors in classifying agricultural lands. DCTED provides 10 indicators to assess these factors; however, it is left up to the local jurisdictions to interpret these guidelines in the designation of resource lands:

1. The availability of public facilities.
2. Tax status.
3. The availability of public services.
4. Relationship or proximity to urban growth areas.
5. Predominant parcel size.
6. Land use settlement patterns and their compatibility with agricultural practices.
7. Intensity of nearby land uses.
8. History of land development permits issued nearby.
9. Land values under alternative uses.
10. Proximity to markets.

The classification and designation of agricultural land began by quantifying and mapping DCTED's ten indicators. Maps were created showing prime and unique soil, agricultural cover, forest cover, parcel size, tax status, physical structures, roads, utilities and zoning. Heavily forested areas and urban areas were not mapped.

The maps were used to identify Clark County's most productive farmland. This process identified farm areas that included major patterns of high quality soils and agricultural activity in areas with generally larger parcels. These lands became candidate areas for consideration as agricultural resource lands of long-term commercial significance. DCTED's guidelines again were used to more closely examine candidate areas with serious limiting factors and to determine the relative value of candidate areas for agricultural use. The Vancouver Lake lowlands candidate area, with its high quality of soils, large parcels, and wildlife values, was placed in a special class. The remaining candidate areas were divided into three tiers.

After completion of this work, looking at forestry and agriculture on an individual basis, it was found that there were a number of areas where farming activity was occurring adjacent to forestry and vice versa or where parcels were not picked up because both farming and forestry activity was occurring on the site, with neither being the predominant use. Therefore, all the "edges" of the resource areas were reevaluated. Through this process the category of Agri-forest was developed which recognizes that both or either resource activity may be occurring in this area.

### ***Mineral Lands***

In 1980, Clark County adopted the *Surface Mining Combining District Ordinance*. This is an overlay zone that can be combined with any other zoning district, such as Agriculture, Rural Residential, or Urban Residential zones. The ordinance identifies the extraction of sand, gravel, and minerals as a use permitted outright in the district, but requires a conditional use permit through the public hearing process for related activities such as rock crushing, asphalt mixing and concrete batching. Uses legally established prior to ordinance adoption are "grandfathered" with the right to continue as nonconforming uses. When implemented, this combining zone was applied to all existing gravel pits, whether

active or inactive, as well as to unmined sites for which the owner indicated an intent to mine. The use of the Combining District shall continue and provide for the ability to extract minerals within Clark County.

The designation and conservation of significant mineral resource lands within Clark County is required by the *1990 State Growth Management Act*. Section 17 of the Act states that "each county ... shall designate where appropriate... mineral resource lands that are not already characterized by urban growth and that have long-term significance for the extraction of minerals." The Act defines "minerals" as gravel, sand and valuable metallic substances.

There are three key issues to the designation and conservation of mineral resource lands. These issues include:

- defining what types of mineral resources are potentially significant in the county;
- defining the extent and long-term significance of aggregate that is needed to meet the demand of the county's projected population; and,
- determining how to balance a variety of land uses within mineral resource areas.

Based on tonnage criteria suggested by DNR, there will be a need for approximately 1,900 acres of mineral resource lands if there is a 50 foot deposit of minerals or double the acreage if there is only a 25 foot deposit. This is based on a minimal amount of export of minerals outside Clark County. The Clark County Aggregate Industry Alliance recently completed a study based on existing inventory which forecast the need for aggregate over the next 20 years. The "moderate demand" scenario which is based on 1) an increase in per capita aggregate uses and 2) elimination of aggregate exports and imports, indicates a need for approximately 27 million short tons of sand and gravel and a similar amount for crushed rock, totaling approximately 54 million tons of minerals.

An important step in this process was to identify potential mineral resource lands of long-term commercial significance. This was based heavily on the criteria in the DCTED guidelines (WAC 369-190). The DCTED classification criteria were intended to ensure resource conservation in a manner that also maintains a balance of land uses. The DCTED

guidelines encourage the classification of known and potential mineral resources so that access to resources of long-term commercial significance is not knowingly precluded.

The DCTED guidelines state that "other proposed land uses within (mineral resource areas) may require special attention to ensure future supply of aggregate and mineral resource material, while maintaining a balance of land uses." Special attention may include notification of property owners surrounding a designated mining site and a limitation on nuisance claims by surrounding property owners.

Future mineral resource lands consist of areas identified with the potential for the existence of mineral resources. These areas appear to contain the resource, based on the information supplied by DNR (*Figure 21*); are primarily not within environmentally sensitive areas (i.e., 100-year floodplain, high quality wetland areas); and are at least 80 acres in size, or which at least one 40-acre parcel or two 20-acre parcels are currently vacant. The size requirement is not a variable if adjacent to an existing mining site.

Because of limited geological information regarding mineral resources within the county, criteria were also established to help guide the designation of future sites not identified through this process.

### **Criteria for Designating Mineral Resources**

Limited geological information is available to accurately identify, evaluate and designate mineral resources of long-term "commercial" significance. Lands with the geologic potential for commercial mineral extraction, once identified, must also be evaluated by additional criteria which address factors such as land use compatibility, economic issues and environmental concerns.

The county should analyze information about the location, quality and quantity of gravel and mineral deposits. A determination about the significance of a site will be based on:

- a survey map, tax lot map or other legal description that identifies the location and perimeter of the gravel and mineral resource;
- information showing that the resource meets or can meet applicable quality specifications for the intended use(s).

Information shall consist of laboratory test data or the determination of a geologist or engineer;

- information showing the quality of the resource, as determined by exploratory test data or other calculations compiled and attested to by a geologist or engineer;
- life of the resource, which will help to assess the needs and demands for the

county with regard to mineral resources and also the impact on adjacent land uses; and,

- the matrix (*Table 4.4*) should serve as a reference point for both the county and applicant to assess the feasibility of designating and protecting the mineral resource and should be tied to future land use decisions.

**Table 4.4 Matrix for Assessing Mineral Resources**

	NOT SUITABLE	CONSIDER FOR PROTECTION	PROTECTION DESIRABLE	PROTECTION HIGHLY DESIRABLE	PROTECTION CRITICAL
QUALITY OF DEPOSIT	Low grade deposit.	Variable but located near use area or processing plant.	Deposit made economical to mine by upgrading material.	Grade meets the requirements for road construction or can be upgraded.	Concrete quality.
SIZE OF DEPOSIT	Small deposit.	Small deposit (less than 2,000 tons).	Medium-size deposit.	Large deposit (7.5 million tons).	Very large deposit (10 million tons).
ACCESS DISTANCE FROM MARKET	More than 20 miles from use area.	Distance from use area is minimized due to access to interstate.	Less than 10 miles of the use area; alternative access route available.	Large deposit presently beyond economical hauling distance to present use areas. Near highways: access can be provided.	Within 5 miles of uses area. Adjacent to highway with access for trucks.
COMPATIBLE WITH NEARBY AREAS	Adjacent land use presently incompatible with mining (appreciable residential development within range of excessive noise, dust, blasting, vibrations, etc.).	Scattered development within outer range of impacts of mining; owners may not object to mining.	Adjacent land suitable for development and within commuting distance of use area.	Imminent incompatible development on adjacent lands.	No incompatible land uses existing or likely in the foreseeable future (adjacent land in national forest, operator's ownership, agricultural land use.)
IMPACT OF NOISE	Noise level in adjacent presently developed areas would clearly exceed standards if mining occurred.		Noise level in adjacent undeveloped areas would exceed standards for likely use, but use of these areas can be easily delayed or economical mitigation can be provided by barriers.		Noise at adjacent residential are less than 50 dB(A) due to distance or topographical barrier, berm can be constructed easily.

	NOT SUITABLE	CONSIDER FOR PROTECTION	PROTECTION DESIRABLE	PROTECTION HIGHLY DESIRABLE	PROTECTION CRITICAL
<b>IMPACT OF BLASTING</b>	Too close to existing subdivision.				Blasting not required; permanent open space between quarry and other uses; topographic barrier between quarry and other land uses; only occasional light blasting; blasting compatible with adjacent uses.
<b>IMPACT OF TRUCK TRAFFIC</b>	Only access is local road through residential area.	Slightly longer alternative route exists.	Alternative truck route can be built at reasonable expense; alternative transportation (conveyor, etc., can be sited past residential streets).		Adjacent to freeway with access to site.
<b>VISUAL IMPACT</b>	Mining would destroy or create.	Mining activity cannot be screened and would permanently alter landscape.	Some activity visible from residential areas, but no permanent deterioration of landscape.	Mining activity can be easily screened by berms and/or vegetation.	Activity screened by topography or vegetation, or appreciably reduced by distance.
<b>WETLANDS IMPACT</b>	High quality wetlands throughout the site.	High quality wetlands only on a portion of site and can be avoided.	Lower quality wetlands on site and can be mitigated.	Wetlands can be avoided on site.	No or minimal wetlands on site and of low quality.
<b>SLOPES</b>	Site located in active unstable slope area.	Potential or historical unstable slopes.	Unstable slopes on site can be avoided.	Minimal slopes throughout the site.	Level grade mining site with minimal slopes.
<b>BIOLOGICAL IMPACT</b>	Rare and endangered plants or animals on-site.	Site includes prime wildlife habitat that would be permanently removed by mining.	Species of Special Concern located on site.	Minor or temporary loss of wildlife habitat.	No significant biological resources; rehabilitation of site would replace or create habitat.
<b>IMPACT OF FLOODING</b>	Mining would cause erosion of adjacent property; could be prevented only at great expense.		Mining would create erosion hazard for roads, bridges, and utility lines; however, these structures could be strengthened at reasonable costs.		Mining would create flood control channel and would not damage adjacent land.

### ***Rural Lands***

In order to more fully understand the lot size patterns the remainder of the county was analyzed to determine which parcels were already developed, had the potential to subdivide further or were undeveloped. Rural lot sizes providing for primarily residential development must be considered in light of the county's ability to properly serve such sites. Because a road passes the property, water is

available, and the land is capable of sustaining a sewage disposal does not mean that all service questions have been answered. The larger the number of lots that are created or built upon the greater the consequence of the service implications for the county. This is especially true for transportation impacts. Another implication of the growing number of rural residents is the increase in the conflict over issues related to the normal agricultural

or forestry practices such as dust, noise, hours of operation and similar issues.

### **Rural Centers**

Rural centers are distinguished by small lot development with a definite edge, surrounded by a rural landscape of generally open land used for agriculture, forestry, large lot residential development, recreation and environmental protection purposes. The development of rural centers was based on historical patterns in these areas. Commercial activities located at crossroads providing rural residents with an opportunity to meet many of their daily needs without going into one of the cities.

## ***FUTURE LAND USE DESIGNATIONS***

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The aforementioned designation criteria for both rural and resource lands were used in the determination of minimum lot sizes for all land use designations. This determination was also based on the population allocation to these areas and the ability to provide services. These land use designations emphasize the types of uses that should predominate be it resource-based or more residential in nature (*Figure 22*).

### ***Population Forecast***

The population projection for the area outside of the urban growth areas is based in part on an allocation received from the Washington State Office of Financial Management. This additional population, approximately 134,000 people over the next 20 years, has been suballocated to the urban areas and the rural areas. The allocation for the rural area is approximately 15,000 people over the next 20 years, which would account for approximately 12 percent of the total county population.

### ***Rural Lands***

A minimum lot size of one dwelling per five acres has been designated throughout the rural area based on existing lot patterns; preservation of rural character and continued small scale farming; and forestry.

### **Rural Centers**

Within the rural centers, the following land uses have been identified: residential, commercial, industrial, public facilities, parks

and open space. The commercial and industrial designations are similar to the old comprehensive plan with some additional commercial areas designated. The commercial and industrial activities within these centers should support rural and resource needs and not draw people from the urban area.

Within rural centers, permitted commercial uses to be encouraged include post offices, veterinary clinics, day care, schools, small medical practices, shopping services and housing opportunities compatible with surrounding roads, and utilities. These, in turn, reinforce the center's rural character and distinct sense of community.

### ***Forest Lands***

#### **Tier I**

This designation is applied to those lands which are capable of long-term management for the production of forest products and other natural resources, such as minerals. This designation recognizes that other land uses and activities which do not conflict with long-term forest management are necessary and/or appropriate on forest lands.

These lands have been identified by parcel size, current land use, economic viability, tax status as classified forest land, designated forest land, or forest open space, soil productivity, geology, topography and other physical characteristics conducive to growing and harvesting marketable crops of timber within conventional crop rotation periods and under traditional and accepted forest practices. The minimum lot size for resource land protection is one dwelling per 80 acres with the provision for an additional temporary dwelling.

#### **Tier II**

This designation is applied to those lands which are capable of long-term management for the production of forest products and other natural resources. There is a recognition that, within this area, residential and other people oriented activities are more prevalent than in Tier I. This designation recognizes that some other land uses and activities which do not conflict with long-term forest management are necessary and/or appropriate on forest lands.

The minimum lot size for resource protection purposes is one dwelling per 40 acres with the provision for an additional temporary dwelling.

## ***Agricultural Land***

This designation is applied to those lands which have the growing capacity, productivity and soil composition for long-term commercial production of agricultural products and which are capable of long-term management for the production of agricultural products and other natural resources such as timber. This designation recognizes that some other land uses and activities which do not conflict with long-term agricultural management are necessary and/or appropriate on agricultural lands.

Agricultural lands have been identified by parcel size, soil productivity and composition, current land use, and other physical characteristics conducive to growing and harvesting agricultural crops and products. The minimum lot size for agricultural lands for resource protection purposes is one dwelling per 20 acres with the provision for an additional temporary dwelling.

## ***Agri-Forest***

This designation is applied to those lands which have the characteristics of both long-term forestry and agriculture capability and, in many cases, where both types of activities are occurring on site. The minimum lot size for these parcels is limited to one dwelling per 20 acres.

## ***Agriculture/Wildlife***

This area is applied to areas in the Columbia River Lowlands which have the characteristics to support long-term commercially significant agriculture and are valuable seasonal wildlife habitat. The primary uses in this are commercial agriculture, wildlife habitat management and recreation. The minimum lot size for Agriculture/Wildlife is one dwelling per 160 acres.

## ***Mineral Lands***

The underlying plan designation will determine the minimum lot size for those parcels also designated with a Surface Mining Overlay.

## ***GOALS AND POLICIES***

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### ***State Goals And Mandates***

Statewide planning goals were adopted in 1990 as part of the *GMA* to guide development and

adoption of comprehensive plans and development regulations. The *Rural Element* shall permit land uses that are compatible with the rural character of such lands and provide for a variety of rural densities (*RCW 36.70A.020(12)*). The legislation also requires counties to designate resource lands which include agriculture, forest and mining with minimum guidelines to assist in the classification and designation of resource lands.

## ***Community Framework Plan***

Clark County adopted the *Community Framework Plan (CFP)* in April 1993. The *CFP* established a consensus among the citizens of the county about the lands which would eventually be committed to urban uses and those which should remain rural. The *Framework Plan* is not a detailed plan, but a plan that provides a framework through policies that guide the development of the *20-Year Plan*. *CFP* policies are discussed in *Chapter 2, Land Use*. Policies that relate to rural lands can be found in most elements of the *CFP* including Land Use, Rural Lands, Resource Lands, Transportation, Public Facilities, Utilities, Parks and Open Space, Economic Development and Community Design.

## ***20-Year Plan Policies***

### ***Rural Lands***

***GOAL 4.1: Maintain the existing rural character and compatibility with resource-based economic uses, such as farming, forestry, mineral extraction and recreation.***

### ***Policies***

- 4.1.1 Rural lands may serve one or more of the following functions:
- a. provide small scale agriculture and forestry operations;
  - b. retain a variety of lifestyle choices for residents;
  - c. retain open space or unique resource based opportunities;
  - d. have very limited public service; and/or,

- e. serve as an area of transition between urban, natural resource and critical lands.
- 4.1.2 Support and encourage uses within rural lands which sustain and are compatible with the rural character and level of public facilities and services, such as:
- a. small scale forest and farm management;
  - b. large lot residential development;
  - c. open space/recreation;
  - d. home occupations; and,
  - e. mining.
- 4.1.3 Encourage and support public recreation, education and interpretive activities and facilities which complement the rural character and resource activities located throughout the rural area.
- 4.1.4 Master Planned Resorts (MPR) may be approved in an area outside of established Urban Growth Boundaries providing they meet the following criteria:
- a. The land proposed is better suited and has more long-term importance for a Master Planned Resort than the commercial harvesting of timber or agricultural production, if located on land that otherwise would be designated as a forest or agricultural resource;
  - b. the location, design, and provision of necessary utilities does not allow for the development of new urban or suburban land uses in the immediate vicinity;
  - c. the proposed site includes unique natural amenities, such as views, streams, lakes or other features that provide a natural attraction for public use;
  - d. the proposed development provides urban level public services that are strictly contained within the boundaries of the resort property by design and construction;
  - e. the proposed site for the Master Planned Resort is sufficient in size and configuration to provide for a full range of resort facilities while maintaining adequate separation from any adjacent rural or resource land uses;
- f. residential uses are designed primarily for short-term or seasonal use, full time residential uses should be limited;
  - g. the major recreational facilities within the Master Planned Resort must be open to the public and the overall facilities and recreational activities should promote tourism and the recreational goals of the comprehensive plan;
  - h. each proposal should include a full inventory of critical wildlife habitat, significant wetlands, shorelines and floodplains, and cultural resources;
  - i. significant natural and cultural features of the site should be preserved and enhanced to the greatest degree possible;
  - j. commercial uses and activities within the MPR should be limited in size to serve the customers within the MPR and located within the project to minimize the automotive convenience trips for people using the facilities; and
  - k. adequate emergency services must be available to the area to insure the health and safety of people using or likely to use the facility.
- 4.1.5 Establish standards and programs whereby residents of rural lands adjacent to designated resource lands are informed that they are locating in a natural resource area and will be subject to normal and accepted farm, forestry or mining practices that comply with federal, state and local regulations.
- 4.1.6 Establish programs for the rural area which notify and educate residents of ongoing small scale resource activities.
- 4.1.7 Encourage cooperative resource management among farmland and timberland owners, farm foresters, rural residents, environmental groups and local, state, and federal resource agencies for managing private and public farm and forest lands and public resources.

- 4.1.8 Establish provisions for intensity of rural development, including a range of lot sizes based on natural characteristics, proximity to designated natural resource lands, transportation circulation, availability of services which are adequate without extending or upgrading levels of service (LOS) and, open space areas.
- 4.1.9 Those areas with a Comprehensive Plan designation of Rural Estate shall have a residential density of one dwelling unit per 5 acres. Those areas within the Meadow Glade sewer service area may have a density of one dwelling unit per acre if dwellings are provided with public sanitary sewer service.
- 4.1.10 Rural development shall not be allowed unless appropriate facilities and services (water, storm drainage, roads and approved sanitary treatment) are in place or planned.
- 4.1.11 Rural lands generally shall be served by septic tanks and individual wells (when public water is not available).
- 4.1.12 Develop a financing program to fund the services required in rural and resource areas based on fair share costs.
- 4.1.13 Wastewater treatment shall generally be provided by individual on-site treatment systems or approved alternative sewage treatment technologies. Sewer lines should not be extended into rural areas except to correct existing health hazards and provided other means for treatment, such as state approved alternative technologies, have been assessed and determined not to be feasible due to environmental constraints. If sewer is extended, the maximum number of permitted hookups should be specified at the time of extension and no additional development exceeding this number should be permitted.
- 4.1.14 Public facilities and services (at rural levels of service) in rural and natural resource areas should maintain public health and safety in a coordinated manner at levels which are efficient and cost effective.
- 4.1.15 Incentives should be developed that encourage:
  - a. farming;
  - b. forestry;
  - c. open space/recreation; and,
  - d. protection of the natural environment.
- 4.1.16 Develop standards for maintaining the rural character including noise, lighting and siting of the structure, recognizing the needs are different for conforming and non-conforming parcels.
- 4.1.17 Rural and Resource lands designations within Columbia River Gorge National Scenic Area are consistent with the requirements of the National Scenic Area legislation. The minimum lot size requirements and uses shall only be authorized to the extent that they are consistent with the National Scenic Area legislation established to implement the requirement of the scenic area.

**Rural Centers**

**GOAL 4.2: *Maintain the character of the designated Rural Centers within the surrounding rural area that is appropriate in character and scale in the rural environment.***

**Policies**

- 4.2.1 Designation criteria for Rural Centers includes identification of pre-existing small lot development patterns, natural features as boundaries, and access to arterials.
- 4.2.2 Rural Centers should serve the following purposes:
  - a. provide a focus for the surrounding rural area that is appropriate in character and scale in the rural environment;
  - b. provide appropriate commercial developments to serve adjoining rural areas;
  - c. provide services to tourists and other visitors recreating in the area; and,
  - d. provide an opportunity to develop facilities that can function as a community center in those areas where an incorporated town no longer serves that role for the surrounding area.

- 4.2.3 Rural Centers are distinct areas of smaller lot development with a defined edge, surrounded by a protected rural landscape of generally open land used for agriculture, forestry, large lot residential, recreational and environmental protection purposes.
- 4.2.4 Rural commercial development should support the needs of rural residents and natural resources activities rather than urban area uses. Strip-type development should be discouraged.
- 4.2.5 Schools serving predominantly rural populations should preferably be located in rural centers and then in rural areas or finally located in resource areas, subject to *Policy 4.2.6*.
- 4.2.6 Schools may be located in resource or rural areas where necessary to serve population growth and attendance areas principally lying outside of the urban growth area or rural centers, subject to the following:
  - a. Before siting schools in the resource or rural areas, the district shall demonstrate that the proposed site is more suitable than alternative sites within the existing urban growth area or rural centers. Suitability includes factors such as size, topography, zoning, surrounding land uses, transportation, environmental concerns and location within the area to be served.
  - b. The school district shall demonstrate that the transportation facilities serving the site are adequate to support site generated traffic, including buses.
  - c. Upon locating any school in the rural or resource area, the school district shall agree to connect to public water when it becomes available within 1000 feet or less of the site, provided such a connection does not necessitate special facilities or capital improvements to increase the capacity of the system.
- 4.2.7 Encourage resource based industrial development to locate within Rural Centers, consistent with rural character and levels of service.
- 4.2.8 Encourage uses, such as rural commercial, post offices, veterinary

clinics, day care, small medical practices and schools, that provide employment, shopping services and housing opportunities within Rural Centers. The scale should be compatible with surrounding roads and utilities which reinforce the rural character and distinct sense of community.

- 4.2.9 Rural Centers shall have a density of one dwelling unit per 5 acres except for those areas inside the Meadow Glade Rural Center which may have a density of one dwelling unit per 1 acre where lots are provided with public sanitary sewer service and subject to the following:
  - a. planned unit developments may be allowed; and
  - b. planned unit developments shall utilize urban standards for wetland requirements and quasi-urban road standards.
- 4.2.10 Commercial activities in rural areas should be located in Rural Centers. Commercial uses supporting resource uses, such as packing, first stage processing and processing which provides value added to resource products may occur in resource areas.

### **Commercial Forest Tier I and II**

**GOAL 4.3: To maintain and enhance the conservation of productive forest lands and discourage incompatible uses associated with forestry activities.**

#### **Policies**

- 4.3.1 Encourage the conservation of long-term commercial significant forest lands for productive economic use.
- 4.3.2 Capital improvement plans should take into consideration maintaining public roads adequate to accommodate the transport of forest commodities.
- 4.3.3 In identifying and designating commercial forest land, the following factors shall be taken into consideration: operational factors, growing capacity, site productivity and soil composition, surrounding land use, parcel size, economic viability, tax status, and public service levels that are conducive to long-term continuance in forest management.

- 4.3.4 Primary land use activities in forest areas are commercial forest management, agriculture, mineral extraction, ancillary uses and other non-forest related economic activities relying on forest lands.
- 4.3.5 Encourage the multiple economic use of forest land for a variety of natural resource and activities particularly suited for and compatible with forest lands.
- 4.3.6 Commercial forest land, considered desirable for acquisition for public recreational, scenic and park purposes, shall consider its impact on a viable forest industry including but not limited to forest management practices on adjacent lands, buffering and transportation of forestry products.
- 4.3.7 Encourage the maintenance of forest lands in timber and current use property tax classifications, including classified forest land, designated forest land and forest open space classifications, as provided for in *RCW 84.28* and *RCW 84.33*.
- 4.3.8 Establish or expand special purpose taxing districts and local improvement districts in lands designated in the *20-Year Plan* for forest use only when the services or facilities provided by the special purpose district or local improvement district through taxes, assessments, rates or charges directly benefit those forest lands.
- 4.3.9 Encourage the concept of cooperative resource management among timberland owners, environmental groups, state and federal resource agencies and federally recognized Native American tribes for managing the state's public and private timberlands and public resources.
- 4.3.10 Land use activities within or adjacent to forest land shall be located and designed to minimize conflicts with forest management and other activities on forest land.
- 4.3.11 Residential development on lands adjacent to designated forest land shall be located away from the forest land and should provide for a buffer between residential and forest activity.
- 4.3.12 Special development standards for access, lot size and configuration, fire protection, water supply and dwelling unit location shall be adopted for dwellings within or adjacent to designated forest lands.
- 4.3.13 Encourage the continuation of commercial forest management by:
- a. supporting land trades that result in consolidated forest ownership; and,
  - b. working with forest landowners and managers to identify and develop other incentives for continued forestry.
- 4.3.14 Forest and mining activities performed in accordance with county, state and federal laws should not be considered public nuisances nor be subject to legal action as public nuisances.
- 4.3.15 Notification shall be placed on all plats and binding site plans that the adjacent land is in resource use and subject to a variety of activities that may not be compatible with residential development.
- 4.3.16 Within the Forest Tier I category, only one principal dwelling unit per 80 acres shall be allowed with the provision for an additional temporary dwelling.
- 4.3.17 Within the Forest Tier II category, one principal dwelling unit per 40 acres shall be allowed with the provision for an additional temporary dwelling.
- 4.3.18 Designation of Agri-forest lands shall be those lands adjacent to designated resource lands which have the characteristics of both agriculture and forestry.
- 4.3.19 Within the Agri-forest category, one principal dwelling unit per 20 acres shall be allowed with the provision for an additional temporary dwelling.

#### **Commercial Agriculture I/II Policies**

**GOAL 4.4: To maintain and enhance productive agricultural lands and discourage incompatible uses associated with farming activities.**

#### **Policies**

- 4.4.1 Encourage the conservation of the county's highest quality agricultural lands for productive agricultural use and

protect the opportunity for these lands to support the widest variety of agricultural crops and products as listed in *RCW 36.70A.030(2)* by designating agricultural lands of long-term commercial significance.

- 4.4.2 In order to conserve commercial agricultural lands, the county shall limit residential development in or near agricultural areas and limit public services and facilities which lead to the conversion of agricultural lands to non-resource uses.
- 4.4.3 Minimum parcel size should be adequate to allow reasonable and economic agricultural use and to discourage the conversion of agricultural lands to residential use.
- 4.4.4 The primary land use activities in agricultural areas shall be commercial agriculture, forest management, mineral extraction, ancillary uses and other non-agricultural related economic activities relying on agricultural lands.
- 4.4.5 Land uses on commercial agricultural lands shall include all standard agricultural practices and supporting activities, including farmworker housing and use of water resources for irrigation.
- 4.4.6 Capital improvement plans should take into consideration maintaining public roads adequately to accommodate the transport of agricultural commodities.
- 4.4.7 Commercial agricultural land considered desirable for acquisition for public recreational, scenic and park purposes, shall first be evaluated for its impact on a viable agricultural industry.
- 4.4.8 Encourage the maintenance of agricultural lands in current use property tax classifications, including those classifications as provided for in *RCW 84.34* and *CCC 3.08*.
- 4.4.9 The county should establish or expand special purpose taxing districts and local improvement districts in lands designated in the plan for agricultural use only when the services or facilities provided by the special purpose district or local improvement district, through taxes, assessments, rates or charges, directly benefit those agricultural lands.
- 4.4.10 Endorse the concept of cooperative resource management among agricultural land owners, environmental groups, state and federal resource agencies and federally recognized Native American tribes for managing the county's public and private agricultural lands.
- 4.4.11 Land use activities within or adjacent to agricultural land shall be located and designed to minimize conflicts with agricultural management and other activities on agricultural land.
- 4.4.12 Residential development on lands adjacent to agricultural land shall be located away from the agricultural land and shall provide a buffer between residential and agricultural activity.
- 4.4.13 Public services and utilities within and adjacent to designated agricultural areas should be designed to prevent negative impacts on agriculture and allow for continued resource activity.
- 4.4.14 Encourage the continuation of commercial agricultural management by:
  - a. supporting land trades that result in consolidated agricultural ownership; and,
  - b. working with agricultural landowners and managers to identify and develop other incentives for continued farming.
- 4.4.15 Encourage agricultural land use as a clean industry incorporating tax breaks, right to farm, transfer of development rights and other economic means and develop strategies to support farming practices
- 4.4.16 Agricultural activities performed in accordance with county, state and federal laws should not be considered public nuisances nor be subject to legal action as public nuisances.
- 4.4.17 Notification shall be placed on all plats and binding site plans that the adjacent land is in resource use and subject to a variety of activities that may not be compatible with residential development. The notice should state that agricultural, forest or mining activities performed in accordance with county, state and federal laws are not subject to legal action as public nuisances.

- 4.4.18 Within the Agriculture land designation, one principal dwelling unit per 20 acres shall be allowed with the provision for an additional temporary dwelling.
- 4.4.19 Within the Agriculture/Wildlife category, one principal dwelling unit per 160 acres shall be allowed.

**Mineral Lands**

**GOAL 4.5: To protect and ensure appropriate use of gravel and mineral resources of the county, and minimize conflict between surface mining and surrounding land uses.**

**Policies**

- 4.5.1 Support the conservation of mineral lands for productive economic use by identifying and designating lands of long-term commercial significance, consistent with the 20-year planning horizon mandated by growth management.
- 4.5.2 Capital improvement plans should take into consideration maintaining and upgrading public roads adequate to accommodate transport of mineral commodities.
- 4.5.3 In identifying and designating commercial mineral lands, the following factors should be taken into consideration: geological, environmental and economic factors; existing and surrounding land uses; parcel size; and public service levels that are conducive to long-term production of mineral resources.
- 4.5.4 Maintain an inventory of gravel and mineral resource sites. The comprehensive plan inventory shall be comprised of the following:
  - a. a list of designated sites;
  - b. a list of "potential" sites for which information about the quality and quantity of the site is not adequate to allow a determination of long-term commercial significance;
  - c. a list of current sites; and,
  - d. a list of active sites.
- 4.5.5 Encourage recycling of concrete, aggregate and other materials.

- 4.5.6 Encourage restoration of mineral extraction sites as the site is mined, consistent with requirements identified in RCW 78.44.
- 4.5.7 Land shall not be used for any activity other than surface mining or uses compatible with mining until the gravel or mineral resource is depleted, reasons for not mining the site are clearly demonstrated, or the site has been reclaimed.
- 4.5.8 Surface mining other than Columbia River dredging shall not occur within 100-year Floodplain.
- 4.5.9 Mineral extraction operations shall be conducted in a manner which will minimize the adverse effects on water quality, fish and wildlife, adjacent activities and the scenic qualities of the shorelines. Any adverse impacts shall be mitigated.
- 4.5.10 Land use activities adjacent to mineral lands should be located and designed to minimize conflicts with mineral activities on such lands.
- 4.5.11 Designated mineral operations of long-term commercial significance are not exempt from the normal environmental review process of the county or state agencies.
- 4.5.12 Establish standards and programs whereby residents of rural lands adjacent to designated resource lands are informed that they are locating in a natural resource area and that will be subject to normal and accepted mining practices that comply with federal, state and local regulations.
- 4.5.13 Prior to removal of the surface mining designation, the landowner needs to show that the extraction of the mineral resource is not feasible.
- 4.5.14 The county shall allow continued mining at existing active sites.
- 4.5.15 Potential aggregate sites or expansion shall not be designated within rural zoning categories.
- 4.5.16 Designation to alternative land uses at the time of reclamation shall take into consideration surrounding land uses and other policies of this *20-Year Plan*.

- 4.5.17 Future land use designations for those areas designated Mineral Lands (Fisher Quarry and Section 30/31) should be made consistent with and at the time of reclamation plans.
- 4.5.18 Some level of processing should be associated with mineral extraction.
- 4.5.19 Future sites designated with a surface mining overlay shall be assessed on a case by case basis, based on the commercial or industrial value of the resource, and the relative quality and quantity of the resource as well as the following conditions:
- a. the resource should be of a quality that allows it to be used for construction materials or meet applicable quality specifications for the intended use(s);
  - b. the resource should be of a quantity sufficient to economically justify development based upon the characteristics of the aggregate, life of the resource site, cost of extraction, accessibility, opportunity, type of transportation and the location of high demand areas; and,
  - c. designation of these mineral resource lands should follow the "Criteria for Designating Mineral Resources," as outlined in the Designation Criteria component of the *Rural and Natural Resource Element*.
- 4.5.20 Clark County's *Shoreline Master Program* shall be reevaluated for consistency with the Growth Management legislation and Clark County's *20-Year Comprehensive Growth Management Plan*. Any areas of inconsistency shall be reviewed and resolved with either modification of the *Shoreline Master Program* or *Comprehensive Plan* policies, which ever is more appropriate.

## **STRATEGIES AND IMPLEMENTATION**

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- Develop and implement a *Right to Farm/Log* ordinance.

- Develop and implement a *Fish and Wildlife Habitat Conservation* ordinance.
- Evaluate a variety of funding sources and their feasibility for acquisition of land and other programs to implement the policies within the *Rural and Natural Resource Element*.
- Continue to evaluate and pursue a program for Purchase of Development Rights or Transfer of Development Rights but be selective as to where these programs should be applied.
- Work with local, state and national land trusts as a non-governmental option to protect resource lands using programs such as conservation easements, life estates and other tools.
- Develop new design standards for the rural and resource areas, in part based on whether the parcels conform or not to current zoning.
- Develop a program that would tie authorization to build a new residence with a demonstrated intent to manage the property in concert with the resource.
- Develop a program in areas where parcelization has occurred which allows the same number of lots with design which will have less impacts on the surrounding lands.
- Cooperatively with other groups or agencies develop a rural handbook which would provide information on the types of activities that can and should occur in the rural area.
- Develop a program to change the structure of the Open Space Current Use Taxation based on a public benefit rating system.
- Develop an ordinance consistent with the requirements of the scenic area for those areas designated within the CRGNSA and within the county.
- The timeline for strategies is highlighted in *Table 4.5*.

**Table 4.5 Rural Strategies Matrix**

STRATEGIES	PLAN REFERENCE	SHORT TERM IN 1994	MEDIUM TERM IN 1995	LONG TERM IN 1996
1. MINIMUM LOT SIZE	Policies: 4.1.9; 4.1.10; 3.2.8	X		
2. RESOURCE DESIGNATION	Policies: 4.3.16; 4.3.17; 4.3.19; 4.4.17	X		
3. RIGHT TO FARM/LOG	Policies: 4.3.14; 4.4.15 Strategy #1	X		
4. WATER SERVICE POLICIES	See Policies: Chapter 6	X		
5. DWELLING APPROVAL CRITERIA	Policy: 4.3.12 Strategy #7			X
6. VEGETATIVE CLEARING ORDINANCE	Policies: 2.4.10; 2.4.13	X		
7. FISH AND WILDLIFE HABITAT ORDINANCE	Policy: 2.4.3 Strategy #2		X (early)	
8. ROAD STANDARDS	Policies: 3.4.1; 3.4.2; 3.4.3	X		
9. DENSITY TRANSFER	Strategy #8		X	
10. RURAL ZONING CRITERIA	Policies: 4.3.12; 4.4.12 Strategy #6		X	
11. FAMILY COMPOUND	Policies: 4.3.16; 4.3.17; 4.3.19; 4.4.17	X		
12. RURAL HANDBOOK	Strategy #9		X	
13. CURRENT USE TAXATION	Policy: 4.3.7 Strategy #10			X
14. CONSERVATION EASEMENTS	Strategy #5	X		
15. LIFE ESTATE DWELLINGS	Strategy #5	X		
16. IMPACT FEES FOR RURAL AREAS: A. TRANSPORTATION B. PARKS C. OPEN SPACE	Policy: 3.2 Policy: 8.1.3 Policy: 4.1.13		X X	X
17. PURCHASE OF DEVELOPMENT RIGHTS	Strategy #4			X
18. CONSERVATION FUTURES	Page 8-17	X		



# CHAPTER 5

## HOUSING ELEMENT

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### ***INTRODUCTION***

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The purpose of the *Housing Element* is to identify the need for, and mechanisms that will lead to, the construction and preservation of decent housing for all economic segments of the Clark County population.

Region-wide in orientation, the *Housing Element* addresses all of Clark County. It sets policy direction for lands under county government jurisdiction, is coordinated to the greatest extent possible with housing policies developed by cities and towns and provides practical implementation guidance. The need for mechanisms to insure a variety of housing prices and neighborhood designs is discussed, as well as the types of housing that should be available in the future.

### ***RELATIONSHIP TO OTHER ELEMENTS AND PLANS***

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The *Housing Element* of the *20-Year Plan* builds upon principles and policies established in earlier county comprehensive plans. Earlier plans discussed housing primarily in light of its land use implications. This plan addresses housing in broader terms, reaching beyond land use patterns and densities to discuss issues such as affordability, special needs and community character.

The *Housing Element* also builds upon principles and policy direction provided by the *Countywide Planning Policies* and the *Community Framework Plan*. These policies, developed through an extensive public participation process are intended to provide long-term, overall guidance for Clark County and its cities in developing the *Housing Element* for the *20-Year Plan*.

The *Housing Element* of the *20-Year Plan* also has a relationship to the *County Comprehensive Housing Affordability Strategy for 1994-1998 (CHAS)*. The *CHAS* is developed by both the City of Vancouver and the county as a planning tool to qualify for federal funds

available through the Department of Housing and Urban Development. The *CHAS* contains short-term housing strategies (one and five year periods) and a thorough needs assessment focusing primarily on special needs populations and affordable housing.

The *Housing Element* uses many of the statistics and needs assessments prepared in the *CHAS*. Implementation of the policies in the *Housing Element* through ordinances and programs will assist in meeting needs identified in the *CHAS*.

Special needs populations such as the homeless, elderly, AIDS victims, single parents, physically disabled, mentally and emotionally disturbed, chronically mentally ill, developmentally disabled, migrant laborers, and persons with substance abuse problems are addressed in both the *Housing Element* and the *CHAS*.

Housing affordability is a key component within the Growth Management legislation. Housing affordability will be affected by policies adopted in the other elements including transportation, public facilities, utilities, open space and recreation, land use, and (for the county only) rural lands. Likewise, the pattern and density of housing development will affect the cost to the county; to local utilities to extend services such as water lines, sewer lines, transit service, fire protection, etc.; and, ultimately, to the businesses and residents of Clark County in user fees and taxes.

Updates of the county zoning ordinance, land division ordinance, solar access ordinance, TIF (Transportation Impact Fee) and PIF (Parks Impact Fee) ordinances, and new ordinances and programs created as a result of this planning process, will implement the goals and policies established in the *Housing Element*. These land use and development ordinances are prepared by the respective municipal jurisdictions and should be reviewed for compatibility with the plan.

## ***HOUSING ELEMENT REQUIREMENTS***

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The *Growth Management Act of 1990 (GMA)*, as amended, requires that county *20-Year Plans* have a housing element that:

1. Recognizes the vitality and character of established residential neighborhoods.
2. Includes an inventory and analysis of existing and projected housing needs.
3. Includes a statement of goals, policies, and objectives for the preservation, improvement, and development of housing.
4. Identifies sufficient land for housing, including, but not limited to, government assisted housing, housing for low income families, manufactured housing, multi-family housing, and group homes and foster care facilities.
5. Makes adequate provisions for existing and projected needs of all economic segments of the community.

The *Procedural Criteria For Adopting Comprehensive Plans and Development Regulations for the Act* further specify that the *Housing Element* of the *20-Year Plan (WAC 365-195-310)* shall, at a minimum, contain:

1. An inventory and analysis of existing and projected housing needs.
2. A statement of the goals, policies and objectives for the improvement, preservation, and development of housing.
3. Identification of sufficient land for housing, including, but not limited to, government assisted housing, housing for low income families, manufactured housing, multifamily housing, and group homes and foster care facilities.
4. Adequate provision for existing and projected housing needs of all economic segments of the community.

The *Act* and its *Procedural Criteria* provide the legislative framework for preparation of the *Housing Element*.

## ***ORGANIZATION OF THE ELEMENT***

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The *Housing Element* consists of three sections: The *Background and Existing Conditions* section including statistics supporting the county's housing element. It summarizes existing conditions and information in Clark County and focuses on inventory data which support the policy orientation on growth management. A more detailed assessment of the existing housing stock in Clark County is included in the *Resource Document*. The *Goal and Policy* section, on an issue by issue basis, presents a comprehensive set of goals and policies to guide the implementation of the plan. The *Strategy* section consists of a set of planning strategies related to housing in Clark County. See *CHAS* for additional information on county housing issues.

### ***BACKGROUND AND EXISTING CONDITIONS***

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The housing needs of Clark County are determined by the characteristics of its existing and projected population (age, household size, income, special needs, etc.), when compared to the characteristics of the existing and expected housing supply (size, cost, condition, etc.). Clark County is expected to add approximately 134,000 people or 50,000 households over the next twenty years. The issue facing local governments is where to direct this growth given environmental constraints and the cost of providing public services, and how to ensure that a range of housing types and prices are available.

Much of the data contained in this section comes from the U.S. Bureau of the Census for the 1970, 1980, and 1990 census and the *CHAS* prepared by Clark County Department of Community Services. The *CHAS* is required under the *Cranston-Gonzalez National Affordable Housing Act of 1990*. All jurisdictions eligible for funding under this act, and wishing to participate in the program, are required to prepare a plan identifying the different types of housing needed in the community and setting priorities for addressing them.

#### ***Population***

*Table 5.1* shows the population trends of the cities and unincorporated areas of Clark County from 1970 to 1990. There has been a

significant increase in the overall population of the county in the last two decades. Clark County had a total increase of 46 percent in

population since 1970 with a 19 percent increase since 1980.

**Table 5.1 Population Trends in Clark County, 1970-1990**

JURISDICTION/AREA	1970	1980	1990	% CHANGE 1970-90	% CHANGE 1980-90
TOTAL CLARK COUNTY	128,454	192,227	238,053	46%	19%
TOTAL UNINCORPORATED CLARK COUNTY	74,487	134,978	167,427	56%	19%
TOTAL INCORPORATED CLARK COUNTY	53,967	57,248*	61,273*	12%	6%
BATTLE GROUND	1,438	2,774	3,690	61%	25%
CAMAS	5,790	5,681	6,450	10%	12%
LA CENTER	300	439	483**	38%	9%
RIDGEFIELD	1,004	1,062	1,195	16%	11%
VANCOUVER	41,859	42,834	44,570	6%	4%
WASHOUGAL	3,388	3,834	4,240	20%	9%
YACOLT	488	544	545	10%	0%

\* Includes a portion of the City of Woodland that is in Clark County

\*\* State Certified Special Census

Sources: WA State Office of Financial Management, *April 1 Population of Cities, Towns, and Counties, June 1990*.  
U.S. Bureau of the Census

This growth has occurred in both unincorporated areas and in cities. The unincorporated areas had a 56 percent increase in population since 1970 and a 19 percent increase between 1980 and 1990. Incorporated areas of Clark County grew more slowly: 12 percent since 1970 and 6 percent since 1980. The city of Battle Ground had the most significant increase with a 25 percent growth in population since 1980. The municipalities of Camas, La Center, Ridgefield, and Washougal grew by 9-12 percent during this period. Some of this growth reflects annexations of previously developed land. The city of Vancouver had a slow growth rate with a 4 percent increase in population since 1980. Yacolt has shown no growth between 1980 and 1990, but a 10 percent increase since 1970.

The State Office of Financial Management (OFM) population forecasts project that the county will add 135,000 people by 2012, or a

40 percent increase over the 1990 census count. The new revised OFM population projection shows that Clark County can be expected to continue to grow after 2010, with a recent forecast for Clark County at 416,071 by the year 2012. At that rate, by the year 2040, the county will be home to over 500,000 people.

### Age

Table 5.2 shows the changes in the distribution of the age of Clark County's population since 1970. The data show the largest population group for 1990 are persons aged 20-39 (75,080). Children 19 and under were the next largest group (74,164). Clark County's population continues to be family households with children. Housing policy should make efforts to address the needs of this significant population.

**Table 5.2 Age Distribution of Clark County Residents, 1970-1990**

AGE	1970	1980	1990	% CHANGE 1970-90	% CHANGE 1980-90
0-19	50,631	66,882	74,164	31%	9%
20-39	32,748	65,473	75,080	56%	12%
40-59	28,273	35,079	54,623	48%	35%
60-85+	16,802	24,793	34,186	50%	27%
TOTAL	128,454	192,227	238,053	46%	19%

Source: U.S. Bureau of the Census; Office of Program Planning and Fiscal Management, *Corrected 1970 Population by County by 5-Year Age Groups, State of Washington, April, 1977.*

Comparing percentage change data provides insight into future growth trends. The population of persons aged 0-19 increased 31 percent between 1970 and 1990. The number of people aged 20-39 increased 56 percent during the same time. The population aged 40-59 increased 48 percent between 1970 and 1990. Persons aged 60 and older increased 50 percent between 1970 and 1990. This indicates that housing policies in the future should be prepared to address the needs of a growing number of older persons in Clark County.

**Race and Ethnicity**

According to the 1990 U.S. Census, the total minority population represents 7 percent

(16,501 persons) of the county's population. The CHAS contains the most recent information on special populations and their housing needs. It reviewed the percentage of minority persons in each census tract and found no concentrations of minority persons in any one area of the county. In recent years, there has been an influx of immigrants from eastern Europe and Russia into Clark County. These new residents, while not racial minorities, are a distinct ethnic community. Their housing needs are being met by the private market, although they may require assistance adjusting to their new communities. Table 5.3 shows the distribution of population by race in Clark County in 1990.

**Table 5.3 Clark County Population by Race and Ethnicity, 1990**

RACE AND ETHNICITY	TOTAL PERSONS	PERCENT OF COUNTY POPULATION
WHITE	221,552	93.0
BLACK	2,976	1.3
NATIVE AMERICAN	2,296	1.0
ASIAN/PACIFIC ISLANDER	5,670	2.4
HISPANIC	3,640	1.5
OTHER RACE	1,919	0.8
TOTAL	238,053	100.0

Source: U.S. Bureau of the Census.

The requirements of the *Fair Housing Act* and implementing regulations have increased local governments' responsibilities for prohibiting and prosecuting housing discrimination based on race, ethnicity, age, sex, marital status,

disability status, family status, and religion. In addition, local government must take steps to affirmatively further fair housing as a condition of receiving federal funding.

## Households

A household is all of the people living in one housing unit, whether or not they are related. A single person renting an apartment is a household, just as is a family living in a single-family house. The number and type of households in a community can indicate the

housing needs of that community. *Table 5.4* gives historic information on the numbers of households in Clark County and each of its cities. As is the case with population, most of the household growth has occurred in unincorporated communities and rural areas over the past 20 years.

**Table 5.4 Number of Households in Clark County, 1970-1990**

JURISDICTION/AREA	1970	1980	CHANGE 1970-80	1990	CHANGE 1980-90
TOTAL CLARK COUNTY	41,064	68,750	+27,686	88,571	+19,821
TOTAL INCORPORATED CLARK COUNTY	NA	24,248	NA	26,630	+2,382
TOTAL UNINCORPORATED CLARK COUNTY	NA	44,502	NA	61,941	+17,439
BATTLE GROUND	450	972	+522	1,341	+369
CAMAS	1,940	2,096	+156	2,438	+342
LA CENTER	NA	156	NA	129	-27
RIDGEFIELD	325	382	+57	441	+59
VANCOUVER	15,352	18,844	+3,492	20,135	+1,291
WASHOUGAL	1,241	1,544	+303	1,898	+354
WOODLAND (PART)	NA	49	NA	49	0
YACOLT	NA	205	NA	199	-6

NA: not available

Source: U.S. Bureau of the Census.

The characteristics of households in Clark County changed between 1970 and 1990. The average number of people living together in a household has decreased. This reflects national trends of smaller families (couples having fewer children on average than their parents) and an aging population. These trends are expected to continue over the next 20 to 40 years. The trend most likely to have the greatest impact on future housing needs is the expected increase in the proportion of senior households.

*Table 5.5* presents household characteristics. The fastest growing segment of the population in Clark County is expected to be people over 65. The "baby boom" generation will grow old over the planning period. Senior households are more likely to need assistance maintaining their homes because they are physically no

longer able to do it themselves and because they have lower, fixed retirement incomes. Many choose to move to smaller units. As they grow older, seniors may become too frail to care for themselves, and require special housing and supportive services. The *20-Year Plan* must be flexible enough to accommodate a range of housing types suitable for this growing segment of the population.

The county's growth patterns will change as a result of adopting this plan to implement the *GMA*. Household growth, like population growth, will be directed to cities or urban growth areas which will eventually be annexed to cities. If growth patterns in the future are similar to those of the past, households in rural areas will be larger on average than those in urban areas, by approximately 10 percent.

**Table 5.5 Household Characteristics in Clark County, 1970-2043**

YEAR	TOTAL HOUSEHOLDS	PERSONS PER HOUSEHOLD	SENIOR HOUSEHOLDS	NON-SENIOR HOUSEHOLDS
1970	41,064	3.10	7,366	33,698
1980	68,750	2.76	11,086	57,664
1990	88,571	2.66	15,243	73,328
2013	114,700	2.50	26,100	118,600
2043	214,600	2.33	42,900	71,700

Source: U.S. Bureau of the Census and Southwest Washington Regional Transportation Council.

\* 2013 age distribution from Washington Office of Financial Management and Hobson and Associates, Inc. The age distribution of households in 2043 was assumed to be the same as 2013.

### Income

The relationship of household income to housing prices is the main factor affecting the ability of Clark County's residents to secure adequate housing. Table 5.6 compares median household incomes for Clark County and each

of the cities. Median income is defined as the mid-point of all of the reported incomes; that is, half the households had higher incomes and half the households had lower incomes than the mid-point, with the county median household income very similar to the statewide average.

**Table 5.6 Comparison of Medial Household Incomes in Clark County, 1980-1990**

JURISDICTION/AREA	1980	1990	CHANGE 1980-90
TOTAL CLARK COUNTY	\$18,959	\$31,800	\$12,841
TOTAL UNINCORPORATED CLARK COUNTY	NA	NA	NA
BATTLE GROUND	\$14,312	\$24,256	\$9,944
CAMAS	\$17,525	\$28,576	\$11,051
LA CENTER	\$15,833	\$24,750	\$8,917
RIDGEFIELD	\$14,052	\$26,992	\$12,940
VANCOUVER	\$13,574	\$21,552	\$7,978
WASHOUGAL	\$14,301	\$25,463	\$11,162
YACOLT	\$13,681	\$18,194	\$4,513
WASHINGTON STATE	\$18,367	\$31,183	\$12,816

Source: U.S. Bureau of the Census

The definitions of very low, and moderate income households are established by the U.S. Department of Housing and Urban Development (HUD). These terms are based on a percentage of the area's median household income for a family of four. They are used to evaluate income levels in Clark County. Table 5.7 shows the numbers of households in each income category for 1980 and 1990.

Very low income households are those whose incomes are less than 50 percent of the area's

median family income. A family of four making between \$9,480 and \$15,167 in 1980 fell into this category. There were 15,819 households (23 percent of the total) that were defined as very low income in 1980. For 1990, a family of four making less than \$15,900 fell into this category. There were 18,852 households (21 percent of the total) that were defined as very low income in 1990. This represents a 2 percent decrease in the number of families with very low incomes between 1980 and 1990

but constitutes more than one fifth of Clark

County's households (Table 5.4).

**Table 5.7 Households by Income Group in Clark County, 1980-1990**

INCOME GROUP	1980		1990	
	# HOUSEHOLDS	PERCENT OF TOTAL	# HOUSEHOLDS	PERCENT OF TOTAL
VERY LOW INCOME (LESS THAN 50% OF MEDIAN)	15,819	23	18,852	21
LOW INCOME (50% TO 80% OF MEDIAN)	10,878	16	14,881	17
MODERATE INCOME (80% TO 95% OF MEDIAN)	5,799	8	8,238	9
MIDDLE AND UPPER INCOME (MORE THAN 95% OF MEDIAN)	36,379	53	47,233	53
MEDIAN INCOME	\$18,959*		\$31,800	

\* Figure represents median income for families and unrelated individuals.

Source: U.S. Bureau of the Census

Low income households are those whose incomes are between 50 percent and 80 percent of the area's median family income. A family of four earning between \$9,480 and \$15,167 in 1980 fell under this category. There were 10,878 households (16 percent of the total) that were defined as low income in 1980. A family of four making between \$15,900 and \$25,440 in 1990 fell into this category. There were 14,881 households (17 percent of the total) that were defined as low income in 1990. This represents a one percent increase in the number of families with low incomes between 1980 and 1990. Together, in 1990 low income and very low income households constituted 38 percent of Clark County's households.

Moderate income households are those whose incomes are between 80 percent and 95 percent of the area's median family income. A family of four with an income between \$15,167 and \$18,011 in 1980 fell into this category. There were 5,799 households (8 percent of the total) that were defined as moderate income in 1980. A family of four making between \$25,440 and \$30,210 in 1990 fell into this category. There were 8,238 households (9 percent of the total) that were defined as moderate income in 1990. This represents a one percent increase in the number of moderate income families between 1980 and 1990. Together, in 1990 moderate, low and very low income households constituted 47 percent of Clark County's households.

### **PERCENT OF INCOME SPENT ON HOUSING**

HUD defines housing cost burden as the extent to which gross housing costs, including utility costs, exceed 30 percent of gross income, based on data published by the U.S. Census Bureau. This is the threshold at which the cost of housing typically becomes a burden. At this point the money available for other necessary expenses such as food and medical care is reduced.

Generally, upper income households can afford a higher percentage of income for housing than can lower income households. The percentage of income spent on housing increases as income decreases. The lowest income households are, therefore, most likely to be overpaying for housing relative to their income and in need of assistance.

The CHAS notes that between 1989 and 1993, the cost of a newly constructed single family home in Clark County rose from \$93,023 to \$120,950, an increase of 30 percent. The cost of an existing single family home went from \$64,500 in 1989 to \$99,000 in 1993, an increase of 53 percent. On average, between 1989 and 1993, the cost of a newly-constructed single family home rose by 7.5 percent each year, and 13 percent each year for existing homes. If this trend continues, by 1996 the average selling price of a newly constructed single family home could increase to about \$150,256 and to \$142,847 for an

existing home. Based on the projected increases in housing costs, new housing could be unaffordable to very low, low income and moderate households of Clark County.

***SPECIAL HOUSING NEEDS***

Some people in Clark County need modified housing units or special services in order to live independently. Other people require living in a group home or institutional environment. While some of these people will have the resources to take care of their needs, many will not. The CHAS identified these special housing needs in Clark County and made recommendations for serving those needs:

***1. Physically Challenged Persons***

***Physically Challenged:*** 1990 Census data indicates that 4,826 people under the age of 64 have mobility and/or self-care limitations. Approximately 130 of these individuals receive at-home services through the Washington Department of Social and Health Services, but the number who live in care institutions is not known. Based on the limited information available, it is determined that 3 percent of the needs of low income non-elderly physically disabled persons who live independently are being met.

***Frail Elderly:*** 1990 Census data shows that 2,653 low-income frail elderly people reside in Clark County. The CHAS estimates that approximately 2,398 of these persons receive supportive services at-home or in care facilities. Based on these estimates, 90 percent of the needs of this population are currently being met.

***Developmentally Disabled:*** The Clark County Department of Community Services estimates that there are approximately 2,695 persons (1 percent of the county population) with developmental disabilities in the county. The Department serves 821 of these persons.

The data in *Table 5.8* suggests that future housing policy decisions must be made to provide for the need of physically challenged persons that are not being met. The majority of the need is among the elderly, the age group expected to grow the fastest over the next twenty years. These people may need special housing with ramps instead of stairs, elevators for units with two or more stories and modified facilities. The federal *Americans with Disabilities Act (ADA) of 1990* requires changes to building and zoning codes to improve access for disabled persons. These codes will apply to new construction and to major rehabilitation or remodeling of existing units.

**Table 5.8 Physically Challenged Persons\* in Clark County, 1990**

PHYSICALLY CHALLENGED	TOTAL # PERSONS IN NEED OF SPECIAL UNITS/BEDS	TOTAL # OF UNITS/BEDS AVAILABLE	UNMET NEED	PERCENT OF NEEDS MET
LOW-INCOME FRAIL ELDERLY	4,255	2,398	1,857	56%
NON-ELDERLY DISABLED	4,826	130	4,696	3%
DEVELOPMENTALLY DISABLED	2,695	821	1,874	30%

\* "Physically Challenged" refers to persons requiring housing with special services or facilities because of limited physical abilities.

Source: 1994-1998 CHAS

Experience in states which have had similar legislation for the past decade indicates that adaptations to ensure accessibility and mobility for the disabled add less than \$1,000 on average to the cost of new multi-family housing. It is more expensive and not always possible to modify an existing unit for handicapped accessibility. Older units, particularly older multi-family structures, are

very expensive to retrofit for disabled occupants because space is rarely available for modifications such as elevator shafts, ramps, and widened doorways. Much of the existing multi-family housing (traditionally the more affordable housing) cannot economically be modified to meet the needs of disabled residents.

## 2. Senior Citizens

**Senior citizen** is defined as people over age 65. The elderly are generally considered a special needs group because of the high correlation between age and disability. Also, many seniors live on a fixed income. They cannot afford higher rents, and if they own their own home they may not be able to afford the cost of increasing taxes or maintenance. A fixed income also may not permit them to rent a new apartment in a new facility that would provide them with a full range of care services.

In 1990 there were 25,367 senior citizens living in Clark County. Sixty percent (15,243) of senior citizens live in family households headed by people over age 65 (*Table 5.9*). Another 28 percent (7,234) live alone. At least 4.5 percent (1,138) of the senior citizens live in group quarters (e.g. nursing or retirement homes) and 7.5 percent (1,907) live with family or friends.

**Table 5.9 Senior Citizens Housing Arrangements in Clark County, 1990**

HOUSEHOLD TYPE	TOTAL NUMBER OF PERSONS	PERCENT OF TOTAL
FAMILY HOUSEHOLD (HEAD OF HOUSEHOLD OVER 65)	15,243	60
LIVING ALONE	7,234	28
GROUP QUARTERS	1,138	4.5
OTHER SITUATIONS	1,907	7.5
TOTAL	25,367	100

Source: U.S. Bureau of the Census

The population of elderly residents is increasing and will continue to increase through the end of the century. In addition, people are living longer and the number of people over 75 is increasing. The majority of the elderly population prefer to live independently in family units or alone. This population would be well served by smaller, affordable and accessible rental and housing units. Elderly persons who live with family or friends might benefit from zoning provisions that allow for another, smaller unit to be built on single family lots.

## 3. Homeless Persons

HUD defines "homeless" as those persons or families which "(1) lack a fixed, regular, and adequate nighttime residence or (2) whose nighttime residence is a public or private emergency shelter, an institution that provides temporary residence for individuals intended to be institutionalized, or a public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings." This definition does not include persons forced to live with friends or relatives, in unsafe or inappropriate housing. This definition also excludes recently homeless

persons who are in transitional housing programs but have not yet attained housing self-sufficiency.

The CHAS notes that there are no precise estimates available for the number of homeless persons and families. The 1990 Census count of homeless persons is considered very inaccurate. The Clark County Council for the Homeless estimates that there are approximately 500 homeless persons in the county at any given time. This estimate includes documented and undocumented persons without housing. The Council for the Homeless notes that the fastest growing groups of homeless persons in Clark County are families with children, followed by youth, single persons, battered women, and older adults.

The Emergency Shelter Clearinghouse operates a 24-hour hotline to refer homeless persons to available shelter. The Clearinghouse also maintains statistics on the number of homeless persons sheltered and turned away. For 1992, statistics for homeless persons show that of a total of 4,253 individuals housed, 27 percent were children under the age of 17, and 58 percent were between the ages of 18 and 44.

There are 253 spaces available for the homeless in Clark County on a daily basis (Table 5.10). Emergency shelters in Clark

County are now estimated to be meeting 54 percent of the needs of homeless persons.

**Table 5.10 Available Shelter for Homeless Persons in Clark County, 1992**

HOMELESS PERSONS	NUMBER IN NEED	RESOURCES AVAILABLE BEDS/UNITS	UNMET NEED	PERCENT OF NEED MET
INDIVIDUALS REQUIRING SHELTER	469	253	216	54%
YOUTHS REQUIRING SHELTER	NA	None	NA	NA
VICTIMS OF DOMESTIC VIOLENCE	93	28	65	30%

NA: Not Available

Source: 1994-1998 CHAS

**Families with Children:** This is Clark County's largest unhoused population. Both single and two parent families are sheltered in all except one shelter facility on a space available basis. Most shelters allow a 30 day stay.

**Youths:** There are no official estimates of the number of homeless youths in Clark County. But the CHAS notes that there is general agreement among Clark County service providers that there is a significant population of homeless youths. Washington state law does not allow emergency shelters to admit unaccompanied youths. Minor children are the responsibility of their parents or guardians, or they may be served by the foster home services of the Department of Health and Human Services. The CHAS notes that many youths do not seek foster care assistance, but may be living with friends or are homeless on the streets without shelter.

**Domestic Violence:** There is currently one emergency shelter (28 spaces) in Clark County for victims of domestic violence. The Safe Choice Shelter took in 654 persons providing 9,321 bed-nights in 1992. The

shelter turned away 1,541 persons. This indicates a demand for 93 spaces on an average daily basis for victims of domestic violence. The spaces now available meet only one third of the need for emergency housing for this population.

Based on this information, homeless persons have a significant need for housing in Clark County. The experience of other parts of the country indicates that the longer people spend on the streets, the harder it is to successfully rejoin society. Housing policies should address the needs of this population in the near future. The successful reentry of the homeless into society will depend in part on the availability of affordable housing of a variety of types for them to occupy. Since there is no one type of homeless person, a variety of housing types, including special transitional shelters as well as group housing, shared/congregate facilities, seasonal housing and standard housing units of both on site and off site manufacture are needed to accommodate them.

Table 5.11 provides information on the existing facilities in Clark County and their operating status.

**Table 5.11 Emergency Shelter Network in Clark County, 1992**

SHELTERS	SPACES AVAILABLE	PERSONS SERVED	FUNDING SOURCES	OPERATING STATUS
ROYAL APTS.	100	Families, single persons	Federal and State moneys	This facility will be closed and torn down in 1994 for a new County building.
OPEN HOUSE MINISTRIES	40	Families, couples, single persons	Churches donations	Provides emergency housing.
VALLEY HOMESTEAD	50	Families, single women	Catholic Community Services	Provides emergency housing, case management, and children's activities.
SHARE HOUSE	35	Single Men	Private donations, FEMA, ESAP	Houses only single men.
YWCA SAFECHOICE	28	Victims of Domestic Violence	Private donations, United Way, state	Houses women and children.
SALVATION ARMY	Varies with funding	Persons with medical needs, Families	Private donations, FEMA	Provides voucher housing in hotels.

Source: Council for the Homeless

#### **4. Single Parent Households**

In 1990, there were a total of 8,225 single parent families with children under 18 years old living in the household. This was 24 percent of the total number of households in Clark County. Single parent households are likely to need housing located near schools, day care and recreation facilities and with access to public transportation.

#### **5. Persons With Mental Illnesses**

The Southwest Regional Support Network estimates that there are approximately 1,833 persons with mental illnesses requiring services in Clark County. There are 79 mentally ill adults and 20 children currently in residential care programs. The Network estimates that an additional 347 places are needed in residential programs to meet the needs of mentally ill persons in the county. Based on these estimates, the housing needs of 196 persons with mental or emotional disabilities are not currently being met. Future housing policies should address the needs of this population.

#### **6. Families of Migrant Farmworkers**

The N.W. Regional Primary Care Association indicates that there are a total of 4,126 persons (2,679 adults and 1,447 children) in families of migrant farmworkers in Clark County. There are an estimated 750 migrant

farmworker households based on an average household size of 5.5 persons per farmworker family. The average income of these households is under \$8,000 which qualifies as very low income households. Clark County has no state approved farmworker housing in any of the farm labor camps. There are no housing resources dedicated to the needs of farmworkers. This group must seek housing on the private market or remain homeless. Future housing policies should address the needs of this population.

### **PROJECTED HOUSEHOLD GROWTH**

The population growth forecasts of OFM and IRC (Intergovernmental Regional Council) translate into approximately 50,000 additional households who will be seeking housing in Clark County by the year 2012. *Table 5.12* highlights the percent change of 10 years and the average annual change within Clark County. Although official forecasts are not available, growth is expected to continue after 2012 at approximately 2 percent per year. The characteristics of these households are likely to change over the period covered by the *20-Year Plan* as the population of the county, the state and the United States as a whole ages. In 1990, households with elderly heads made up 6.4 percent of the total households. Projections indicate that elderly households will increase

to 17.5 percent of the total in 2010, almost a threefold increase.

**Table 5.12 Population Trends, 1950-2012 in Clark County**

YEAR	TOTAL POPULATION	10-YEAR INCREASE	10-YEAR % CHANGE	AVERAGE ANNUAL % CHANGE
1950	85,307	NA	NA	NA
1960	93,809	8,502	10.0	1.0
1970	128,454	34,645	36.9	3.7
1980	192,227	63,773	49.6	5.0
1990	238,053	45,826	23.8	2.4
2000	290,997	52,944	21.9	2.2
2010	402,679	111,682	47.4	4.8
2012	416,071	NA	NA	NA

Source: Office of Financial Management *Preliminary County Population Projections, 1990-2010, December, 1991.*

As a part of the economic base study of Clark County prepared for this growth management planning effort, the demand for rental and ownership housing by price category was

projected. *Table 5.13* summarizes the expected additional demand for rental housing by price range between 1991 and 2010.

**Table 5.13 Projected Demand for Rental Housing by Price Range in Clark County, 1996 and 2010**

ANNUAL HOUSEHOLD INCOME RANGE	ASSOCIATED AFFORDABLE MONTHLY RENT RANGE *	PROJECTED DEMAND 1991 TO 1996	PROJECTED DEMAND 1991 TO 2010
UNDER \$15,000	Under \$310	1,557	5,772
\$15,000 - \$24,999	\$310 to \$519	890	3,301
\$25,000 - \$34,999	\$520 to \$579	801	2,970
\$35,000 - \$49,999	\$580 to \$829	702	2,604
\$50,000 - \$74,999	\$830 to \$1,249	322	1,193
\$75,000 AND OVER	\$1,250 and over	119	440
TOTAL		4,391	16,280

\* Income ranges and rental rates stated in 1992 dollars.

Source: Robert Charles Lesser and Co.

Over one third (5,772 units) of the projected demand for rental housing is in the lowest price range, i.e., under \$310 per month. New construction cannot meet this price constraint, so these households will be looking for older existing units (or require subsidies for new units to be affordable). It will be important to encourage the preservation and maintenance of existing multi-family housing stock to meet this demand. As indicated in *Table 5.14*, Clark County had only 21,033 multi-family

units (22.7 percent of the total stock) in 1990, and the majority are currently occupied. The limited supply of multi-family units may affect the ability of lowest income households to find housing they can afford over the next twenty years.

### ***Housing Resources in Clark County***

*Table 5.14* shows the number and type of housing units in Clark County for the period

1970-1990. The total number of housing units in Clark County in 1990 was 92,849. Single family homes make up 69 percent (63,681) of this stock. Multi-family homes constitute 23

percent (21,033) of this stock. Manufactured homes make up 8 percent (7,520) of the housing stock of Clark County.

**Table 5.14 Number of Housing Types in Clark County, 1970-1990**

HOUSING TYPES	1970	1980	1990
SINGLE FAMILY UNITS*	34,580	54,900	63,681
MULTI-FAMILY UNITS	6,699	13,758	21,033
MANUFACTURED UNITS	1,552	3,994	7,520
UNKNOWN	NA	NA	615
<b>TOTAL UNITS</b>	<b>42,831</b>	<b>72,652</b>	<b>92,849</b>

\* Includes attached and detached units

Source: U.S. Bureau of the Census

Using 1970-1990 figures, the total number of housing units in Clark County has risen by 22 percent since 1980 and 54 percent since 1970. The number of single family units has risen 14 percent since 1980 and 46 percent since 1970. Multi-family units have increased in number by 35 percent since 1980 and 68 percent since 1970. Manufactured housing has shown the most dramatic increase of 47 percent over 1980 figures and 79 percent since 1970.

Manufactured housing is a major source of affordable housing in Clark County. Manufactured housing units are distinguished from "mobile homes" because they are more durable and less mobile in nature. Once manufactured housing units are sited, they are rarely moved. Additionally, manufactured housing meets HUD standards, which makes it possible to get a loan to purchase a new

manufactured home with little or no down payment. The buyer can also purchase the land to site the manufactured home on contract, with little down payment. This is a very attractive option for those with little savings.

## ***HOUSING TENURE***

Table 5.15 shows housing units by type of occupancy over time. In 1990, 5 percent (4,409) of the total units were vacant. This is considered a normal or healthy vacancy rate. The remaining 95 percent (88,440) were occupied. Of these, 64 percent (56,872) of the units in Clark County were owner-occupied. The remaining 36 percent (31,568) were occupied by renters.

**Table 5.15 Number of Housing Units by Occupancy Type in Clark County, 1970-1990**

HOUSING OCCUPANCY TYPE	1970	1980	1990
<b>TOTAL HOUSING UNITS</b>	<b>42,831</b>	<b>72,652</b>	<b>92,849</b>
VACANT UNITS	1,767	3,902	4,409
OCCUPIED UNITS	41,064	68,750	88,440
OWNER-OCCUPIED UNITS	28,619	46,350	56,872
RENTER OCCUPIED UNITS	12,445	22,400	31,568

Source: U.S. Bureau of the Census

## ***Housing Costs***

The CHAS report notes that affordable housing is generally associated with an adequate supply of older housing. The 1980 Census

indicated that Clark County has over 9,076 housing units that were built in 1939 or earlier. This is 9.8 percent of the current housing stock. There are 5,834 owner-

occupied units and 2,700 rental units that were built in 1939 or earlier. Future affordability will be greatly affected by market conditions. However, it can be assumed that existing older housing stock will continue to provide many of the more affordable units in the future, unless there is some form of public intervention in helping to reduce the costs of new units.

## Rental Costs

Table 5.16 shows the average rental costs for the Vancouver area for the period of 1987-1993. A one bedroom unit in the Vancouver area rented for an average of \$442 per month in 1993. The average rent for a one bedroom apartment increased 39 percent between 1987 and 1993, which was an average increase of 6.5 percent per year.

**Table 5.16 Annual Average Rents in the Vancouver Area, 1987-1993**

YEAR	ONE BEDROOM	TWO BEDROOM	THREE BEDROOM
1987	\$317	\$345	\$343
1988	\$326	\$358	\$362
1989	\$368	\$405	\$393
1990	\$330	\$408	\$422
1991	\$406	\$449	\$493
1992	\$428	\$470	\$551
1993 (Spring)	\$442	\$500	\$539

Source: Apartment Data Center, 1994

Two bedroom units rented on an average of \$500 per month in 1993. The average rent for two bedroom units increased 45 percent, increasing 7.5 percent a year on average. Three bedroom units rented on average for \$539 per month in 1993. Three bedroom apartments have increased in rent by 57 percent in the past six years on an average of almost 10 percent per year. CHAS computes that based on these trends, the average rent for a one bedroom unit could increase to \$590 by 1998, a two bedroom unit to around \$690, and a three bedroom unit to almost \$800.

The definitions of "affordability" and various income levels were discussed earlier in this report (see "Percent of Income Spent on Housing"). The CHAS indicates that based on these definitions, rents in Clark County are generally affordable to households earning more than \$18,700 per year or 50 percent of the county median annual income.

## ASSISTED HOUSING

According to CHAS, rent assistance programs are available to assist the 3,679 low income renter households in need of rent assistance. Single person non-elderly (or non-disabled)

households are not eligible for assisted housing under the programs now offered in the county.

**Very Low Income Households:** Approximately 11,038 very low income households in Clark County are in need of rent assistance. About 3,679 of these households are now living in assisted units. Approximately 67 percent of the rent assistance needs of very low income households are not being met.

**Very Low Income Elderly Households:** About 2,195 very low income elderly households in Clark County are either in need of rent assistance or are now living in an assisted unit. About 1,508 households live in assisted units. Approximately 31 percent of the rent assistance needs of very low income elderly are not being met.

**Very Low Income Small Households:** Over 4,400 very low income small households in Clark County either need rent assistance or now live in an assisted unit. About 1,803 households live in assisted units. Approximately 59 percent of the very low income small family rent assistance needs are not being met.

**Very Low Income Large Family Households:** Approximately 1,150 very low income large family households in Clark County are either

in need of assistance or now living in an assisted unit. Some 368 households live in an assisted unit. Approximately 68 percent of the rent assistance needs for very low income large families are not being met.

The Vancouver Housing Authority (VHA) administers a *Low Rent Public Housing Program*, a *Section 8 New Construction Program*, *Section 8 Certificate and Voucher Programs*, a *Section 8 Moderate Rehabilitation Program*, and two non-federally subsidized projects. In addition, the VHA contracts with several non-profit housing corporations to manage three *Section 202* projects and a *Section 236* project. The VHA is responsible for 67 percent of the assisted housing within its boundaries.

The Vancouver Housing Authority uses the federal preference rules to determine eligibility for assisted housing. Preference is given to those households paying more than 50 percent of their income for rent, to those in substandard housing, and to those who are displaced through no fault of their own. In practice, the federal preference rule preclude all but very low income households from qualifying for assisted housing.

Approximately 3,679 households received rent assistance in Clark County in 1992. Only very low income households (50 percent of median income or less) are eligible for assisted housing under the *Section 8* certificate and voucher programs and in *Low Rent Public Housing* units acquired in 1981 or after. *Low Rent Public Housing* units available before 1981 and *Section 8 New Construction* units can be leased to households with up to 80 percent of median income.

## **HOUSING CONDITION AND OVERCROWDING**

There is no comprehensive data available on the condition of rental housing throughout Clark County. The CHAS notes that there are an estimated 960 very low, low and moderate income renter households living in substandard units in Clark County. By the same estimates there are 339 very low, low and moderate income home owners living in substandard units in the county. However, the CHAS notes that these estimates are based on limited information. There is a probability that this information understates the number of lower income households living in substandard units and the number of substandard units is higher than estimated. The CHAS recommends that further evaluation of housing conditions in Clark County be conducted once more detailed census data is available.

HUD defines a crowded household as one having more than 1.01 persons per room. Such overcrowding is undesirable for the residents and is also hard on the housing stock as it tends to wear out faster. Crowding occurs when there is insufficient supply of housing of the right size and the right price to accommodate the larger households in the county. It is likely that the crowding is due to the inability of the households to afford a unit which would adequately accommodate them. That is, the county lacks low cost housing for larger households.

*Table 5.17* shows the percentage of total units that qualified as overcrowded. The 1989 Census showed in Clark County that 4.1% of all renter-occupied units are overcrowded as compared with 2.1% of owner-occupied units.

**Table 5.17 Percentage of Overcrowded Units**

TYPE OF UNIT	1990 PERCENT OF TOTAL UNITS
OVERCROWDED UNITS	3.2%
RENTAL UNITS	4.1%
OWNER-OCCUPIED UNITS	2.1%

Source: 1994 CHAS

## **MARKET AND INSTITUTIONAL INFLUENCES ON HOUSING PRODUCTION**

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Typical of most communities in the United States, the primary influences on housing price in Clark County include, but are not limited to:

- land use controls which limit both the areas where housing may be built and the density of development, with a resulting impact on land cost and development costs;
- building code requirements (such as those related to the *Americans with Disabilities Act*; energy efficiency, etc.) which may increase construction costs and ultimately increase housing price;
- off site improvement requirements;
- finance costs such as interest rates, other loan costs;
- materials and construction costs; and,
- in-migration and mis-matches in housing supply and demand.

Most notably, the construction costs and home purchase prices rise with interest rates. Since the spate of savings and loan failures in the late 1980s, federal regulators have reduced the percentage of an institution's portfolio which can be in real estate development. This has resulted in making financing of residential development more difficult. Similarly, increases in land costs or construction costs will increase the cost of the housing which is developed unless more units can be built on the same site. Rising energy costs increase the costs of construction and maintenance of housing units; however, conservation measures can reduce lifecycle costs for energy.

## **THE HOUSING NEEDS CONTINUUM IN CLARK COUNTY: 1992 AND BEYOND**

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Housing affordability issues impact all households, in all income groups. Every household has an income, at one level or another, and must find housing that meets but does not exceed the requirements of the income level. Sometimes, this relationship is called "attainability." Households at higher incomes have fewer housing affordability

problems, largely because their incomes allow greater flexibility to access housing at, or less than, their incomes. In addition, there are generally more housing units available within their income ranges. Persons with lower incomes have more housing affordability problems partially because their ability to access housing in their target price range is limited by persons from higher ranges "buying down," and by limited numbers of units. In addition, the lower the income range, the less potential the household has for "buying down".

What is affordable housing? Housing affordability is expressed by lenders, bureaucrats, and ordinary citizens in different ways. Lenders and bureaucrats generally claim that affordable housing is housing expenditure at or below 30 percent of household income. A household earning \$31,800 (the county median in 1989) should spend no more than \$9,540 per year or \$778 per month on housing. This may be in rent or in house payments.

It is apparent that the definition of affordable housing has altered over time and continues to be in dispute depending on the perspective of the groups involved. Lenders and bureaucrats respond in a manner assessing the total debt limit that appears to be a reasonable lending risk at any point in time. Families respond in terms of their personal preferences and their other debts. Low and moderate income advocates respond in terms of the impracticality of accumulating four figure down payments and in terms of the potentially disastrous impact on people with fragile incomes when every available penny is committed to housing.

There are six components when addressing the affordability issue which include the following:

1. Availability of properly zoned and buildable land;
2. cost of borrowing money;
3. regulatory restrictions, in all their forms, influence affordability;
4. consumer expectations;
5. wage/housing balance which is the relationship between the wages earned by people in the community and the housing price; and

6. jobs/housing balance which is the relationship between the location of jobs and the location housing.

All these components need to be addressed in determining the affordability issue for a community.

This *Chapter* defines housing affordability as a range of expenditure which should be between 30 percent of income and/or house purchases at 2.5 times household incomes. These are conservative measures which serve to decrease the amount of expenditure suitable for housing from those levels illustrated by many lenders in their standard publications. It is believed that these measures, however, are more reflective of the real level of expenses that moderate and low income households can bear in the 1990's, noting that most households have standing financial commitments that decrease their loan to value ratios.

For the purpose of illustrating the potential magnitude of future need, the population and household projections, income groups and housing prices were analyzed jointly to provide a view of the number of units in each price range that may be needed, by community, in the year 2010. The preliminary estimate indicates that approximately 32,000 units will be needed for households with incomes less than \$15,000. Nearly half of these units will be needed in the future rural areas of Clark County.

*Table 5.18* presents a summary comparison of median household incomes across the county and average housing sale prices. The objective is to compare income to house cost based on the assumption that purchase price should be 2.5 times income. In 1992, all communities for which data was available average house prices were in excess of 2.5 times median household income.

**Table 5.18 1992 Price-to-Income Comparison of Cities in Clark County**

CITY	1989	1992*	NUMBER OF UNITS	VALUE OF TOTAL UNITS	AVERAGE	PRICE TO INCOME RATIO**
BATTLE GROUND	24,256	27,285	291	39,863,254	136,987	5.0
CAMAS	28,567	21,134	284	37,908,786	133,482	4.2
LA CENTER	24,750	27,840	54	6,308,333	116,821	4.2
RIDGEFIELD	26,992	30,362	154	21,330,896	158,512	4.6
VANCOUVER	21,552	24,253	1,138	100,897,363	88,662	3.7
WASHOUGAL	25,463	28,642	154	15,173,731	98,531	3.4

\* estimate based on 4% increase per year over 1989 census statistic

\*\* due to lack of data, the ratio compares an average sale price to a median income. Use of both new and used homes in the average price is believed to produce an average that is close to median sale price. Ratios over 2.5 indicate that the average house sale is not affordable for the median wage household.

## **SUMMARY AND CONCLUSIONS**

The inventory and analysis presented in this *Chapter* lead to the identification of a variety of factors that will affect the ability of households in Clark County to find suitable affordable housing. The following highlights the issues effecting housing affordability for all segments of the population in the future.

One of the fastest growing age groups in the county over the next twenty years is expected to be the elderly. Elderly households are expected to increase from 6.4 to 17.5 percent of the households in the county by the year 2010.

Over half of the new elderly households will have incomes less than \$15,000 per year and will be seeking housing that rents for less than \$310 per month. There is a shortage of these units now, and that is expected to increase in the future. In addition, these elderly households are likely to require special services as well as housing (e.g., nursing care or assistance with meals).

The cost for land and construction of new housing has been increasing rapidly over the past five years. If the trend continues, then there will be even less affordable new housing built in the county. The needs of middle as

well as lower income households will be more difficult to meet with new housing.

Restrictions on local government funding resources have resulted in increasing use of development impact fees to pay for the cost of extending services to new housing developments. However, these impact fees increase the cost of the new housing. The goal of making new development "pay its own way" may run counter to the goal of producing an adequate supply of affordable housing.

Changes in federal regulation of the banking and savings and loan industries have affected the availability of financing for residential development, and the types of projects being financed. It is much harder to finance projects now, and financial institutions are requiring greater equity participation by the developer in each project. It is also more difficult to find financing for unusual or creative housing designs which might reduce the cost of each home to the purchaser or renter. Federal, state and local governments should consider public subsidies in order to ensure that such housing is available.

Increasing federal, state, and local environmental protection regulations have reduced the amount of land available for development and increased the time and cost involved in producing housing. The goal of protecting sensitive environmental resources may run counter to the goal of producing an adequate supply.

The *Community Reinvestment Act (CRA)* requires that financial institutions demonstrate that they invest a portion of their funds in the community where they are located, and where their customers live. The act is particularly concerned with investment loans for home purchase and rehabilitation loans in older neighborhoods. The intent is to discourage "redlining", or the practice of refusing to make loans for properties located in older or predominantly minority neighborhoods. The *CRA* provides an opportunity for local developers and non-profit agencies to work with the banks and savings and loans to develop affordable housing and to maintain or improve existing housing in older neighborhoods.

Until the early 1980s the federal government provided most of the support for the creation and maintenance of affordable housing, including tax incentives and direct funding of construction and operating costs. The

withdrawal of this support, coupled with a changing economic environment, has severely reduced the availability of affordable housing. The absence of the federal government, and lack of history or experience of the state and local government and the private sector in funding affordable housing, has resulted in a confusion of roles and responsibilities. In order to provide the housing needed by the low and middle income population, it will be necessary for the county, cities, state and the private sector to create new working relationships if the needs for financing, construction or acquisition and maintenance of housing are to be met.

## **PROPOSED COMPREHENSIVE HOUSING POLICIES: POLICY CONTEXT**

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### ***Fair Housing***

The goal of fair housing is to encourage freedom of choice in the sale or rental of dwellings. Fair housing rights are established both through federal law (*Title VIII of the Civil Rights Act of 1968*) and Washington state legislation (*WAC 49.60.222 through 224*). The private sector and public sector housing agencies are very familiar with these principles as they apply to buyer/seller or landlord/tenant relationships. Discrimination based on race, color, age, sex, religion and national origin is prohibited.

In 1988, the federal *Fair Housing Act* was amended in a manner that makes it evident that it is not legal to deny persons with disabilities the opportunity to live in a community. The amendment also makes it clear that persons may not be discriminated against on the basis of family status. The *Washington Housing Policy Act*, adopted in 1993, reinforces these principles by prohibiting local ordinances that treat households with disabilities differently from other households. For the purpose of this plan, written in 1993, low income persons are not considered a group protected under fair housing laws. If applied, income tests must be applied to all groups (i.e., disabled, racial, national origin) equally.

Several of the groups specifically noted in fair housing laws are commonly referred to as "special populations." Special populations include the physically disabled, mentally disabled, mentally ill, homeless, and other persons who may experience barriers to

housing because of a disability or condition. Special needs populations are among the most noticeable persons needing fair housing protection. Fair housing, however, is a broader concept that attempts to protect all citizens from unfair or discriminatory treatment.

In the development of land use regulations, communities must examine whether the effect of a regulation, action or policy is exclusionary. Local land use policies, regulations and actions must not have the effect of excluding individuals from Clark County or cities within Clark County. Persons should be able to find a variety of housing opportunities.

The *Clark County 20-Year Plan* proposes that an essential element in the continued achievement of fair housing is a land use regulatory approach that allows anyone seeking housing to take "managed risks". That is, regulations should protect public health and safety, but not to the point that the regulations have the effect of excluding populations from finding housing that they can afford. Fair housing should not become a paternalistic approach to protection that eventually excludes the disabled, elderly, or other individuals.

The *20-Year Plan* also works toward fair housing by using the household, rather than the family, as the basic definition for an assemblage of persons in a dwelling unit.

Household is a broader term that allows for non-nuclear families, unrelated individuals, domestic partnerships, caregivers and other arrangements. A household orientation reflects the increasing diversity of living arrangements in the county.

Incentives for fair housing and a greater awareness of how the principle serves to protect all persons will be increasingly necessary in the future as Clark County's population grows and diversifies. Fair housing requires the attention of many segments of the community. Appropriate land use practices are a necessary step. These practices must be reinforced by fair lending practices, underwriting standards, appraisals, bonding and by other implementation policies and procedures that effectuate, on a daily basis, principles of fairness. Central to fairness is a clear understanding of both the income characteristics of the community and the characteristics of housing. Over time, the county's racial structure, household living arrangements, number of special needs persons, etc. will change. There is a

continuing need to educate government officials and citizens to their individual rights and to the rights of others.

### ***Special Needs Housing***

It is the intent of this plan to encourage self determination and independence among individuals with special needs. County and the cities policies, ordinances, and codes should treat people with special needs equivalent to the general population.

Land use regulations should not discriminate against these households. Land use regulations should be limited to the impact of the use upon the landscape, without consideration of the circumstance of the persons in the household.

People with special needs, just like other segments of the population, want to locate across the county, depending upon personal preferences and upon the locations of family and friends, health care, support services and transit. Housing provided by both the public and private sectors will allow the greatest range of locational choices. Special needs populations live throughout the county at this time, even though they may be under served or be limited in their access to housing. In the next 20 years, neighborhoods across the county should become accessible to special needs individuals. There is a dual responsibility; neighborhoods must become more accepting of people with special needs, and people with special needs must become good neighbors in their community.

Just as people with special needs want to live in different neighborhoods, their specific housing needs vary also. Not all disabled persons require housing adapted with rehabilitated kitchens, bathrooms, etc. Not all persons require assistance from a care giver. It is important that planners have a knowledge of the needs of different client groups and avoid generalizations. Providing for people with special needs does not necessarily mean increased levels of social services or infrastructure. It may mean cultivation of a greater awareness of the impact of regulations upon these groups and encouragement of incentives to provide affordable, accessible housing.

The managed risk approach is applicable to all special populations and in particular to individuals traditionally considered "undesirable" because of previous lodging in

institutions or correctional facilities. As these individuals rejoin the general public, the public must be protected, but in a reasonable fashion that does not preclude the transition of people to an independent lifestyle.

The *Clark County Comprehensive Housing Affordability Strategy (CHAS)* examines the needs of special populations in detail from a short-term perspective. The *Housing Element* of the *20-Year Plan* attempts to address needs from a long-term perspective and to propose public and private sector responses to the needs.

### ***Neighborhood Character and Vitality***

Clark County's residential neighborhoods vary in size, density, housing type, and amenities. The character of a neighborhood, both its livability and identity, is closely associated with its design, the characteristics of the residents and the services provided. Regardless of the character of the neighborhood, residents generally want a feeling of comfort and security, privacy and a sense of belonging. Neighborhood character is an important element of the *Framework Plan* and is a central component of an approach that encourages a hierarchy of well defined places. Over the next 20 years, preservation of existing neighborhoods will require a conscious acknowledgment of the existing nature of the people, visual character and services. New development in previously undeveloped areas should occur with an identifiable visual and service character. Infill development should occur with a visual and service character compatible with existing development.

A population diverse in its age, ethnicity, income, household structure and size, and mental and physical abilities has the potential to create strong and vital neighborhoods. The contribution of individuals, through their participation in public processes or through their daily lives in a neighborhood, influence the character of a neighborhood. Acceptance and appreciation of diverse individuals is a desirable value in 1994 and in the future.

This plan intends to promote service delivery systems that are highly visible to users, accessible and centrally located on a neighborhood district basis. A major objective of the *20-Year Plan* is to ensure that housing remains affordable for all income groups. One of the advantages of the *20-Year Plan* is the

variety of housing options which will be available for residents.

### ***Infill***

In order to achieve the *20-Year Plan*, Clark County and other jurisdictions must encourage the use of infill parcels for homes and also must ensure that development is compatible with the surrounding neighborhood. Infill is a term used to describe development of parcels that were "passed over" in a first phase of development. Some lots in the urban area were not built on because they continued in rural use (horse lots, orchards, etc.). In some cases, there was insufficient demand for the land. The physical development constraints of a parcels, such as drainage ways, steep slopes, etc. may also lead to its being "passed over." The parcels are now surrounded by development, which may be residential, commercial or industrial in nature. In some areas, infill will mean mixing housing with commercial development and may require special consideration of physical constraints, existing infrastructure and adjacent land use. Infill development is central to accomplishment of target densities.

### ***Accessory Units***

Accessory units are another method for increasing density in a manner that may be affordable. Accessory housing units are complete living quarters constructed within an existing single family unit. They occur through conversion of an attic, a basement, a garage or other space. They are always secondary in size to the existing dwelling, usually less than 900 square feet. Common names for these units include granny flats, mother in law apartments, and bachelor units. Some communities allow accessory units to be free standing. Free-standing units are generally called echo units or accessory cottages. Accessory units combine the advantages of small size, maximizing use of existing dwellings, and income for home owners as advantages. They must be carefully planned however, so negative impacts on neighborhood character (primarily traffic and parking) are avoided.

### ***Variety in Neighborhoods***

In order to implement the *20-Year Plan* in a manner that preserves and enhances neighborhoods while also maintaining identity

and livability, Clark County and local jurisdictions will identify the features that make an attractive residential development and ensure that future development include these features. Over time, greater breadth and variety in neighborhood design should be allowed. The flexibility should also be accompanied by consistency and predictability in the development process. A major objective of the *20-Year Plan* is to ensure that housing remains affordable for all income groups. One of the advantages of the *20-Year Plan* is the variety of housing options which will be available for residents. These will include single-family homes on a variety of lot sizes, as well as multi-family homes (apartments, condominiums, town houses) and mobile homes. This variety is expected to make it easier for the home building community to develop housing in a range of price affordable and attractive to all county residents.

### ***Fair Share***

The state *GMA* directs all communities to formulate policies that allow accommodation of their "fair share" of housing types and income groups. The growth management act does not explicitly require a numerical approach to fair share. In general, the fair share process should provide low and moderate income housing targets for cities, urban growth areas and county rural areas that are achievable in a progressive manner over the 20 year planning period. The allocation process should identify programs and finance mechanisms that will result in the construction and rehabilitation of housing so that the targets are meaningful. Noting the complexity of the task, Clark County determined that preparation of a fair share allocation is a complex process in and of itself and requires a participatory process supported by thorough technical analysis. Formulation of a fair share approach is supported by this plan and is an implementation technique requiring immediate funding and analysis.

The fair share principle has a close relationship to the question of neighborhood character. In accordance with the fair share concept, a community may need to provide for income groups and housing types that are not part of its traditional character. In addition, existing neighborhoods may experience a change in character in order to provide housing for persons of higher or lower income than currently exist. These changes are expected to

occur throughout Clark County in a progressive manner. Achievement of a fair share concept will require adequate financing, community design, public involvement and attention to the impact of change upon residents of an area.

### ***Rehabilitation and Preservation***

The *Framework Plan* concept, with its emphasis on a hierarchy of identifiable places, supports the preservation and rehabilitation of existing structures. Because existing structures provide much of the character of places, their preservation into the future will provide a basis for definition of community character. Existing structures also provide an opportunity for increased residential density with minimal community disruption when accessory units are allowed within structures and on existing lots. In addition, accessory units and existing houses are often among the most affordable units in the real estate market. Rehabilitation of existing structures also reflects an environmentally conscious approach to neighborhoods, with an orientation toward stewardship and reuse of existing resources.

The *Framework Plan*, with its emphasis on increased density in urban areas also acknowledges that, over time, existing structures may be replaced with higher density structures, mixed uses or other innovations in land use. In concept, in residential areas, removal of a housing unit, either through demolition or conversion to another use, should be accompanied by replacement of a residential use in the same neighborhood district. The intent of this plan is to place a priority upon rehabilitation and preservation of structures, while acknowledging that, over time, not all structures can or should be retained. In every case, all costs of rehabilitation, including life cycle costs and potential tax credits, must be considered.

Housing rehabilitation must be integrated with a concern for the persons in a structure, and must respond to their social and service needs. Rehabilitated strategies must be tailored to the character of the area served. Rehabilitated buildings should be safe and habitable, but should not be required to meet the same codes as new construction.

Rehabilitation strategies specifically tailored to the condition of the neighborhood, integrating physical, demographic and economic needs

provide an opportunity to re-use existing housing stock. Not only is this wise conservation of natural, human, and physical/cultural resources, it also preserves the units most likely to be affordable to low and moderate income persons. As a technique to provide affordability, rehabilitation cannot be over looked or under appreciated.

It is the intent of this Chapter to advocate for safe and habitable housing for all Clark County residents. In order to accomplish this aim and also to preserve affordability, it is essential that building codes allow a tiered approach to acceptable building condition. The cost of rehabilitating structures to the same standards as new construction often is prohibitive, dissuades owners from making improvements and increases the cost of dwellings. Provision also should be made for certified historic preservation and restoration projects, allowing rehabilitation to safe and habitable levels without meeting the same codes as non-historic rehabilitation or new construction. Achievement of this objective may require a statewide approach to revision of codes and a concerted effort on the part of both the public sector (including planners and building officials) and the private sector.

### ***Affordability***

The concern for housing affordability is a nationwide issue. Some would argue that Clark County is no worse, and in many regards, fares much better, than many other parts of the state of Washington and the nation. Much of Clark County's growth in the last 20 years can be attributed to its affordability. Clark County and city officials see maintenance of affordability, into the future, as an important objective. The *20-Year Plan*, as a government document, provides an opportunity to focus on the leadership role that local government can take to work cooperatively with all segments of the community in order to increase affordability within the context of protecting public health, safety and welfare. Provision of affordable housing for the individual should not come about at the cost of the community as a whole. The interests of the community as a whole, however, include the need to provide housing which is affordable for individuals.

Consumer expectations also play an important role in affordability. Consumers, in all income ranges, exhibit a trend toward increasing expectations for size and amenities. These add

to the cost of housing. For most consumers, a house is their single most significant financial investment. Houses are more than a place to live, they impose a significant financial responsibility upon owners and offer an important windfall profit opportunity. In the 1980s and 1990s, homeowners have become increasingly protective of the value, both real and perceived, of their homes. This is often exhibited as NIMBYism (Not In My Back Yard) where property owners strenuously object to the introduction of new housing that differs from existing housing in type or value. Many of these objections are based in the fear of people of differing incomes, race, age, or ethnicity and their perceived impacts on the value of property. NIMBYism influences housing affordability and it results in excessive delays in permit review processes or effectively excludes legitimate housing types or income groups from neighborhoods. In the planning process, this intolerance must not be underestimated but must be recognized and planned for in education programs, public hearing processes and in programs that attempt to create a sense of community that extends beyond the financial commitment of a house purchase.

Just as supply and demand interact to influence cost, housing price and local wages interact to influence affordability. A dual effort to increase local wages while also retaining moderately priced housing will keep housing affordable to more of the population. Housing affordability is a relationship between an individual's income and the price of housing.

From the perspective of community planning, it is desirable to provide both jobs and housing within a community, for the benefit of individuals and the community tax base. The relationship of jobs and housing is described in two ways:

- The wage/housing balance is the relationship between the wages earned by people in the community and the housing price. Ideally, there is a sufficient number of housing units affordable to all levels of wage earners.
- The jobs/housing balance is the relationship between the location of jobs and the location of housing. Ideally, jobs are created in locations that are convenient to housing.

In both relationships, the planning objective is to create opportunities so people who want to

live close to work may do so. There is no requirement (or assurance) that the people working a particular job will live in the proximal housing, or vice versa. The two principles may be applied separately or together when looking at a community's affordability strategy. The intent of the *Housing Element* is to assure that communities investigate both relationships, and attempt to achieve both a jobs/housing and wage/housing balance within their urban area.

Traditionally, planners have looked at a jobs/housing balance, and have tried to promote housing opportunities in locations close to the workplace. This helps community diversity and reduces commute trips. Now, with the interest in affordability, communities are also looking at wage/housing balances, trying to promote availability of housing that workers can afford close to their jobs.

The *Economic Development Element* of the *20-Year Plan* includes general policies and strategies and also includes strategies to improve wages. Many of the *Housing Element's* programs and regulations provide tools to address the housing affordability issue. The local plans will address the location issue and the wage/housing issue through their statements on the need for affordable housing.

### ***Financing Affordable Housing***

Finance of housing, and in particular affordable housing, is a specialized market niche that requires the cooperation of land developers, builders, government and lenders. Finance plays a vital role in the final cost of housing and its associated infrastructure. An intent of this plan is to both identify and advocate for finance mechanisms for housing and associated infrastructure that are stable. Both housing and infrastructure improvements are long-term investments. Mechanisms that are predictable over time may stabilize risk and increase the potential for project funding. This does not imply that new finance mechanisms and institutional structures will not or should not arise over time, or that interim finance mechanisms are not appropriate.

It means to say that a long-term view of finance mechanisms is necessary. In the last twenty years, the nation's financial institutions, lending systems and local taxing mechanisms have undergone radical change. More change should be expected in the next twenty years.

Another important component of this plan is the recognition that the public, not for profit and private finance sectors all play an important role in housing finance. A healthy and complete housing finance system will involve the participation of all three sectors in a manner that most appropriately reflects public purpose, capital requirements, costs, interest rates and other influences on the financial markets. Public sector financing of housing is traditionally identified with housing for the lowest income groups and the involves the deepest direct subsidies. The public sector is also involved in middle and high income subsidies to housing, however, through tax policies. The public sector's role is changing however, as the need for partnership approaches to finance emerges.

The not for profit sector is an emerging finance sector. Often serving as a conduit for public funds to private sector developers, the not for profit sector is closely identified with a public purpose, but often functions free of restrictive government regulations. As a result, not for profits are often philosophically aligned with the public sector but functionally aligned with the private sector. Not for profit organizations vary in function; some finance and construct housing while others focus on one of the noted functions.

Private sector finance is the mainstay of housing development. Increasingly, in order to meet the needs of low and moderate income persons, the private finance institutions need the assistance of the public and not for profit sector. The private sector also has responsibilities to invest in communities through the *Community Reinvestment Act*. CRA goals often give impetus both to partnerships with the other sectors and to innovative financing techniques.

### ***Housing Types, Housing Tenure, Sufficient Land and All Income Groups***

The *Growth Management Act* is clear in its direction that comprehensive plans are to provide sufficient land and opportunities for a variety of housing types, ranging from site built to off site manufactured. It is clear in its direction that special needs housing must be accommodated within the community. It is also clear that the housing and land use elements of local plans must be structured in a manner that makes it possible for persons of

all income groups to have a degree of choice in their geographic search for housing. Sufficient land must be available for housing so that all income groups can exercise a choice to live in a community.

The *Land Use Element* of the *20-Year Plan* provides, in both policy and mapped form, a vision of the location of land uses in the future. The *Land Use Element* contains areas planned for residential, commercial, industrial, forest, agricultural, recreation and other land uses. The residential plan identifies areas for single and multiple family uses at a variety of densities. It includes mixed use areas where a combination of commercial, institutional and residential uses are allowed. It also includes agricultural and forest areas where residential uses are allowed at a low density. The *Land Use Element* specifies target densities for the uses.

## **GOALS AND POLICIES**

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Clark County has developed general goals and policies it will use to direct housing development. The Clark County Housing policies are as follows:

**GOAL 5.1: Provide for a diversity in the type, density and location of housing within the county and its cities which encourage and support equal access to housing and protect public health and safety.**

### **Policies:**

- 5.1.1 Provide all types and compositions of households, assuming adequate financial resources and personal responsibility, an opportunity to find housing throughout the county.
- 5.1.2 Ensure that implementation measures recognize variety of family structure.
- 5.1.3 Insure that county residents have equal access to housing.
- 5.1.4 Review and revise codes and ordinances to achieve compliance with the *Fair Housing Act* and the *Americans with Disabilities Act*.
- 5.1.5 Encourage a variety of housing types and densities, including mixed use centers, services and amenities.

- 5.1.6 Encourage the public and private sectors to take actions to develop and maintain an adequate supply of single family and multi-family housing for all economic segments of the population.

## **Washougal Urban Growth Area**

- 5.1.7 The *Development Code* will provide for mobile and manufactured housing in a manner that ensures that such developments contribute to the design quality, landscape standards and safety of the community.
- 5.1.8 The *Development Code* will encourage innovative housing design for efficient, low cost, high density housing.
- 5.1.9 The *Development Code* will provide for group homes and other institutional housing for special needs persons.
- 5.1.10 The City will encourage individual and neighborhood beautification programs using garden clubs, schools and other local groups.

**GOAL 5.2: Support and assist in planning for increasing housing opportunities which are primarily for households with special needs.**

### **Policies:**

- 5.2.1 Assure that codes and ordinances allow for a continuum of care and housing opportunities for special needs populations, such as emergency housing, transitional housing, extensive support, minimal support, independent living, family based living or institutions.
- 5.2.2 Assure that policies, codes and ordinances allow for a geographic distribution of the housing continuum, with housing provided in appropriate locations and adequately served by public facilities (such as transit) and services.
- 5.2.3 Ordinances shall allow for housing for special needs populations as permitted/conditional uses, by basing siting decisions on the impact of the use upon the landscape, not on the circumstances of the occupants.
- 5.2.4 Building and site plan codes shall encourage the development, rehabilitation and adaptation of housing

that responds to the physical needs of special populations.

- 5.2.5 Encourage both the public and private sector (including financial institutions) to invest in the creation of special needs housing.
- 5.2.6 Encourage affordable housing by formulating innovative zoning ordinances that enable construction of affordable, attractive housing.
- 5.2.7 Coordinate the development of special needs housing with social service providers and with public agencies that provide services and capital.

**GOAL 5.3: Support public and private actions which provide housing choices for Clark County residents, with emphasis on increasing the number of housing alternatives for both renters and owners and maintaining neighborhood stability.**

**Policies:**

- 5.3.1 Develop a fair share housing allocation that provides low and moderate income housing targets for cities and urban growth areas
  - a. Urban areas shall have a fair share allocation.
  - b. Fair share allocation shall be developed concurrent with the development of implementation ordinances.
  - c. The allocation process must be supported by incentives and financing mechanisms to see that targets are achieved.
- 5.3.2 Ensure policies, codes and ordinances allow for a mix of uses and housing types in neighborhoods with variety in design.
- 5.3.3 Preserve the character of stable residential neighborhoods through selective and innovative zoning techniques.
- 5.3.4 Encourage a variety of housing types and densities in residential neighborhoods.
- 5.3.5 Encourage infill as a redevelopment concept. Appropriate development

regulations that accomplish infill should consider:

- a. impact on older/existing neighborhoods;
- b. development that is appropriate to surrounding residential density, housing type, affordability or use characteristics;
- c. encouragement of affordable units;
- d. maintenance of neighborhood integrity and compatibility; and,
- e. provision of development standards and processes for infill regardless of the sector (public, not for profit, or private sectors) creating it.

- 5.3.6 Assure that policies, codes and ordinances promote neighborhood designs that are pedestrian and transit friendly and discourage reliance upon the automobile.
- 5.3.7 Encourage the development of multi-use neighborhoods which are a mix of housing, jobs, stores and public space all within a well-planned pedestrian environment.
- 5.3.8 Codes and ordinances shall recognize the changing demographic trends by supporting accessory units and other types of housing and human service programs.

**GOAL 5.4: Provide assistance for maintenance and rehabilitation of housing for Clark County residents.**

**Policies:**

- 5.4.1 Encourage programs in deteriorating older neighborhoods that address structural, demographic and economic issues.
- 5.4.2 Work with building officials to encourage rehabilitation that provide for safe and sanitary housing.
- 5.4.3 Encourage voluntary housing rehabilitation programs.
- 5.4.4 Encourage preventative maintenance in sound and transitional neighborhoods.
- 5.4.5 In areas where housing is rated as fair or below by the local assessor, focus public investment on infrastructure

surrounding the dwelling as well as rehabilitation efforts.

- 5.4.6 Reduce the number of homes rated as fair or below by the local assessor through replacement or rehabilitation.

**GOAL 5.5: Promote an active role in affordable housing using a combination of regulatory, partnership and finance techniques.**

**Policies:**

- 5.5.1 Ensure that policies, codes and regulations, including public development covenants, provide the opportunity to site affordable housing types, in particular off-site manufactured homes and accessory units.
- 5.5.2 Enhance provision of affordable housing for persons with incomes less than 30 percent of the median family income by using available federal and state programs and by promoting private/pubc partnerships which focus on this affordability range.
- 5.5.3 Enhance provision of affordable housing through the development of at least one, and preferably more than one, private/not for profit/government partnership with the purpose of creating housing priced for persons with incomes between 30 and 90 percent of the median family income.

**GOAL 5.6: Establish a secure funding mechanism to support development of affordable housing. Coordinate and concentrate public expenditures to make positive and visible impacts on targeted neighborhoods.**

**Policies:**

- 5.6.1 Assess the impacts of fee waivers, exemptions and other deductions or exclusions on the housing needs continuum.
- 5.6.2 Target the work of housing partnerships (private, not for profit or profit) to various income levels, to encourage rental and home ownership opportunities.
- 5.6.3 Encourage and stimulate financing for affordable housing including innovative, single room occupancy.

**GOAL 5.7: Support a shift in the mix of housing types in the community, while improving home ownership tenure.**

**Policies:**

- 5.7.1 Provide opportunities for new development to occur in a housing type ratio of 60 percent single family and 40 percent multi-family. Strategies to achieve these opportunity include but are not limited to:
- a. Minimum density for single family.
  - b. Minimum density for multi-family.
  - c. Provisions for Accessory Dwelling Units.
  - d. Provision for duplexes in single family.
  - e. Provisions for townhouses/ rowhouses.
  - f. Allowance for manufactured home parks.
  - g. Provision for diversified housing types allowed as part of a Planned Unit Development.
  - h. Recognition of the flexibility allowed in housing types as part of a Mixed Use Development (i.e., living units above commercial areas).
  - i. Recognition of Assisted Living Units as a housing type.
- 5.7.2 Encourage single family housing stock to become owner occupied.
- 5.7.3 Consider the dislocation impacts of programs that promote conversion of units from rentals to owner occupied.
- 5.7.4 Promote construction of new rental units to replace units taken out of the rental base.

**STRATEGIES**

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The following strategies are proposed as a means to achieve the goals and policies of the *Housing Element*. These are a range of strategies that the county is considering and some of these strategies may be implemented over time.

1. Develop a program to assist municipalities in accommodating diverse households.
2. Advocate for adequate state licensing standards for emergency shelter and for regular monitoring of state licensed facilities.
3. Develop an education/clearinghouse program that assists developers, architects, homeowners and landlords in finding information about options for accessible building design.
4. Develop a homeshare program to match people with large homes with others who need housing, and expand the program to include all segments of the population.
5. Maintain a tenant/landlord handbook to focus on tenant/landlord rights and responsibilities.
6. Work with financial institutions, not for profits and the public sector to create mechanisms such as reverse mortgage programs, loan pools, housing trust funds, local funding and other tools to finance rehabilitation and construction of affordable housing.
7. Establish a countywide clean up day at least once per year which includes a broad scope of clean up activities.
8. Establish an outreach/education program to explain all aspects of home ownership and tenancy including maintenance, repair, landscaping, credit, prevention of discrimination and lending.
9. Develop partnerships between public and private sector interests to work with CDBG, state agencies, financial institutions, builders, etc., to develop housing appropriate for all groups along the housing continuum.
10. Promote affordable housing demonstration projects at a variety of densities and incorporating a variety of housing types in order to illustrate what can be accomplished using local builders, financing, etc.
11. Promote employer sponsored homeowner programs.
12. Encourage efforts to make the mortgage certificate program available in the state of Washington.
13. Provide information to the lending community regarding the planning process and its impact on the development process.
14. Encourage the use of low income tax credits for equity in construction financing.
15. Encourage the development of custom lending targeted for difficult to finance projects.
16. Develop finance mechanisms to preserve and rehabilitate small apartment complexes (8-20 units).
17. Encourage the Urban County Policy Board to fully consider the use of CDBG funds for housing.
18. Use the *Section 108 Loan Guarantee* program to lower the cost of financing low income and special needs housing.
19. Consider a local (nonfederal) renewable housing fund for people with low incomes and special needs. Resources for the fund might be the result of bond issues, millage, existing revenue or reallocation of the real estate excise tax (REET).



# CHAPTER 6

## CAPITAL FACILITIES AND UTILITIES ELEMENT

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### ***INTRODUCTION***

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Capital facilities and utilities are the basic services which the public sector provides to support land use developments, both as they currently exist, and as they are anticipated to develop over the course of the 20-year growth management planning horizon. *The Capital Facilities and Utilities Element* provides a general summary of how and when these basic services will be provided to support future growth as envisioned by the *20-Year Plan*, and how they will be paid for.

The state *Growth Management Act (GMA)* establishes many of the requirements for the *Capital Facilities and Utilities Element*. The *GMA* establishes an overall goal to "ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards" (*RCW 36.70A.020*). The *GMA* requires that the capital facilities element include an inventory of existing publicly owned capital facilities, a forecast for the future needs for new or expanded facilities and a six year plan to indicate from what sources the identified future facilities will be financed. The *GMA* defines public facilities to include roadways, street lighting, sidewalks, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools. Public services are defined to include fire protection, law enforcement, public health, education, recreation, environmental protection, and other government services. *The Capital Facilities and Utilities Element* is intended to provide a general assessment of major public services which impact land use issues, rather than a detailed analysis of every service provided by government.

*The Capital Facilities and Utilities Element* must be consistent with the other elements of the *20-Year Plan*, particularly the *Land Use*

*Element*. Future development should be encouraged to occur in generally more compact patterns where public facilities already exist, because it can be served more efficiently and inexpensively than dispersed or sprawling land use patterns. The *GMA* dictates that "urban growth should be located first in areas already characterized by urban growth that have existing public facility and service capabilities to serve such development, and second in areas already characterized by urban growth that will be served by a combination of both existing public facilities and any additional needed public facilities and services that are provided by public or private sources" (*RCW 36.70A.110*).

Providing new capital facilities in previously undeveloped and unserved areas may in turn lead to new development in dispersed patterns, and should also be avoided. The *GMA* states that "Further, it is appropriate that urban government services be provided by cities, and urban government services should not be provided in the rural area."

The *GMA* also emphasizes the concept of concurrency, which requires that needed public facilities and services be in place, or officially planned and scheduled to be put into place, *concurrent* with new development. This concept requires cities and counties to establish explicit levels of service, or minimum threshold measures, to determine if particular service is adequately provided.

New development applications which cause the minimum levels of service to be exceeded will not be approved unless improvements are made to correct the deficiency or unless corrective measures are scheduled and funded to occur within a locally established time frame, up to a maximum of six years. The *GMA* requires that at a minimum level of service standards be adopted for transportation. Other services should be reviewed for adequacy, but specific threshold standards are not required to be universally applied.

This element is organized into two sections:

1. Inventory and review of existing facilities and services, along with 6-year future plans for water, sewer, storm drainage, schools, law enforcement, fire, solid waste, libraries, general government buildings, electricity, telecommunications and natural gas services. The *Inventory and Capital Facilities Plan for Transportation and Parks* can be found in their respective elements; and,
2. Policies regarding the provision of these services. The policies provide direction in three areas:
  - a. ensuring the overall provision of needed facilities and services by public or private agencies;
  - b. Providing direction for the establishment of minimum levels of service and concurrency obligations for new developments to assist in the provision of these services; and,
  - c. ensuring that the provision of services is fully consistent with overall growth management objectives, which is ultimately linked to the ability to efficiently provide the services in the first place.

Emphasis throughout this document is placed on those services provided by Clark County government and, in particular, on transportation, water, sewer and storm drainage services which are mandated by the *GMA* for direct concurrency requirements. Capital facilities plans for all services provided within individual cities of the county are included within the individual comprehensive plans of Battleground, Camas, La Center, Ridgefield, Vancouver, Washougal and Yacolt, although available information is included in this document for context. The 6-year capital facility and financing summaries are an estimate of future needs and are not official policy or budget documents of the service providers except where indicated.

## **SERVICES SUMMARIES AND PROJECTED FUTURE NEEDS**

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*Table 6.1* summarizes who the providers of services are for the various jurisdictions within Clark County. Additional information

regarding city services can be found in the individual jurisdiction's *Capital Facilities Element*.

*Table 6.2* summarizes the major capital projects, estimated costs and probable funding sources for identified services and utilities. Detailed information on each can be found within the document.

*Table 6.2* attempts to isolate the direct capital costs attributable to Clark County over the next six years. In cases where services are provided by outside agencies, *Table 6.2* estimates the direct costs of providing service to county residents only. *Table 6.2* also attempts to exclude services constructed by developers as part of the development process, such as road, sewer, water, or storm drainage extensions or improvements.

## **DIRECT CONCURRENCY SERVICES**

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Direct concurrency will be applied on a project by project basis for public facilities of streets, water, and sanitary sewer. While the *GMA* requires direct concurrency only for transportation facilities, this plan extends the concept of direct concurrency to cover other critical public facilities of water and sanitary sewer.

### **Transportation**

The capital facilities plan for transportation, including a projection of six-year needs and policies regarding concurrency requirements for the County are included in *Chapter 3, Transportation*, of this document. Transportation services include provisions for roads and associated improvements, transit, and pedestrian and bicycle systems.

### **Water**

Water service is an essential element of all types of land uses. The majority of water users in Clark County are served by public water suppliers. In the urban areas of Clark County, public water is provided by the cities of Vancouver, Battleground, Camas, Ridgefield, Yacolt and Washougal, and Clark Public Utilities (CPU), a publicly owned utility which serves unincorporated areas of the county and the City of La Center's water system. The city water districts tend to be slightly larger than current city boundaries, with the exception of

**Table 6.1 Providers of Public Services and Utilities in Clark County**

SERVICE	BATTLE GROUND	CAMAS	LA CENTER	RIDGEFIELD	VANCOUVER	WASHOUGAL	YACOLT	COUNTY
WATER SUPPLY SYSTEM	City	City	CPU	City	City	City	City	CPU, City of Vancouver
SANITARY SEWER SERVICES	City	City	City	City	City	City	NA	CPU, Hazel Dell S.D., City of Vancouver
SEWAGE TREATMENT FACILITIES	County	City	City	City	City	City	NA	County
PUBLIC SCHOOLS	Battle Ground S.D.	Camas S.D.	La Center S. D.	Ridgefield S.D.	Vancouver, Evergreen S.D.	Washougal S.D.	Battle Ground S.D.	NA
FIRE PROTECTION	District 11 and City Fire Marshal	City	District 14	District 12 and City Fire Marshal	City	City	F.D. #13	All non-municipal fire districts
LAW ENFORCEMENT	City	City	City	City	City	City	Sheriff's Department	Sheriff's Department
SOLID WASTE	Private Hauler	City	Private Hauler	Private Hauler	Private Hauler	Private Hauler	Private Hauler	Private Hauler
LIBRARIES	FVRLS	FVRLS	FVRLS	FVRLS	FVRLS	FVRLS	FVRLS	FVRLS
GOVERNMENT BUILDINGS	City	City	City	City	City	City	City	County
ELECTRICITY	CPU	CPU	CPU	CPU	CPU	CPU	CPU	CPU
NATURAL GAS	NW Natural Gas	NW Natural Gas	NW Natural Gas	NW Natural Gas	NW Natural Gas	NW Natural Gas	NA	NW Natural Gas

*FVRLS--Fort Vancouver Regional Library System*

*NA--Not Applicable*

*CPU--Clark Public Utilities*

**Table 6.2 Summary of Estimated Clark County Capital Facilities Expenditures, 1994-2000**

SERVICE OR UTILITY	MAJOR CAPITAL PROJECTS	ESTIMATED COST	FUNDING SOURCES
WATER	Well source and conservation projects	\$18.9 million	<ul style="list-style-type: none"> <li>• Systems charges</li> <li>• Contributed capital</li> </ul>
SEWER	Treatment plant and interceptor system expansions	\$65.5 million	<ul style="list-style-type: none"> <li>• Revenue bond sale</li> </ul>
STORM DRAINAGE	Develop regional drainage facilities, complete drainage basin studies	\$64.0 million	<ul style="list-style-type: none"> <li>• Future Drainage Utility (or similar mechanism) and systems development charges</li> <li>• Existing drainage fund</li> </ul>
SCHOOLS	Land acquisition and construction of new schools, expansion of existing facilities	\$141.1 million	<ul style="list-style-type: none"> <li>• Bond levies</li> <li>• Impact fees, where applicable</li> </ul>
FIRE PROTECTION	Land acquisition, construction, remodel of stations, and purchase of vehicles	\$5.2 million	<ul style="list-style-type: none"> <li>• Bonds</li> <li>• Dedicated tax revenue</li> </ul>
LAW ENFORCEMENT/ CORRECTIONS	Expansion of detention facilities, construction of new administrative bldg.	\$16.7 million	<ul style="list-style-type: none"> <li>• General Obligation Bonds</li> <li>• REET</li> <li>• Grants</li> </ul>
SOLID WASTE AND RECYCLING	Land acquisition and construction of new compost facility	\$4-8 million	<ul style="list-style-type: none"> <li>• User fees</li> <li>• State grants</li> </ul>
GOVERNMENT BUILDINGS	Land acquisition and construct new and expanded facilities	\$37.4 million	<ul style="list-style-type: none"> <li>• Bonds financed through REET</li> </ul>

1= Includes all school districts except Vancouver, Evergreen and Woodland

2= includes all Fire Districts except the cities of Vancouver, Camas and Washougal

the Vancouver service area which extends well beyond city limits. Extensive water service in the central portion of the county, including both the rural area and urban lands in the Hazel Dell area, is also provided by CPU. In some of the more remote rural areas of the county where water service is not readily available, CPU manages "satellite systems" which serve small developments and clusters of homes. The seven water providers adopted a *Coordinated Water System Plan* in 1992 to define service boundaries and establish policies for the provision of water service in the county. For further information on water provisions for the individual cities, refer to the respective city's *Comprehensive Plan*.

The water providers' systems consist of three basic components: source, storage and transmission. The source for virtually all water in Clark County, public or private, is from groundwater wells. Although adequate water supplies for individual domestic or small consumption commercial wells can be found in most parts of the county, aquifers capable of

yielding large amounts of water for extended periods of time are less common. Identifying and developing adequate water supply to meet future demand is essential in order to ensure the continued growth and economic viability of Clark County. Potential future supplies that have been discussed include various surface water sources, water from deeper aquifers, and additional pumping of existing wells. The most prolific aquifers are shallow gravel deposits along the Columbia River in southern Clark County. Individual water providers are required under the federal *Safe Drinking Water Act* to monitor the water quality of their production wells, subject to the review of the State Department of Health.

Although overall water capacity is ultimately determined by the physical carrying capacity of available sources, the delivery capabilities of individual purveyors are determined by available water rights. Consumptive use of 5,000 gallons per day or more of ground or surface water from a particular source point by any public or private entity requires a water

right certificate, to be allocated by the State Department of Ecology. Water rights are prioritized by seniority. In granting such a right, the Department of Ecology must find that no previously established water rights will be hindered.

Clark Public Utilities, the principal purveyor in the unincorporated area, obtains water from 30 production wells in the Hazel Dell and Hockinson areas, with an average total pumping capacity of approximately 18 million gallons per day (MGD). To ensure readily available water supplies, CPU also maintains 18 reservoirs comprising a total storage

capacity of 8.95 MGD. Water is distributed to the CPU system users through approximately 300 miles of transmission and distribution piping. Polyvinyl Chloride (PVC) is the predominant material used for the piping, which ranges in sizes of up to 16 inches diameter, with 6 to 8 inches being most common. Water flow is regulated through the system by 26 booster pump stations and 13 pressure reduction valves.

Clark Public Utilities projected future needs and funding sources are summarized in Table 6.3.

**Table 6.3 Clark Public Utilities Capital Facilities Plan, 1994-2000**

PROJECTS	ESTIMATED COST	REASON	FUNDING SOURCE
CONSERVATION	\$2,224,367	Concurrency items; needed to maintain adequate water service	System charges, contributed capital approx. 50% each
DISTRIBUTION	9,245,200	Concurrency items; needed to maintain adequate water service	System charges, contributed capital approx. 50% each
HYDRANTS	533,849	Concurrency items; needed to maintain adequate water service	System charges, contributed capital approx. 50% each
PUMP STATION	50,000	Concurrency items; needed to maintain adequate water service	System charges, contributed capital approx. 50% each
STORAGE	844,930	Concurrency items; needed to maintain adequate water service	System charges, contributed capital approx. 50% each
TREATMENT	355,719	Concurrency items; needed to maintain adequate water service	System charges, contributed capital approx. 50% each
WELL SOURCE	5,783,354	Concurrency items; needed to maintain adequate water service	System charges, contributed capital approx. 50% each
TOTAL	\$18,987,598		

Source: 1993 Clark Public Utilities Water System Plan

Clark Public Utilities is funded by system users, and operates entirely independently of Clark County. CPU indicates that systems charges are user fees applying to old and new utility customers. Contributed capital consists of improvements or moneys provided by new developments as they hook up to the utility system. Total costs through 2012 are estimated at \$53,942,158. Over the long-term, systems charges are planned to fund 67 percent of this total, with contributed capital accounting for the remaining 33 percent. This information and related details are included in expanded form in the 1993 Clark Public Utilities Water System Plan. The CPU Plan has the necessary contents required by RCW 36.70A.070(3), including inventories, forecasts,

and analyses of future plans and financing mechanisms. Clark County has formally incorporated the CPU Water System Plan by reference into the County Capital Facilities Plan. Future changes made to the CPU Plan should be reviewed for consistency with County plans on an annual basis.

Clark Public Utilities has reviewed the adopted County land use designations and the adopted countywide population target of 416,000 and determined that the CPU Water System Plan is fully consistent with these provisions and the additional service demands which they entail. If growth occurs faster than projected, CPU will utilize a combination of capital reserves, rates,

Systems Development Charges and revenue bonds to finance additional projects.

Water is also supplied to individual homes through the use of private wells. The number of private wells in the county has been estimated at 17,000 to 25,000. Use of private wells is subject to the review and approval of the Southwest Washington Health District. Although legal, extensive private well usage raises health concerns, particularly in urban or small lot rural areas characterized by widespread septic system use or other activities which can adversely impact groundwater quality. Private wells will continue to be the primary water source in the rural area, but should be aggressively phased out in the urban area as public water becomes fully available.

Readers interested in water service provisions for individual cities within Clark County should refer to the respective city's *Comprehensive Plan*.

The collective water provisions of the individual city and outside agency capital facilities plans are consistent with the *Land Use Element* of the *County Comprehensive Plan*. Outside of urban growth areas, there is limited public water provision, and future expansions are generally discouraged by policies of the *Land Use and Capital Facilities Elements* of the *County Comprehensive Plan*. Rural water provision is provided by individual or group private wells, subject to the review of the Southwest Washington Health District.

Within unincorporated Urban Growth Areas other than Vancouver UGA the *Comprehensive Plan Map* has designated almost no land for short term urban density development which would require public water service. These UGA lands are affixed with an "Urban Holding" overlay designation, which explicitly precludes urbanization until a site-specific demonstration of serviceability is made. Provision for lands within corporate limits are addressed in the city comprehensive plans.

Within the Vancouver UGA there is a substantial amount of land under County jurisdiction which is designated for near term urban development without the *Urban Holding Overlay*. The City of Vancouver formally adopted a *Capital Facilities Plan* in January 1995 specifying how these urban areas would be served. In April 1997 the City Department of Public Works reviewed the adopted County

land use designations and the countywide population projection of 416,000, and concluded that projected population in the Vancouver service area can be served by the central facilities listed within the adopted *Capital Facilities Plan*. Additional line extensions needed to serve the higher population would be financed by development proposals.

### ***Sanitary Sewer/Treatment Plant***

Sanitary sewer services in Clark County are provided by the cities of Vancouver, Washougal, Camas, Battle Ground, and Ridgefield, as well as Clark Public Utilities and the Hazel Dell Sewer District. In general, the city sewer districts tend to be slightly larger than current city boundaries and each has its own sewage treatment facilities. Clark Public Utilities owns and operates the sewage system and treatment plant for the City of La Center. For further information on sewer provisions for the individual cities, refer to the respective city's comprehensive plans.

Within the county's unincorporated urban area, sanitary sewer service is provided by the City of Vancouver and the Hazel Dell Sewer District. The Vancouver service area encompasses over 50 square miles, extending well beyond city limits to Vancouver Lake to the west, 172nd Avenue to the east and NE 88th Street to the north. The Vancouver system includes two treatment plants and an industrial pretreatment lagoon.

Clark County no longer provides actual wastewater collection, having transferred operation of its collection systems to the Hazel Dell Sewer District in 1993. The county provides regional transmission of wastewater and treatment services for two wholesale customers, the Hazel Dell Sewer District and the City of Battle Ground. The county owns and operates the Salmon Creek Wastewater Treatment Facility, located near the confluence of Salmon Creek and Lake River.

The Hazel Dell Sewer District encompasses over 35 square miles and serves approximately 17,000 plus customers within the unincorporated urban area north and northeast of Vancouver, as well as portions of the Orchards area and the Hockinson and Meadow Glade satellite systems which were formerly owned and operated by Clark County. The district's service area is estimated to be developed at 40 percent of full coverage, with

approximately half of the land area being physically serviced by sewer. Up until 1975, the district treated its own sewerage. Since that time, the district has contracted with Clark County and the City of Vancouver to provide treatment services. The County's Salmon Creek Wastewater Facility provides treatment for over 80 percent of the district's wastewater.

Projected needs and funding sources for the Hazel Dell Sewer District are illustrated in Table 6.4. This information and related details are included in expanded form in the *Hazel Dell Sewer District Capital Facilities Plan, Volumes 1 and 2*. The *HDSD Plan* has the

necessary contents required by *RCW 36.70A.070(3)*, including inventories, forecasts and analyses of future plans and financing mechanisms. Clark County has formally incorporated the *Hazel Dell Sewer District Capital Facilities Plan*. The Hazel Dell Sewer District has reviewed the adopted County land use designations and the adopted countywide population target of 416,000 and determined that the *HDSD Plan* is fully consistent with these provisions and the additional service demands which they entail. Future Changes made to the *HDSD Plan* should be reviewed for consistency with County plans on an annual basis.

**Table 6.4 Hazel Dell Sewer District Capital Facilities Plan, 1994-2000**

PROJECTS	ESTIMATED COST	REASON	FUNDING SOURCE
EXISTING SERVICE AREA: TRIBUTARY TO SALMON CREEK TREATMENT PLANT	\$3,262,000	Line extensions to serve primary existing lots	Contributed capital, ULID
ORCHARDS AREA UNDER INTERIM AGREEMENT: TRIBUTARY TO SALMON CREEK TREATMENT PLANT	6,570,000	Line extensions to serve new and existing development	Capital Improvement Fund, contributed capital, ULID
BASIN TRIBUTARY TO VANCOUVER WESTSIDE TREATMENT PLANT	122,000	Minor line extensions	Contributed capital
MISCELLANEOUS	2,150,000	New office and operations center; other miscellaneous items	Capital Improvement Fund
TOTAL	\$12,104,000		

Source: 1994 Hazel Dell District Capital Facilities Plan and Norman, McDonald, Hazel Dell, S.D.

The Salmon Creek facility processes sewage in four basic stages. Incoming wastewater is sent through a headworks to remove large solids. The wastewater is then directed to large aeration basins, where biological agents, or microbes, are introduced to consume pollutants within the sewage.

Wastewater then proceeds to clarifiers, where remaining pollutants and microbes are segregated through a settlement process. Finally, the wastewater is directed to a chlorine contact chamber to kill remaining bacteria before discharge to the Columbia River. The operation and discharge from the plant is regulated by the Washington Department of Ecology (DOE). In 1993 the plant was authorized by DOE to process an average of 5.6 MGD of sewage during the peak month of the year.

In response to rapid growth, the plant is currently undergoing improvements and modifications, to be completed in early 1995, which will raise its capacity to 7.4 MGD. The county is also in the planning and early design stages of the next expansion of the facility, which is expected to be operational by late 1998 or early 1999, and will increase the capacity of the treatment plant to between 10 and 15 MGD. A capacity of 10 MGD will provide for projected growth through 2005. A full 15 MGD capacity will be needed to accommodate growth projections through the year 2012. These improvements will be primarily financed by the sale of revenue bonds, with payments on the bonds to be backed by the Hazel Dell Sewer District and the City of Battle Ground. The method of repayment will be collected from both existing and new customers. The new capacity will

primarily be financed by the Regional Facilities Charge collected from all new connections to the sewer systems by Hazel Dell and Battle Ground. Some portion of the cost will be borne by existing customers through the monthly sewer fees charged by Hazel Dell and Battle Ground.

The county will also provide parallel additions to one section of the piping leading to the

treatment plant, known as the interceptor, a cost of approximately \$500,000 by 1998. Through 2012, additional interceptor system improvements totaling an estimated \$8 million may also be needed to increasing overall system capacity to accommodate growth. Table 6.5 lists the projected 6-year capital improvements for the county treatment plant and interceptor system.

**Table 6.5 Clark County Capital Facilities Plan for Sewage Treatment System, 1994-2000**

PROJECT	ESTIMATED COST	REASON FOR NEED	FUNDING SOURCE
<b>EXPANSION OF SALMON CREEK TREATMENT PLANT:</b>			
1995 EXPANSION TO 7.4 MGD	\$3 Million	Concurrency item; maintain adequate treatment for additional growth	Revenue Bond sale
1998/9 TO 10-15 MGD	\$42m if 10 MGD; \$62m if 15 MGD	Concurrency item; maintain adequate treatment for additional growth	Revenue Bond sale
<b>INTERCEPTOR SYSTEM EXPANSION:</b>			
1997/8 IMPROVEMENTS	\$500,000	Concurrency item; maintain adequate treatment for additional growth	Revenue Bond sale

Source: Clark County Environmental Services Division

Through 2014, the treatment plant capacity will need to be brought to 15 MGD if not already done so.

Unincorporated rural Clark County is served by individual private septic systems. Since 1974 the installation of on-site septic systems has been regulated by the Southwest Washington Health District. The Health District estimates that over 50,000 septic systems are in use throughout the county, about half of which are located within urban service areas. Septic systems installed prior to 1974 were subject to virtually no regulation. Recent technological advances and the establishment of mandatory maintenance requirements on some subdivisions have limited septic system failure rates. However, the number of septic systems subject to mandatory maintenance requirements remains quite small, even of those installed after 1974. Septic systems will remain the predominant form of sewage disposal within the rural area, but will be replaced with public sewer as it becomes available in the urban area.

The collective sewer provisions of Clark County and the individual city and outside agency capital facilities plans are consistent with the *Land Use Element* of the *County Comprehensive Plan*. Outside of urban growth areas, there is

limited public sewer provision, and future expansions are generally discouraged by policies of the *Land Use and Capital Facilities Elements* of the *County Comprehensive Plan*. Rural sewer provision is provided by individual private septic systems, subject to the review of the Southwest Washington Health District.

Within unincorporated Urban Growth Areas other than the Vancouver UGA the *Comprehensive Plan Map* has designated almost no land for short term urban density development which would require public sewer service. These UGA lands are affixed with an "Urban Holding" overlay designation, which explicitly precludes urbanization until a site-specific demonstration of serviceability is made.

Provisions for lands within corporate limits are addressed in the city comprehensive plans. Within the Vancouver UGA there is a substantial amount of land under County jurisdiction which is designated for near term urban development without the Urban Holding overlay. The City of Vancouver is in the process of updating their capital facilities elements to demonstrate an ability to serve these urban areas in a timely fashion. The City of Vancouver formally adopted a *Capital Facilities Plan* in January 1995 specifying how

these urban areas would be served. In April 1997 the City Department of Public Works reviewed the adopted County land use designations and the countywide population projection of 416,000, and concluded that projected population in the Vancouver service area can be served by the central facilities listed within the adopted *Capital Facilities Plan*. Additional line extensions needed to serve the higher population would be financed by development proposals.

## ***INDIRECT CONCURRENCY SERVICES***

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Indirect concurrency services include storm drainage, public schools, parks, fire protection, law enforcement, solid waste disposal, county buildings, electricity, natural gas and telecommunications. These services are necessary to support additional growth to varying degrees, but they have not been identified by the *Growth Management Act* as critical facilities to be applied using direct concurrency standards as is the case with roads, sewer and water facilities.

### ***Storm Drainage***

Unmanaged storm water runoff can result in flooding, elimination of fishery and wildlife habitat, pollution of the county's drinking water supply, and negative impacts to the aesthetics of the county's streams, lakes, and wetlands. The regulation and management of storm drainage in Clark County falls under the responsibility of the local municipalities and Clark County. City governments regulate and maintain the drainage systems within their city limits except as may be modified by interlocal agreements, such as the one between the City of Vancouver and Clark County for the operation of the Burnt Bridge Drainage Utility. Clark County regulates and manages surface water runoff in the unincorporated areas outside of city limits. The Washington State Department of Transportation (WSDOT) is responsible for the management of runoff from State highways and the effects of this runoff both inside and outside of the State rights-of-way. The 100-year floodplains are designated by the Federal Emergency Management Agency (FEMA), and are managed by Clark County, or individual cities. The U.S. government and the State of Washington, through legislation or administrative actions, greatly influence how local governments such as Clark County and

its cities are required to regulate and manage storm drainage.

Estimating future drainage needs is complicated by the changing state and federal mandates, public expectations and evolving research regarding storm drainage and its impacts to water quality. The county has regulated drainage flow since 1978, but has required treatment of runoff only since 1990. The County Water Quality Division estimates that as much as two-thirds of the long-term drainage costs facing the county are to address the impacts of storm runoff from existing developments which were installed prior to 1990 when treatment of runoff was not required.

The county currently owns and operates an estimated 20 regional water quality collection facilities which serve more than one development each and owns or maintains about 100 of the smaller single development facilities. Significant savings can be achieved through the planning and implementation of larger facilities, rather than use of a piecemeal approach. The principal capital costs facing Clark County in both the six and 20-year horizons are the construction of these regional facilities and the completion of drainage basin studies.

It is also difficult to precisely estimate what portion of drainage facilities needed will be constructed by developers through the subdivision process, and what portion must be constructed by the County. The 1994 County stormwater ordinance requires that all stormwater impacts from new developments be addressed on site. The ordinance may change in the future to allow for the provision of off-site water quality facilities, to allow for economies of scale through the use of a smaller number of large facilities. The stormwater capital projections carry the assumption that 50 percent of the total cost of future projects within the six and 20-year horizons will be constructed by developers, and 50 percent constructed by Clark County.

Technical basin studies and analyses are needed, as a matter of law as well as science, to calculate the proportional impact that individual developments will have on a particular regional drainage facility.

The county's six year projections for storm water facilities, as required by the *GMA*, are as follows in Table 6.6.

Through 2012, the County Water Quality Division estimates the total cost of capital projects needed over the 20-year planning horizon of the *GMA* to be approximately \$170 million. The annual maintenance costs, not usually considered as a capital expense, is estimated to be at least \$2 million per year.

Readers interested in storm water provisions for individual cities within Clark County should refer to the respective city's comprehensive plan.

### **Public Schools**

In addition to their primary educational function, public schools serve as a community focal point and provide facilities used for a variety of community civic and recreational needs. Schools are not required as a mandatory concurrency item under the *GMA*, but are required by existing state law under *RCW 58.17.110* to be adequately provided for before land divisions may be approved.

**Table 6.6 Clark County Storm Water Capital Facilities Plan, 1994-2000**

PROJECTS	ESTIMATED COST	REASON	FUNDING SOURCES
PURCHASE AND DEVELOP APPROXIMATELY 100 REGIONAL FACILITIES	\$64,000,000	Concurrency item; need to maintain water quality and quantity LOS and to address problems associated with existing development	<ul style="list-style-type: none"> <li>• Approximately one million from existing drainage fund.</li> <li>• Approximately 63 million from future system development fees.</li> <li>• Approximately 64 million from future establishment of drainage utility (costs to all users within utility area).</li> </ul>
COMPLETE COUNTYWIDE DRAINAGE BASIN STUDIES	\$2,000,000	Need to establish System Development Charge Fees	<ul style="list-style-type: none"> <li>• Burnt Bridge Creek Drainage utility.</li> <li>• Other funds yet to be identified</li> </ul>

Source: Clark County Water quality Division

Educational services to elementary, junior and high school students in Clark County are provided by eight different schools districts, which are operated and funded independently of county or municipal government. Depending on district eligibility, approximately 50 percent to 75 percent, of the cost of capital facilities are provided by the State of Washington through the State Construction Fund. The remaining capital expenses must be raised locally, through the passage of bond levies, which raise the property taxes of all residential property owners within a particular district, and/or impact fees, which apply to new residential construction within the district. In 1990, approximately 19 percent of the county population was between the ages of 5 and 18 years. The school districts each prepare enrollment projections and plans for new facilities based on the comprehensive plans of the jurisdictions in which they are located.

The school planning horizon is typically 5 to 10 years.

State funding regulations result in new facilities usually being constructed *after* growth has occurred and a need can be demonstrated. For this reason, "portable" or "temporary" classrooms have become the norm in fast growing districts.

To meet minimum facility standards set by state and federal agencies, schools typically require relatively large sites of at least 10 acres for elementary schools, 20 acres for middle schools and 40 acres for high schools. These space requirements, land acquisition costs, area to be served, access and size, are significant factors considered by school districts in siting new facilities. Schools typically require a full range of urban services including public sewer, water, fire and police service, and in the past development of facilities beyond the urban fringe has led to

an extension of services to previously unserved areas.

Table 6.7 provides a summary of current school district facilities. Table 6.8 provides a summary of the number of new school facilities that will be needed in the next six years based on population growth in these areas.

Higher education facilities within Clark County include Clark College, a 2-year institution and Washington State University

campus (WSU). Currently, WSU provides some programs and classes at the Clark College site. WSU is in the process of developing a new campus in the Salmon Creek area. Refer to individual city's comprehensive plan for further information on individual school districts as appropriate. Further information on school district projections not covered in the comprehensive plans may be obtained from the individual school district.

**Table 6.7 Summary of Existing School District Facilities for All Clark County Schools**

SCHOOL DISTRICTS	NUMBER OF SCHOOLS AND STUDENTS						
	ELEMENTARY		MIDDLE/JUNIOR		SENIOR		OTHER SCHOOL FACILITIES
VANCOUVER GRADE LEVEL	22 K-5	9147	5 6-8	4285	3 9-12	4912	8; 208 add. enrollment
EVERGREEN GRADE LEVEL	17 K-6	9145	4 7-9	3967	2 10-12	2941	5
BATTLE GROUND GRADE LEVEL	6 K-4	3050	5 5-8	2733	2 9-12	3178	3
CAMAS GRADE LEVEL	3 K-5	1185	1 6-8	655	1 9-12	757	4
RIDGEFIELD GRADE LEVEL	2 K-6	817	1 7-8	267	1 9-12	401	3
WASHOUGAL GRADE LEVEL	3 <sup>1</sup> K-5	1244	2 <sup>1</sup> 6-8	594	2 <sup>1</sup> 9-12	644	2; 87 add. enrollment
HOCKINSON GRADE LEVEL	2 K-4	776	1 6-8	409	Students attend Prairie High School		
LA CENTER GRADE LEVEL 6TH GRADE MISSING	1 K-2, 3-5	402	1 7-8	389	1 9-12	332	
GREEN MOUNTAIN GRADE LEVEL	1 K-8						

<sup>1</sup> View Point Alternative houses grades 1-12; Hathaway houses grades K-2.

**Parks**

The tables representing the priority capital projects for the Clark County Parks and Recreation Division are presented in the Supporting Documentation to the Comprehensive Plan

**Fire Protection/Suppression**

Fire protection in Clark County is provided by a combination of sources. Urban area service has been historically provided by city fire departments, while various fire protection

districts serve the unincorporated areas. The Washington Department of Natural Resources (DNR) provides protection for all state trust lands located in the forested portions of in the eastern and northern ends of the county. The USDA Forest Service provides protection for the small portion of the Gifford Pinchot National Forest located in the far eastern area of the county.

In addition to providing fire protection, several districts provide emergency medical services (EMS) and basic life support and/or advanced life support. The City of Vancouver

also operates the only hazardous materials response team in the County. EMS calls have constituted an increasing portion of the fire districts' activities and responsibilities, at increasing cost.

Clark County has grown rapidly since 1980. Most of this growth has occurred outside of

the city boundaries in what was once the more rural sections of the county. Virtually every fire district has experienced some urban type growth. Fire districts within or adjacent to urban areas have changed their service delivery to reflect the need to protect an urban community.

**Table 6.8 Combined School Districts Capital Facilities Plan, 1994-2000**

SCHOOL DISTRICT	NUMBER OF ADDITIONS OR EXPANSIONS/REMODELS			ESTIMATED COSTS IN MILLIONS	FUND SOURCE	
	ELEMENTARY	MIDDLE/JUNIOR	SENIOR	6-YEAR EXPANSION	SECURED	UNSECURED
VANCOUVER	6 exp 4 new <sup>1</sup>	1 exp 2 new	4 exp 1 new	\$179m	State Match \$11.8m; Capital Fund N/A; 1994 Bond \$135m	State Match \$40m; Impact Fees N/A
EVERGREEN	3 new	2 new	1 new	\$57.2m	1994 Bond \$47.9m; Cap. Fund \$11m	St. Match \$22.1m; Imp. Fees \$3.3m
BATTLE GROUND	2 exp 1 new	2 exp 1 new	2 exp 1 new	\$67.8m	1993 Bond \$22.5m	St. Match \$45m; Imp. Fees unk.
CAMAS	3 exp 1 new <sup>2</sup>	1 new <sup>2</sup>	1 exp	\$27.1m	NA	Bond \$32.3m; St. Match \$1.3m; Impact Fees .3m
RIDGEFIELD	2 exp 1 new	1 exp	1 exp	\$13.6m	NA	St. Match \$1.4m; 1996-8 Bonds \$12.2m Impact Fees N/A..
WASHOUGAL	2 exp 1 new	1 exp	1 exp	\$21.1m	NA	State Match \$8m; 1996 Bond \$15m Impact Fees unk.
HOCKINSON	1 exp	1 exp		\$4.1m	Cap Fund \$1.1m	State Match \$1.6m; 1996 Bond \$1.1m; Impact Fees \$.2m
LA CENTER	1 new		1 exp			1995 Bond \$7m; St. Match
GREEN MT.	1 exp			.4m		

Source: Horenstein & Duggan Clark County School Districts Capital Facilities Plan

Exp= Expansions, M=Million, NA = Not Applicable

<sup>1</sup>Includes three schools to be replaced (i.e. total facilities is 26).

<sup>2</sup>Zellerbach Middle School converted to elementary, New middle replaces Zellerbach

There has been a trend towards increased coordination and cooperation among the various fire and emergency service providers in recent years, and greater integration will be needed in the future. This will involve the joint use stations or other facilities, or even the merging of Fire Districts in certain cases. There will likely be increased consistency of standards and levels of services provided among the various districts, with the County

Fire Marshal likely playing a larger coordinative and oversight role. Fire protection and suppression services are in the process of becoming more proactive and preventative, rather than strictly reactive as has often been the case in the past. There will likely be increased incentives or regulatory measures to decrease the likelihood of fires occurring, such use of fire restrictive materials in all areas, or land use restrictions in fire-prone areas, as

well as on-site means such as greater use of sprinklers to suppress those fires that do occur. Estimated capital facility needs through 2000 are listed in *Table 6.9*.

**Law Enforcement/Corrections**

The Clark County Sheriff's Office provides law enforcement services throughout the unincorporated area and in the Town of Yacolt. The cities of Camas, Washougal, Battle Ground, La Center, Ridgefield and Vancouver

are served by municipal police departments. There is extensive cooperation between the cities and the county law enforcement forces involving shared facilities and provisions for mutual back-up in emergency situations. The Washington State Patrol has police jurisdiction on all state routes within the county, and is largely responsible for state facilities. The state also provides back-up for the Clark County Sheriff's Department and local jurisdictions' forces.

**Table 6.9 Fire Protection Estimated Capital Expenditures by Fire District, 1994-2000**

FIRE DISTRICT	PROJECTS	COST	PROJECTED FINANCING SOURCES
F #1 (WASHOUGAL AREA)	1 new, 1 remodeled station; 4 vehicles	\$900,000	General bonds and/or dedicated tax revenues
F #3 (BRUSH PRAIRIE AREA)	1 new station; 3 new vehicles	\$1,050,000	Same as above
F #6 (HAZEL DELL AREA)	2 new buildings; 2 new vehicles	\$1,050,000	Same as above
F #9 (CAMAS AREA)			Same as above
F #10 (AMBOY AREA)	4 new vehicles	\$600,000	Same as above
FD #11 (BATTLE GROUND AREA)	1 new building (see FD #6), 1 remodel	\$530,000	Same as above
FD #12 (RIDGEFIELD AREA)	1 new building (see FD #6); 2 new vehicles	\$400,000	Same as above
FD #13 (YACOLT AREA)			Same as above
FD #14 (LA CENTER AREA)	1 new station; 1 new vehicle	\$700,000	Same as above

Source: Clark County Fire Districts and Fire Departments, February, 1994.

The primary law enforcement facilities used by Clark County are the Clark County Law enforcement Center (main jail), the Juvenile Detention Center, and the East, West and Central Precincts. An agreement has been drawn up for the City of Vancouver and Clark County to share the East Precinct upon the annexation of Cascade Park and Evergreen areas. The Sheriff will continue to provide patrol and enforcement functions for the next three years through a interlocal agreement. Regional or shared Law enforcement and correction facilities including the main jail, the Juvenile Detention Center, The Clark-Skamania Drug Task Force (Task Force) headquarters building, the new 911 Emergency Center (CRCA and a leased facility for the Child Abuse Intervention Center (CAIC). These last three (3) agencies (Task Force, CRCA and CAIC) are inter-jurisdictional. In addition to these regional facilities, Vancouver, Camas,

Washougal and Battle Ground each has their own jail/holding facility. Larch Corrections Center, the only state detention facility in Clark County, is an all-male minimum security facility that houses 164 inmates.

Demand for law enforcement services is directly related to the population and employment for the area. Most of the growth in Clark County has occurred in the unincorporated, largely rural sections of the county. As a result, the Clark County Sheriff's Office has experienced the greatest increase in demand/need for services.

The traditional measure of levels of law enforcement services is the ration of officers to population served, which is a personnel and non-capital issue. Using the number of sworn officers as a measure of staffing is also becoming outdated as non-sworn personnel are being increasingly used to deliver services such

as community policing, problem solving and clerical functions. The level of law enforcement service for Clark County is increasingly evaluated based upon a demand or workload indicator, like calls for service and performance outcomes like crime clearance rates. Most calls for police assistance are associated with

places of residences rather than the workplace or commercial areas.

The following table provides information on the estimated capital expenditures for Law Enforcement and Corrections for Clark County. Information regarding individual cities law enforcement needs may be found in its own *Capital Facilities Element*.

**Table 6.10 Clark County Law Enforcement and Corrections  
Estimated Capital Facilities Expenditures, 1996-2000**

PROJECT	ESTIMATED COST	FUNDING SOURCE
JUVENILE DETENTION CENTER	\$18.5 million	General Obligation Bonds financed through Sales Tax increase
SPECIAL DETENTION	\$5.0 million	General Obligation Bonds financed through Sales Real Estate Excise Tax
CORRECTIONS CENTER EXPANSION	\$60.0 million	Same as Juvenile Detention Center expansion above

Source: Clark County Office of Budget

Note: Within 20 years, three (3) precinct offices currently being rented will be purchased, at an estimated cost of \$1.1 million.

### **Solid Waste Disposal**

Solid waste collection and recycling operations in Clark County and its associated cities are conducted almost entirely by private contractors. Within the unincorporated portions of the county these services are conducted by four private companies with distinct and separate areas of collection, under the regulatory authority of the Washington Utilities and Transportation Commission (WUTC). Clark County has no authority to directly contract for solid waste collection services, other than for the collection of residential recyclable materials. Cities and towns have the option to contract directly for collection services, provide the collection themselves or defer regulation to the WUTC. Currently, only Battle Ground, La Center and Yacolt defer collection company

regulation to the WUTC. Vancouver, Ridgefield and Washougal contract their services to private haulers, while the City of Camas provides its own garbage collection.

Waste collected by the WUTC certified haulers, city contracted haulers, and self-haulers is initially disposed of at the Central Transfer and Recycling Center or the River Road Materials Recovery Facilities in Clark County for further processing and recovery of recyclable materials. Non-recyclable waste is transported for final disposal to the Finely Buttes Landfill in Morrow County, Oregon. The transfer facilities, landfill and transportation of materials are operated by the Columbia Resource Company (CRC). The CRC system replaced the in-county Leichner Landfill which closed on December 31, 1991.

**Table 6.11 Clark County Capital Facilities Plan for Solid Waste and Recycling Systems, 1994-2000**

PROJECT	ESTIMATED COST	REASON FOR NEED	FUNDING SOURCE
CONSTRUCTION OF NEW COUNTY COMPOST FACILITY	\$4-8 million	Need to manage variety of waste streams	User fees, State Solid Waste Recycling Grants

Source: Clark County Environmental Services Division

Currently, weekly curbside collection of a variety of recyclable materials is provided to

residents of the cities of Camas, Washougal, Vancouver, and within a designated urban

service area of unincorporated Clark County. A rural recycling program, which will include those areas not currently served, is being developed. The designation of urban and rural recycling service areas is consistent with the solid waste planning requirements of Washington RCW 70.95, and will allow Clark County to comply with the State of Oregon recycling requirements imposed because of the use of the Oregon landfill. Within the next 6 years there will be the need to acquire and develop a county compost facility.

**Public Safety Communications**

The County, through CRCA, has been researching and planning for public safety communications upgrades county-wide for many years. The existing system is aged and inadequate for today's and tomorrow's needs. As a part of the FY 1996 budget the Commissioners approved a capital budget program of \$13.5 million, to upgrade the public safety communications. This is the culmination of the last two (2) years of intense effort to move this important project forward. The plan is to use an 800 MHz trunked radio system, purchased from Motorola

Communications and Electronics. The system will be a Clark County owned proprietary system that is compatible with the Portland, Washington County, Oregon and future Clackamas County, Oregon systems.

The initial costs to construct and install the system will be done by Clark County and funded via general obligation bond debt. Because this equipment is so highly technical in nature, it is anticipated that most of the system will require replacement within ten (10) years. The radios will be replaced prior to that (5-8 years). The cost of replacement will be approximately the same as the initial installation due to inflation, even though there are some components that will not require replacement. The funding for replacement of the backbone will be borne by the users of the system through a reserve built for that purpose. The replacement of the radios will be the sole responsibility of the respective users.

The location(s) for the towers for this project are specified in the 800 MHz Communications Project plan developed by Motorola Communications and Electronics in December 1995.

**Table 6.12 Public Safety Communications  
Estimated Capital Facilities Expenditures, 1996 - 2000**

PROJECT	ESTIMATED COST	FUNDING SOURCE(S)
800 MHZ COMMUNICATIONS SYSTEM	\$13.5 Million	General Obligation Bonds financed through Real Estate Excise Tax and CRCA 911 Tax Revenues.
800 MHZ COMMUNICATIONS SYSTEM - REPLACEMENT	\$13.5 Million	General Obligation Bonds financed through CRCA 911 Tax Revenues and/or User Fees.

Source: Clark County Office of Budget

Note: Due to the technical nature of this equipment most of it will require replacement every 5-10 years, on an ongoing basis.

**General Government Buildings**

Clark County presently owns or rents 26 buildings comprising almost 5 million square feet of total floor space, as indicated in Table 6.13. The buildings are used to house county staff and equipment for a variety of administrative and other purposes. In addition to the facilities listed, the County owns and leases space to the Southwest Washington Health District (SWWHD) and the Columbia River Mental Health agency. In addition, a building was just acquired on 500 West 8th

Street in Vancouver that the County plans to continue leasing to tenants until a time at which county departments would move into it to allow space for the seventh Superior County courtroom in the courthouse.

Population growth projected through 2013 will require additional space for office, court rooms, detention, maintenance and storage uses. The three (3) highest priority needs are for detention space through expansion, remodel, of the Juvenile Detention Center and special detention needs.

**Table 6.13 Existing County Buildings**

COUNTY OWNED - COUNTY OCCUPIED		OTHER OWNED - COUNTY OCCUPIED	
BUILDING	SQUARE FT	BUILDING	SQUARE FT
1408 FRANKLIN	24,953	1300 ESTHER	11,848
911 EMERGENCY SERVICES CENTER	18,000	914 ESTHER	911
78TH STREET OFFICES	48,464	2404 EAST MILL PLAIN	4,560
CENTER FOR DEATH INVESTIGATION	6,100	MULLIGAN BUILDING	11,351
CLARK COUNTY COURTHOUSE	82,022	WOLFE BUILDING	4,198
CORRECTION CENTER	165,970	BOYD BUILDING	1,430
FRANKLIN COURT	25,000	CONSOLIDATED COMPUTER CTR.	7,300
GENERAL SERVICES BUILDING	16,000	DNR FACILITY	5,028
JUVENILE	47,350	EAST PRECINCT	2,670
MABRY	3,360	FACILITIES WAREHOUSE	4,000
TASK FORCE HEADQUARTERS	4,100	TEMPORARY MORGUE	1,250
TRIPLEX	2,460	WEST PRECINCT	3,000
PORTABLES	3,360		
149TH STREET / CENTRAL PRCINCT	2,200		
<b>TOTAL</b>	<b>449,675</b>	<b>TOTAL</b>	<b>57,546</b>

**Juvenile Detention**

The most substantial deficiency in the existing Juvenile Detention Center is in the detention area. The most immediate problem is that the number of sleeping rooms is too few for the number of youth which must regularly be housed. The insufficiency of the detention housing has forced the implementation of programs that divert youth away from lengthy detention stays such as early release programs for youth that would otherwise be detained, a more aggressive diversion and intervention program, and a successful day reporting system.

The current request and plans for the Juvenile Detention Center Expansion project involve expanding the facility from its present 38 beds to 120 beds at an estimated capital cost of \$18.5 million. The current facility is located on a block in downtown Vancouver bordered by 12th street, Franklin street, Esther street and 11th street. The current pending proposal is an increase in the local sales tax by .1%. This sales tax measure is limited to use in the detention facilities.

In addition to the capital costs for juvenile expansion, operating costs for the expanded facility would increase dramatically. It is

anticipated that the juvenile operating budget would increase approximately \$300,000 each year until full capacity is reached in the facility.

**Adult Detention**

After a presentation by a consulting firm, it is clear that the future needs for adult jail space cannot be met within the current County revenue projections. Possible funding may include a public voted bond issue. Current plans include the construction of minimum security facilities off-site from the downtown campus, this site would include jail industries and work release inmates. The location for this facility is still being considered, but the County has determined that it will be outside the downtown campus area and within a non-residential zoned area.

As a matter of immediate planning, staff from the Sheriff's Office and Corrections are making the recommendation to alleviate the jail overcrowding immediately through the construction and use of temporary facilities. These temporary facilities could include 120-400 beds that allow for jail industries of recycling and signage, work release and/or

nursery operations. Five (5) million dollars was allocated for this project in the 1996 budget.

The needed expansion of the high security jail space would be located adjacent to the current main jail in downtown Vancouver. It is anticipated that this project would involve the construction of facilities immediately adjacent to the present main jail at an estimated cost of \$60.0 million.

**Administration Space**

The county has recently acquired a building at 500 West 8th Street at a cost of \$2.24 million that will house general government departments. Currently the building is occupied by other public and private tenants. It is the County's intention to allow these tenants to remain in the building until the time that the County would be ready to remodel the space to accommodate the intended department tenants. As a result, the revenues from the leases in the building would be applied to debt service for bonds used to

purchase the building. Total lease revenues expected to be received are \$919,000.

Another building in the downtown campus area that currently houses much of the Public Works Department Staff is also being considered for acquisition. The cost of this building is estimated at \$1.5 million.

The need for a large public service center has not been diminished by this action. But the construction of such a facility can be delayed until much later as a result of the acquisition and planned acquisition of existing facilities. Once built it would be located in the downtown Vancouver campus area to house county departments currently located in the courthouse not associated with law and justice, as well as other departments now leasing space elsewhere. Overall, the primary location for county buildings will continue to be the downtown Vancouver campus area. Satellite centers elsewhere in the county would include sheriff's precincts, community service centers, and public works locations. Future projects through 2000 are listed in *Table 6.14*.

**Table 6.14 Clark County General Buildings Estimated Capital Expenditures, 1994-2000**

PROJECT	SQUARE FOOTAGE	ESTIMATED COST	PROJECTED FUNDING SOURCES
COUNTY CAMPUS ANNEX			
8TH STREET	40,700	\$2.2 million	Capital Reserve
PUBLIC WORKS	15,800	\$1.5 million	Road Fund
DEATH INVESTIGATION CENTER	8,000	\$1.2 million	Capital Reserve
DETENTION	161,200		General obligation bonds financed through real estate excise tax and/or increased sales tax revenues
JUVENILE		\$18.5 million	
ADULT		\$65.0 million	
COURTHOUSE	81,000	\$1.3 million	Same as above
SW WASHINGTON HEALTH DISTRICT	152,200	\$6.0 million	Proceeds from the sale of property; Real estate excise tax
<b>TOTAL</b>	<b>639,600</b>	<b>\$40.2 million</b>	<b>NA</b>

In addition, as a result of the addition of seventh superior court judge in 1996, the courthouse will have to be remodeled to accommodate another courtroom. Estimated cost to remodel the courthouse are \$1.5 million.

Through 2012, additional building needs include community service centers (\$345,000), general services facilities (\$624,000) and public works facilities (\$3.2 million). During this time the public service center building would also be considered at projected costs of \$24.0 Million.

**Coordination with Other Plan Elements**

In the event that funding is insufficient to meet the capital needs for any of the above described projects, a reassessment of the land use element and other elements of the capital facilities plan will occur. Other funding possibilities and levels of service will also be reassessed. This will be done to make certain appropriate action will be taken to ensure the internal consistency of the land use and capital facilities portions of the plan.

## ***Electricity***

Public Utility District No. 1 of Clark County (Clark Public Utilities) is a consumer-owned public utility which serves the entire Clark County area with electricity. Clark Public Utilities (CPU) is a non-generating utility which buys the majority of its power from the Bonneville Power Administration. The remainder of its needs are met by power from the Washington Public Power Supply System's Packwood Hydroelectric Project, the Columbia Storage Power Exchange and the Great Western Malting Company.

CPU has a significant investment in electrical transmission and distribution equipment throughout the county. The utility has three electric utility centers: the Electric Center in downtown Vancouver, the Ed Fisher Customer Service and Operations Center in Orchards and the Camas Customer Service and Operations Center in Camas. In addition, it operates 46 substations, 108 miles of 69- and 115-thousand volt (69 kV and 115 kV) transmission line, 1,700 miles of overhead distribution and 1,100 miles of underground distribution to serve its approximately 117,000 customers. These facilities are located primarily in the urban area of Clark County. Most of the rural area is served with relatively minor facilities.

Current policies require CPU to provide electricity to all those who request it. CPU should be able to meet the needs for electricity in Clark County's urban areas and rural centers without making substantial investments in new transmission, transformation, and distribution facilities. Most CPU substations and transmission lines are located within urban areas of southern Clark County. Recent research into the health effects of electro-magnetic fields has raised questions about the compatibility of high voltage electrical facilities with intensive urban development. Guidelines for the siting of these facilities are under development. BPA and Clark County rely primarily on hydroelectric power because water in the area is plentiful and generation historically has been cheap. However, as the effort to connect the environmental impacts of dams on rivers and streams has increased, so has the cost of electricity. CPU is seeking alternative sources of power, including the possibility of constructing a gas-fired generation facility.

## ***Natural Gas***

Northwest Natural Gas is the sole purveyor of natural gas in Clark County. It receives its supply from the Northwest Pipeline Corporation, which owns and operates a 7,000 mile interstate pipeline system. Northwest Natural Gas anticipates a future need for routine infrastructure construction and maintenance, with additional distribution lines constructed on an as needed basis. Northwest Pipeline's current and future need is to keep those corridors accessible for maintenance. Many easements are non-exclusive, with only subsurface rights reserved. New development and subdivision issues are not addressed by these easements.

Since significant safety issues arise when development occurs along natural gas pipelines, this issue could be a major concern for the provision of natural gas to Clark County in the future.

## ***Telecommunications***

The telecommunications industry is currently in the midst of tremendous advances in technology. Cellular and optical fiber technologies are transforming the way service is delivered. In addition, the physical barriers that separate data, video, and voice technologies are rapidly disappearing. With the breakup of AT&T in 1984, new technology and new providers have entered the market at a rapid pace.

These changes have fostered a competitive industry. Three local telecommunication companies provide service to Clark County residents. These companies are U.S. West Communications (USWC), General Telephone (GTE), and Lewis River Telephone Company.

The three telephone companies serving the Clark County area are integrating fiber optic cable into their current system. All major cities in the USWC service area within Clark County had fiber optic cable in place by 1992. Copper cable is still being used to connect fiber optic lines to customers unless warranted by special customer needs. The decision to place fiber optic cable is based on the U.S. West office location, the customer location, and the capacity needs of the customer.

GTE has fiber optic lines in the Camas, Washougal, and Washougal River area. Fiber optic lines are also placed between Camas and the RCA Sharp plant located in northwest

Camas. At the GTE and U.S. West Communications border west of the RCA Sharp plant, the existing copper lines were replaced with fiber optic cable. The total fiber optic cable within GTE's service area in Clark County is estimated at 10 to 20 miles, which is a small percentage compared to existing copper lines. Fiber optic lines were not placed at all during 1992 and 1993. Since 1993, placement is occurring on a year to year basis.

Lewis River Telephone Company currently has seven miles of fiber optic cable. Thirty miles are planned to be placed by the end of next year. This number is estimated to be less than two percent of the total miles of existing copper lines.

As detailed in the *Transportation Element, Chapter 3*, telecommunications will play an increasingly important role in the transportation demand management strategy of Clark County. This will require a substantial commitment to telecommuting and its related communication technology. In general, GTE and Lewis River should be able to meet the growing demand for telecommunications services. However, the county will need to work with providers to assure that employers know the benefits of telecommuting in the work place.

### ***Libraries***

The Fort Vancouver Regional Library System (FVRLS) encompasses a 4,200 square mile area in three counties-Clark, Skamania, and Klickitat. The system includes nine branch libraries located in Vancouver, Battle Ground, Ridgefield, Washougal, and at Vancouver Mall in Clark County, and at North Bonneville and Stevenson in Skamania County, and White Salmon and Goldendale in Klickitat County. In addition to the branch libraries, the FVRLS has 3 bookmobiles and an extensive outreach program for elderly, and disable community in the three counties.

Formerly used National Library Association standards are no longer widely used because local conditions vary so greatly nationwide. Standards in general use, and those used by Fort Vancouver Regional Library System (FVRLS) indicate that there should be .60 square feet of library space per capita. FVRLS currently has 0.27 square feet per capita -- less than half the standard -- and lacks an adequate amount of space and number of branches to serve existing users. This per

capita level is significantly below that of other more urban areas of the state. Branches do not exist between Vancouver Mall and Camas in the east county area. In the late 1980s, two branches closed in the unincorporated areas of Hazel Dell and Orchards due to budget deficits. The Battle Ground branch and the existing Ridgefield facility are inadequate in size and are understaffed to meet local population demands. While book mobiles bring some persons and areas a basic level of service, book mobiles are not calculated into square foot per capita figures by library systems because they provide no direct access to reference materials, reading space, and other services.

Near future system expansion plans include a new Ridgefield branch library and one additional branch, at a location yet to be determined, in 1994. With these additions, the square feet per capita level will increase to .29. By 2010 within Clark County, the FVRLS expects it will need to expand the size of the Vancouver and Battle Ground branches, and to add two other additional branches within the county.

## ***GOALS AND POLICIES***

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### ***State Goals and Mandates***

The statewide planning goals were adopted in 1990 as part of *GMA*. Included within the 13 goals was the mandate to ensure that public services and facilities necessary to support development shall be adequate to the development (*RCW 36.70A.020*).

### ***Community Framework Plan***

Both the policies within the Countywide Planning Policies and *the Community Framework Plan (CFP)* frame the issues and needs for the *20-Year Plan* with regards to capital facilities. See *Section 6.0* of the *CFP* for these policies.

### ***20 Year Plan Policies***

***GOAL 6.1: Ensure that necessary and adequate capital facilities and services are provided to all development in Clark County in a manner consistent with the 20-Year Plan.***

**Policies:**

- 6.1.1 Continue to plan for and provide capital facilities and services as necessary to support development consistent with the *20-year Plan*, or coordinate and facilitate the planning and provision of such facilities and services by other public or private entities.
- 6.1.2 The primary role of Clark County regarding service provisions shall involve the planning and delivery of regional, rather than urban, services. It is the policy of Clark County, that in general, cities are the most appropriate units of local government to provide urban governmental services, and that in general it is not appropriate that urban governmental services be extended or expanded to rural areas except in those limited circumstances shown to be necessary to protect basic public health and safety and the environment and when such services are financially supportable at rural densities and do not permit urban development.
- 6.1.3 Explore and assist other providers to explore a variety of funding sources for capital facilities and services, including a range of federal, state, and other grants where possible.
- 6.1.4 Encourage and assist other utilities, service districts and providers to pursue the use of impact fees, special assessment and improvement districts and other local financing techniques to fund new facilities and services.
- 6.1.5 Assist and facilitate the siting of capital facility and service infrastructure in a manner consist with the *20-Year Plan*, through appropriate land use planning and development review policies and procedures.
- 6.1.6 Develop a process for identifying and siting essential regional public facilities such as state or regional transportation facilities, state education facilities, airports, corrections facilities, solid waste handling facilities and regional parks.
- 6.1.7 Clark County incorporates by reference the sewer and water *Capital Facilities Plans* of the Hazel Dell Sewer District, Clark Public Utilities, and the City of Vancouver. The County should review

future changes to these *Capital Facilities Plans* on an annual basis to ensure that consistency with County capital facility and land use plans is maintained.

**GOAL 6.2: Provide water service to all households minimizing environmental impacts and, at least, long-term public cost.**

**Policies:**

- 6.2.1 All new development in the urban area shall be served by a connection to a public water system. Existing developments within the urban area using private wells shall be encouraged to convert to public water usage.
- 6.2.2 Private wells may be used in the rural area, subject to the review of the Southwest Washington Health District.
- 6.2.3 In cases where public water service is needed, it shall be provided by a water purveyor under the following order of preference, articulated within the *Coordinated Water System Plan (CWSP)*:
  - a. Direct or satellite service by the water utility designated by the *CWSP* to serve the area.
  - b. Interim or permanent service by an adjacent water utility. *CWSP* service area designations shall be adjusted if permanent service is arranged.
  - c. Satellite service on an interim basis by CPU, if the development to be served is located outside CPU's service territory.
  - d. Formation of a new utility and construction of a new public water system to serve only the development. *CWSP* service area shall be adjusted to reflect the change.
- 6.2.4 The *CWSP* shall be reviewed and updated at a minimum of every five years. Design standards included in the *CWSP* shall be reviewed and amended annually, if necessary.
- 6.2.5 CPU shall continue to be recognized as the satellite water system management agency for Clark County.
- 6.2.6 Clark Public Utilities may construct and manage satellite water systems within

the service territory of other water utilities, but only if a prior agreement is reached with the utility designated by the CWSP to serve the area. Such agreements shall address issues of equipment compatibility, asset transfer and other issues deemed necessary by the parties.

- 6.2.7 Major water utilities, including Clark Public Utilities, may construct extensions of existing services in the rural area only if service is provided at a level that will accommodate only the type of land use and development density called for in the *20-Year Plan*, recognizing maximum buildout and reasonable allowances in design of facilities to promote overall system efficiency. Extension of water service shall be permitted to public regional park facilities that are outside of but adjacent to an urban growth boundary.
- 6.2.8 Water transmission lines constructed in rural areas for the purpose of connecting water systems shall be limited from use for tributary line tie-ins.
- 6.2.9 The CWSP shall be amended to reflect any water service extensions in the rural area.
- 6.2.10 Developments shall demonstrate a sufficient and sustainable source of water before development approval is issued.
- 6.2.11 Water service plans shall be coordinated with the adopted *20-Year Plan* map and policies, including the designation of urban growth areas.
- 6.2.12 Work with other cities and special districts to develop fair and consistent policies/incentives to eliminate private water systems in urban areas, and to encourage connection to public water systems. Unused wells should be identified and decommissioned.
- 6.2.13 Practice and encourage water conservation.
- 6.2.14 Work with water service providers to encourage public education and outreach programs on water reuse, conservation, reclamation and other new water efficient technology.

- 6.2.15 Encourage water pricing structures to facilitate conservation and to cover the full cost of providing water service.

**GOAL 6.3: Provide sewer service within urban growth areas efficiently and at least public cost.**

**Policies:**

- 6.3.1 All new development in the urban area shall be served by a connection to a public sewer system.
- 6.3.2 Develop strategies for the conversion of on-site septic disposal systems to public sewer use in the urban area.
- 6.3.3 New and existing development in the rural area outside of rural centers shall use individual on-site septic disposal systems, unless public sewer is available. New or existing development within designated rural centers may use community septic systems.
- 6.3.4 Installation of new individual or community septic systems shall be subject to the approval of the Southwest Washington Health District (SWWHD). Installation approvals for new septic systems shall include agreements for mandatory future monitoring unless waived by the SWWHD.
- 6.3.5 Require regular inspections of existing on-site sewage disposal systems in wellhead protection areas.
- 6.3.6 Work with the SWWHD to support efforts to establish mandatory sub-surface sewage disposal septic inspection/maintenance programs for existing septic systems, particularly areas needing environmental health guarantees.
- 6.3.7 Expand treatment facilities to meet current and future demand for development within urban areas.
- 6.3.8 Extension of public sewer service shall not be permitted outside urban growth areas, except in cases where there is a documented threat to public health or the environment, or to provide sewer service to public regional park facilities that are outside of but adjacent to an urban growth boundary.
- 6.3.9 Extension of public sewer service beyond city limits shall be prohibited without

annexation or commitments to annexation in the near future.

- 6.3.10 Sewer service plans shall be coordinated with the *20-Year Plan* policies and maps, including urban growth area designations.
- 6.3.11 Discourage new development from relying on forced mains or STEP systems for effluent treatment within the UGA.
- 6.3.12 Require the use of public or community septic systems in areas where soil characteristics limit the use of on-site sewage systems.
- 6.3.13 Provide public education about the potential for groundwater contamination from on-site sewage disposal systems.

**GOAL 6.4: Provide a long-range stormwater management program to minimize impacts from stormwater discharge.**

**Policies:**

- 6.4.1 Maintain clear development review standards for the control of the quantity and quality of storm water discharge from development projects which emphasize on-site retention, treatment and infiltration of run-off to minimize impacts on the established wastewater system and local streams, rivers and lakes.
- 6.4.2 Limit the removal of vegetation during development in order to reduce storm water run off and erosion.
- 6.4.3 Develop and implement comprehensive storm water management plans, including funding provisions, for all watersheds in the county.
- 6.4.4 Develop measures countywide to ensure erosion and sediment control for new development, re-development, and excavation projects.
- 6.4.5 Explore the possible formation of a storm water utility.
- 6.4.6 Develop a watershed protection implementation program with the goals of resolving and preventing deterioration of all local water resources within identified watersheds. The program shall incorporate servicing groundwater protection measures that safeguard drinking water quality, protect surface water quality, insure groundwater

recharge, control urban flooding, enhance wetland habitat, and establish local funding mechanisms for water quality and water resource protection. The program should be implemented according to the following schedule, subject to adjustment:

- a. *Phase I* - Burnt Bridge Creek, 1996. The *Burnt Bridge Creek Watershed Plan* and *Appendices A through G* are hereby adopted and incorporated herein by this reference with the proactive level of service identified as the service level to be provided within the Burnt Bridge Creek Basin.
- b. *Phase II* - Salmon Creek and Lakeshore Watersheds, late 1996.
- c. *Phase III* - Lacamas and Columbia Slope Watersheds, 1997.
- d. *Phase IV* - Whipple, Gee, Allen Canyon and Flume Creek Watersheds, following completion of *Phase III*.
- e. *Phase V* - Lewis River, Washougal and Gibbons Creek Watersheds, following completion of *Phase IV*.

- 6.4.7 Establish a coordinated approach with local jurisdictions to solve both surface water and groundwater.
- 6.4.8 Clark County shall monitor and update the stormwater control ordinance and related policies and standards to implement and enhance stormwater management.

**GOAL 6.5: Coordinate with individual school districts to ensure that school sites and facilities are constructed to meet the educational needs of county residents.**

**Policies:**

- 6.5.1 Schools and related facilities are strongly encouraged to locate within the urban growth areas. Schools may be constructed in the urban reserve area where necessary to serve population growth within and outside of the urban growth boundary if the following conditions are met:
  - a. School sites within the urban reserve area shall be located as close to the

urban growth boundary as possible, preferably within 1/4 mile.

- b. The school district shall demonstrate that the proposed site is more suitable than alternative sites within the existing urban growth area. Suitability includes factors such as size, topography, zoning, surrounding land uses, transportation, environmental concerns and location within the area to be served.
  - c. The school district shall demonstrate that transportation facilities serving the site are adequate to support site generated traffic, including buses.
  - d. The school district shall agree to connect to public water and sewer when they become available. Availability is defined to be within 300 feet of the site without requiring special facilities such as pump stations or capital improvements such as larger pipes to increase capacity of the system.
- 6.5.2 Encourage and work with school districts serving predominantly rural area populations to locate within designated rural centers.
  - 6.5.3 Encourage and work with school districts to allow for shared access of facilities for recreational or other public purposes.
  - 6.5.4 Encourage and work with school districts to maintain and increase efficient delivery of services through non-traditional means such as year round schools, regionally shared facilities and services and maximum use of technology advances.
  - 6.5.5 Provide for the use of School Impact Fees as a funding source for school capital facilities.
  - 6.5.6 *Capital Facilities Plans* for the school districts of Vancouver, Evergreen, Battle Ground, Camas, Washougal, Ridgefield, Hockinson, La Center and Green Mountain shall be adopted by reference through the adoption of the *20-Year Comprehensive Plan*.

**GOAL 6.6: Provide police, fire and emergency medical services**

***efficiently and cost effectively to residents of Clark County.***

***Policies:***

- 6.6.1 Serve as lead agency for the development of a collaborative, countywide public safety services plan by 1997.
- 6.6.2 Encourage interjurisdictional cooperation among law enforcement and corrections agencies to continue to further develop, where practicable, shared service and facility use.
- 6.6.3 Encourage continued and further interjurisdictional cooperation among fire districts where practicable, in areas of mutual aid, sharing of equipment and facilities, and consolidation of districts.
- 6.6.4 Encourage development of community benchmarks and program performance measures to monitor outcomes from public safety efforts.
- 6.6.5 Mobile services such as police, fire, and other services may establish precincts and similar facilities beyond the urban growth area. The level of service provided in such cases should remain rural in nature.
- 6.6.6 Provide for regular fire and building inspections.
- 6.6.7 Continue to provide for animal control services.
- 6.6.8 Encourage resource allocation decisions based on achievement of outcomes rather than simply workload or output measures.
- 6.6.9 Provide for comprehensive origin and cause and complete incendiary and arson fire investigation across jurisdictional and regional boundaries.
- 6.6.10 Develop and implement a comprehensive information management system for all fire, law enforcement, emergency responders, general government, and the general population with interagency use and compatibility.
- 6.6.11 Provide for regional training of fire, law enforcement, and other emergency service providers. Provide educational and training opportunities for identified segments of the population who use emergency services.

- 6.6.12 Identify funding mechanisms with inter jurisdictional participation and cooperation to support regionally delivered programs.
- 6.6.13 Identify and implement comprehensive emergency management plans for all service providers consistent with the elements of the *Comprehensive Plan*.

**GOAL 6.7: Provide solid waste services efficiently and cost-effectively to residents of Clark County.**

**Policies:**

- 6.7.1 Continue implementation of the county's *Solid Waste Management Plan* in order to achieve a 50 percent reduction in the solid waste stream in the next 20 years.
- 6.7.2 Implement mandatory solid waste collection in all or parts of the county, and continue development and implementation of curbside collection of recyclable materials in rural county areas.
- 6.7.3 Continue on-going consideration of the needed balance in solid waste disposal between land filling, incineration and recycling, and consider further reduction measures, such as deposits and product container and packaging bans.

**GOAL 6.8: Facilitate the provision of electricity, natural gas and other services to the residents of Clark County.**

**Policies:**

- 6.8.1 Encourage location of transmission lines within rights-of-way.
- 6.8.2 Maintain policies for the siting of substation facilities.
- 6.8.3 Encourage and coordinate with other agencies in the provision of libraries and social services.
- 6.8.4 Provide for adequate facilities for county government to deliver services to the public.
- 6.8.5 Encourage and coordinate with other utility providers in the provision of electric, gas, telecommunications and cable.

**GOAL 6.9: Develop specific concurrency management standards for incorporation into the development review process, to determine the precise requirements for the timing, funding and circumstances for the provision of concurrent services and facilities.**

**Policies:**

- 6.9.1 Develop direct concurrency requirements for the provision of transportation, water, sewer, and storm water facilities and services.
- 6.9.2 Develop direct or indirect concurrency requirements for school services consistent with existing requirements of *RCW 58.17.110*.
- 6.9.3 Develop provisions ensuring parks and recreation facilities are provided for all developments as specified in *Chapter 8, Parks and Recreation*, of the *20-Year Plan*.
- 6.9.4 Capital Facilities plans for the *Clark County Parks, Recreation and Open Space Element* shall be adopted by reference through the adoption of the Supporting Documentation associated with the *20-Year Comprehensive Plan*.
- 6.9.5 Develop standards or guidelines to determine how the sufficiency of governmental services, including fire protection, law enforcement, solid waste service, telecommunications, electricity, natural gas, government buildings, libraries and other services shall be addressed during the development review process.
- 6.9.6 Services should be provided, and direct or indirect level of service standards should be established, consistent with general service provision levels outlined in *Table 6.15*.
- 6.9.7 Establish a public process to re-evaluate the Land Use Element of the *Comprehensive Plan* upon determination that financing resources are inadequate to provide necessary public facilities and services to implement the plan.

**GOAL 6.10: Ensure that capital facilities and services are provided in as cost efficient manner as possible and are consistent with the land use**

**objectives of the 20-Year Plan and State Growth Management Act.**

**Policies:**

- 6.10.1 Coordinate land use planning and decisions with capital facilities planning and service provision.
- 6.10.2 Encourage and work with utilities, special districts and other service providers to ensure their functional plans are consistent with county level of service standards.

- 6.10.3 Encourage and facilitate inter-jurisdictional cooperation and analysis to assess fiscal and other impacts to service delivery related to annexation.
- 6.10.4 Encourage and facilitate the exploration of shared use of facilities and services between service providers where feasible. Activities to be encouraged range from shared responsibility agreements between police and fire service providers, to development of joint facilities such as schools and parks.

**Table 6.15 General Service Provision Levels**

SERVICE	URBAN	URBAN RESERVE	RURAL	RURAL CENTERS
WATER	Public water for domestic and fire flow.	Coordinate water systems to match future plans, discourage potable wells for individual dwelling units or use of satellite systems.	Private wells	Public water
SEWER	Public sewer	Septic systems with mandatory maintenance and hook-up when sewer is available.	Septic systems	Community septic systems
STORM DRAINAGE	Gutters, pipes, and regional runoff treatment and control facilities.	Plan for future gutters, pipes, and regional storm water treatment and control facilities.	Open conveyance system. On-site treatment and control of runoff.	Regional runoff treatment and control. May have curbs and gutters/ditches.
SCHOOLS	Full range of school facilities.	Plan for full range of future schools.	Limited	Schools should locate in rural centers.
POLICE	Police protection and facilities.	Sheriff services	Sheriff services	Sheriff services with potential for neighborhood headquarters.
FIRE	Fire protection rating of 3 or better; urban fire flow of 1,000 gpm or better.	Fire protection rating of 3 or better; urban fire flow of 1,000 gpm or better.	Fire protection rating of 6 or less; rural fire flow of 500 gpm.	Fire protection rating of 6 or better.
ELECTRICITY	Electricity	Electricity	Electricity	Electricity
PARKS	Neighborhood, community, and regional.	Plan for neighborhood, community, and regional.	Regional parks	Rural centers may have neighborhood parks.
LIBRARY SERVICES	Libraries	Bookmobile	Bookmobile	Bookmobile
GOVERNMENT BUILDINGS	Facilities	Plan for future facilities.	No facilities	Limited facilities
TELECOMMUNICATION	Phone and fiber optic services fully available	Phone available, plan for fiber optic services	Phone available	Phone available, plan for fiber optic services
NATURAL GAS	Available throughout	Available throughout	Available throughout	Available throughout
SOLID WASTE	Weekly collection from customers, mandatory recycling	Centralized collection, mandatory recycling	Centralized collection, voluntary recycling	Centralized collection, mandatory recycling

*gpm = gallons per minute*

*Source: Clark County Department of Community Development.*

- 6.10.5 Encourage compact development patterns which are more easily and efficiently served, rather than less dense development patterns which are more difficult and costly to serve.
- 6.10.6 Within the urban area, encourage and facilitate new development to occur sooner and at greater intensities in areas where necessary services and facilities are already in place and available to serve such development, and to a lesser extent in areas where such facilities are not yet available but can be extended.
- 6.10.7 To encourage maximum use of existing public facilities and services, encourage new and infill development in the urban area to occur at the maximum densities envisioned by the *20-Year Plan*.
- 6.10.8 Pursue true cost pricing service policies and encourage other providers to pursue similar policies, which allocate the full and true cost of connection to and use of facility and service systems to new system users, and do not allocate costs created by systems additions to existing system users.
- 6.10.9 In evaluating land use requests in the rural area, the availability of public water or sewer shall not be considered as providing sole justification, or providing any additional justification in combination with other factors, for applications for development densities beyond those specified by the *20-Year Plan*, or for proposed changes to the plan.
- 6.10.10 Changes to the *20-Year Plan* shall not be approved which impose inordinate additional net costs on mobile, centralized services such as police, fire, emergency services, school busing or solid waste services.
- 6.10.11 In evaluating requests for an extension of urban services or levels of service beyond the urban growth boundary in a manner consistent with the *20-Year Plan*, Clark County shall consider the implications of such an extension for future growth and development patterns. In evaluating requests for changes to the urban growth boundary or other proposals for development beyond the density specified by the *20-Year Plan*, Clark County shall consider implications of such actions for service provision and efficiency of provision.
- 6.10.12 Coordinate with and encourage continued participation of other jurisdictions and service entities with the *Coordinated Water System Plan*, the *Solid Waste Management Plan* and other service plans, where such plans do not conflict with the *20-Year Plan*.
- 6.10.13 Mobile services such as police, fire and other services should locate facilities within the urban area. Precinct or substation facilities may be located in the rural area where necessary to serve rural population, but are encouraged to locate in rural nodes or areas of concentrated development. The level of service provided must be rural in nature only.
- 6.10.14 The county may invest in urban services or require that urban standards be provided through development review by non-residential developments in the rural area if:
- a. It is necessary to remedy threats to public health or safety; or,
  - b. the lead agency can demonstrate that the service extension or the application of urban development standards would yield long-term capital cost savings to the jurisdiction as a whole or the investment would complete an identified system which serves the entire growth area (such as a trail or bicycle network); or,
  - c. there is a need to permit urban service extension to a non-residential development that conforms with the *20-Year Plan*, and serves the public health, safety, and welfare.

## ***STRATEGIES AND IMPLEMENTATION***

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- Implement water conservation techniques at existing county facilities and design new facilities to optimize water conservation.
- Require new large commercial and industrial developments and high water users, such as schools, parks and golf

courses, to implement water reuse and reclamation techniques.

- Revise zoning and subdivision ordinances to encourage design of new development that is consistent with and capable of accommodating the long-term construction of gravity flow sewer systems.
- Maintain a project listing of priority watersheds for basin planning and priority capital improvement projects.
- Endorse and encourage community policing and associated decentralization of police operations to move services closer to areas where services are demanded.
- Encourage and invest in programs and services which provide for partnerships with the community or other entities which help to solve local problems in a cross-disciplinary manner.
- Encourage use of a diversity of resources such as volunteers and civilians where appropriate to improve cost effectiveness of public safety operations.
- Conduct resource allocations based on achievement of outcomes rather than simply workload or output measures.
- Encourage the use of installed fire protection or increased fire resistive construction materials or design and increased use of sprinklers and alarm systems by providing incentives or non-penalties for their use.
- Encourage the development of community oriented police, fire and emergency services programs designed to meet community identified needs.
- Provide increased enforcement and control of illegal dumping.
- Continue consideration of an East County transfer station for solid wastes.
- Protect transmission corridors for energy resources from conflicting development.
- Develop and, if necessary, revise policies consistent with current scientific research regarding electrical magnetic field impacts from high

voltage electrical lines, or other utility transmission or substation facilities with health potential impacts. Such policies should at a minimum provide for notice of potential impacts to prospective residents adjacent or near such facilities.

- Incentive policies may be developed to allow adjustments of impact fees where such adjustments are necessary to provide or encourage the provision of a demonstrable public benefit, provided that public share budgetary implications of such adjustments have been addressed.

### ***CURRENT REVENUE SOURCES FOR CAPITAL PROJECTS***

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**General Fund:** This is the basic operating fund for the city or county that comes from general tax and revenue resources of the jurisdictions. General fund moneys are often used to finance capital improvement projects. The county's general fund should decrease dramatically in the future as cities annex incorporated lands within their UGAs.

**Additional Voter Approved Financing:** Voter approved financing is debt financing through voter approved bonds and levies which are funded with property tax revenues. Bonds require a 60 percent voter approval, levies require a simple majority. Both bond and levy financing are described below.

**General Obligation Bonds:** The cities or county can raise revenues for major capital projects by selling tax-exempt municipal bonds and incurring debt. Bonds are basically loans from investors who are paid interest in return for their investment. The jurisdiction uses its property tax revenues to make its interest and principal payments on the bonds.

The State of Washington limits the amount of debt that jurisdictions can incur. It does so by limiting the amount of taxable property (measured by the property's assessed value) that can be committed to pay off debt. In the State of Washington, jurisdictions are authorized to incur, with a 60 percent majority of voter approval, 2.5 percent of their assessed valuation in general obligation debt for general purposes, 2.5 percent for utility related capital expenditures, and 2.5 percent for parks and open space acquisition.

Of the 2.5 percent allowed for general purposes, a jurisdiction may commit 0.75 percent without a vote of the people. This is known as limited general obligation. An additional 0.75 percent can be incurred to pay for long-term leases.

**Property Taxes:** The cities and county can raise money for general or specific purposes by increasing property taxes through property tax levies. The State of Washington has an annual 106 percent lid on property taxes. However, with a simple majority of voter approval, cities and counties can increase the lid and levy an additional tax on property for a specified length of time ranging from one to 10 years for a specified purpose.

**Intergovernmental Revenues:** The county and cities receive grants and matching funds for major capital projects. These revenues come from the state and federal governments for specific projects. Some examples include the *Centennial Clean Water Fund*, the *Water Pollution Control State Revolving Fund* and *Community Development Block Grants*.

**Fees and User Charges:** The *GMA* provides cities and counties the authority to implement a variety of taxes for use in mitigating the impacts of growth on capital facilities. User charges and developer fees are designed to recoup the cost of providing public facilities or services by charging all or a portion of the fee to those who benefit from such services. As a tool for affecting the pace and pattern of development such fees may vary for the quantity and location of services provided. Examples include impact fees, utility taxes and special assessment fees.

**Lease Purchase:** The city and counties can engage in lease purchase agreements for purchasing major equipment like fire trucks or 9-1-1 communications systems. There are a number of reasons, besides current market conditions, which make lease purchase agreements attractive. A primary advantage is leasing a building with an option to buy eliminates the need for the jurisdiction to issue bonds to build a facility. The lease payments are not considered as debt service and thus do not detract debt capacity. Since there is no obligation to buy, the jurisdiction can move as growth occurs. A potential disadvantage is that the lease purchase payments can cost more than current rents. A lease purchase agreement does not require voter approval.

**Timber Excise Tax:** The county and other local taxing districts (excluding cities) can enact a local timber excise on private timber at a rate of 4 percent, which is allowed as a credit against the State tax.

## ***POTENTIAL NEW REVENUE SOURCES FOR CAPITAL PROJECTS***

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In addition to current revenue sources, there are a number of other financing options that could potentially be used for capital projects. A brief discussion of some potential sources is conducted below.

**Mandatory Dedications or Fees in Lieu of:** The city or county may require, as a condition of plat approval, that subdivision developers dedicate a certain portion of the land in the development or a equivalent fee in lieu of dedication be used for public purposes, such as roads, parks or schools.

**Impact Fees:** Several cities and counties in the region impose fees on developers to finance parks, schools and roads through the provision of the *GMA*. These impact fees are assessed on the construction of new homes and other buildings. The fees must reflect the costs of providing capital facilities needed to serve the new development. Some local school districts and jurisdictions in Clark County currently use impact fees to finance their capital facilities. This would be a new source for the county.

**Special Assessment Districts:** Special assessment districts implement financing methods for capital facilities which require partial or complete financing by entities other than the jurisdiction. These financing alternatives include those that require financial participation by the existing property owner or developers. Special assessment bonds are restricted to uses related to the purpose for which the district was created. Most typical types of districts include Local Improvement Districts, Road Improvement Districts and Utility Local Improvement Districts.

**Growth Induced Tax Revenues:** This revenue raising technique would divert some of the incremental tax revenue generated by new growth into a capital fund so that it could be used to finance infrastructure improvements necessary to support growth. For example, a certain percentage of the increment in property tax revenue generated by new growth could be

diverted for a specific number of years into a special capital projects fund. Money in that fund would be restricted to use for growth related capital project.

**Regional Tax Base Sharing:** Regional tax base sharing is a technique for redistributing local government revenues among jurisdictions in a metropolitan area. It generally involves placing a portion of the growth-related tax revenues collected by each jurisdiction into a pool, and then redistributing the pooled revenue among the jurisdictions according to a specified formula. The redistribution formula attempts to address fiscal imbalances or inequities that result from such factors as the inequity in tax generating capacity and public costs among jurisdictions, the unequal distribution among jurisdictions of public facilities that serve the regional population (i.e., the Salmon Creek Wastewater Treatment Plant) and the concentration of both high and low tax generating users in specific jurisdictions. Tax base sharing is not widely used in the United States.

**System Development Charges:** May be used for storm water control and treatment facilities. Authorized under *RCW 36.94*.

**Storm water Utility:** Requires a basin plan to be adopted by Board of County Commissioners similar to existing Burnt Bridge Creek Utility. Authorized by *RCW 36.89* and *36.94*.

**Voter Approved Real Estate Excise Transfer Taxes:** In addition to the one-half-of-one percent of Real Estate Excise Transfer (REET) tax authorized by the State Legislature, cities and counties authorized to plan under *GMA* may also ask voters to approve additional REET taxes for planning and for open space acquisition.

**Conservation Futures:** The Conservation Futures levy is provided for in *Chapter 84.34* of the *Revised Code of Washington*. Boards of County Commissioners may impose by resolution a property tax up to six and one-quarter cents per thousand dollars of assessed value for the purpose of acquiring interest in open space, farm, and timber lands. The Board of Clark County Commissioners adopted the Conservation Futures levy in October 1985. Conservation Futures funds may be used for acquisition purposes only. Funds may be used to acquire mineral rights and leaseback agreements are permitted. The statute

prohibits the use of eminent domain to acquire property.

**Real Estate Excise Tax:** *Chapter 84.46* of the *Revised Code of Washington* authorizes the governing bodies of counties and cities to impose excise taxes on the sale of real property within limits set by the statute. The authority of counties may be divided into four parts.

1. The Board of Commissioners may impose a real estate excise tax on the sale of all real property in unincorporated parts of the county at a rate not to exceed 1/4 of 1 percent of the selling price to fund "local capital improvements," including parks, playgrounds, swimming pools, water systems, bridges, sewers, etc. Also, the funds must be used "primarily for financing capital projects specified in a capital facilities plan element of a comprehensive plan . . ." This tax is now in effect in Clark County.
2. The Board of Commissioners may impose a real estate excise tax on the sale of all real property in the unincorporated parts of the county at a rate not to exceed 1/2 of 1 percent, in lieu of a five-tenths of one percent sales tax option authorized under *RCW 82.14.040 (2)*. These funds are not restricted to capital projects. The statute provides for a repeal mechanism. However, this levy is not available to Clark County, because it has implemented a portion of its discretionary sales tax option.
3. In counties that are required to prepare comprehensive plans under the new *Growth Management Act*, Boards of Commissioners are authorized to impose an additional real estate excise tax on all real property sales in unincorporated parts of the county at a rate not to exceed 1/4 of 1 percent. These funds must be used "solely for financing capital projects specified in a capital facilities plan element of a comprehensive plan." This taxing option is not yet in effect in Clark County.
4. With voter approval, Boards of Commissioners may also impose a real estate excise tax on each sale of real property in the county at a rate not to exceed 1 percent of the selling price for

the specific purpose of acquiring and maintaining "local conservation areas."

**Real Estate Excise Tax - Local Conservation Areas:** With voter approval, Boards of County Commissioners may impose an excise tax on each sale of real property in the county at rate not to exceed one percent of the selling price for the purpose of acquiring and maintaining conservation areas. The authorizing legislation (RCW 82.46) defines conservation areas as

"land and water that has environmental, agricultural, aesthetic, cultural, scientific, historic, scenic, or low-intensity recreational value for existing and future generations..." These areas include "open spaces, wetlands, marshes, aquifer recharge areas, shoreline areas, natural areas, and other lands and waters that are important to preserve flora and fauna."

# CHAPTER 7

## ECONOMIC DEVELOPMENT ELEMENT

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### **INTRODUCTION**

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The 1990 Washington State Growth Management Act (GMA) established the following statewide economic development goal:

*“Encourage economic development throughout the state that is consistent with adopted comprehensive plans; promote economic opportunity for all citizens of the state, especially for unemployed and disadvantaged persons; and encourage growth in areas experiencing insufficient economic growth all within the capacities of the state's natural resources, and local public services and facilities.”*

Clark County and the Columbia River Economic Development Council (CREDC) worked closely together in preparing this element of the 20-Year Plan. They are among many local organizations serving the community which continue to work together to encourage quality growth within the region and foster its economic well-being.

The following statement reflects the course set by the *Growth Management Act*, and consolidates and summarizes the perspectives of the county and CREDC on economic development:

*To foster economic growth and prosperity through comprehensive planning aimed at diversifying economic activities and integrating the County's economy with that of the region's; and to enhance the standard of living and provide diversified job opportunities with wage levels that exceed the national average.*

The condition of the region's economy is one of many important factors that influences the overall condition of the community. The *Economic Development Element* of the plan includes an array of development goals, policies and initiatives aimed at promoting those characteristics of the economy which

advance the community's broader vision as expressed in the plan.

The *GMA* suggests two options for including an economic development strategy within the 20-Year Plan. The approach may be addressed in each of the mandatory plan elements, or it may be expressed within a separate Economic Development element of the 20-Year Plan. Under either format, economic development policies must be coordinated and consistent with the policies relating to other subjects addressed in the 20-Year Plan. Clark County has chosen to build and clearly articulate its economic development strategy in a separate element of the 20-Year Plan.

### **RELATIONSHIP TO OTHER ELEMENTS OF THE COMPREHENSIVE PLAN**

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Economic development planning cannot be conducted in isolation. The economy plays a vitally influential role in determining whether or not the broad array of objectives and the long range vision for the regional community will be realized.

Economic development programs may not be successful without supporting land use, transportation and capital facility initiatives. Therefore, the intent is to formulate a broad network of interdependent policies within those elements that are mutually supportive. The *Economic Development Element* has been designed as an integral part of the County's *Comprehensive Plan*. Recognizing the reciprocal benefits derived from strategies based on well coordinated policies, Clark County has ensured that its economic development initiatives are members of a complementary network of *Comprehensive Plan* policies. They support other goals expressed in the plan and the long-range vision for the regional community.

A diverse assortment of public agencies and private interests significantly influence the economy and determine the success of an

economic development program. Because their activities influence the location and timing of economic investment or furnish resources to realize development projects, they are stakeholders in the *20-Year Plan*. Recognizing the importance of their involvement in the planning program, the county encouraged representatives from a variety of public and private agencies, organizations and interest groups to participate in the development of the plan from the outset of the planning process. Individual members of this broad-based team had an opportunity to express their ideas on a variety of economic development subjects and, after identifying key issues and rigorously discussing alternative courses of action, reached consensus on policy proposals.

Another reason for involving a wide variety of public and private stakeholders in the planning process was to minimize inconsistent approaches to economic development. If inconsistencies and conflicts are not addressed early on, they will reemerge in, for example, land use regulation, or after development has been permitted. Therefore, the stakeholders in the plan participated in the formulation of economic development goals and policies, and strategies to implement the plan.

Special efforts were made to involve local governmental agencies in the planning process, particularly the larger units of general purpose local government that have growth management planning responsibility. The county's economic development policies reflect the regulatory responsibilities and development interests of these agencies. Likewise, these jurisdictions are encouraged to take the county's interests and responsibilities into account in formulating their policies.

This element includes background statistics supporting the county's economic development plan. It summarizes existing conditions in Clark County and other information. It focuses on the local economy, employment patterns and growth management related issues. A more detailed assessment of the existing economic base in Clark County is included in the *Resource Document*.

Additionally, this chapter also contains the goals and policies related to economic development in Clark County. Other elements of the *20-Year Plan*, such as Housing, Transportation, Land Use and Capital Facilities, also contain goals and policies which are related to economic development.

## ***BACKGROUND AND EXISTING CONDITIONS***

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The purpose of the *Economic Development Element* is to set forth the framework and guidelines by which a balanced and stable economic base will be pursued. In formulating future plans, the county recognizes that a strong and diversified local economy is important both for a community's identity and its tax base. The *Resource Document* contains a detailed discussion of the assessment of the existing economic base in Clark County and provides macroeconomic trends at the national, regional and county level. This section summarizes the existing information on the historical and existing employment patterns, evaluation of current and projected socioeconomic trends and characterization of these issues as a basis for the policies contained in the next section.

### ***The Area And Its Economy***

Clark County, located in the southwestern portion of the state, is one of the most rapidly developing of Washington's 39 counties. In 1980, its 192,227 residents accounted for 4.7 percent of the state's population. As of April 1993, the county's population had grown to 269,500 people, representing 5.1 percent of the statewide total.

The southwestern portion of the county contains the largest share of the population, reflecting Clark County's traditional orientation toward the Columbia River and the Portland metropolitan area. Clark County is one of five counties included in the Portland Consolidated Metropolitan Statistical Area (CMSA). The other four are Washington, Clackamas, Multnomah and Yamhill Counties, all in Oregon. Clark County's share of the metropolitan population has increased from 12.8 percent in 1970 and 15.5 percent in 1980, to 16.1 percent in 1990. In 1992, the metropolitan area population was 1,566,200 with Clark County representing 16.4 percent of the metropolitan total.

Economic expansion, as represented by employment growth, is directly linked to increases in population, and number of households and educated workforce. The educational attainment of the resident population for Clark County in comparison with the entire metropolitan area indicates that the county has a relatively high proportion of

high school graduates and persons who have completed some college.

The availability of employment opportunities allows the area to attract and retain working-age residents. Consistent with historical and projected population trends, Clark County is projected to experience the fastest level of household growth in the metropolitan area. Clark County is expected to add roughly 60,000 new households during the next 20

years reflecting a 2.3 percent average annual growth rate. The growth in both population and households provide an indication of the persons entering the labor force.

According to the Bureau of Labor Statistics, Washington State's labor force participation rate for females in 1988 was 59.5 percent in contrast to 51.3 percent in 1980. Male participation rates fell from 77.7 percent in 1980 to 74.1 percent in 1988.

**Table 7.1 Percentage of Population 16 and Over in the Labor Force in Clark County, 1970-1990**

1970		1980		1985		1988		1990	
MEN	WOMEN								
78.6	39.6	77.7	51.3	75.0	53.9	74.1	59.5	76.9	56.7

In Clark County, women continue to enter the labor force in greater numbers. The growing labor force participation of women is in line with the national trend. Reasons for this trend include the lower birthrate for the past 15 years, the fact that more women are single (they marry later and are more likely to be divorced), the need for two family incomes to keep pace with inflation, the increasing education of women (the more education a woman has, the more likely she is to work) and, finally, increased career opportunities in the number of jobs typically held by women.

### **Employment Trends**

During the 1980s, the Portland-Vancouver metropolitan area was hit by a recession, followed by a period of economic recovery. These events have produced changes in types and locations of jobs. The period of recession from 1980 to 1983 reduced the total number of jobs in the region by over 40,000. Covered employment in the Portland PMSA reached a pre-recession high of 502,240 workers in 1980. Employment levels in the Portland CMSA did not surpass the 1980 peak employment rate until 1986. Covered employment in the Vancouver CMSA (Clark County) reached a pre-recession high of 51,699 in 1981. Clark County recovered more quickly than the rest of the region, surpassing its 1981 peak employment rate by 1983. However, the national recession which started in 1990 began to be felt in Clark County in 1991, with 0.01 percent employment growth experienced from 1990-1991.

Over the past several years the resident labor force changed in response to the local economies. Clark County's wage and salary employment was up by 52.2 percent (+27,620) over the 1980 through 1990 period, while the state's work force increased by 27.2 percent (+437,000). Employment growth in Clark County from 1991 to 1992 was a 2.3 percent gain. The Portland CMSA (Clackamas, Multnomah, Washington and Yamhill Counties) played an important role in Clark County's economic picture. Located across the Columbia River from each other, the intertwined economies of both areas provided a beneficial relationship for Clark County.

Although the Portland PMSAs recovery from the 1982 recession was much slower than Clark County's, the 1980-1990 labor force growth rate for the Portland CMSA was a positive 22.2 percent (+115,900). Employment growth in the Portland CMSA from 1990 to 1991, however, was slight, up by less than 1.0 percent (+1,200), reflecting the effects of the 1990-1991 national recession on the regional economy.

Table 7.2 illustrates the percentage of total unemployment for Clark County and other selected areas. The table indicates that total unemployment was predominantly higher in Clark County than either Portland PMSA or the United States, but overall was lower than the state of Washington unemployment rate. The unemployment rate for the county since 1970 has fluctuated between 4.9 percent and 11.9 percent. The annual unemployment rate was 6.6 percent for 1991.

**Table 7.2 Percentage of Total Unemployment of Clark County Residents and Selected Areas, 1980-1992**

YEAR	UNITED STATES	STATE OF WASHINGTON	PORTLAND PMSA	CLARK COUNTY
1980	7.1	8.6	6.2	6.7
1981	5.8	9.6	6.9	7.4
1982	9.5	12.1	10.1	11.9
1983	9.5	11.2	10.1*	11.1
1984	7.5	9.5	7.9*	9.7
1985	7.3	8.1	8.0*	8.5
1986	7.0	8.2	7.2	8.8
1987	6.2	7.6	5.3	7.8
1988	5.4	6.2	4.8	5.8
1989	5.3	6.2	4.5	5.9
1990	5.5	4.9	4.2	4.9
1991	6.8	6.3	4.7	6.6
1992	7.4	7.5	6.4	7.7

\*The Portland PMSA, as of April 30, 1983, includes Multnomah, Washington, Clackamas and Yamhill Counties. The original PMSA included Clark County and excluded Yamhill County.

Source: Oregon and Washington State Departments of Employment Security, US Department of Labor, Bureau of Labor Statistics. Scott Bailey, Labor Market Analyst, March 1992.

Table 7.3 highlights the actual growth in employment for both the Portland PMSA and Clark County. Clark County had a total of 51,011 covered workers in 1980. In 1990 this had grown by 26,825 jobs to 77,836 jobs, a

52.6 percent increase within the county. This represented 19.1 percent of the Portland-Vancouver CMSA regional employment growth (Table 7.3).

**Table 7.3 Portland-Vancouver CMSA Regional Employment Growth, 1980-1990**

AREA	EMPLOYMENT			PERCENT REGIONAL EMPLOYMENT SHIFT AND GROWTH, 1980-1990		
	1980		1990		CHANGE 1980-1990	
	NUMBER	(%)	NUMBER			(%)
PORTLAND PMSA						
MULTNOMAH COUNTY	333,150	(60.2%)	372,900	(53.7%)	+39,750 (+11.9%)	28.3%
WASHINGTON COUNTY	2,000	(16.6%)	134,300	(19.4%)	+42,300 (+46.0%)	30.1%
CLACKAMAS COUNTY	60,700	(11.0%)	88,350	(12.7%)	+27,650 (+45.6%)	19.7%
YAMHILL COUNTY	16,390	(3.0%)	20,410	(2.9%)	+4,020 (+24.5%)	2.9%
TOTAL PORTLAND PMSA	502,240	(90.8%)	615,960	(88.8%)	+113,720 (+22.6%)	81.0%
VANCOUVER PMSA - CLARK COUNTY	51,011	(9.2%)	77,836	(11.2%)	+26,825 (+52.6%)	19.1%
TOTAL PORTLAND-VANCOUVER CMSA	553,251	(100.0%)	693,796	(100.0%)	+140,545 (+25.4%)	100.0%

Sources: "Oregon Covered Employment and Payrolls," Research and Statistics Section, Oregon Employment Division, September 1991

"Portland Metropolitan Labor Trends," Oregon Employment Division, October 1991.

"Employment and Payrolls in Washington State by County and Industry." Washington State Employment Security, 1990 Annual Averages February 1992.

In discussing the structure of Clark County's economy, the importance of the Portland CMSA cannot be overlooked. As illustrated in *Table 7.4*, a substantial number of the residential labor force in Clark County depends on Oregon's portion of the metropolitan area for employment.

Employment growth was slow in the first part of 1992 but accelerated rapidly in the last half of the year, for an average of 2.3 percent. A large expansion at the Hewlett-Packard printer plant, plus a modest recovery in the US economy, boosted manufacturing employment. Continued strong population growth kept construction at high levels and led to expansion in retail, services, and government jobs.

**Table 7.4 Employment Commuters - Clark County**

	1960	1970	1980	1990
ALL JOBS	32,309	48,836	78,890	110,967
FROM CLARK COUNTY TO OREGON	5,822	12,183	21,960	36,676
PERCENT OF ALL WORKERS	18.0%	26.0%	27.8%	65.3%
FROM OREGON TO CLARK COUNTY	1,646	4,246	5,159	9,710

Sources: 1970 US Census

1980 US Census, *Social and Economic Profiles for Clark County*

1990 US Census

*Table 7.5* compares the percentage of jobs within each employment sector between the county and state. Clark County has more manufacturing employment because of investments in high tech firms, and a relatively small decline in its established manufacturing base. The county also has more construction employment due to its rapid population growth. Employment in retail trade employment is slightly lower because of seepage of retail dollars to Portland due to their lack of a sales tax. The county has fewer transportation and utility jobs in part because some major utilities are classified in government. Historically, the Pacific Northwest economy has been based on natural resources, deriving most of its income from agriculture, lumber, and wood products. On the other hand, the Portland-Vancouver metropolitan area economy has become diverse. Over time, resource industries have shrunk in economic importance within the geographic limits of the metropolitan area. The Pacific Northwest economy as a whole continues to be more dependent upon wood products than has the Portland-Vancouver metropolitan area. In fact, direct employment in the lumber and wood products sector has historically constituted only two percent of the metropolitan area's

labor force, and currently represents roughly one percent of total employment.

Nevertheless, resource industries will continue to be of significant importance to the metropolitan economy, at least indirectly. The metropolitan area, as the distribution hub for much of Oregon, southern Washington, and northern Idaho, is partially dependent upon the economies of these areas, which in turn are dependent upon agricultural and wood products. The strength of the national and international markets for farm and forest products affects demand for transportation, warehousing, wholesaling, and related services within the metropolitan area.

Consistent with national norms, the Portland-Vancouver metropolitan area's manufacturing sector represents roughly 17.0 percent of all wage and salary employment. Lumber and wood products, paper products, electronic and primary metals are the manufacturing sectors with the most disproportionate representation in the local economy. With the exception of these sectors, manufacturing industries have remained relatively small. Additional data on this subject is available in the *Resource Document*.

**Table 7.5 Employment Commuters - Clark County**

EMPLOYMENT SECTOR	WASHINGTON STATE (1992)	CLARK COUNTY (1992)
MANUFACTURING	15.6%	20.1%
CONSTRUCTION AND MINING	5.5%	7.6%
TRANSPORTATION AND PUBLIC UTILITIES	5.1%	3.9%
WHOLESALE AND RETAIL TRADE	24.3%	23.1%
FINANCE, INSURANCE, AND REAL ESTATE	5.4%	5.5%
SERVICES AND MISCELLANEOUS	25.0%	21.8%
GOVERNMENT	19.1%	18.0%
TOTAL	100.0%	100.0%

Source: Washington State Department of Employment Security: Scott Bailey, Labor Market Analyst, March, 1992.  
 Washington State Department of Employment Security: *Washington Labor Market*, August 1992.

The stagnant growth experienced during 1991 was largely due to a significant loss of manufacturing and construction employment in the Portland metropolitan area. Strong growth in the government and finance, insurance, and real estate (F.I.R.E.) sectors was offset by a sharp decline in manufacturing and construction employment. The largest job losses occurred in lumber and wood products, a sector hard hit by limits to its supply which is attributable to environmental concerns, as well as reduced construction activity.

As part of the Portland-Vancouver metropolitan area, Clark County's growth potential is linked to expansion of the regional economy, as well as the county's relative share of realized growth. Currently a net exporter of labor to the remainder of the metropolitan area, the county can greatly decrease the share of residents commuting out of the county over the next twenty years by capturing an increasing share of regional employment growth and through expansion of the local employment base, often termed a job/housing balance.

There are several large employers in Clark County. These firms are located throughout the county, with the majority of the industries concentrating in the Vancouver/Clark County urban area. The top five major employers are Hewlett-Packard with 2,200 persons employed in 1993, James River, 2,000; Vancouver School District, 1,650; Evergreen School District,

1,600; and Southwest Washington Hospitals, 1,394.

### **Income Profile**

Personal and household income are closely related to the type of employment opportunities. Industries that pay low wages (e.g., restaurants, department stores) result in households with lower incomes. Income in turn affects the type of retail commercial and housing required to meet the needs of a lower income population. There are two measures of income; personal and household. Personal income is an indicator of the types of jobs available in the community and whether the income from one worker will be enough to support a whole family. Historic trends in personal income in nominal and constant dollars are shown in *Table 7.6*. Although the nominal amounts increased, real personal income declined in Clark County between 1970 and 1990.

Household income increased slightly over the same period, as shown in *Table 7.7*. However, this is likely a result of the increased number of households with two or more workers. Household income is also a good indicator of the price of housing needed in an area. As a rule of thumb, a household can afford to buy a house costing three times its gross annual income, or to rent at no more than 30 percent of gross monthly income.

**Table 7.6 Mean Per Capita Personal Income, 1970-1990**

JURISDICTION/ AREA	1970		1980		1990	
	NOMINAL	CONSTANT	NOMINAL	CONSTANT	NOMINAL	CONSTANT
CLARK COUNTY TOTAL	\$3,742	\$3,742	\$9,790	\$4,347	\$16,790	\$5,104
BATTLE GROUND	NA	NA	\$5,858	\$2,601	\$10,866	\$3,303
CAMAS	\$3,253	\$3,253	\$7,778	\$3,453	\$13,010	\$3,955
LA CENTER	NA	NA	\$5,852	\$2,598	\$9,540	\$2,900
RIDGEFIELD	NA	NA	\$5,994	\$2,661	\$11,250	\$3,420
VANCOUVER	\$3,438	\$3,438	\$7,585	\$3,368	\$12,606	\$3,832
WASHOUGAL	\$3,132	\$3,132	\$6,725	\$2,986	\$11,239	\$3,417
WOODLAND (PARTIAL)	NA	NA	\$7,849	\$3,485	\$21,901	\$6,658
YACOLT	NA	NA	\$5,527	\$2,454	\$9,755	\$2,966
WASHINGTON STATE	\$3,370	\$3,370	\$8,073	\$3,584	\$14,923	\$4,537
PORTLAND/ VANCOUVER METRO	\$3,512	\$3,512	\$8,335	\$3,701	\$15,235	\$4,631

Note: Constant equals 1970 dollars and nominal does not imply actual income. These figures are based on city limits

NA: Not Available

Source: US Bureau of the Census, Washington Employment Services, and Intergovernmental Resource Center. 1992

**Table 7.7 Median Household Income Trends, 1970-1990**

JURISDICTION/ AREA	1970		1980		1990	
	NOMINAL	CONSTANT	NOMINAL	CONSTANT	NOMINAL	CONSTANT
CLARK COUNTY TOTAL	\$10,195	\$10,195	\$18,959	\$8,418	\$31,800	\$9,667
BATTLE GROUND	NA	NA	\$14,312	\$6,355	\$24,256	\$7,374
CAMAS	\$8,596	\$8,596	\$17,525	\$7,781	\$28,576	\$8,687
LA CENTER	NA	NA	\$15,833	\$7,030	\$24,750	\$7,524
RIDGEFIELD	NA	NA	\$14,052	\$6,239	\$26,992	\$8,206
VANCOUVER	\$8,009	\$8,009	\$13,574	\$6,027	\$21,552	\$6,552
WASHOUGAL	\$7,444	\$7,444	\$14,301	\$6,350	\$25,463	\$7,741
WOODLAND (PARTIAL)	NA	NA	\$10,938	\$4,856	\$28,906	\$8,787
YACOLT	NA	NA	\$13,681	\$6,074	\$18,194	\$5,531
WASHINGTON STATE	\$8,171	\$8,171	\$18,367	\$8,155	\$31,183	\$9,480
PORTLAND/ VANCOUVER METRO	\$8,378	\$8,378	\$18,423	\$8,180	\$30,499	\$9,272

NA: Not Available

Note: Constant equals 1970 dollars, and nominal does not imply actual income. These figures are based on city limits.

Source: US Bureau of the Census. 1992

### **Industrial and Commercial Land Analysis**

The industrial and commercial land demand and supply has a direct impact on the present and future employment base. Population estimates for Clark County project a significant

increase over the next twenty years. Maintaining the present jobs/population ratios will require a proportionate amount of usable industrial property to maintain a strong tax base.

The industrial land inventory revealed that Clark County's entire industrial land base is approximately 12,000 acres. The categorizing of all industrial lands based on the recommended criteria revealed that the county has approximately 1,200 acres of *prime* industrial land available for development. Prime is defined as immediately available industrial land of sufficient size that is vacant, properly zoned, served with adequate infrastructure, and free of land use and environmental conflicts. There is a need for a total of at least 3,000 acres of prime industrial to meet anticipated industrial development demand over the next 20 years, given employment density, current rate of land absorption and market factor.

In order for land to be readily available for industrial development, it must be designated for industrial use and served by public facilities adequately sized for industrial development. Road, sewer, water, and storm drainage systems are among the important public facilities which need to be in place providing urban levels of service to support industrial development.

The pace of retail and office development activity has accelerated in the last several years. Estimates for land requirements for commercial is approximately 2,500 acres in the urban area to meet expected demand over the next 20 years.

### ***Market Factors Influencing Economic Growth***

The existing economic conditions summarized in this section, indicate broad potential for economic development in Clark County. However, it is recognized that various factors may hinder or impede the progress of development and the achievement of a state of economic viability. For instance, the pace of industrial, commercial and residential development within the county will be dependent on the economic prospects of the entire Portland-Vancouver metropolitan area. Continued growth of the Portland metropolitan area seems assured for the foreseeable future; however, the pace of growth is dependent upon significant regional planning decisions and the ability to capitalize on a combination of domestic and Pacific Rim markets.

The Portland-Vancouver metropolitan area may not regain the number of manufacturing jobs it had in the late 1970s. The shift from

traditional manufacturing jobs to service employment is likely to continue. As a result, the total Clark County employment forecast could be impacted. It is important to note there is an implication that further expansion of the labor force could be constrained by a shift in demographics, due to the forecasted aging of the county's population. These shifts are due to the fact that virtually all of the baby-boomers who will work are now in the labor force and the age cohort coming in behind is significantly smaller. Labor force participation rate tends to be highest where age is concentrated between 20 and 55 years and education levels are higher than average.

Another factor effecting the economic viability of the county is the ability to develop the industrial lands that have been identified. A major stimulus to long-term growth of the county is its location relative to the region. The Portland Metropolitan area attracts industry to the region but in order to locate in the county, adequately serviced and readily available land is needed. The biggest potential concerns could be the funding of infrastructure and jurisdictional questions between the land use planning and regulatory functions of Clark County and the water/ sewer service functions of the cities.

The county's economic development planning objectives are sensitive to local planning objectives. This *Chapter* of the *20-Year Plan* endeavors to coordinate the availability of land for economic activities with scheduled urban service expansions set forth in local plans. For instance, efforts are being made to reserve industrial land in certain locations within or adjacent to urban areas as local jurisdictions plan public facility improvements for these properties, in anticipation of future demand for industrial land.

In summary, as part of the Portland-Vancouver metropolitan area, Clark County's potential is linked to expansion of the regional economy, as well as the county's relative share of realized growth. Employment growth is the primary determinant of population and household growth, and serves as the predominant economic indicator of future demand for office and industrial space. Currently, Clark County is a net exporter of labor to the remainder of the metropolitan area.

Consistent with historical and projected population trends, Clark County is projected to experience the fastest level of household growth in the metropolitan area and should

lead to continued employment growth. Real wages (average annual wages adjusted for inflation) for jobs located in Clark County have experienced a steady decrease since 1971. Wages have dropped significantly in real terms for virtually all industrial sectors, with the exception of the finance, insurance, and real estate sector. The average Clark County worker thus suffered a net loss in earning power.

Declining wage rate and net income, when compared to the increase in real cost for housing, represent a negative trend. The emphasis in economic development activity should focus on increasing employment opportunities in sectors which pay significantly more than minimum wage.

The combination of a healthy regional economy and Clark County's emergence as the fastest growing area in population and employment could generate rapid, if not explosive, development opportunities for the foreseeable future. The following section addresses goals, public policies and strategies which will influence both the timing and character of future development in Clark County.

## ***GOALS AND POLICIES***

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The *Community Framework Plan* contained a series of countywide and framework plan policies for economic development. The intent of this *Economic Development Element* is to build on the policies already in place, provide more specific direction for implementation of economic development goals, and coordinate with other elements of the comprehensive plan.

This *Chapter* of the *20-Year Plan* includes an array of development goals, policies and initiatives aimed at promoting those characteristics of the economy which advance the community's broader vision as expressed in the plan. Other economic development considerations to be addressed in the *20-Year Plan* include:

- strategies to improve the economy are identified which take into account the economic development strengths and weaknesses of the region;
- economic issues facing the county are discussed and direction is provided regarding public policy that will ensure informed and cost effective capital facility investments;

- compromise and consensus on issues are encouraged among community leaders who represent diverse interests, perhaps resulting in cooperation among parties in undertaking development projects;
- locations and situations in which economic activity will be encouraged are indicated as matters of policy, lending predictability to the actions of public agencies having land use regulatory responsibility; and,
- efforts are made to protect prime industrial lands from being consumed by competing uses.

The term *high wage jobs* represents a common theme underlying many of the economic development goals, policies and strategies. This *Economic Development Element* is premised on an understanding that there are three ways to move towards the *overriding benchmark* of high wage jobs in Clark County:

- create *new jobs* that pay above the current average wage and salary level for Clark County residents;
- upgrade *existing jobs* by increasing worker proficiency and productivity to justify pay increases for an in-place local labor force; and,
- provide *job opportunities* for the unemployed or under-employed that offer incomes greater than payments currently available through existing public assistance programs.

Population and economic growth generates a continuum of employment opportunities, from comparatively low paying, entry level, temporary and/or part-time jobs to higher paying, full-time, permanent positions that often require more specialized technical, professional or managerial skills.

Growth of low paying and part time jobs, increasingly retail/service sector oriented employment, is consistent with international and domestic trends that will likely continue independent of local economic development policies and strategies. However, local policies can be targeted to encourage a *better balance* of job opportunities to equal or surpass statewide and national economic conditions. Because wages in Clark County are currently below state and national averages, achieving this better balance will require emphasis on

encouraging a greater proportion of high wage jobs than are currently represented in the local economy. Increasing the average wage or income level also requires a local workforce of sufficient quantity and quality to attract *high wage* employers to locate in Vancouver/Clark County, and encourage existing *high wage* employers to stay and expand. Linking the economic development objective of *high wage* jobs to growth management and comprehensive planning represents a significant challenge for public agencies, businesses and residents.

**GOAL 7.1: Assure that annual wage rates are parity with the Washington state average and parity with or exceeding the U. S. average annual wage.**

**Policies:**

- 7.1.1 Encourage long-term business investments that generate net fiscal benefits to the community, protect environmental quality, and are consistent with the objective of higher wage jobs for Clark County residents.
  - 7.1.2 Support retention and expansion of existing firms, and recruitment activities for businesses of all types and sizes which demonstrate a commitment to protecting the environment and enhancing quality of life throughout the community.
  - 7.1.3 Encourage public and not-for-profit partnerships with private business interests in affecting economic development projects that would not otherwise occur without the cooperation of all sectors.
  - 7.1.4 Promote a diverse economic base, providing economic opportunity for all residents, including unemployed, under-employed and special needs populations.
  - 7.1.5 Provide priority assistance to employers who pay an above average wage and thereby improve the community's standard of living.
  - 7.1.6 Encourage the recruitment of new business employers who hire local residents, including firms that will provide long-term employment to a greater proportion of local residents who are currently employed outside of Clark County.
- 7.1.7 Participate with local municipalities and citizen groups to adopt common benchmarks that will be used to measure the county's overall economic viability.
  - 7.1.8 Encourage private sector, market-based investments and business activities with public sector investment focused on achieving goals and policies that require public/private cooperation.

**GOAL 7.2: Assure an adequate supply of prime industrial sites to meet market demands for industrial development over the planning horizon.**

**Policies:**

- 7.2.1 In cooperation with local jurisdictions, maintain a minimum ten year supply of prime industrial land within designated urban growth areas, based on average absorption rates of the last five years plus an appropriate market factor.
  - a. Designate a minimum of 3,000 acres of vacant prime or potential prime industrial land for the 20 year planning period, preferably located within designated urban growth areas.
  - b. Discourage removing land from the inventory to fall below a 10 year supply of prime industrial sites.
  - c. Update inventories of industrial lands at least every five years.
  - d. Encourage industrial land banking of large sites and future urban reserve areas to include industrial sites.
- 7.2.2 Encourage appropriate re-use and development of older and/or deteriorating industrial buildings; where redevelopment to industrial use is not feasible, consider conversion to alternative uses offering greater market potential.
- 7.2.3 Designate sites for industrial use at locations that will be accessible from roadways of arterial classification or higher, potentially served with utilities, and free of major environmental constraints such as unsuitable soils, floodplains and wetlands. Program capital facility expenditures to assure development of these lands.

- 7.2.4 Assure the continued availability of properties designated for industrial use and that are suitable for a mix of business and industrial park, light and heavy industrial uses; include properties developed by both private and public entities; and provide access to multimodal transportation services including motor freight, rail and marine facilities.
- 7.2.5 Encourage above average site coverage ratios for non-contiguous parcels of less than 20 acres.
- 7.2.6 Provide appropriate buffering between zoned industrial sites and adjoining non-industrial properties to ensure industrial sites are protected from incompatible uses.
- 7.2.7 Encourage non-industrial uses which can serve or benefit from proximity to industrial activity to be located either on-site or in close proximity to industrial uses.
- 7.2.8 Restrict rezoning of primary, secondary and tertiary industrial parcels for non-industrial use by preserving industrial land exclusively for those permitted uses in the industrial zone within the urban growth areas (UGA's).
- 7.2.9 Consider amending the *Comprehensive Plan Map* and rezoning of secondary and tertiary industrial lands to other non-industrial uses, only after a determination that (1) such lands cannot feasibly be improved to prime industrial status due to physical conditions (such as topography, critical lands, street patterns, public services, existing lot arrangement, etc.), (2) a non-industrial designation and zoning is more appropriate, and (3) after other replacement sites with the existing UGA of equal or greater industrial potential have been designated industrial on the *Comprehensive Plan Map* and zoned to achieve no net loss of industrial lands.

**GOAL 7.3: Provide commercial sites adequate to meet a diversity of needs for retail, service and institutional development in Clark County.**

**Policies:**

- 7.3.1 In cooperation with local jurisdictions, maintain an adequate supply of

commercial lands within designated urban growth areas, based on average absorption rates of the last five years plus an appropriate market factor.

- a. Designate sufficient commercial land for the 20 year planning period, preferably located within designated urban growth areas.
  - b. Discourage removing land from the inventory to fall below a 10 year supply of commercial sites.
  - c. Update inventories of commercial lands at least every five years.
  - d. Encourage infill and redevelopment of underutilized commercial sites.
- 7.3.2 Locate convenience-oriented retail and service developments adjacent to residential neighborhoods; encourage small-scale neighborhood commercial uses directly within residential areas.
  - 7.3.3 Encourage commercial lodging, dining and retail facilities and special events that can capture or support tourism related traffic generated by significant Vancouver-Clark County and regional visitor attractions.
  - 7.3.4 Provide for attractive urban and local area job centers, employment/housing balance particularly in urban centers and adequate commercial land supply to encourage non-traffic generating work opportunities.
  - 7.3.5 Encourage commercial and mixed use developments located on current or planned transit corridors; encourage transit oriented site planning and design.
  - 7.3.6 Develop and enhance Clark County visitor, cultural, historical and entertainment attractions that offer economic benefits.
  - 7.3.7 Maintain design standards to ensure that commercial projects are developed with minimal impact on surrounding land uses, are consistent with related community appearance/design guidelines, and assure pedestrian as well as vehicular access.
  - 7.3.8 Permit home occupations that are consistent with the character of adjoining residential properties and neighborhoods.

7.3.9 Encourage shared use parking, access and transit incentive programs with commercial development projects.

7.3.10 Encourage strategies to reduce retail sales leakage and to accommodate rapidly changing commercial development trends.

**GOAL 7.4: Provide a continuum of educational opportunities responsive to the changing needs of the work place locally and regionally.**

**Policies:**

7.4.1 Encourage continuing education, skills upgrading, mentoring and lifelong learning programs suitable for large and small employers.

7.4.2 Consider incentives to link proposed industrial and commercial development projects with job training, education and housing programs.

7.4.3 Prioritize the retention of employees being displaced from industries which are contracting due to changing competitive, environmental, regulatory or market conditions.

**GOAL 7.5: Promote long-term economic development that will improve air quality to attainment status and preserve air shed capacity to accommodate job generating activities.**

**Policies:**

7.5.1 Give priority to industries and businesses creating high wage jobs which operate within the available air shed capacity.

7.5.2 Encourage existing stationary sources to reduce emissions in compliance with state and federal standards.

7.5.3 Consider prioritizing available air shed rights for firms providing jobs that pay wages above the national average in Vancouver-Clark County.

**GOAL 7.6: Encourage infrastructure development and services necessary to serve new development.**

**Policies:**

7.6.1 Coordinate the *Capital Facilities Elements* of local jurisdiction's plans so that infrastructure funding and construction is consistent with countywide policies for economic development.

7.6.2 Prioritize infrastructure development in advance of need to areas that are suitable for industrial and commercial development:

a. when siting a regional/corporate office development, land use compatibility and cost effectiveness shall be considered; and,

b. emphasis on infrastructure for development should be placed to serve major industrial areas with proximity to SR-14 and to the I-5 and I-205 freeway corridors in designated urban areas.

7.6.3 Consider providing incentives related to infrastructure to encourage development of high wage industries, improved utilization of existing facilities and/or conservation of air and water resources.

7.6.4 Implement level of service (LOS) and concurrency management systems which are consistent with economic development goals and policies.

**GOAL 7.7: Maintain and enhance opportunities for resource based industries dependent on rural lands in Clark County.**

**Policies:**

7.7.1 Encourage resource based industries, including agricultural, forestry, and aggregate materials which are consistent with rural lands goals and policies (*Chapter 4, Rural and Natural Resources Element*).

7.7.2 Encourage aggregate production of gravel and rock adequate to meet Clark County market needs.

7.7.3 Protect agricultural resource lands from encroachment by incompatible uses; encourage direct *farm-to-market* agricultural distribution and retail enterprises.

- 7.7.4 Conserve forest lands, including small woodlot holdings for productive and sustainable economic use, by identifying and designating resources of long-term commercial significance.
- 7.7.5 Implement programs to encourage agricultural and forestry management of smaller rural tracts consistent with sound environmental practices.
- 7.7.6 Encourage the development of marketable alternative energy sources and recycling activities consistent with environmental protection.

**GOAL 7.8: Provide incentives for high wage industrial and commercial development through coordination with county open space, recreation, and critical land policies and implementation measures.**

**Policies:**

- 7.8.1 Undertake county sponsored planning efforts in targeted areas, to address industrial/commercial development and related open space, recreation, and critical land issues.
- 7.8.2 Provide incentives for industrial and commercial developments that preserve important open space and natural areas or that provide for active recreation complexes.
- 7.8.3 Identify target areas where industrial lands include or are adjacent to open space, recreation areas, or critical lands.
- 7.8.4 Conduct pertinent wetland delineations, studies, and master plans to identify areas for industrial, open space, recreation, and environmental uses.

**IMPLEMENTATION AND FINANCING STRATEGIES**

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Ordinance and procedural changes are needed to implement the goals and policies identified in this Chapter. Roles and responsibilities must be defined and financing mechanisms identified as part of the overall *Growth Management Plan*. As noted, the *Economic Development Element* also requires careful coordination with several other elements of the comprehensive plan.

The following is the *preferred* set of economic development implementation and financing strategies:

**Aggressive Incentive/Linkage Approach:**

This approach would involve adding selective incentive or linkage mechanisms to *push the envelope* by also implementing relatively innovative, non-traditional growth management measures that explicitly target *high wage* jobs. Businesses paying wages below the national average or below industry norms would continue to be accommodated at appropriate industrial and commercial sites; however, businesses which pay above the average wage would receive priority assistance through incentive mechanisms consistent with this Chapter.

**Continuum of Job Opportunities:**

A continuum of job opportunities at different wage levels will continue to be made available to meet the diverse needs and capabilities of the Clark County labor force. By focusing on jobs which pay above the national average, there will be greater opportunity to improve and maintain a higher standard of living for a broader spectrum of Clark County residents. Ordinance and procedural changes needed to implement the goals, policies and strategies that have been identified in this chapter are as follows:

- Establish procedures and incentive mechanisms to target high wage employers for priority assistance;
- prepare and maintain countywide land inventories and analyses of land absorption, by type of industrial, commercial and residential use;
- prepare and maintain a coordinated multi-jurisdictional industrial and commercial capital facilities plan;
- establish jobs/housing balance targets for employment centers and associated residential subareas of Clark County;
- establish an air emissions bank and allocation mechanism for high wage industry;
- identify and evaluate the economic and fiscal characteristics of proposed GMA related ordinances and impact fees prior to adoption;
- streamline development permit processing;

- develop long-term (i.e., 20 year) public or public/private industrial land banking strategies as found to be feasible; and,
- establish design standards tailored to the unique requirements of separated and mixed industrial/commercial/residential/open space land use concepts.

## **BENCHMARKS FOR SUCCESS**

By year 2000, the county, citizens and businesses will examine how successful we are in achieving our goals, policies and strategies for economic development, with subsequent reviews throughout the life of the *20-Year Plan*.

A series of benchmarks will have been established in conjunction the Columbia River Economic Development Council (CREDC).

### ***Overriding Benchmarks:***

- Bring private sector average annual wage rates to parity with the Washington statewide average by the year 2000. Bring private sector average annual wage rates to parity with the US by the year 2005. In all years thereafter, maintain or exceed parity with the US average annual wage rates.

### ***Supporting Benchmarks:***

1. Increase the percentage of the work force in private, non-profit, and public industry sectors which pay above average annual wage rates.
2. Reduce the percentage of Vancouver/Clark County citizens in poverty.
3. Target the designation of 3,000 acres of vacant prime or potentially prime industrial land preferably within the urban growth areas of the county.
4. Designate an adequate inventory of vacant commercial land, preferably within the urban growth areas of the county, an inventory of such lands determined by a method or

methodologies acceptable to the stakeholders in the *20-Year Plan*.

5. Increase education availability at the community college, upper level, and masters level to the following levels:
  - a. *Lower Level:* Maintain or exceed Clark County percentages of graduates of 1989.
  - b. *Upper Level:* 80 percent of the highest participation rates of any county in the state of Washington by 2000; 90 percent by 2010.
  - c. *Graduate Level:* 80 percent of the highest participation rates of any county in the state of Washington by 2000; 90 percent by 2010.
1. Preserve the following average, multi-modal peak period commuting times to the following:
  - a. Portland International Airport from Vancouver Mall - 18 minutes
  - b. Downtown Portland from Downtown Vancouver - 35 minutes, assuming high capacity transit (HCT)
  - c. Work in Clark County - 15 minutes
1. Attain the following densities in population within the Urban Growth Boundary to sustain a multi-modal transportation system:
2. By 2000, six dwelling units per acre for residential development served by fixed-route transit and 12 dwelling units per acre for residential development served by high capacity transit.
3. By 2013, a minimum of 8 dwelling units per acre for residential development, served by fixed-route transit, and a minimum of 15 dwelling units per acre for residential development served by high capacity transit.
4. Preserve or increase the remaining usable air shed available for stationary sources and for job creating activities by reducing air shed consumption from mobile sources.

# CHAPTER 8

## PARKS, RECREATION AND OPEN SPACE ELEMENT

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*"With the growth of a great metropolis here, the absence of parks will make living conditions less and less attractive, less and less wholesome. Insofar, therefore, as the people fail to show the understanding, courage and organizing ability necessary to grasp the present opportunity, the growth of the region will necessarily tend to choke itself."*

*Olmsted and Hall, Proposed Park Reservations for East Bay Cities, 1930*

### INTRODUCTION

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#### Overview

Clark County adopted its first *Comprehensive Parks and Recreation Plan* in 1965, with updates in 1975, 1981 and 1987. Now, the plan is being updated again, in coordination with the *Growth Management Act of 1990 (GMA)*.

The *Park, Recreation, and Open Space Plan (Parks Plan)* is the county's blueprint for acquiring, developing and maintaining parks, trails, recreation facilities and open space, and to guide the provision of recreation services and programs. The *Park, Recreation and Open Space Plan* is a separately adopted plan required as part of the requirements for funding through the Washington State Interagency Committee for Outdoor Recreation. The *Parks Plan* goals and policies are the same as for this element but provides additional background information as necessitated by the funding process.

One of the *GMA*'s 13 primary goals is to "Encourage the retention of open space and development of recreational opportunities, to conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks." In addition, the *GMA* requires that urban government services be provided only in urban areas. The *GMA* also identifies cities as the appropriate provider of urban services, and counties as providers of

regional services. In addition, since the last update of the park plan, Clark County, with the assistance of citizen advisory committees, has prepared resource documents focusing on open space and trails. The plan lays the groundwork for the park system by:

- assessing public attitudes toward the acquisition, development and management of parks, open space and recreation facilities, and involving the general public in park, open space and recreation planning;
- establishing acquisition and development standards for outdoor recreation facilities and grounds, including greenways, open space, trails, special facilities and neighborhood, community and regional parks;
- establishing priorities for the acquisition and development of park, open space and recreation facilities, and the implementation of recreation programs, and incorporating these priorities into the county's capital facilities program;
- planning for and developing a park and recreation system which serves the diverse recreational interests of the residents of Clark County and fosters an environmentally sensitive approach toward preservation and enhancement of the county's valuable natural resources such as fish and wildlife habitat, wetlands and water quality;
- obtaining funds and other resources for acquisition, capital improvements, operation and maintenance programs and recreational activities;
- considering cooperative "Partnership" agreements with other governmental agencies and private and commercial interests in the area of park, open space and recreation planning and development; and,

- providing the framework for the Clark County Parks Board and Board of County Commissioners to establish specific policies for the Parks and Recreation Division.

While this parks, recreation, and open space planning effort is focused within Clark County, the county recognizes the regional context of Clark, Cowlitz, and Skamania Counties and the impact that major attractions, such as Mt. St. Helens, have on the communities of these neighboring counties. These major attractions provide economic and tourism benefits but create transportation impacts from regional, national and international travelers.

This plan addresses issues related to other elements of the comprehensive plan. For example, parks and open space may include lands useful for fish and wildlife habitat, public access to natural lands and water and protection of critical areas. Likewise, other elements address issues related to parks, open space and recreation. For example, the *Urban, Rural and Natural Resource Elements* address area specific issues related to parks and open space. While these cross references are both necessary and expected, every attempt has been made to construct a complete and thorough park, recreation, and open space plan that can be understood and used independently.

## ***PUBLIC INVOLVEMENT***

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As discussed below several methods were used to solicit public comment concerning the update of both the countywide *Land Use Plan* and the *Park, Recreation and Open Space Element* of the plan. A high level of participation came through the county's growth management public involvement program. Information regarding this process can be found in the *Introduction of the 20-Year Plan*.

### ***Open Space Survey***

In June 1991, the Clark County Open Space Commission conducted a public opinion survey by telephone of 500 randomly selected Clark County residents to assess the community's perceptions and desires concerning open space. Survey results indicated that residents believe that the preservation of wildlife and shorelines are the most important reasons for having open space areas. According to the

survey, open space areas are needed to protect the local water supply and to protect wildlife. Survey respondents indicated that parks, forest lands and river systems are the types of open space areas visited most often. Copies of the survey results can be found in the document entitled *Open Space Commission Survey, 1991* by Bolen and Associates.

### ***Parks and Recreation Survey***

A countywide park and recreation survey of 601 randomly selected Clark County residents was completed in March 1992. Fifty-two percent of those surveyed indicated that park and recreational services are very important to the quality of life in Clark County. Recreation activities were ranked based on the level of participation: hiking or walking ranked highest for both individual and household participation. Other popular activities included picnicking, wildlife observation, camping and swimming. Use of park facilities in both the county and Vancouver had increased from a similar survey conducted in 1987, with the greatest use occurring at Lewisville Park and in the Vancouver Lake lowlands area. There was also an increase in the use of state and federal facilities and school properties. The greatest needs for recreational facilities were pools, bicycle paths and hiking trails.

### ***Citizen Advisory Boards***

A major component of the Parks and Recreation Division planning process is the inclusion of appropriate Citizen Advisory Boards. Advisory board members are usually appointed by the Clark County Board of Commissioners to facilitate the public involvement process of a particular issue or project, such as a master plan for a new park.

### ***Parks Advisory Board***

The Clark County Parks Advisory Board, which meets monthly to discuss projects and to hear citizens' concerns and ideas, played a key role in developing policies and capital improvement priorities. The Parks Advisory Board reviews all major policy issues faced by the Parks and Recreation Division, including development of this *Element*.

### ***Open Space Commission***

A 13 member Open Space Commission was formed to address open space issues. The

members were appointed by the Board of County Commissioners. The commission met, on average, twice a month from October 1990 through July 1992.

The Open Space Commission defined open space, evaluated existing programs and the need to preserve additional open space, and identified and evaluated methods that might be used to preserve open space. These results have been directly incorporated into this plan.

### ***Trails/Bikeways Task Force***

The Trails/Bikeways Task Force consisted of representatives from trail user groups, trail providers and the general citizenry. The task force met once a month from February through August 1992. The Task Force assisted the county by:

- identifying important cultural features;
- developing policy statements and goals;
- defining trail defining a trail classification system; and,
- development standards.

In addition, four public workshops were held during Spring 1992 to solicit public input on the development of a regional trail system. Generally, results from the workshops indicated that trails were an important community asset and that a countywide system should be developed. There was a split between those who felt land should be acquired now and those who felt the county should develop properties already acquired. Other concerns expressed by the public during the workshops included security, safety, protection of property rights and protection of wildlife habitat. A second series of workshops was held in July 1992 to review a draft of the *Trails and Bikeways Plan*, which was later adopted by the Clark County Board of Commissioners.

### ***PROJECT TASK FORCES***

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The Parks Advisory Board also appointed three groups to address specific projects: Jason Lee, Whipple Creek, and Frenchman's Bar/Vancouver Lake. The Jason Lee Task Force included members from the public, Jason Lee Parent Teacher Association and a representative of the school. The task force provided input on development of the Jason Lee master plan. The Whipple Creek Task Force had a similar task for Whipple Creek

Regional Park. The Frenchman's Bar/Vancouver Lake Task Force included members of a wide range of citizen groups, including recreation interests, environmental groups and public agencies.

### ***Other Public Meetings***

Public meetings were held to address park, open space and recreation issues. Several neighborhood and interest group meetings were held during February 1992 to solicit comment on a proposed trail along the Columbia River. Similarly, the Parks and Recreation Division worked with neighborhood groups to address issues and concerns related to their neighborhood parks and open space. Throughout the fall of 1993, staff presented information regarding the draft *Parks, Recreation and Open Space Plan* to a variety of special interest groups, including walking, hiking, equestrian and other sport groups.

### ***EXISTING PARK AND OPEN SPACE FACILITIES IN CLARK COUNTY***

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The Clark County Parks and Recreation Division owns and manages approximately 3,934 acres of park and open space lands. These lands are divided into two categories: urban and regional facilities. Urban facilities include neighborhood parks, community parks and urban open space. Regional facilities include regional parks, conservation and greenway systems, trails and special facilities.

In addition, the Parks and Recreation Division provides recreational programs. This section provides a summary of county parks and open space lands and recreational programs. (A complete inventory of county parks facilities is available from the Parks and Recreation Division.)

#### ***Urban Facilities***

Urban facilities include neighborhood parks, community parks and urban open spaces. The National Recreation and Parks Association (NRPA) suggests that a park system, at minimum, be composed of a core system of 6.25 to 10.5 acres per 1,000 persons of urban park land (*Figure 23 and 24*).

Clark County owns and manages the following park system within the urban area (*Table 8.1*).

**Table 8.1 Clark County Urban Park System**

TYPE OF PARK FACILITY	NUMBER OF FACILITIES	ACREAGE TOTAL
NEIGHBORHOOD UNDEVELOPED	17	116 acres for neighborhood
DEVELOPED	6	
COMMUNITY UNDEVELOPED	1	234 acres for community
DEVELOPED	4	
URBAN OPEN SPACE	15	94 acres
JOINT SCHOOL/PARK	8	109 acres
URBAN SPECIAL FACILITIES	2	32 acres

### **Neighborhood Parks**

Neighborhood parks are intended to serve residential areas within walking distance (1/3 to 1/2 mile radius) of the park site. The minimum desirable size for a neighborhood park is three to five acres to accommodate typical facilities and activities. Neighborhood parks will not normally exceed 20 acres. Development typically includes landscaping, irrigation, play fields, pedestrian paths and trails, picnic tables, play equipment and sports courts.

Park services at the neighborhood level are provided in several ways. Schools meet an important part of the neighborhood recreational need. Neighborhood parks complement and expand on the services provided by school grounds. In certain areas, neighborhood parks are located adjacent to schools or involve developing and upgrading the school site. Since access is mostly pedestrian and children between the ages of five and 12 constitute the primary user group. Park sites should be located so that persons living within the service area will not have to cross a major arterial street to get to the site. However, facilities for teenagers and adults may also be provided.

### **Community Parks**

Community parks serve groups of neighborhoods within a one- to five-mile radius of the park site. The minimum desirable size is 20 acres, although smaller sites may also be desirable because of their unique location or historic significance. Sites will not normally exceed 100 acres. Park services at the community level are provided in several ways. Junior and senior high schools meet an important part of the community recreational need. Community parks complement and

expand on the services provided by school grounds. In certain areas, community parks are located adjacent to schools or involve developing and upgrading the school site. Access to community parks may be by car, bicycle or on foot. The range of facilities provided will be greater than in neighborhood parks and will generally appeal to more diverse user groups. Development typically includes landscaping, irrigation, picnic shelters and tables, tennis courts, covered activity areas, soccer and baseball fields, bike and pedestrian trails, restrooms and parking lots. Swimming pools and recreation centers may be located on these sites.

### **Urban Open Space**

Urban open space provides visual and psychological relief from man-made development in the urban area. Public access to these areas is important to provide passive recreational opportunities where it is compatible with resource protection. Where these greenspaces can be connected along stream corridors, they will provide valuable wildlife habitat and other ecological benefits. The site may or may not be improved but can include trails, greenway corridors and the area within a community or neighborhood park which is left in its natural state.

Selection of urban green space sites is based on a variety of criteria, including linkage of other open spaces, schools or public facilities, the need for open space in an area, existing parks and open space in the area and preservation of natural resources.

The *20-Year Plan* identifies a combined standard for neighborhood and community parks of five acres per 1,000 population. The reason for a combined neighborhood/ community standard is recognition that individual neighborhood and

community park standards may not be attainable in certain areas because of existing and proposed development which may eliminate the availability of parcels large enough to accommodate these parks. Within the combined five-acre standard, the preferred distribution is two acres for neighborhood parks and three acres for community parks. Urban open space has a separate standard of one acre per 1,000 population.

#### **Neighborhood/Community Acquisition Standard**

- 5 acres/1,000 population.

#### **Neighborhood/Community Development Standard**

- "Greenspaces" Level

#### **Urban Open Space Acquisition Standard**

- 1 acre/1,000 population

#### **Urban Open Space Development Standard**

- Not Applicable

The national standard for neighborhood and community parks is 6.25 to 10.5 acres per thousand population. While the county has adopted a level-of-service standard of five acres, it is the city's and the county's goal to achieve the national standard. These higher standards become more critical as densities within the urban area increase.

## **COUNTYWIDE REGIONAL FACILITIES**

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NRPA suggests that a park system include 15 to 20 acres of regionally significant "adjunct" park facilities and additional special use and conservancy lands. The size and amount of "adjunct" park lands will vary from community to community, but must be taken into account when considering a total, well rounded system of parks and recreation areas. Clark County owns and manages approximately 3,349 acres of park and open space land that provide service to all county residents and these parks and open space lands include 10 regional parks totaling 1,797 acres, 3 special facilities totaling 162 acres, 1,390 acres of conservation and greenway systems and the 27 mile Lewis and Clark Railroad right-of-way. In addition, the county owns and manages the 333 acre

Clark County Fairgrounds/Recreational campus (*Figure 25*).

### **Regional Parks**

A regional park is an area with natural or man-made qualities for outdoor recreation, such as picnicking, boating, fishing, swimming, camping and trail uses. Play areas may also be included. It will typically serve several communities within 1 hour driving time, although closeness to population centers is desired. The desirable size is 200 acres or greater. If possible, the site should be contiguous to or encompass natural resource areas. These parks are typically located in areas with outstanding natural features or qualities. These natural features may define the boundaries of a regional park. Clark County's existing regional parks range in size from 100 to more than 325 acres.

### **Regional Conservation and Greenway Systems**

Regional Conservation and Greenway Systems are the "resource-based" open space land types identified in the *Clark County Open Space Commission Final Report* (August 1992). In late 1989, a Citizen Advisory Commission that prepared the report established, defined and mapped open space based on the many functions and benefits that it provides. The Commission concluded that:

- all undeveloped land and water is open space;
- all undeveloped land and water cannot be preserved as open space;
- a system must be developed to determine which undeveloped lands should be preserved as open space; public resources will be used to implement the preservation of undeveloped land as open space; therefore, public benefit should be the primary factor in determining which undeveloped lands will be preserved; and,
- undeveloped lands have the potential to serve many functions which are of public benefit.

The Commission identified the following 17 functions, which are divided into four basic groups.

## **Economic**

- Protect aggregate resource lands
- Protect agricultural lands
- Protect timber lands

## **Resources**

- Protect hazardous geological areas
- Preserve trails and low intensity recreation areas
- Protect remote recreation lands
- Protect shorelines
- Protect urban buffers
- Preserve natural vegetation
- Preserve sensitive water related areas
- Preserve wildlife habitat

## **Urban-Based**

- Provide high intensity recreation
- Protect urban landscaping
- Protect rural/urban distinctions

## **Other**

- Protect archaeological/historically significant resources
- Preserve unique sites
- Preserve views and vistas

An open space weighting system was used which assigned elements or tiers within each benefit category a weight of one, two or three based on scarcity and significance. For example, areas of threatened or endangered animal habitat were assigned a score of three points; whereas a larger meadowland area of only limited wildlife value received one point. As the different benefit categories and their sub-tiers were overlain, the resulting areas of high point totals provided a sharper focus on areas of multiple open space value. The results of this process identified a number of "open space categories" as being of greater importance including the following:

- river systems and associated flood plains, which provide low-intensity recreation, natural vegetation, shorelines, fisheries, and wildlife habitat (for example, the North and East Forks of

the Lewis River, Lacamas Lake and Creek, Washougal River, Burnt Bridge Creek, and Salmon Creek);

- Columbia River lowlands, providing benefits similar to river systems and flood plains, but of a much larger scale than other county river systems;
- Cascade foothills, providing significant wildlife habitat and vegetation, sensitive water features, remote/low intensity recreation; and,
- dispersed open space areas which are site specific and combine resource, economic and urban based areas.

Conservation and greenway systems may be managed for a variety of uses, depending on the attributes of the site. Potential uses include wildlife habitat, low impact access for wildlife viewing and environmental education, regional trails, and where appropriate, picnic areas, boat ramps, fishing areas and regional parks. Property-specific management plans are developed, as needed, when properties are proposed for inclusion in the system. The County Parks and Recreation Division coordinates development of management scenarios with the state and federal wildlife agencies.

## ***Regional Trails***

The county has adopted a comprehensive *Trails and Bikeway System Plan* (September 1993) that identifies a countywide trail system, including trails for biking, hiking and horseback riding, which is incorporated by reference. As defined in the plan, trails include any "path, route, way, right-of-way, or corridor posted, signed, or designated as open for non-motorized travel or passage by the general public." Trails serve all county residents. Five types of trails are identified in the plan:

1. Regional multi-use trails, which provide the major access networks across the county for pedestrian and bicycle use, with equestrian use on the shoulder, where feasible.
2. Local trails, whose function is to provide access from neighborhoods to regional multi-use trails or bike lanes.
3. Rustic trails, which are smaller in scale than the local trail, and are intended to provide access to natural features and to provide loop trail opportunities.

4. Semi-primitive trails, which are intended for rural or forest settings, where a more dispersed level of use provides for a more natural experience.
5. Bike lanes and pedestrian walkways, which are located on city, county, and state road rights-of-way.

### **Regional Special Facilities**

Special facilities of regional significance are generally located and developed to serve one or several needs of the community for recreational, historical, cultural, environmental

and educational activities. Regional special facilities range from active recreation areas such as sports field complexes and camping facilities to more passive activities such as scenic overlooks and botanical gardens. These facilities may be located within or in proximity to regional conservation and greenway areas, regional parks and/or regional trails, and may be provided by either public or private entities. There is no minimum standard or minimum size for a majority of regional special facilities, as shown in *Table 8-2*. However, the site must be large enough to accommodate the specific use.

**Table 8.2 Comparison of Current Clark County Regional Special Facility Standards**

REGIONAL SPECIAL FACILITIES	FACILITY STANDARDS		
	COUNTY	VANCOUVER	NRPA*
MARINAS/WATERCRAFT FACILITIES	None	None	None
GROUP PICNIC SHELTERS	None	None	None
FIELD SPORTS COMPLEXES <i>INCLUDES BUT NOT LIMITED TO:</i>			
FOOTBALL	1/20,000	1/20,000	1/20,000
BASEBALL WITH LIGHTS	1/30,000	None	1/30,000
BASEBALL WITHOUT LIGHTS	1/5,000	1/5,000	1/5,000
SOFTBALL	1/5,000	1/5,000	1/5,000
BATTING CAGE	None	None	None
SOCCER	1/10,000	1/10,000	1/10,000
FIELD HOCKEY	1/20,000	1/20,000	1/20,000
ENVIRONMENTAL EDUCATION CENTERS	None	None	None
INTERPRETIVE FACILITIES	None	None	None
18-HOLE GOLF COURSES	1/50,000	1/50,000	1/50,000
CAMPING/R.V. FACILITIES	None	None	None
GOLF PRACTICE RANGES	1/50,000	1/50,000	1/50,000
COURT SPORTS COMPLEXES <i>INCLUDES BUT NOT LIMITED TO:</i>			
TENNIS	1/2,000	1/2,000	1/2,000
BASKETBALL	1/5,000	1/5,000	1/5,000
VOLLEYBALL	1/5,000	1/5,000	1/5,000
RACQUETBALL	1/20,000	1/20,000	1/20,000
HANDBALL	1/20,000	1/20,000	1/20,000
BADMINTON	1/5,000	1/5,000	1/5,000
MULTI-USE COURT	1/10,000	1/10,000	1/10,000
CLIMBING WALL	None	None	None
SPECIAL EVENTS FACILITIES	None	None	None
BOAT LAUNCHING FACILITIES	None	None	None
ROWING & SCULLING FACILITIES	None	None	None
OFF-ROAD VEHICLE AREAS	None	None	None
RIFLE/PISTOL TARGET SHOOTING RANGES	None	None	None
TRAP/SKEET SHOOTING RANGES	None	None	1/50,000

REGIONAL SPECIAL FACILITIES	FACILITY STANDARDS		
	COUNTY	VANCOUVER	NRPA*
NATURAL SWIMMING AREAS	None	None	None
EQUESTRIAN CENTERS	None	None	None
SCENIC OVERLOOKS	None	None	None
BOTANICAL GARDENS/ARBORETUMS	None	None	None
AQUARIUM	None	None	None
SPORTS ARENA/CONVENTION CENTER	None	None	None
WATER PARK/AQUATIC CENTERS	None	None	None
ICE SKATING/ICE HOCKEY RINKS	1/250,000	1/250,000	1/100,000
9-HOLE GOLF COURSES	1/50,000	1/50,000	1/25,000
PAR -3 GOLF COURSES	None	None	None
WATERCRAFT RENTAL FACILITIES	None	None	None
ROLLERBLADING/SKATEBOARDING RINKS	None	None	None
BMX TRACK AREAS	None	None	None
SCENIC OBSERVATION TOWERS	None	None	None
WATER SKIING COURSES	None	None	None
MODEL AVIATION AREAS	None	None	None
INDOOR SWIMMING POOLS	1/50,000	1/50,000	None
OUTDOOR SWIMMING POOLS	None	None	1/20,000
ARCHERY PRACTICE RANGES	1/50,000	1/50,000	1/50,000
RURAL CENTER PARKS	None	None	None

\* NRPA = National Recreation and Park Association

Table 8-2 lists regional special facilities which have been identified by the county. These types of facilities could occur in the county and may be provided by either public or private interest.

### **Regional Parks And Open Space**

Population based standards for regional parks and special facilities and resource based standards for conservation and greenway systems and trails are adopted as part of this *Element*.

There are no national standards for conservation and greenway systems and trails because they are based on the natural resources within a given community. NRPA guidelines state that a standard for these lands "must be part of a regional open space system plan and accompanying policies." Regional open space and trails plans have been

prepared by the county and are incorporated into this *20-Year Plan*.

### **Acquisition Goal**

- 20 acres/1,000 population

### **Acquisition Standard**

- 10 acres/1,000 population

### **Development Standard**

- 25% of site developed

### **Desired minimum size**

- 200 acres

Typically, greenways follow rivers, streams, creeks, ravines and other natural corridors; there is no standard or minimum size. Corridors should be of sufficient width to protect the resource. Corridors can be defined by either built or natural features, such as

vegetation, bluff lines, water features, roads or other existing development.

**Acquisition Standard**

- Resource-based; see attached map "Regional Park and Open Space Systems"

**Development Standard**

- Not Applicable, but activities should be consistent with adopted management plans

The *Plan* also calls for trail heads with provisions for auto parking, consistent signage and interpretive markers and educational information. Acquisition and development shall be guided by public need and available funding. Standards for design construction are provided in the *Trails and Bikeways System Plan*. The county shall develop trails using the *Trails and Bikeways System Plan* and standards as a guide.

**Acquisition Standard**

- Not Applicable

**Development Standard**

- Guidelines provided in *Trails Plan*

**Recreational Programs**

Clark County provides recreational programming through cooperative funding of nine community education programs. These include: Battle Ground, Camas, Clark College/Vancouver, Evergreen, Hockinson, La Center, Ridgefield, Washougal and Woodland. Community Schools provide a variety of recreation and education programs. In 1993 the programs had 37,360 class participants. Additionally, the Parks and Recreation Division directly administers recreation activities, on a limited basis, to citizens throughout the county. The county also coordinates publication of a quarterly brochure which outlines the various activities that are available within all the community education programs and the County Parks and Recreation Division.

**OTHER AGENCY FACILITIES**

Federal, state, and other local agencies own and manage park, recreation and open space lands as well.

*Table 8.3* provides a summary of these lands and ownership. (A more detailed description is provided in the *Clark County Park, Recreation, and Open Space Plan*.)

**Table 8.3 Summary of Federal, State and Local Agency Park and Open Space Land Within Clark County**

JURISDICTION / AGENCY	ACREAGE
USDA FOREST SERVICE	1,180
NATIONAL PARK SERVICE	164
US FISH AND WILDLIFE SERVICE	5,775
WASHINGTON DEPT. OF FISH AND WILDLIFE	1,160
WASHINGTON DEPT. OF NATIONAL RESOURCES	60,000
WASHINGTON STATE PARKS AND RECREATION COMMISSION	1,033
CITY OF VANCOUVER	1,271
CITY OF CAMAS	275
CITY OF WASHOUGAL	18
CITY OF BATTLE GROUND	18
CITY OF RIDGEFIELD	38
TOWN OF LA CENTER	12
TOWN OF YACOLT	1
<b>TOTAL</b>	<b>70,945</b>

## **School Districts**

There are nine public school districts in Clark County which operate 53 elementary schools, 19 intermediate, junior high or middle schools, 11 senior high schools, and 13 special facilities. These schools provide a variety of recreational facilities, including tennis courts, soccer, baseball and football fields, tracks, basketball courts, and children's play equipment. School facilities are frequently used by residents. Some school properties have developed parks on or adjoining the school site by the county with an agreement between the County and school district concerning the use of the facilities.

## **Private Facilities**

Private recreational facilities exist throughout out Clark County. The private facilities provide for a wide range of recreational activities generally on a fee basis. The private recreation industry influences recreation planning by providing much needed facilities, thereby easing the burden on public recreational facilities. Individual special facilities are listed in the inventory of regional special facilities (see the *Clark County, Park, Recreation, and Open Space Plan*). Of note, one of the largest private landholders in Clark County is Pacific Power and Light (PP&L). Much of their landholdings are along the North Fork Lewis River reservoirs, where there are numerous recreational opportunities, some which have been developed by PP&L.

## **FUTURE PARK AND OPEN SPACE FACILITIES IN CLARK COUNTY**

Future park need was determined through a systematic examination of community needs for each category of park facility. This section presents the method used to assess the demand and need for each category of park.

### ***Demand and Need***

This section provides a general description of the analysis of demand and need for urban and regional parks. The *Clark County Park, Recreation, & Open Space Plan* provides the inventory, needs assessment, and project lists for the Vancouver urban area parks districts

and for regional parks. The six-year capital facilities list is in *Section VI* of this plan.

A multi-step process was used to assess demand and need for each type of park and recreational facility in Clark County. The methodology for determining demand and need varied by facility type and the methodologies are described below. Generally, county park standards were matched against existing inventories of park land and service area populations. Where appropriate, park properties and facilities managed by other agencies were taken into consideration. For example, the Ridgefield Wildlife Refuge properties are included in the inventory of conservation and greenway systems, and Battle Ground Lake State Park is included in the inventory of regional park property.

### ***Urban Parks, Recreation, and Open Space***

Urban park, recreation, and open space planning distinguishes between urban park needs in the Vancouver urban area and the needs of the other cities in the county. This distinction is made because the Vancouver urban area is the only urban area in the county where there is an existing unincorporated urban park need. In addition, the county currently owns and manages urban parks in the Vancouver urban unincorporated area, but not in the urban unincorporated area of any other city. Ultimately, the county will not provide urban parks within urban areas. Separate analysis and policies for Vancouver and the other cities are needed before the county will be able to transition the Vancouver urban park system to the City of Vancouver.

### **Vancouver Urban Area**

For planning purposes, the Vancouver urban area has been divided into ten park districts. For each of these districts, a detailed process was used to assess demand and need, and to develop the *20-Year Plan* and the six year *Capital Facilities Plan*. First, district maps were prepared that identified zoning, water features, park inventory, drainage inventory, schools, trails, arterials, parcels, environmentally sensitive areas, priority wildlife habitat and vacant lands. Secondly, the existing and projected need for each district was calculated by comparing the existing inventory to park standards. Next, a detailed analysis of each

district was conducted to determine potential park sites that could meet existing and projected needs. Potential park sites were reviewed by the citizen Parks Advisory Board, the City of Vancouver, and local school districts. District acquisition priorities were prepared based on this public input, and draft maps were prepared showing district priorities. These maps were then reviewed as part of the GMA public involvement process. Final changes were made to the district plans based on public input. The *Clark County Park, Recreation, & Open Space Plan* and *Section VI* of this plan describe the 20-year and six year demand and need for each of these park districts, respectively.

### **Other Cities And Towns**

The county will have a more limited role in planning for the unincorporated areas around Battle Ground, Camas, La Center, Ridgefield, Washougal and Yacolt. Parks districts have not been created in these urban growth areas, but each of the cities is undertaking parks planning efforts to ensure that urban park needs are met. Consistent with the GMA directive that urban parks be provided by cities, Clark County will work with but defer to the cities to ensure that their park needs are met according to their park plans.

### **Regional Parks, Recreation, And Open Space**

#### **Regional Parks**

A detailed process was used to assess the county's regional park needs. First, an inventory of existing regional parks and other agency facilities was conducted. This inventory is shown in the *Clark County Park, Recreation, & Open Space Plan*. Of the existing regional parks, Vancouver Lake, Salmon Creek, Lacamas, and Lewisville are developed; Moulton Falls is partially developed; Frenchman's Bar is proposed for development; a master plan has been developed for Whipple Creek; and a master plan has yet to be developed for Fisher Basin Park.

Using the 10 acre per 1,000 people standard, there is an existing deficit of approximately 769 acres of regional parks (see the *Clark County Park, Recreation, & Open Space Plan*). Next, potential park sites were identified through a public process of evaluating the county for locations that meet NRPA definitions of

regional park facilities. These potential locations were then evaluated on the basis of zoning, water features, park inventory, drainage inventory, schools, trails, arterials, parcels, environmentally sensitive areas, priority wildlife habitat, and vacant lands. Maps showing the potential regional park sites were then shared as part of the GMA public involvement process. Final changes were made based on this public involvement. The *Clark County Park, Recreation, & Open Space Plan* describes the inventory, needs assessment, and project list, and *Section VI* of this plan describes the six year capital facilities needs and funding sources.

### **Regional Conservation And Greenway Systems**

Regional conservation and greenway systems are a resource based category; as such there is no population based standard. The Regional Conservation and Greenway System is based on the County Open Space Commission's detailed evaluation of the need for additional open space. The Open Space Commission examined 5 methods for evaluating the need for additional open space in Clark County: population driven standards; resource driven standards (such as rate of depletion of a particular resource type); expert opinion; legislative and policy guidelines; and public opinion (a countywide survey was conducted in June 1991 to assess attitudes concerning open space in Clark County). A detailed description of this evaluation is contained in the *Open Space Report*.

The commission concluded that, with the exception of urban open space, there are not generally accepted population based standards for determining open space need in Clark County. In the void of established standards, the commission elected to develop planning objectives that could be applied to Clark County and would, if implemented, create an adequate system of open spaces. A complete list of these planning objectives is found in the *Open Space Commission Report*.

### **Regional Trails**

As with conservation and greenway systems, trails are resource based, not population based. The county has conducted a special trails study which includes an assessment of the need for trails. The county conducted an inventory of existing trail facilities (provided by

27 different agencies) and historic, cultural and natural areas. Next, public workshops were held to solicit citizens' opinions on preferred trail locations. With input from the *County Open Space Commission Report* and with additional work sessions with the Parks Advisory Board and county staff, a network of interconnecting multi-use trails and bikeways was proposed throughout the county.

The trails are planned to utilize, where feasible, natural greenway corridors, open space and road networks, as well as portions of railroad and utility rights-of-way. The *Trails Plan* identifies goals for the miles of multi-use trails, local trails, bikeways, rustic, and semi-primitive trails. The *Clark County Park, Recreation, & Open Space Plan* describes the inventory, needs assessment, and project list, and *Section VI* of this plan describes the six year capital facilities needs and funding sources.

### **Regional Special Facilities**

A similar process was used for assessing the need for special facilities. First, an inventory of existing special facilities was conducted, including other agency facilities. Second, regional park need was measured by comparing the county's special facilities standards with existing and projected populations.

Next, potential sites for special facilities were identified through a public process of evaluating the county for locations that meet NRPA definitions of regional park facilities. These potential locations were evaluated on the basis of zoning, water features, park inventory, drainage inventory, schools, trails, arterials, parcels, environmentally sensitive areas, priority wildlife habitat, and vacant lands. Maps showing the potential sites for special facilities were reviewed as part of the *GMA* public involvement process. Final changes were made based on this public involvement. The *Clark County Park, Recreation, & Open Space Plan* describes the inventory, needs assessment, and project list, and *Section VI* of this plan describes the six year capital facilities needs and funding sources.

## **GOALS AND POLICIES**

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The *Growth Management Act* makes many references to the importance of parks,

recreation and open space. *Goal 9* of the *Act* states that local governments should:

*"Encourage the retention of open space and development of recreational opportunities, to conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks".*

The *Act* calls for provision of greenbelts and open space areas within and between urban areas. Other provisions of the *Act*, such as those relating to the environment and public facilities and services, contain language that addresses park, recreation and open space issues.

This *20-Year Plan* contains the goals and policies for parks, recreation and open space, which are taken from the *Clark County Park, Recreation, & Open Space Plan*. These goals and policies are intended to guide the acquisition and development of park facilities and recreational programs, and to provide guidance to the county's development review process. The *Park, Recreation, & Open Space Plan* contains a more detailed description of a locally considered and adopted Parks and Recreation Division mission statement and benefit goals.

The county will continue to plan for urban parks, in cooperation with cities, in unincorporated urban areas. As a provider of countywide regional services, Clark County will focus available resources on regional facilities and services that benefit all county residents regardless of location. The service standards, needs, policies and capital facility plans in this document reflect the county's shift from a provider of both urban and regional services to a provider of regional services only.

### **Urban Parks**

**GOAL 8.1: Encourage cities to provide urban parks, open space, and recreational opportunities within urban growth areas, while ensuring that existing county-owned urban parks in unincorporated areas are properly managed and that future urban park opportunities, including greenbelt and open space areas, are preserved.**

**Policies:**

**Acquisition**

- 8.1.1 The county's standard for urban parks shall be 6 acres per 1,000 people, with 5 acres per 1,000 people of neighborhood/community parks and 1 acre per 1,000 people of urban open space.
- 8.1.2 Within the Vancouver designated urban growth area, urban park services shall be limited to a level that reserves and makes available to the city sites for future development of neighborhood, community parks, and urban open space. Urban parks shall be acquired as consistent with the county's urban park standard; the county should strive to coordinate such urban parks planning with the city's parks policies.
- 8.1.3 Where park impact fees are collected in the Vancouver urban area, the county shall collect and manage the park impact fees. If contract agreements with the City of Vancouver apply, the county will make park impact fees available to the city for acquisition purposes. The city/county agreement shall include a provision for public share requirements for Park Impact Fees.
- 8.1.4 Within the other cities' unincorporated urban areas, where there are no existing county urban parks and where there is no current need for urban parks, the county shall not acquire urban parks. The county will actively negotiate contracts with each of the cities and towns to accept for it to accept the responsibility for acquisition of urban parks. When contracts are in place for urban park acquisition in the urban unincorporated area of the cities and towns, the county will collect and manage park impact fees and will make park impact fees available to the cities and towns for acquisition purposes.
- 8.1.5 Urban parks shall be acquired as identified on the city or town's *20-Year Plan* as the "greatest need" for that urban area; the county will attempt to incorporate provisions from each city's or town's *20-Year Plan*.
- 8.1.6 When cities or towns do not identify park needs in the unincorporated areas, the county should acquire community

parks first. In urban areas where an adequate or suitable community park site is no longer available, or where areas are poorly served by a community park, the county shall:

- a. encourage the acquisition of neighborhood parks; and,
  - b. consider modification of neighborhood park standards to compensate for the lack of a community park. Specifically, consideration shall be given to increasing site size and type of development of neighborhood parks to allow for increased recreation opportunities.
- 8.1.7 To make park lands available to the greatest number of people, the county shall show preference to acquisitions not located next to schools or other agency lands, except in those areas where there is already a shortage of land.
  - 8.1.8 The County Parks and Recreation Division Manager will review and accept donations to be sure they are consistent with urban park plans and standards, and that they meet county criteria and guidelines for maintenance, safety, and long-term responsibilities.
  - 8.1.9 The county will assist citizens to meet their urban park need through Local Park Improvement Districts established and managed by citizens.
  - 8.1.10 Clark County should pursue legislative remedies to provide reasonable methods for satisfying public share requirements in an impact fee program while allowing for increased park standards.

**Development And Maintenance**

- 8.1.11 The county will improve undeveloped neighborhood and community park sites in the Vancouver urban area to the "Greenspaces" level to provide a safe and secure site which is compatible with the surrounding neighborhood. The county will not develop urban parks beyond the "Greenspaces" level. Further urban park development will be the responsibility of the City of Vancouver.
- 8.1.12 In the event the City of Vancouver or a local park improvement district wishes to develop a particular site to a greater

degree and is willing to take responsibility for ongoing maintenance and operations, it shall be the policy of the county to allow such further development. Such development must be planned jointly by county, city and park district.

- 8.1.13 Since the county will not be acquiring urban park sites within the unincorporated urban areas of the cities and towns except for Vancouver, the county will not develop, improve, or maintain urban parks in the urban unincorporated areas of these other cities and towns.

### **Development Review**

- 8.1.14 The county and interested cities shall jointly develop and review *Parks Impact District Plans* which will become a component of the *20-Year Parks, Recreation and Open Space Plan*.

### **Regional Parks and Special Facilities**

**GOAL 8.2: Maximize the quality of life in Clark County by providing regional open space, trails, parks and recreational opportunities and facilities, and planning to acquire, restore, enhance, preserve, develop and manage these facilities and natural resources in such a manner as to afford the maximum benefit to the community.**

#### **Policies:**

#### **Acquisition**

- 8.2.1 Preference shall be given to acquisitions which meet one or more of the following:
- adjacent to other public ownerships, when possible;
  - contains unique natural features;
  - contains features of cultural, archeological or historical significance;
  - located near population centers;
  - is a threatened resource;
  - provides opportunity for joint funding, use, ownership and management;

- provides opportunity to take advantage of special conditions that arise (e.g., land donations); and
- is identified as a priority in the *Parks, Trail, or Open Space Elements* of the *Comprehensive Parks and Recreation Plan*.

- 8.2.2 Regional special facilities should be provided that meet the greatest need within the county, according to national or adopted county standards, but shall not duplicate facilities where a public need has already been adequately met and made available at a reasonable price.

- 8.2.3 Within the special facilities category, the county should give higher consideration to special facilities that generate revenue to offset their own maintenance and operations. The county should design and manage special facilities to accommodate compatible multiple purposes and uses, when appropriate.

- 8.2.4 Coordinate with the Department of Natural Resources (DNR) to ensure that DNR land management decisions provide maximum benefit for park, recreation and open space, as identified in the *Clark County Park, Recreation, and Open Space Plan*.

- 8.2.5 A master plan should be developed for each regional park facility before the county commits to any major use of the site.

#### **Development And Maintenance**

- 8.2.6 Clark County should acquire adequate land and resource base to provide for the public park experience with publicly owned land and resources. Adjacent to such publicly owned land, private property owners should maintain the right to permitted land uses, including timber production, agriculture, and mineral extraction.

- 8.2.7 Management of such publicly owned land should recognize adjacent resource land practices (agriculture, forest and mineral) and shall not interfere with the continued use in accordance with federal, state and local laws and industry best management practices, of these designated lands for the production of food, agricultural

products, or timber, or for the extraction of minerals.

- 8.2.8 All regional facilities should be designed and developed through a public master planning process that considers:
- the standards and definitions in this plan;
  - cost-efficient maintenance;
  - resource protection;
  - user safety;
  - sensitivity to adjacent land uses (including noise, traffic, lighting);
  - compatible multiple purposes and uses, when appropriate; and,
  - Americans with Disabilities Act*
- 8.2.9 Establish and implement effective management practices for:
- resource protection (wildlife, fisheries, habitat);
  - quality recreational experience;
  - public safety; and,
  - cost efficiency.

### **Acquisition**

- 8.2.10 The County shall acquire regional park sites which are accessible to public transportation, when possible. If public transportation is not presently available, the County shall encourage initiation of public transportation to regional park sites.
- 8.2.11 Evaluate whether the proposed donation is identified as a priority in the *Clark County Parks, Recreation, and Open Space Plan ("the Parks Plan")*, the *Trail and Bikeway System Plan*, the *Open Space Commission Report*, drainage and/or water quality plans, or other public plans, or if the proposed donation would further the goals of these plans.
- 8.2.12 Evaluate whether a donation to the county is the best method to protect the property. The availability and appropriateness of other government agencies or private organizations should be considered conducting an assessment of overall costs and benefits of the proposed donation.

- 8.2.13 Conduct an evaluation of the maintenance obligations to responsibly manage the property.

### **Regional Conservation And Greenway Systems**

**GOAL 8.3: Encourage the retention of an open space system that provides parks and recreational opportunities, conserves fish and wildlife habitat, increases access to natural resource lands and provides other community benefits as identified in the Clark County Open Space Commission Report.**

#### **Policies:**

- 8.3.1 The Clark County *Open Space Commission Report* should guide the county in meeting the county's goals for regional conservation and greenway systems.
- 8.3.2 The Open Space Commission's 13 general planning objectives should guide the Planning Division in evaluating development proposals and the Parks and Recreation Division in evaluating the need and application of the open space categories identified. Those objectives are:
- Clark County should consider acquiring open space lands where there is a high probability of loss or conversion before acquiring open space lands where there is a low probability of loss or conversion. This should take into consideration both actual development and property division and ownership patterns.
  - Clark County should give added consideration to open space lands which enhance the value of other protected abutting or neighboring parks, forests, wildlife preserves, natural areas, or other open spaces.
  - Clark County should give added consideration to open space lands where existing access facilities are appropriate for the character of the property, or where the possibility exists to provide access facilities which are appropriate for the character of the property.

4. Clark County should preserve and protect open space lands based on the location of the resource, rather than on uniform distribution throughout the county. However, in the specific case of neighborhood parks, community parks and urban open space, Clark County has existing standards which should be used to determine distribution.
5. Where appropriate, Clark County should attempt to link open space lands into an interconnected system.
6. Clark County should generally emphasize the preservation of large contiguous blocks of open space. In certain circumstances, however, it may be appropriate to acquire smaller unconnected tracts, e.g., urban open space or the last available piece of open space of a certain category or function.
7. Clark County should attempt to preserve the natural character of areas containing threatened or endangered plant or animal habitat.
8. Clark County, when acquiring or otherwise protecting open space lands, should give special consideration to archaeological and historical resources, unique sites, and views and vistas.
9. Clark County, when acquiring open space lands of similar character, should emphasize the preservation of those lands which are in closest proximity to the largest number of users.
10. Clark County should coordinate efforts to protect open space lands with local, state, regional and federal agencies to complement acquisition programs and maximize resource potential.
11. Clark County should consider relevant state policies and guidelines including those set forth in the *Growth Management Act*.
12. Clark County, in implementing its open space program, should take into consideration the economic impact and future well-being of the community.

13. Clark County should fully implement the parks and recreation element of Clark County's *20-Year Plan*.

8.3.3 The Open Space Commission's additional category-specific planning objectives should guide the Planning Division in evaluating development proposals and the Parks and Recreation Division in evaluating the need and application of the open space categories identified.

8.3.4 The Clark County *Open Space Commission Report* guiding principals shall be adopted through adoption of the *20-Year Plan*.

### ***River Systems And Associated Flood Plains***

- Clark County should attempt to preserve interconnected systems of open space along its major streams, rivers and lakes. For example, acquisitions should link Salmon Creek, Burnt Bridge Creek, Lake River and Vancouver Lake.
- Clark County should attempt to connect public ownerships within river systems, so as to create extended linear greenways.
- Clark County should strive to acquire open space lands which allow extensive public access to shoreline properties. If wildlife, wetland or other sensitive open space values would be significantly affected by public access, consideration should be given to preserving shorelines without or with limited public access.
- Clark County should consider relevant state and local policies and guidelines including those set forth in the *Shorelines Management Act* and the county's *Shorelines Master Program*.
- Clark County should give priority consideration to shorelines of statewide significance.

### **Columbia River Lowlands**

- Clark County should implement methods to preserve agriculture within lowland areas to preserve the overall character of this open space category.

- Clark County should cooperatively work to acquire additional open space lands and provide greater access to the Columbia River shoreline.
- Clark County should coordinate with other agencies to support the acquisition and/or proper management of sensitive wildlife habitat, water-related areas, and other open space lands; where combined funding and/or management is possible, these practices should be encouraged.
- Clark County should consider relevant regional, state and local policies and guidelines including those set forth in the *Habitat Plan*, the *Shorelines Management Act*, and the county's *Shoreline Master Program*.

### **Regional Trails**

**GOAL 8.4: Develop a network of trails and bikeways throughout the county that will interconnect population centers, community facilities, work places, neighborhoods, recreational opportunities and natural greenspaces.**

#### **Policies:**

- 8.4.1 The policies of the *1993 Countywide Trails and Bikeways System Plan* shall guide the county in establishing the network of regional trails and bikeways.

## **IMPLEMENTATION STRATEGIES**

This section lists three types of implementation strategies or resources for implementation that could be used: funding strategies, other county strategies, and other agency strategies. Summary descriptions of these strategies are included in the *Clark County Park, Recreation, and Open Space Plan*. The mission statement and goals of the Parks and Recreation Division call for partnerships between county departments and among other agencies and citizen groups.

### **Funding Strategies**

- Aquatic Lands Enhancement Account, Public Access

- Aquatic Lands Enhancement Account, Wetland Stewardship
- Washington Wildlife and Recreation Program (WWRP)
- Conservation Futures
- County Bonds
- Park Impact Fees
- Real Estate Excise Tax
- Real Estate Excise Tax - Local Conservation Areas
- Sales Tax
- Special Levy
- Interagency Committee for Outdoor Recreation
- State-Distributed Motor Vehicle Fund
- Regular Property Tax
- User Fees

### **Other County Strategies**

- Donations
- Current Use Taxation
- Density Bonuses
- Shorelines Management Program
- State Environmental Policy Act (SEPA)
- Transfer of Development Rights
- Wetlands Protection Ordinance
- Aquifer Protection Districts
- Environmental Combining District
- Flood Plain Combining District
- Lake Management Districts
- Storm and Surface Water Utilities
- Utility Local Improvement District
- Park and Recreation Service Areas
- Land Division Ordinance

### **Other Agency Strategies**

- Forest Practices - Conversion of Timber Lands

- Columbia River Gorge National Scenic Area
- FmHA Conservation Easements
- Forest Legacy Program
- Land Trusts
- Public/Private Utility Corridors
- Washington State Upland Wildlife Habitat Restoration Program
- Washington State Wetlands and Riparian Initiative
- Park and Recreation District
- Metropolitan Park District
- Metropolitan Municipal Corporation
- Hydraulic Code

Several other strategies should be considered for implementation in addition to the projects and funding sources shown in *the Capital Facilities Plan*.

## ***CAPITAL FACILITIES PLAN***

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Following the review of the locations and capacities of existing capital facilities (see *Section II*), the forecast of future needs (see *Section III* and the *Clark County Parks, Recreation, and Open Space Plan*), the identification of potential locations and capacities of new or expanded facilities (see the *Clark County Parks, Recreation, and Open Space Plan*), the establishment of goals and policies (*Section IV*), and the review of implementation strategies (*Section V*), the Parks and Recreation Division conducted a public process to identify the overall park, recreation, and open space priorities and to identify implementation strategies to accomplish the priority projects over the next six years. Criteria were developed and used to rank the projects by and between park categories.

Potential funding sources were identified from the list of implementation strategies, and matched with the priority park projects. These priority park projects were listed in tables identifying the year of project implementation. The tables representing the priority capital projects for the Clark county Parks and Recreation Division are presented in the *Supporting Documentation to the Comprehensive Plan*.

## ***ALTERNATIVE FUNDING SOURCES***

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As the county evaluates and implements the *Capital Facilities Plan*, it should give consideration to additional funding sources. The following potential additional local assessments could provide funding should there be funding shortfalls.

### ***Real Estate Excise Tax: Local Conservation Area***

With voter approval, the Board of County Commissioners may impose an excise tax on each sale of real property in the county at a rate not to exceed one percent of the selling price for the purpose of acquiring and maintaining conservation areas. The authorizing legislation (*RCW 82.46*) defines conservation areas as "land and water that has environmental, agricultural, aesthetic, cultural, scientific, historic, scenic, or low-intensity recreational value for existing and future generations...". These areas include "open spaces, wetlands, marshes, aquifer recharge areas, shoreline areas, natural areas, and other lands and waters that are important to preserve flora and fauna."

### ***Sales Tax: 0.2% Additional Assessment***

Within existing state statute, the county could collect an additional two-tenths of one percent sales tax. In this case, the statute provides an electoral process for repealing the tax or altering the rate. This tax is now in effect in Clark County at the rate of three-tenths of one percent; of the three-tenths being collected, two-tenths have been assigned to law enforcement services. In addition, revenues derived from the three-tenths sales tax collected in the City of Vancouver are directed to the county in exchange for certain services; by not collecting the tax the city is also entitled to certain other state-distributed revenues.

### ***Special Levy***

Washington law allows counties, along with other specified junior taxing districts, to levy additional property taxes in excess of limitations imposed by statute when authorized by the voters. Levy approval requires 60 percent majority vote at a general or special election.

### ***Cooperative Partnerships***

In addition to direct funding of programs, the goals of the *Parks, Recreation, and Open Space Plan* can be reached through cooperative partnerships with other agencies and citizen groups. This section describes several cooperative partnerships that should be pursued by the county.

### **State and Federal Land Trades**

The state and federal governments own nearly 69,000 acres of land in Clark County, with the state Department of Natural Resource (DNR) owning 60,000 acres by itself. To better manage their lands, DNR has sought (and will likely continue to seek) to consolidate their land holdings through land trades or sales. The county should seek to work with DNR and other state and federal agencies to identify cooperative opportunities to meet county park, recreation and open space goals.

### **Storm and Surface Water Utilities**

As provided by state law, Clark County could implement a Storm and Surface Water Utility to better manage water resources. The activities of such a utility could involve protection and restoration of wetlands, ponds

or other water-related areas that provide important open space and trail corridors. The county should continue to investigate the feasibility of such a utility that would support both *the Parks, Recreation, and Open Space Plan* and the goals of the County's Water Quality Division.

### **Park and Recreation Districts and Service Areas**

Where there is sufficient citizen interest, the county should explore the use of citizen managed Parks and Recreation Districts to meet their urban park needs. These districts, independently operated, could cooperatively help meet the need for urban parks, having the ability to acquire, operate and maintain parks.

### **Volunteer Programs**

The County Parks and Recreation Division should continue and build on its existing volunteer programs to provide citizen partnerships that improve the quality of county park facilities while reducing the county's financial burden. *Adopt-A-Trail* and *Adopt-A-Greenway* programs are examples of volunteer programs that have been successfully implemented elsewhere.



# CHAPTER 9

## HISTORIC, ARCHAEOLOGICAL AND CULTURAL PRESERVATION ELEMENT

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### ***INTRODUCTION***

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Cultural resources in Clark County are rooted in a rich and colorful history that dates back thousands of years. The historical record of the county includes the formation of the region's unique physiography, settlement of the region by Native American groups, exploration by European nations, location as headquarters for the Hudson's Bay Company Columbia District trade networks, destination for thousands who took the Oregon Trail, and location as an industrial center (first for pulp and paper, then aluminum and shipbuilding, and now high-tech industries).

The *Growth Management Act of 1990 (GMA)* requires all local jurisdictions to "Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance." Knowledge of Clark County's history can provide a context in which to understand current growth and development trends, and a sense of continuity and community so valuable to County residents.

This element of the *20-Year Plan* includes:

- a summary of existing information about settlement patterns, key events, and historic and archaeological resources which remain in Clark County;
- existing agencies, groups and programs that are involved in historic, archaeological and cultural preservation and identification issues; and,
- goals and policies related to historic, archaeological and historic preservation in Clark County.

Other elements contain goals and policies which may also affect preservation efforts. For

example, the *Community Design Element* identifies historic architectural and development patterns as a key design element which should be recognized and enhanced when new development is proposed in areas with historic resources. *Chapter 5, Housing*, contains policies relating to the re-use and renovation of existing structures. *Chapter 2, Land Use*, identifies areas appropriate for urban and rural development and those which should be preserved in open space. Readers of this element should be aware of the related policies and programs contained in other elements. Additionally, a more detailed summary of County history is included in the *Resource Document*. There are also many articles and books written about the history of the region. Those seeking further information should contact Heritage Trust of Clark County directly.

### ***BACKGROUND AND EXISTING CONDITIONS***

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#### ***History***

The beautiful location and rich natural resources of Clark County have influenced its development history and settlement pattern. The history of the county is important because of the impacts historical settlement patterns have on current and proposed land use policies. From Native American settlements, to scattered European farms, to small farming communities, to mill towns, to regional employment centers, the development pattern of Clark County has mirrored that of the United States as a whole. Transportation and communication first led to the settlement of the region, and improved transportation and communication technology has further tied the region together. The history and cultural resources of the region are discussed in greater depth in the *Resource Document*.

## ***Existing Programs and Policies to Recognize and Protect Historic, Archaeological and Cultural Resources***

There are a number of organizations and public agencies in Clark County which are interested in documenting and preserving Clark County's historic, archaeological and cultural resources. National and state legislation and programs help to frame the programs here in Clark County.

### **National Programs**

The *National Historic Preservation Act of 1966* authorized the creation of the National Register of Historic Places as a means of recognizing sites and structures associated with significant people or events in our nation's history. Sites or structures listed on the National Register are provided protection through various federal funding sources and prevents federal projects from demolishing federally funded sites without careful consideration. Placement on the register is strictly voluntary for the landowner and provides no absolute protection. The National Register is maintained by the National Park Service. In 1994, twenty-nine (29) properties in Clark County were listed on the National Register with many more being eligible.

### **Washington State Office of Archaeology and Historic Preservation**

The Washington State Office of Archaeology and Historic Preservation (OAHP) performs the functions of the State Historic Preservation Officer (SHPO) which were established by the *National Historic Preservation Act*. OAHP maintains records of all historic resource inventories and sites and acts as liaison between local agencies and the federal government. OAHP is also responsible for reviewing proposed federal projects for their potential impact on historic and archaeological resources.

### **Local Organizations and Programs**

The Clark County Historic Preservation Commission is responsible for the cultural resource inventory, review of proposed restoration/ rehabilitation to identified historic resources, review of nominations to local, state and federal registers of historic places, and

implementation of the state special valuation tax incentive program.

There are a number of other groups and organizations that participate in the preservation of historic, archaeological and cultural resources at specific sites, for designated areas or for the entire county.

## **GOALS AND POLICIES**

The *Washington Growth Management Act of 1990* identified the following state goal for historic preservation:

*Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.*

The goals and policies in this plan reflect that overall state direction. The *Community Framework Plan* contains five policies to ensure that the county and its cities develop a coordinated approach to the identification and preservation of historic, archaeological and cultural resources. The goals in this element are intended to further clarify and direct staff efforts toward implementation of the overall state goal for historic preservation and the policies of the *Community Framework Plan*.

**GOAL 9.1: *Improve identification and evaluation of historic, archaeological and cultural resources.***

### ***Policies:***

- 9.1.1 Working with Clark County Historic Preservation Commission and other interested agencies and organizations, the county shall update the current inventory of historic, archaeological and cultural resources in Clark County.
- 9.1.2 Working with Clark County Historic Preservation Commission, the county shall re-evaluate the criteria used to assess the significance of historic and cultural resources and shall develop guidelines for the evaluation of potential impacts to significant cultural resources from development activity.
- 9.1.3 Review current county criteria regarding significance of sites and compare these to National Register of Historic Places. Work with Clark County Historic Preservation Commission members and interested citizens to prepare a report with recommended amendments.

Coordinate with each municipality in the county.

- 9.1.4 Inventory and evaluate of non-structural resources, including districts and landscapes, that provide unique insights into the history and development of the county.
- 9.1.5 Coordinate county inventory efforts with Native American groups, neighborhood associations, and university or other governmental inventory efforts.
- 9.1.6 Identify grants available for contracting inventory work.

**GOAL 9.2: Increase recognition of historic, archaeological and cultural resources.**

**Policies:**

- 9.2.1 Public awareness of cultural resources should be increased through educational and interpretive projects that highlight sites included on the county inventory or those eligible for inclusion in local and/or state heritage registers, or National Registers of Historic Places.
- 9.2.2 County employee awareness should be increased through training about cultural heritage preservation issues, including state and federal penalties for disturbance, destruction or removal of archaeological resources.

**GOAL 9.3: Protect historic, archaeological and cultural resources through a comprehensive planning approach.**

**Policies:**

- 9.3.1 Review the county's and its cities' policies for consistency regarding preservation of cultural and historic resources.
- 9.3.2 Integrate historic districts (those identified now and in the future), cultural resource areas and specific historic sites and structures into zoning and planning maps.
- 9.3.3 Revise the zoning ordinance to include provisions to permit the review of individual development, redevelopment and demolition plans to ensure protection and minimize the impacts on cultural, historic and, particularly archaeological resources.

9.3.4 Establish a process for the resolution of land use conflicts relating to the preservation of historic, archaeological and cultural resources.

9.3.5 Provide assistance to developers, landowners, and the construction trade regarding appropriate re-use and rehabilitation of identified historic sites and buildings.

9.3.6 Provide assistance to developers, landowners and others interested in obtaining grants and receiving available tax incentives for re-use and rehabilitation of identified historic sites and buildings.

## **IMPLEMENTATION AND FINANCING STRATEGIES**

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- Ordinance and procedural changes are needed to implement the above goals, policies. Integration of planning is essential at all levels to assure successful implementation of a preservation program. The following are a range of strategies that may be considered in achieving the goals and policies of this element.
- Train volunteers to participate in a review and update of the current county inventory. Include representatives from all communities and local historic preservation organizations.
- Develop guided and self-guided tours which highlight cultural resources on the county inventory.
- Install interpretive signs for sites on the county inventory.
- Host educational seminars that will highlight cultural resources on the county inventory or those properties that may be eligible for inclusion.
- Waive or reduce permit and impact fees for re-use or rehabilitation projects that are consistent with surrounding land uses.
- Provide flexibility in the county zoning codes for uses on historical sites that are compatible with surrounding land use.

- Develop an educational effort oriented towards the general public regarding cultural resources: what they are, where they are, what is their significance and how they can be compatible with other planning goals.
- Develop additional funding sources or minimize costs to supplement current

county funding for the preservation of historic, archaeological and cultural resources. Possible funding sources are: research grants, user fees, use of volunteers and penalties for the violations of preservation policies.

# CHAPTER 10

## COMMUNITY DESIGN ELEMENT

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### ***INTRODUCTION***

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The design of our communities is an important element in realizing the goals and policies of the *Growth Management Act*, the *Community Framework Plan*, the vision of Clark County's citizens, and the *20-Year Plan*.

The *Community Design Element* relates urban, suburban and rural development to the natural environment. The understanding of these relationships has been central in drafting the *20-Year Plan*.

As in natural systems, communities function best when they follow the principles of diversity and interdependence of uses and buildings and the relationship of the physical environment to the human scale that is walkable and supportive of transit alternatives.

### ***BACKGROUND***

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Through the *Perspectives Program*, citizens in Clark County expressed their opinion about the design of their community. Overriding themes from the comments were:

- preserve open space and natural areas;
- encourage land development that preserves a sense of place and a feeling of community;
- encourage development of a transit system;
- develop a better diversity of employment opportunities and housing;
- avoid sprawling developments; and,
- design criteria is important to the acceptance of higher densities.

These comments lead directly to the development of a *Community Design Element*. Prior to the 1970's, Clark County was a community with distinct areas of urban development surrounded by agricultural land, forests and open space. The county's rapid growth, increased demands for rural and

suburban lifestyles, and greater mobility and affordable housing have resulted in encroachment by residential development into agricultural land and forests. The effects of this growth are tremendous: roads and bridges have been filled with cars, Clark County's airshed is in a non-attainment status for some pollutants, neighborhoods have little sense of community, long commutes are becoming normal, water quality has been degraded, and farm land, wildlife habitats and open space are being lost.

The *Community Design Element* is an integral part of the entire growth management planning process. Design directly affects land use patterns, transportation planning and neighborhood livability.

The *Community Design Element* is affected by the *Land Use Element* which develops policy direction for urban form and critical areas and, in turn, affects the *Land Use Element* by providing guidelines for how the urban form can be achieved and critical areas be integrated into future projects. This similar policy direction for rural and natural resource areas also affects community design.

The *Community Design Element* is an integral part of the *Transportation Element* as the policies in this element direct the use of alternative modes of transportation to facilitate a pedestrian friendly environment.

The *Community Design Element* is also affected by policies within the Housing element which provide for a variety of housing types in recognition of the various economic segments of the population.

A major component to the *Community Design Element* is the development of *Parks and Open Spaces*. Policies within the *Parks and Open Space Element* provide guidelines for the acquisition and development of such sites.

The *Community Design Element* is affected by the policies within the *Historic, Archaeological and Cultural Preservation Element* which recognizes the need to retain and integrate the

historical character of the community with new development.

Countywide surveys reveal that the majority of Clark County citizens do not want to continue this development pattern but, at the same time, are cautious about alternatives. Implementing the goals and policies of the *20-Year Plan* can provide predictability in the planning process and development of design standards which encourage a sense of community and make concepts such as "higher density" more acceptable. This can be accomplished by drawing on the best features of our older neighborhoods and looking to the redevelopment of similar areas in the region. A common element of these older neighborhoods is a mixture of uses in compact development that is comfortable for walking, or pedestrian-oriented.

These truly functional neighborhoods contain housing, parks and schools located within walking distance of shops, civic uses, jobs and transit. This still allows for the convenience of the car, but also for the opportunity to walk or use transit. At the regional scale, this means a network of neighborhood centers, transit corridors, urban activity centers, small cities and towns and rural centers. This development is centered around an expanding transit system, urban growth area limits and open space.

This *20-Year Plan* directs a change in current development trends, however, part of this change needs to include how to make these changes occur and to understand the need for these changes. For example, as a community we need to modify our thinking that higher density areas equate to more crime or are not owner occupied.

Higher density developments have many different forms such as townhouses, garden apartments, infill housing and accessory units (granny flats). Anton Nelessen's *Visual Preference Survey* conducted for the Vancouver Partnership Planning Area in March 1993 illustrated that well-designed, high density developments were more appealing than typical single-family suburban tract developments. The main ingredients of these developments were human scale and pedestrian orientation. Design elements that contribute to a sense of place are include structures which are built nearer to the street, front porches, landscaping, convenient walkways, narrower

streets, and parking on the street and behind the structures.

## ***GOALS AND POLICIES***

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The goals and policies of this element are intended to:

- clarify and define design objectives for zoning ordinances;
- reduce review time during the design phase of proposed projects;
- improve the visual attractiveness of the community;
- encourage quality architecture and landscape design;
- minimize land use conflicts; and,
- develop clear and consistent analysis of new projects.

***GOAL 10.1: Natural features of Clark County should be incorporated into design and development.***

### ***Policies:***

- 10.1.1 Develop a system of formal and informal open spaces throughout the urban areas that includes parks, trails and green spaces.
- 10.1.2 In the urban area, waterfront development should be environmentally sensitive and allow maximum public access.
- 10.1.3 Natural land features should be recognized and integrated into the placement of buildings and in site planning. Streams, hillsides and unique vegetation should be considered strong design determinants and incorporated into the overall plan.
- 10.1.4 The siting of buildings should take advantage of river, mountain, lake and agricultural/pastoral views.
- 10.1.5 Retention of existing mature vegetation should be encouraged and included as a design element in the site plan. Every effort should be made to preserve existing trees over 8" in diameter.
- 10.1.6 Where new development adjoins agricultural or rural land or public open space, a soft transitional edge should be provided on-site to create a gradual

transition between the open space and new development.

**GOAL 10.2: Development in urban areas and rural centers should incorporate a diversity of uses designed in a manner that provides for a sense of community, supports the human scale and allows for efficient transportation options.**

**Policies:**

- 10.2.1 Institute a design review process to review commercial, industrial and mixed use developments, except individual single-family residential, duplex or triplex units, in major urban activity centers, mixed use designated areas, special planned subarea districts, and transit corridors.
- 10.2.2 Develop design criteria for multi-story, mixed uses and other commercial uses that utilize regional architectural styles and are at a human scale.
- 10.2.3 Revise the zoning ordinance to allow and encourage mixed use development in high density and commercial areas.
- 10.2.4 Encourage infill and conversion of existing single uses to mixed use centers in the urban centers and transit corridors.
- 10.2.5 Revise the zoning ordinance and develop standards to prevent additional commercial strip development.
- 10.2.6 In urban and rural centers concentrate special activities and services to form a community focus. Develop standards for urban and rural centers that maintain the unique character of the center, i.e., public commons, storefronts, setbacks, landscaping and pedestrian orientation.
- 10.2.7 Develop pedestrian and bicycle corridors between schools, housing, within neighborhoods and rural centers.
- 10.2.8 Promote the development of identifiable residential neighborhoods and shopping districts through the encouragement of more compact development patterns, the use of shared design and landscaping characteristics, and development of landmarks.

**GOAL 10.3: Housing in Clark County should provide for a variety of styles,**

***be oriented to the street, and be supportive of pedestrian and transportation alternatives.***

**Policies:**

- 10.3.1 Revise the zoning ordinance by incorporating standards that allow housing units to front on and relate to streets by encouraging elements such as balconies, porches, bay windows or decks that encourage front yard activity.
- 10.3.2 Create incentives for developments which provide pedestrian access, public commons, maintain existing vegetation and are integrated with existing development.
- 10.3.3 Encourage the design of residential infill developments that reflect the neighborhood character.
- 10.3.4 Establish an adequate side yard setback in residential areas for nonresidential uses including buildings, storage and parking.

**GOAL 10.4: Transportation and parking requirements shall use land efficiently and be oriented to pedestrian and transit uses and minimize dependence on the automobile.**

**Policies:**

- 10.4.1 Develop design standards that create pedestrian friendly streets and public spaces.
- 10.4.2 Develop parking standards that reflect decreased demand generated by such things as pedestrian facilities, bike paths, improved transit, transit demand management measures and mixed use developments.
- 10.4.3 Revise road standards to respect human scale rather than highway scale.
  - a. Reduce road widths wherever feasible.
  - b. Require street lighting with appropriate cut-off to limit glare.
  - c. Require street trees and landscaping in medians and rights-of-way.
  - d. Require sidewalk and design elements for pedestrian activity along major arterials including items such

as benches, trash containers, landscaping, paving textures, etc.

- 10.4.4 Coordinate zoning code and road standards to develop pedestrian friendly streets that encourage minimal front yard setbacks, rear yard parking, alleys and mixed uses.
- 10.4.5 Develop street plans beyond the arterial system to include a dense network of interconnecting streets as opposed to low density cul-de-sacs and widely-spaced arterials.
- 10.4.6 Require street connections or, if not feasible due to site conditions, provide pedestrian connections through the use of easements or pedestrian paths in rights-of-way.
- 10.4.7 Develop design standards for transit facilities.

10.4.8 Develop commercial zoning ordinance standards that:

- a. ensure similar uses provide cross-access between properties and joint access to arterials and collectors;
- b. provide for separate vehicular and pedestrian circulation in the site development plan of new projects and substantial remodels;
- c. provide for pedestrian walkways along roads with landscape buffers as separation between roads and walkways;
- d. provide for internal pedestrian circulation within the development;
- e. provide opportunities for surface parking lots to develop transit-oriented uses; and,
- f. provide for adequate buffering between commercial and residential uses.

# CHAPTER 11

## ANNEXATION/INCORPORATION ELEMENT

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### ***INTRODUCTION***

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The *Annexation Element* is an essential part of the *20-Year Plan* because the stated intent of the *Growth Management Act (GMA)* is that urban development occur within cities (or areas that eventually will be cities) either through annexation or incorporation. Currently in Clark County, large unincorporated areas are developed at urban densities. The transition of these areas to cities is a process that will require the cooperation of the county, cities and towns, as well as special districts. The *Countywide Planning Policies (CWPP)* adopted by the Board of County Commissioners provide a framework for addressing regional issues for both the county and its cities. Like the county, each city or town is also required to develop an Annexation element within its comprehensive plan.

### ***HISTORY***

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In 1967, the State of Washington recognized and addressed the issue of coordinating jurisdictional changes in unincorporated areas by creating Boundary Review Boards (BRBs). BRBs were formed to "...provide a method of guiding and controlling the creation and growth of municipalities in metropolitan areas so that ... residents and businesses in those areas may rely on logical growth of local government affecting them" (*RCW 36.93.010*). In 1970, the Clark County Board of Commissioners established a local BRB for the county.

In reaching a decision on an annexation request, the BRB must consider the following factors:

- population and territory;
- population density;
- land uses;
- comprehensive plans and zoning;
- assessed value;

- topography; natural boundaries and drainage basins;
- proximity to populated areas and likelihood of significant growth; and,
- other factors which may be unique to that proposal such as location and desirable future location of community facilities.

BRBs must also consider the effect of the proposed annexation on adjacent areas, mutual economic and social interests and the local governmental structures. However, BRB decisions must be based on legislatively defined objectives which must be weighed and balanced. For annexations, BRB decisions must find that one or more of the following objectives has been achieved:

- preservation of natural neighborhoods and communities;
- use of physical boundaries such as bodies of water, topography, or major roads;
- prevention of abnormally irregular boundaries;
- adjustment of impractical boundaries;
- annexation to cities or towns of unincorporated areas which are urban in character;
- protection of agricultural and rural lands which are designated for long-term productive agricultural and resource use by the comprehensive plan;
- provision of adequate services at an urban level of service; and,
- creation and preservation of a logical service area.

Decisions of the BRB must be consistent with the *GMA*, specifically with the provisions of concurrency, comprehensive plans and urban growth areas for annexation.

Under the provisions of the *GMA*, counties may disband BRBs when they and other affected jurisdictions have adopted ordinances or resolutions necessary to implement the adopted comprehensive plans. However, a review board of some type is needed, and required, under city annexation standards in *RCW 35.13.171*, to address issues that may arise when a city proposes annexation of land

under the jurisdiction of the county. In addition, the *Countywide Planning Policies*, and state regulations will assist local jurisdictions in making future decisions regarding annexations.

Under Washington State law, annexation is accomplished by two methods, the basic provisions of each are presented in *Table 11.1*.

**Table 11.1 Annexation Methods and Procedures**

ANNEXATION METHOD	PROCEDURE
<b>PETITION</b> <b>RCW 35.13.130</b>	The petition must be signed by the owners of not less than 75% in value according to the assessed valuation for general taxation of the property for which annexation is petitioned.
<b>ELECTION</b> <b>RCW 35.13.020</b>	A Petition for an election signed by a minimum of 20% of the voters who voted in the last election, certified by the Prosecuting Attorney of the county. A date is then established for an election. A simple majority of the voters determines the outcome of an annexation election.

The annexation of contiguous, unincorporated territory may also be initiated by resolution of the legislative body of the city desiring to annex. The election process is similar to annexation by the petition method. Again, only those areas which are in an urban growth area may be annexed under *GMA*.

**GOALS AND POLICIES**

The CWPP provides a framework for the issues that need to be addressed within the *20-Year Plan*. Cities and towns are required to designate areas to be annexed and develop a plan for providing urban services and facilities to those areas. Annexation cannot occur beyond the urban growth areas. Identified annexation areas within the urban growth area should annex or commit to annex in order to receive a full range of city provided urban services.

**GOAL 11.1: Establish the orderly transition of unincorporated area within the urban growth boundary from county jurisdiction to the appropriate municipality, either through annexation or incorporation.**

**Policies:**

- 11.1 Establish agreements regarding land use regulations and provision of services in the urban growth areas outside existing cities or towns addressing:
  - a. proposed land use designations;

- b. levels of service expected to be provided by each affected jurisdiction;
- c. resolution of any differences in regulations relative to development proposals;
- d. review of development proposals;
- e. definition of urban and regional roles prior to and after annexation of an area;
- f. determination of sewer and water extension policies, especially as they relate to special districts or purveyors;
- g. determination of the effect of annexation on any interlocal agreement between the county and municipality; and,
- h. determination of methods for resolving annexation disputes.

11.2 Establish agreements for appropriate allocation of financial burdens resulting from the transition of land from county to city jurisdiction.

11.3 Develop, in cooperation with the jurisdictions, a standard system or process to assess each proposed annexation. At a minimum, the following issues should be addressed:

- a. financial impacts to both the city or town and the county;

- b. transition of services such as public safety, parks and recreation, transportation and utility services;
- c. adequacy of government services including social services; and,
- d. preservation of logical service areas.

11.4 Each jurisdiction shall provide the county with its plan and timeline for

annexations and, if applicable, any triggering mechanisms or thresholds which would initiate annexation.

11.5 Public information shall be provided jointly or individually by both the county and annexing jurisdiction for annexation proposals so that residents have adequate information to make a decision.



# CHAPTER 12

## PROCEDURAL GUIDELINES

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### ***INTRODUCTION***

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Adoption of the *20-Year Plan* does not complete the land use planning process. This chapter differs in format from other chapters because it establishes procedures and criteria shall be followed for the ongoing implementation and updating of the *20-Year Plan* as established in Washington Administrative Code 365-195.

### ***PLAN INTERPRETATION***

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The *20-Year Plan* provides a guide and regulatory framework for development in Clark County that reflects the community vision of a desirable community. Plan policies are identified by number at the end of each chapter. Because of the general nature of the *20-Year Plan* policies, conflict between and among these policies is possible. The following general rules of construction are intended to be used in interpreting the *20-Year Plan*:

- Policies are intended to be read as mutually supportive, and all are intended to be read together so that each has meaning.
- When conflicts arise between policies, the policy which is more specific shall prevail.
- The *20-Year Plan Map*, or future proposals to amend the *20-Year Plan Map*, should reflect and be based upon the *20-Year Plan* policies in the text.
- When conflicts arise between the *20-Year Plan* policies and the *20-Year Plan Map*, the *Map* shall prevail.
- The *20-Year Plan* is consistent with the statewide goals and carries out in more detail the *Community Framework Plan*. The *20-Year Plan* also contains strategies which, in contrast to policies, are not intended to be directive but are suggested as a means to carry out the *Plan*. Other strategies to carry out the

plan may also be available, and in some cases preferred.

### ***AMENDMENTS TO 20-YEAR PLAN***

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Amendments to the *20-Year Plan* fall into several major categories or types and different review application and review criteria are applied. The kinds of amendments identified in this section are: urban growth boundary changes, (both major and minor), *20-Year Plan* policy or text change, *20-Year Plan Map* change, changes to supporting material (such as capital facilities) emergency amendments, regional facilities, technical errors or omissions, and special implementation procedures. Each of these types of amendments are described, criteria are identified as appropriate, the persons or parties responsible or authorized to initiate amendments are identified and procedural steps are identified as appropriate.

#### ***Urban Growth Boundary Changes***

A comprehensive review will be initiated and considered by the county and applicable city a maximum of once every five years.

Boundary amendments may be approved only when it is shown by the proponent (county or city) that the supply of available land is insufficient to accommodate anticipated growth. Criteria used to determine where and how much land should be added to the urban area are:

- The amendment shall be consistent with the following adopted plans: *Community Framework Plan*, county *20-Year Plan*, local comprehensive plans, applicable capital facilities plans and official population growth forecasts.
- The amendment shall be within an urban reserve or urban reserve overlay area.
- The amendment shall not include lands that are designated as natural resource (agricultural, forest, mineral resources)

unless the lands are designated with an industrial urban reserve overlay or urban reserve overlay.

- The amendment demonstrates that the full range of urban public facilities and services can be adequately provided in an efficient and timely manner. Such services include water, sewage, storm drainage, transportation, fire protection and schools.
- The amendment shall address the assumptions, trends, key indicators and performance measures established in the *Land Use Element, Chapter 2*.
- The amendment would be compatible with contiguous development within the urban growth area and proposed development shall occur at urban intensity.
- When a proposed adjustment abuts a designated natural resource activity, the use shall be compatible with the resource.
- The amendment is reviewed by the Planning Commission and Board of Commissioners as described in the review and notification section below.
- Unless otherwise required by the county, boundary line amendments shall be made with parallel changes to the *Comprehensive Plan Map and Zoning map* for the affected properties.

### **Plan Policy or Text Change**

- Considered by the county a minimum of once every five years. May be considered through the annual review process, once a year.
- Five year update initiated by county. Annual review requests initiated by interested person(s).
- Policy and text amendments may be approved only when it is shown by the proponent (county is proponent for five year update; county, city or interested person(s) as proponent for annual review applications) that the amendment shall be consistent with the state *Growth Management Act* and the following adopted plans: *Community Framework Plan, 20-year Plan, each city's comprehensive plan* as applicable,

applicable capital facilities plans and official population growth forecasts.

- Reviewed by Planning Commission and Board of Commissioners as described in the review and notification section below.

### **20-Year Plan Map Amendment**

- Considered by the county a minimum of once every five years.
- Considered by application through the annual review process, once a year.
- Five year update initiated by county. Annual review requests initiated by property owner or interested person(s).
- Map amendments may be approved only when it is shown by the proponent (county is proponent for five year update; city is proponent for city initiated amendments; property owner or interested person(s) is proponent for annual plan map change applications) that the supply of available land in the requested plan designation may be insufficient to accommodate anticipated growth. Criteria used to determine where, when and how much land in a specific land use category should be added are:
  - a. The amendment shall be consistent with the state *Growth Management Act* and the following adopted plans: *Community Framework Plan, 20-Year Plan, each city comprehensive plan* as applicable, applicable capital facilities plans and official population growth forecasts.
  - b. The amendment shall meet the location criteria for the requested designation.
  - c. Except for industrial amendments, demonstrate that conditions have substantially changed since plan adoption and the plan amendment /rezone must bear a substantial relationship to the public health, safety, morals or welfare.
  - d. The proponent demonstrates that the full range of urban public facilities and services can be adequately provided in an efficient

and timely manner. Such services include water, sewage, storm drainage, transportation, fire protection and schools.

- e. The requested change will not impact the character of the area to the extent that further plan map amendments will be warranted in future annual reviews unless the scope of the amendment is expanded. The county may expand the scope of any annual review.
- f. Unless otherwise required by the County, applications for map amendments shall be accompanied by parallel rezone applications.
- g. Reviewed by Planning Commission and Board of Commissioners as described in the review and notification section below.

### ***Other Planning Documents***

#### **Capital Facilities Plans**

Updates are reviewed annually in public hearings by the Clark County Planning Commission and Board of Commissioners for those facilities subject to county jurisdiction.

#### **County Road Improvement Plans**

Annual updates are reviewed in public hearings by the Clark County Planning Commission and Board of Commissioners.

#### **Parks, Recreation and Open Space Plan**

Annual updates are reviewed by the Clark County Parks Advisory Board and the Board of County Commissioners, except amendments to the park impact fee ordinance, which are reviewed in public hearings by the Planning Commission and Board of County Commissioners.

### ***Emergency Amendments***

The 1990 Growth Management Act (GMA) precludes considering amendments to the 20-Year Plan more than once a year. However, emergency amendments may be considered at any time if the following situations arise:

- To attract a large employer of more than 50 workers or retain an existing large employer. Applications of this type requesting an industrial

amendment shall include the reasons the amendment needs to be considered outside the annual review process.

- To provide a regional facility/service that is needed to protect the public health, safety or welfare including waste disposal transfer sites, sewer treatment plants, port or airport facilities or significant state or local government facilities that cannot be reviewed through another process.
- In the development of a countywide plan and implementing zoning map it is possible that technical errors in mapping or obvious errors in applying plan map or zoning map designations may occur. These mistakes can be corrected by making an application at any time during the first year following adoption of the 20-Year Plan Map or zoning map. The applicant needs to demonstrate that an obvious error occurred. The application can be initiated by the county, property owner or interested person(s). After the first year these applications shall be:
  - a. Considered once a year.
  - b. Limited to correcting an error.

### ***Special Implementation Procedures***

The comprehensive plan map contemplates two land use methods to assure the adequacy of public facilities needed to support urban development within urban growth areas (1) Contingent Zoning which applies an "X" suffix with the urban zone and (2) applying an Urban Holding District combined with urban zoning.

#### **Contingent Zoning**

In order to assure the adequacy of public facilities and services (primarily the arterial road system) needed to support urban area-wide infrastructure, the implementation of certain urban zone designations is contingent upon a demonstration that needed improvements will be in place at the time urban development is available for occupancy and use. Such contingent zone designations are denoted by adding the suffix "X" on the zoning map, with the required improvements being enumerated within the 20-Year Plan in Chapter 12, Contingent Zoning Section. Upon demonstration of evidence satisfactory to the board that the required public facility or public

service improvements will be timely made, the board shall by resolution affect such zoning by deleting the suffix "X" from the zoning map. Such action shall not constitute a rezone or be subject to a public hearing process: PROVIDED, that the responsible official's SEPA determination shall be subject to administrative appeal as provided for in Section 20.50.030. Until final action by the board deleting the suffix "X", any development within a contingent zoning district shall be processed under the regulation applicable to the Rural Estate (RE) district.

### **Urban Holding**

In addition to the administrative method of removing the "X" suffix above, the county applies the Urban Holding districts with an underlying urban zone when development polices require a legislative action prior to urban development occurring. In these cases, identified criteria is established that must be met in order to remove the urban holding zoning an authorize an urban zone which is consistent with the *Comprehensive Plan*.

Under certain circumstances a *Master Plan* which includes how and when an area develops and with what uses, may be required. In other cases, city plan policies may require annexation prior to development. Generally, urban services and facilities will also be needed or assured prior to rezoning. It may also be possible to move this category to a "contingent zoning" category where the specific situation warrants.

### **Vancouver Urban Growth Area**

The following improvements and conditions must be met prior to, or in conjunction with removal of the Urban Holding zone:

1. Urban Area -East Of Interstate-5, North/Northeast Of The WSU Property North Of Salmon Creek Designated Office Campus On The Comprehensive Plan Map.
  - a. Complete a *Master Plan*.
  - b. Assure level of service standard will be maintained at the I-5/179th Street interchange by financing shore term improvements.
  - c. Assure that appropriate public services support the development of the area, including sewer, water, transportation and fire service.

- d. Complete a feasibility analysis by WSU and Columbia Economic Development Council.
- e. Adoption of the University Research Park District.

1. Areas designated Urban Residential on the *Comprehensive Plan Map* are zoned Urban Holding - 10 and those designated industrial are zoned Urban Holding - 20. These areas may develop for more intensive uses through a change in zoning enacted through annexation to the City of Vancouver or consistent with the *Intergovernmental Agreement*, the city's land use plan, that the full urban services can be provided and a covenant relative to annexation is executed if immediate annexation is not geographically feasible. Urban Holding designations cannot be removed unless the City assures that public services will be provided prior to, or in conjunction with development.

### **Battle Ground Urban Area**

Areas designated Urban Residential on the *Comprehensive Plan Map* are zoned Urban Holding - 10 and those designated industrial or Business Park are zoned Urban Holding - 20. These areas may develop for more intensive uses through a change in zoning enacted through annexation to the City of Battle Ground or consistent with the *Intergovernmental Agreement*, the city's land use plan, that the full urban services can be provided and a covenant relative to annexation is executed if immediate annexation is not geographically feasible. Urban Holding designations cannot be removed unless the City assures that public services will be provided prior to, or in conjunction with development.

### **La Center Urban Growth Area**

Areas designated Urban Residential on the *Comprehensive Plan Map* are zoned Urban Holding - 10. These areas may develop for more intensive uses through a change in zoning enacted through annexation to the City of La Center or consistent with the *Intergovernmental Agreement*, the city's land use plan, that the full urban services can be provided and a covenant relative to annexation is executed if immediate annexation is not

geographically feasible. Urban Holding designations cannot be removed unless the City assures that public services will be provided prior to, or in conjunction with development.

#### ***Ridgefield Urban Growth Area***

Areas designated Urban Residential on the *Comprehensive Plan Map* are zoned Urban Holding -10 and those designated industrial or Business Park are zoned Urban Holding - 20. These areas may develop for more intensive uses through a change in zoning enacted through annexation to the City of Ridgefield or consistent with the *Intergovernmental Agreement*, the city's land use plan, that the full urban services can be provided and a covenant relative to annexation is executed if immediate annexation is not geographically feasible. Urban Holding designations cannot be removed unless the City assures that public services will be provided prior to, or in conjunction with development.

#### ***Washougal Urban Growth Area***

Areas designated Urban Residential on the *Comprehensive Plan Map* are zoned Urban Holding - 10 and those designated industrial or Business Park are zoned Urban Holding - 20. These areas may develop for more intensive uses through a change in zoning enacted through annexation to the City of Washougal or consistent with the *Intergovernmental Agreement*, the city's land use plan, that the full urban services can be provided and a covenant relative to annexation is executed if immediate annexation is not geographically feasible. Urban Holding designations cannot be removed unless the City assures that public services will be provided prior to, or in conjunction with development.

#### ***Camas Urban Growth Area***

Areas designated Urban Residential on the *Comprehensive Plan Map* are zoned Urban Holding - 10. These areas may develop for more intensive uses through a change in zoning enacted through annexation to the City of Camas or consistent with the *Intergovernmental Agreement*, the city's land use plan, that the full urban services can be provided and a covenant relative to annexation is executed if immediate annexation is not geographically feasible. Urban Holding designations cannot be removed unless the City assures that public services will be provided prior to, or in conjunction with development.

#### ***Woodland Urban Growth Area***

Areas designated Urban Residential on the *Comprehensive Plan Map* are zoned Urban Holding -10. These areas may develop more intensive uses through a change in zoning enacted through annexation to the City of Woodland or consistent with the *Intergovernmental Agreement*, the city's land use plan, that full urban services can be provided and achievement relative to annexation is executed if immediate annexation is not geographically feasible. Urban Holding designations cannot be removed unless the city assures that public services will be provided prior to, or in conjunction with development.

#### ***Zone To Zone Consistency***

To address the Zone to Zone Consistency between the zoning categories within certain urban growth areas and the county's zoning categories the following table was developed. Those urban growth areas not identified in this table have developed zoning categories consistent with those found in the county zoning code.

Table 12.1 City Zone to County Zone Consistency Chart

ZONE	R1-5/6	R1-7.5	R1-10	R1-20	R-12	R-18	R-22	R-22	R-30	R-43
<b>BATTLE GROUND</b>										
R1-15										
R1-10										
R1-7.5										
R1-6										
R-22										
R-16										
R-10										
<b>CAMAS</b>										
R1-12.5										
R1-10										
<b>WASHOUGAL</b>										
R1-15										
R1-10										
R1-7.5										
R1-5										
R-16										
R-22										
<b>RIDGEFIELD</b>										
R1-7.5										
R1-8.5										
R-16										

Shaded areas indicate allowed zones in each designation

**GOVERNMENTAL COORDINATION**

Clark County, with each city and town, will provide for annual review processes. These update periods shall be established to occur within each jurisdiction not to exceed once a year.

- a. After November 30, distribute copies of pre-application forms submitted by applicant to affected city and agencies;
- b. between October 15 and January 1, complete pre-application meetings with county staff, applicants and affected city and agencies in attendance;
- c. between January 1 and February 15, distribute technically completed applications with any additional

information to affected jurisdictions to facilitate their review process;

- d. in coordinating with the county, the cities shall submit written recommendations or additional information to the county;
- e. the county shall circulate initial review including SEPA determination and other pertinent information to the affected city and agencies; and
- f. the county will schedule public hearings before Clark County Planning Commission followed by public hearings before the Board of County Commissioners.

These annual reviews shall meet the following criteria:

- Each urban area annual review shall assess the cumulative impacts of all potential or requested changes to the *20-Year Plan Map* and policies throughout the urban area and, further, on the countywide plan.
- Proposals that would result in urban development outside of an adopted urban boundary shall not be permitted.
- Cities, special districts and Clark County shall cooperate to preserve and protect natural resources, agricultural lands, open space and recreational lands within and near the urban areas.

In addition to plan amendments or updates initiated by the county or applicable city, individual annual review applications may be submitted once a year to the applicable jurisdiction based on a schedule adopted by that jurisdiction. To the extent possible, the same schedule should be adopted by the county and each city/town for each urban area to facilitate mutual review and assessment of the criteria in *Governmental Coordination, Section A*, above. Where no agreement exists between the applicable city and the county or the amendment request is in the rural area, annual review applications and plan update requests shall be submitted in December of each year and processed by geographic areas of the county during the following year.

### ***PLAN AMENDMENT, PUBLIC NOTIFICATION AND PUBLIC HEARING PROCESSES***

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All private applicants (except for those alleging an error in drafting or judgment) requesting amendment to the *20-Year Plan* text, policies or map must file for a pre-application conference prior to or in conjunction with submittal of a formal application.

Prior to, or in conjunction with, initiating a formal review of the application, the applicant shall participate in a pre-application meeting with staff and shall receive a written staff review of the submitted information. If the applicant requests, or is required to seek a simultaneous rezone, such application and fee shall be submitted. The applicant shall have two weeks from the receipt of the staff report to

submit additional applications or written information to the county.

All plan map amendment public hearings shall have public notice issued at least fifteen calendar days before the date of a hearing. The notice shall be published a newspaper of general circulation which includes a summary of the request and its location, the date, time and place of the hearing. The notice shall also be mailed to the applicant and owners of the property within a radius of 300 feet of the subject property as shown on the records of the County Assessor. The notice shall also be posted by county staff in three conspicuous places on or in the vicinity of the site and removed by the applicant within fifteen calendar days after the public hearing date. The applicable neighborhood association(s) where the property is located shall also receive notice.

The Clark County Planning Commission shall conduct the public hearing and make a written recommendation to the Board of Commissioners. The Board will automatically schedule a public hearing for all cases recommended for approval by the Planning Commission.

All cases recommended for denial by the Planning Commission shall be considered final unless appealed by the Planning Director or, upon payment of the public hearing appeal fee, by any affected party. All appeals of a Planning Commission recommendation for denial shall be administratively considered by the Board of Commissioners at one time by each urban area or the rural area. The Board will schedule public hearings only on those cases where the Board finds that the Planning Commission recommendation may have been made in error or the Board concludes that the Planning Commission decision raises a significant and unresolved land use policy issue that warrants immediate consideration.

### ***DISPUTE RESOLUTION***

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Traditional approaches to conflict are not set up to help parties resolve their differences; rather they are designed to decide an issue. The dispute mediation process allows for consensus building and can be used in disputes at the neighbor level, disputes between jurisdictions or disputes at the policy setting level.

The *Washington State Dispute Resolution Act*, RCW 7.75 allows the County to place a surcharge on Civil and Small Claims filing fees for funding a dispute resolution center. Assisted mediation services may be available through a County operated Dispute Resolution Center or through the selection of a private facilitation/mediation service provider.

It is therefore the policy of Clark County to encourage the use of alternative dispute resolution techniques, recognizing the cost, complexity and adversarial nature of resolving neighborhood and community disputes through the traditional hearing process.

### **COOPERATIVE AGREEMENTS AND INTERJURISDICTIONAL GUIDELINES**

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A significant degree of cooperation and coordination between the county, cities and other service providers is required to manage land use in the urban and rural areas. Policies covering interagency cooperation, land use planning and development review, urban service provisions and boundary amendments are needed to set the county wide framework for interjurisdictional agreements.

Establish interagency planning teams to develop ongoing coordination programs within the rural area and each urban area to include the county, all cities and towns, all special districts (including school districts, Clark Public Utilities, Southwest Washington Health District, Hazel Dell Sewer District, port districts and fire districts). These teams shall develop:

- Specific procedures for affected agencies, jurisdictions and special districts to participate, review and comment on the proposed plans and implementation measures of the others to assure consistency with the *20-Year Plan*.
- Specific coordination procedures for affected agencies, jurisdictions and special districts to periodically review, at a minimum of every five years, the

capital improvement plans, to enhance, improve and focus concurrency management plans and to assure consistency with all other elements of the *20-Year Plan*. Such procedures shall include an inventory of the location and capacities of the public facilities to include, at a minimum, public roads, public water and sewer systems, storm water facilities, schools, parks and recreational facilities and police and fire protection services. Where inconsistencies are identified between the Capital Facilities and Utilities element, including financing assumptions and actual financing, and the other plan elements, the procedures shall ensure that appropriate plan amendments are made to eliminate those inconsistencies.

- Specific procedures to improve joint efforts or the combining of operations (e.g., roads, sheriff/police departments, fire departments) to achieve greater efficiency and effectiveness in service provision.

### **LAND USE PLANNING IMPLEMENTATION MEASURES AND ANNEXATION**

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- City/town and county adopted implementation measures shall be, to the extent possible, consistent within all urban areas.
- Cities/towns shall not annex territory beyond the adopted urban growth boundaries. Clark County shall not permit urban growth to occur outside of adopted urban boundaries.
- The rural area of Clark County shall be comprehensively reviewed independently of the urban area updates, or in conjunction with one urban area review, and should not occur more than once every five years.

# GLOSSARY

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**Affordable Housing** - housing is considered affordable to a household if it costs no more than 30 percent (30%) of the total household gross monthly income for rent or mortgage payments, or up to 2.5 times annual income for purchasing a home. This is the standard used by the federal and state government and the majority of lending institutions.

**Arterial** - a major street carrying the traffic of local and collector streets to and from freeways and other major streets. Arterials generally have traffic signals at intersections and may have limits on driveway spacing and street intersection spacing.

**Average Daily Traffic (ADT)** - the average number of vehicle trips per weekday (Monday through Friday) to and from a site.

**Build Out** - having no remaining land; fully developed to the maximum permitted by adopted plans and zoning.

**Capital Facilities Plan (CFP)** - a required component of the comprehensive plan that deals with the costs and funding of governmental services.

**Clark County Code (CCC)** - laws adopted by the Board of Commissioners for Clark County

**Collector** - a street for moving traffic between major or arterial streets and local streets. Collector streets generally provide direct access to properties, although they may have limitations on driveway spacing.

**Community Framework Plan** - a document that identifies broad land use categories and policies that are to be used as a guide to the development of comprehensive plans as mandated by the *Growth Management Act*. The time frame is for a 50-plus-year period and because of this time frame the *Framework Plan* is necessarily general and not a final specific plan. The *Framework Plan* was adopted by the Board of County Commissioners in May of 1992 to provide guidance to future policy decisions in the Comprehensive Plans. The *Community*

*Framework Plan* is the result of the recognition that growth will not stop in 20 years and many items such as water, sewer, and roads have planning time frames beyond this time period.

**Commute Trip Reduction Act (CTR)** - requires large employers to reduce the percentage of their employees who commute to work in single occupancy vehicles.

**Comprehensive Plans** - a document consisting of maps, charts, and text which contains the adopting city or county's policies regarding long-term (20-year) development. A comprehensive plan is a legal document required of each local government by the State of Washington. The required content of the comprehensive plan is described in RCW 36.70A which directs that at a minimum the plan shall contain the following elements:

- land use;
- housing;
- transportation;
- capital facilities;
- utilities; and,
- rural lands (counties only).

Clark County has chosen to include the following optional elements:

- natural resource lands;
- economic development;
- community design;
- annexation and incorporation;
- parks, recreation and open space;
- critical areas; and,
- historic, archaeological and cultural preservation.

**Consolidated Metropolitan Statistical Area (CMSA)** - refers to the Portland PMSA, which includes Clackamas, Multnomah, Washington and Yamhill counties, and the Vancouver PMSA, which is composed of Clark county, together.

**Covered Employment** - includes jobs where the employee provides insurance as part of a basic benefits package.

**Critical Areas** - include wetlands, sensitive fish and wildlife habitat areas, critical recharge areas for groundwater aquifers, flood prone areas, and geological hazardous areas (such as landslide areas, earthquake fault zones, and steep slopes).

**Density** - for residential development, density means the number of housing units per acre. For population, density means the number of people per acre or square mile.

**Density, Gross** - density calculations based on the overall acreage of an area, including streets, roads, easements, rights-of-way, parks, open space and, sometimes, other land uses.

**Density, Net** - density calculations based on the actual area of land used, exclusive of streets, roads, rights-of-way, easements, parks and open space.

**Developable Land** - land that is suitable as a location for structures because it is free of hazards (flood, fire, geological, wetlands, etc.), has access to services, (water, sewer, storm drainage, and transportation), and will not disrupt or adversely affect natural resource areas.

**Draft Environmental Impact Statement (DEIS)** - See: *State Environmental Policy Act*

**Element** - a component or chapter of the comprehensive plan. State law requires that each city's comprehensive plan include at least six elements. In addition to the six elements required for cities, counties must also include a rural element. Other elements may be included as a local option. See *Comprehensive Plan*.

**Environmental Impact Statement (EIS)** - a document that analyses the environment impacts of a project or policy and suggests mitigation measures. See also: *State Environmental Policy Act*.

**Flood Hazard Area** - a lowland or relatively flat area adjoining inland waters that is subject to a one percent or greater chance of flooding in any given year. Also known as the 100 year flood plain. Clark County has a flood

plain protection ordinance that regulates any development within this area.

**Fully Contained Communities** - are developments within urban growth areas that have been planned 1) to have a complete array of land uses such as commercial, residential, and/or offices; and, 2) to potentially be self sufficient. Large scale residential developments are not fully contained communities. If allowed to occur outside urban areas a portion of the OFM assigned population for Clark County has to be set aside for these communities.

**Growth Management** - the use by a community of a wide range of techniques in combination to determine the amount, type, and rate of development desired by the community and to channel that growth into designated areas.

**Growth Management Act** - House Bill 2929 adopted in 1990 and amended by House Bill 1025 in 1991. This Law requires the fastest growing counties in the state to construct comprehensive plans. See the introduction for a more complete description and *RCW 36.70A*.

**High Occupancy Vehicle (HOV)** - a vehicle carrying more than two people. Carpools, vanpools and buses are examples.

**Household** - all persons living in a dwelling unit, whether or not they are related. Both a single person living in an apartment and a family in a house are considered a "household".

**Household Income** - the total of all the incomes of all the people living in a household. Households are usually described as very low income, low income, moderate income, or upper income. The federal government defines these categories as follows:

- **Very low income** = households earning less than 50 percent of the countywide median income.
- **Low income** = households earning between 51 and 80 percent of the countywide median income.
- **Moderate income** = households earning between 81 and 95 percent of the countywide median income.

- **Middle income** = households earning between 96 and 120 percent of the countywide median income.
- **Upper income** = households earning over 120 percent of the countywide median income.

**Human Scale** - buildings, landscapes, streetscapes, and other built features which do not overwhelm pedestrians.

**Impact Fee** - a fee levied on the developer of a project by a city, county or special district as compensation for the expected effects of the development. The *Growth Management Act* authorizes imposition of impact fees on new development and sets the conditions under which they may be imposed.

**Implementation Measure** - an action, procedure, program or technique that carries out comprehensive plan policy.

**Infill Development** - development on vacant parcels in urban or urbanizing areas that were passed over by previous developments.

**Infrastructure** - the physical systems and services which support development and people, such as streets and highways, transit service, water and sewer systems, storm drainage systems, and airports.

**Jobs/Housing Balance** - a concept to increase the job and housing opportunities in an area where the work force primarily commutes out of the area or into the area. Concepts such as mixed use developments, telecommuting, and attracting industries to the area are ways in which this may be accomplished.

**Level of Service (LOS)** - a method of measuring and defining the type and quality of a particular public service such as transportation, fire protection, police protection, schools/education, storm drainage, and sewer and water systems. The county and its cities must cooperatively develop standards for level of service for public services and infrastructure as a part of the policies governing growth management.

**Master Planned Resorts** - are developments outside of urban areas that provide a range of recreational amenities and focus primarily on short-term visitor

accommodations but not including vacation homes.

**Metro** - the regional government that serves the urban populations of Clackamas, Multnomah, and Washington counties in Oregon. It is responsible for transportation and landuse planning, regional parks and greenspaces, and other regional functions.

**Metropolitan Greenspaces** - a program administered by Metro, in which Clark County is a participating partner, that has defined and inventoried natural areas to preserve as open space in the Vancouver/ Portland metropolitan area. These areas have been targeted for purchase when funds become available.

**Mixed Use Development** - developments designed to be pedestrian friendly that locate housing, commercial and/or offices in the same structure(s) or within close proximity of each other. These developments are intended to reduce the dependency on the automobile and create a sense of place.

**Natural Resource Lands** - lands which may be used for commercial forest, agriculture, or mineral extraction industries. Cities and counties must classify and designate these lands and develop policies to protect them as a part of growth management planning. See Chapter 4, Rural and Resource Lands for a detailed discussion.

**Washington State Office of Financial Management (OFM)** - state office that officially provides the County with population projections that as a minimum must be used in growth management planning.

**Open Space** - any parcel or area of land or water that is essentially unimproved and devoted to an open space use such as preservation of natural resources, outdoor recreation not requiring development of play fields or structures, or public health and safety (flood control).

**Pedestrian Friendly** - developments that are designed first for pedestrians then for the movement of vehicles. These developments are often mixed use (two and three story buildings with storefront retail) in nature with wide sidewalks, landscaping and buildings that are in scale with pedestrians.

**Planning Commission** - a group of people appointed by a city council or county commission to administer planning and land

use regulations for the jurisdiction. State regulations governing the powers and activities of a planning commission are contained in RCW 36.70.

**Primary Metropolitan Statistical Area (PMSA)** - refers to major urban regions which are used to compile statistical and census data.

**Revised Code of Washington (RCW)** - the most recent edition, in a consolidated and codified form, of all the laws of the state of a general and permanent nature.

**State Environmental Policy Act (SEPA)** - the *Washington State Environmental Policy Act* requires that each city or county consider the environmental impacts of a proposed development before approval and incorporate measures to mitigate any expected negative impacts as conditions of approval. The process is to prepare a draft environmental impact statement (DEIS) for public review and then a final environmental impact statement (FEIS). The FEIS is not adopted as part of the plan but is used as a tool to help in making decisions concerning the plan.

**Transfer of Development Rights (TDR)** - a program that allows designated properties where proposed land use or environmental impacts are considered undesirable to relocate development potential to another site which can accommodate increased development beyond that for which it was zoned.

**Transportation Demand Management (TDM)** - a concept to reduce the demand on roadways through changes in individuals travel behavior.

**Urban Growth Area (UGA)** - areas established as part of the growth management process to allow for the efficient provision of urban levels of governmental services and where urban growth will be encouraged. Urban growth areas should contain enough

vacant land to accommodate the 20-year growth projections by OFM. Counties and cities should cooperatively establish the urban growth areas and cities must be located inside urban growth areas. Once established, cities cannot annex land outside the urban growth area. Growth outside of urban growth areas must be rural in character.

**Urban Growth Boundary (UGB)** - the line designating the extent of the urban growth area.

**Urban Reserve Areas** - land adjacent to urban growth areas that are reserved for future urbanization which allows for the orderly conversion of land to urban densities when it can be demonstrated that the supply of developable land within the urban growth area is depleted.

**Vehicle Miles Traveled (VMT)** - the average number of miles traveled by a vehicle in a given area. This is both a measure of trip length and of dependency on private vehicles.

**Vision, Visioning** - a collective and collaborative statement by citizens, elected and appointed officials and interested parties of their preference for what their community can and should be.

**Washington Administrative Code (WAC)** - laws adopted by state agencies to implement state legislation.

**Zoning** - a map and ordinance text which divides a city or county into land use districts and specifies the types of land uses, setbacks, lot size, and size restrictions for buildings within each district.

# ABBREVIATIONS AND ACRONYMS

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<b>ADT</b>	Average Daily Traffic	<b>OFM</b>	Office of Financial Management
<b>CCC</b>	Clark County Code	<b>PMSA</b>	Portland Metropolitan Statistical Area
<b>CFP</b>	Capital Facilities Plan	<b>RCW</b>	Revised Code of Washington
<b>CMSA</b>	Consolidated Metropolitan Statistical Area	<b>SEPA</b>	State Environment Policy Act
<b>CTR</b>	Commuter Trip Reduction	<b>TDM</b>	Transportation Demand Management
<b>DEIS</b>	Draft Environmental Impact Statement	<b>TDR</b>	Transfer of Development Rights
<b>EIS</b>	Environmental Impact Statement	<b>UGA</b>	Urban Growth Areas
<b>FEIS</b>	Final Environmental Impact Statement	<b>UGB</b>	Urban Growth Boundaries
<b>GMA</b>	Growth Management Act	<b>VMT</b>	Vehicle Miles Traveled
<b>HOV</b>	High Occupancy Vehicle	<b>WAC</b>	Washington Administrative Code
<b>LOS</b>	Level of Service		



# APPENDIX A

## TRAVEL DEMAND FORECAST

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This *Appendix* contains data from the 20-year regional transportation modeling conducted in conformance with RCW 36.70A.070(6)(b)(iv). The resulting information was used to prepare the *Transportation Element*, establish a level of service standards and develop a concurrency management system.

The forecast of Clark County's transportation needs was formulated using a regional computer model designed for the analysis of the arterial roadway network consisting mostly of high-volume traffic streets serving regional travel.

Prior to projecting future travel demand, it was necessary to calibrate the model to the existing land uses. Calibration is a process of comparing model results to existing travel data, and adjusting the model as necessary so that the model's traffic assignments are reasonably close to actual traffic counts, usually within five percent. Actual traffic volumes were obtained from local jurisdictions,

Washington State Department of Transportation, and Clark County's own traffic count program. In a few cases, outdated counts which could not be accurately updated due to construction were adjusted using surrounding growth rates.

The forecast traffic volumes reflect population and employment forecasts, the land use and transportation policies of this *Comprehensive Plan*, and the modeled benefits of improvements listed in the *20-Year Capital Facilities Plan (Transportation)*.

The following plots show projected traffic volumes on the arterial and collector system. These plots are not maps—they are plots from a computer model and are not to scale. All traffic volumes represented by the numbers on the plots show vehicle trips for the daily peak period of congestion—an hour during the afternoon weekday commute. The relationship of the numbers to lines reflects the direction of traffic flow.

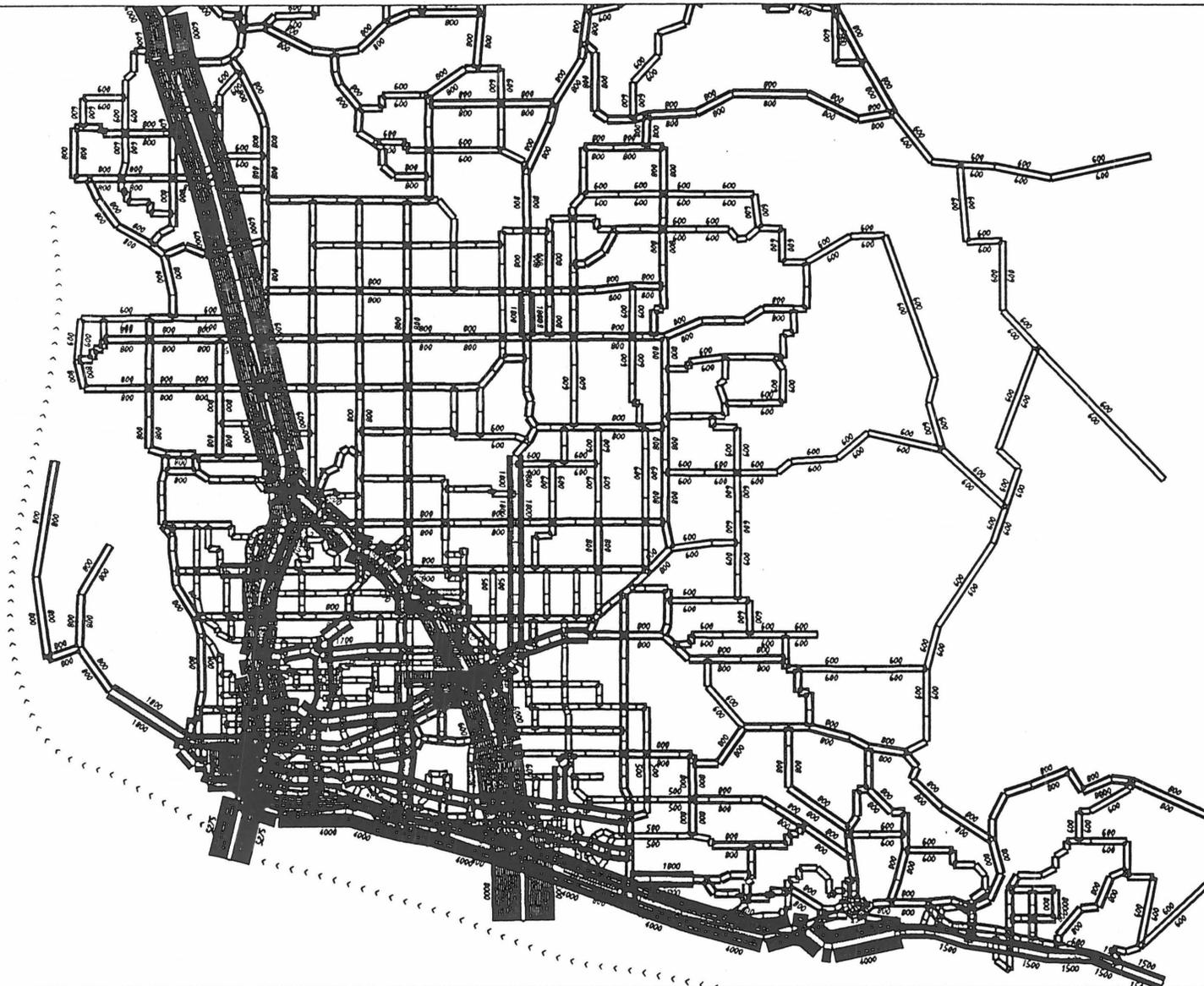
**Table A.1 2013 Travel Forecast**

AVERAGE DAILY TRIPS	
TOTAL VEHICLE TRIPS	1,130,878
TOTAL VEHICLE TRIPS PER HOUSEHOLD	7.72
AUTO PERSON TRIPS	1,291,100
AUTO PERSON TRIPS PER HOUSEHOLD	8.81
PM PEAK HOUR VEHICLE MILES TRAVELED PER HOUSEHOLD	4.63



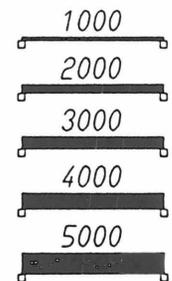
1990 HWY SYSTEM CAPACITY  
Clark County

emme/2



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&!typ=809.899.  
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UPPER: 99999

SCALE: 400



WINDOW C:  
20.586/ 35.73  
48.749/56.852

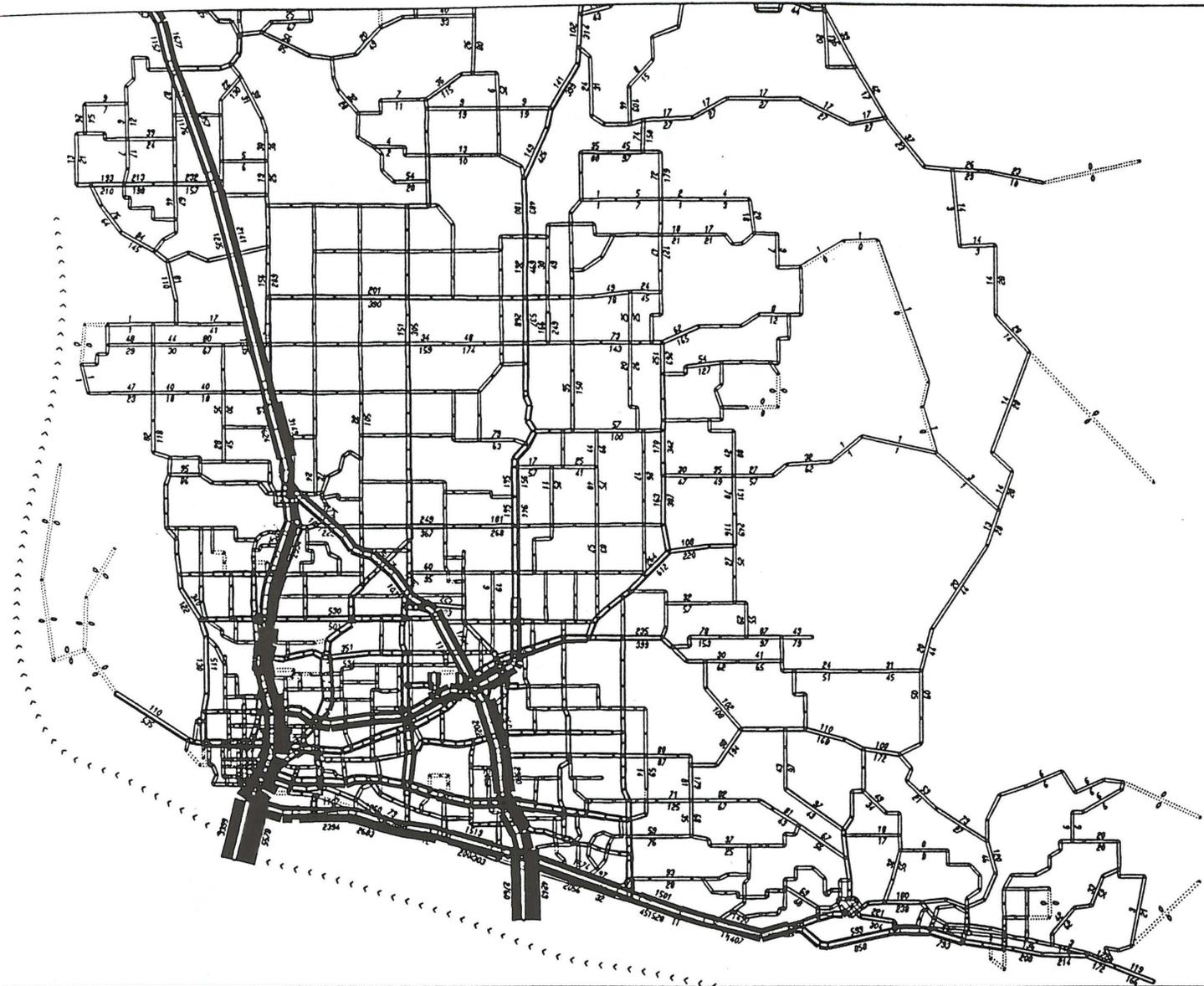
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MODULE: 2.13  
RTCVANC.....sk

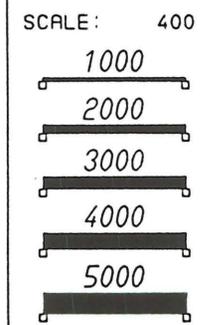
# 1990 HWY PM PEAK AUTO VOLUMES

## Clark County

emme/2



LINKS:  
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 LOWER: -\*\*\*\*\*  
 UPPER: \*\*\*\*\*



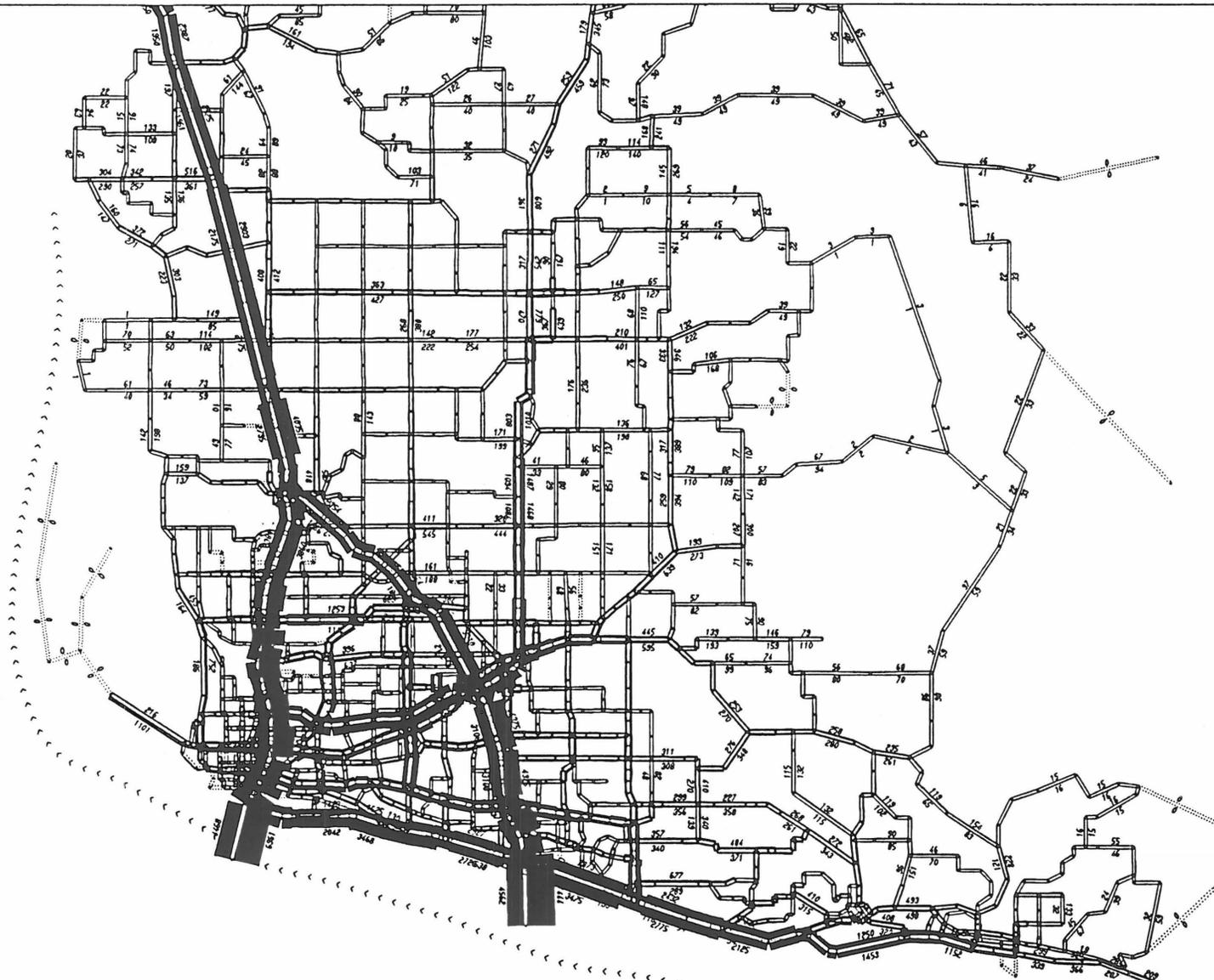
WINDOW C:  
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 48.749/56.852

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 RTCVANC.....sk

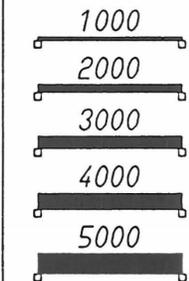
2013 HWY PM PEAK AUTO VOLUMES  
Clark County

emme/2



LINKS:  
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THRESHOLD:  
LOWER: -\*\*\*\*\*  
UPPER: \*\*\*\*\*

SCALE: 400



WINDOW C:  
20.586/ 35.73  
48.749/56.852

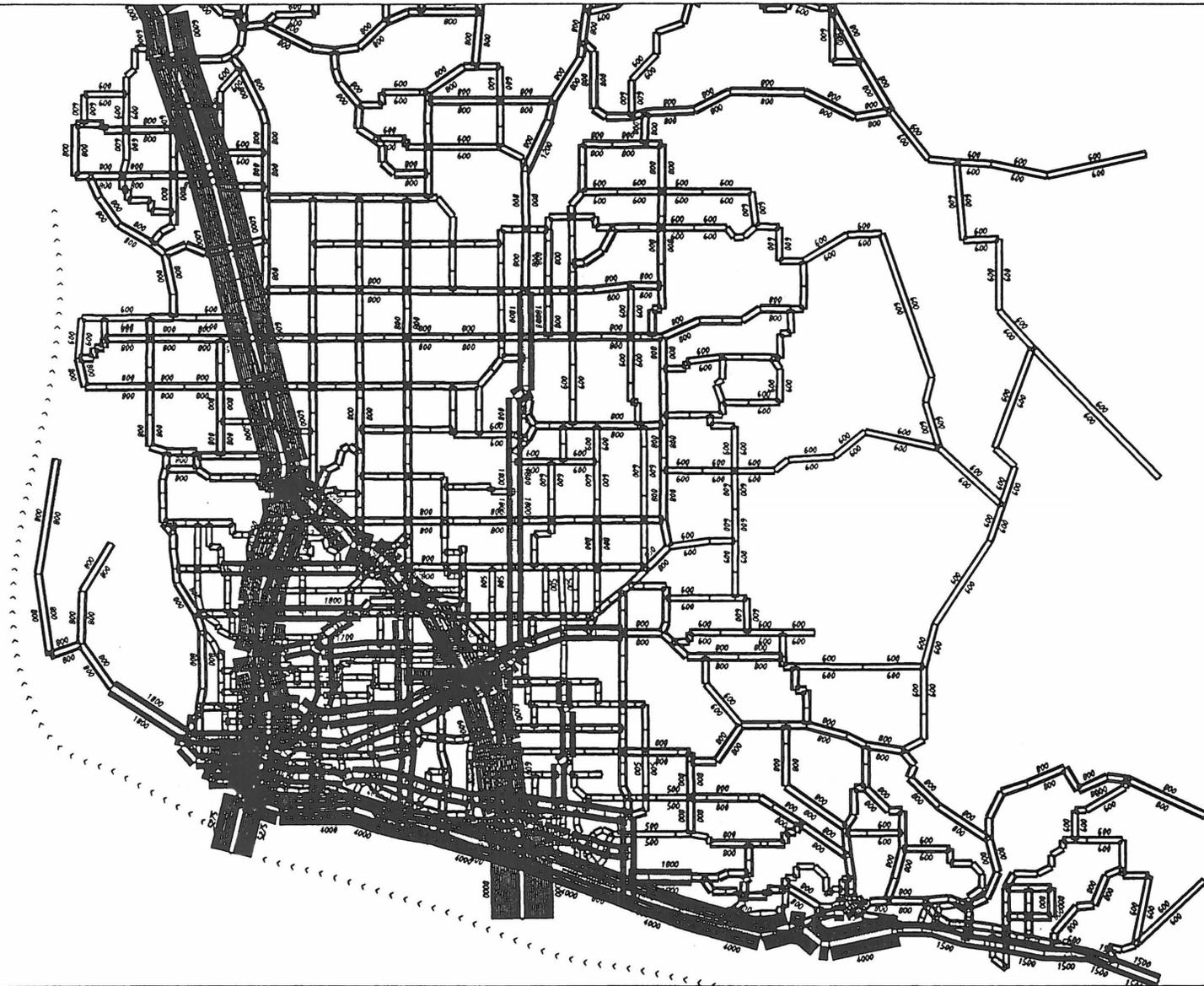
EMME/2 PROJECT: CMA Planning  
SCENARIO 6006: 2013 INTERIM RTP HWY Network - Sc. B 9/21/93

94-12-06 11:33  
MODULE: 6.12  
RTCANC.....sk

# 2013 HWY SYSTEM CAPACITY

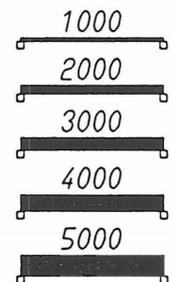
Clark County

emme/2



LINKS:  
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UPPER: 99999

SCALE: 400



WINDOW C:  
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EMME/2 PROJECT: GMA Planning  
SCENARIO 6006: 2013 INTERIM RTP HWY Network - Sc. B 9/21/93

94-12-05 15:13  
MODULE: 2.13  
RTCVANC.....sk

# APPENDIX B

## FIGURES

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- Figure 1 Critical Lands Map
- Figure 2 Fish And Wildlife Conservation Areas
- Figure 3 High Quality Wetlands
- Figure 4 Hydric Soils
- Figure 5 Floodway And Flood Fringe Areas
- Figure 6 Wellhead Protection Areas
- Figure 7 Slopes
- Figure 8 Geologic Hazards
- Figure 9 Battle Ground Urban Growth Area
- Figure 10 Camas Urban Growth Area
- Figure 11 La Center Urban Growth Area
- Figure 12 Ridgefield Urban Growth Area
- Figure 13 Washougal Urban Growth Area
- Figure 14 Vancouver Urban Growth Area
- Figure 15 Yacolt Urban Growth Area
- Figure 16 Existing Transportation Facilities
- Figure 17 Existing LOS Deficiencies And Safety Concerns
- Figure 18 Future LOS Deficiencies
- Figure 19 Forest Capabilities
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- Figure 21 Mineral Resources
- Figure 22 Rural And Natural Resource Comprehensive Map
- Figure 23 Comprehensive Parks And Open Space Plan (Unincorporated Urban Area-A)
- Figure 24 Comprehensive Parks And Open Space Plan (Unincorporated Urban Area-B)
- Figure 25 Comprehensive Parks And Open Space Plan (Regional Parks System)



# CRITICAL LANDS MAP

## COMPREHENSIVE PLAN

### Legend

- Critical 1 Lands
- Critical 2 Lands

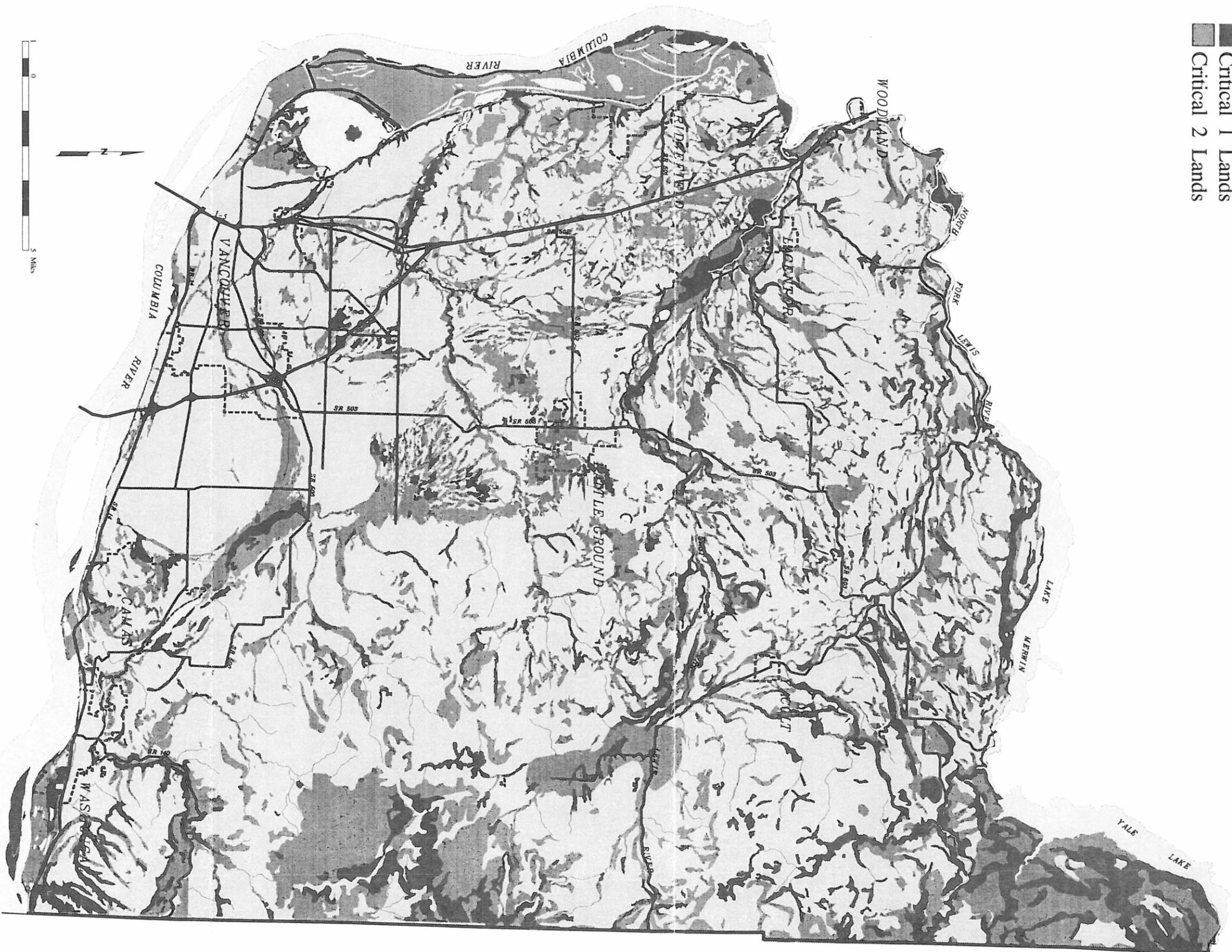


FIGURE 1

# FISH AND WILDLIFE CONSERVATION AREAS COMPREHENSIVE PLAN

## Legend

-  Areas Identified for Priority Habitat and Species By State of Washington Department of Wildlife
-  Sensitive Wildlife Habitat Areas (18.325.020 CCC)
-  Wildlife Candidate Areas
-  DNR Type 1 Streams
-  DNR Type 2 Streams
-  DNR Type 3 Streams
-  DNR Type 4 Streams

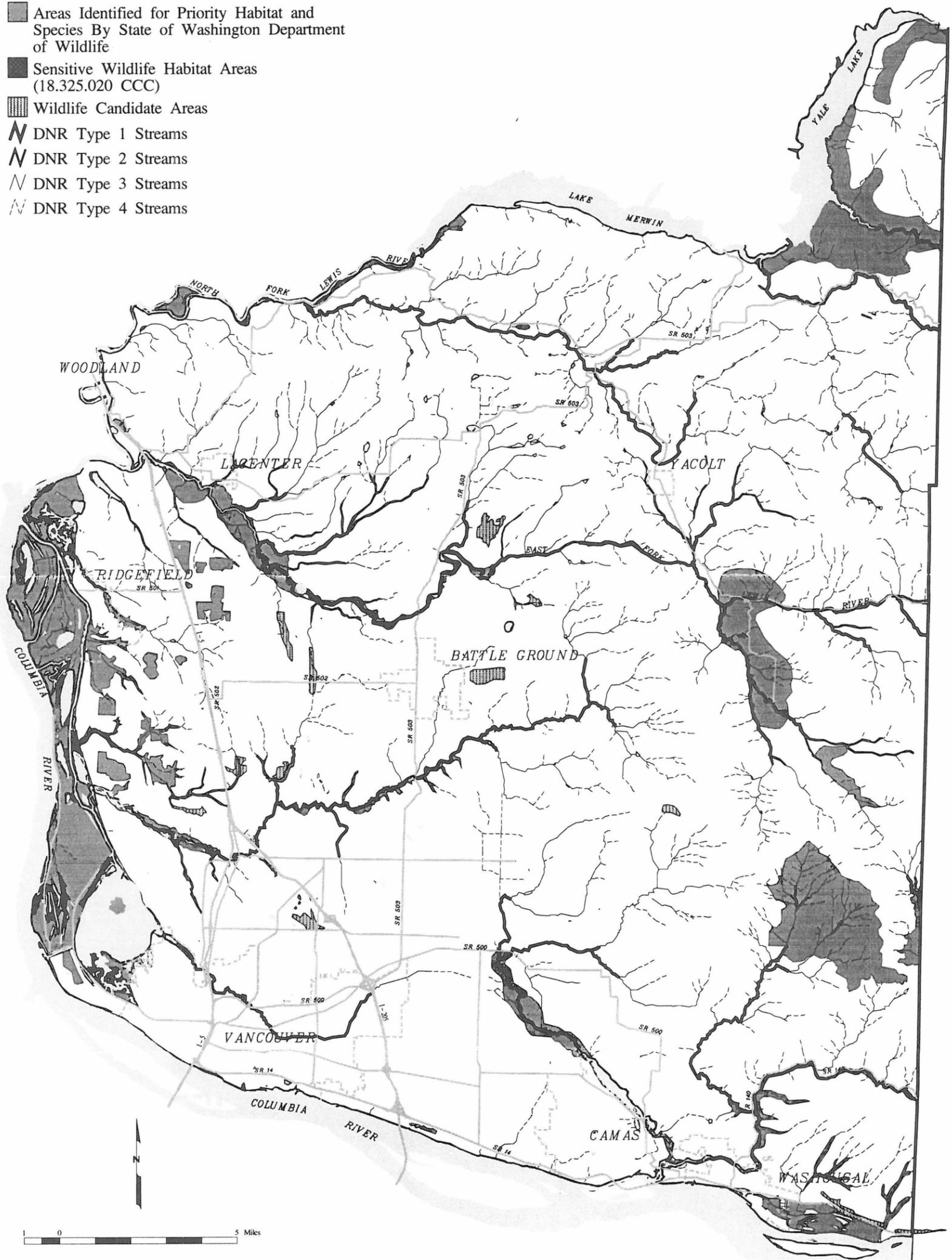


FIGURE 2

# HIGH QUALITY WETLANDS COMPREHENSIVE PLAN

## Legend

■ High Quality Wetlands

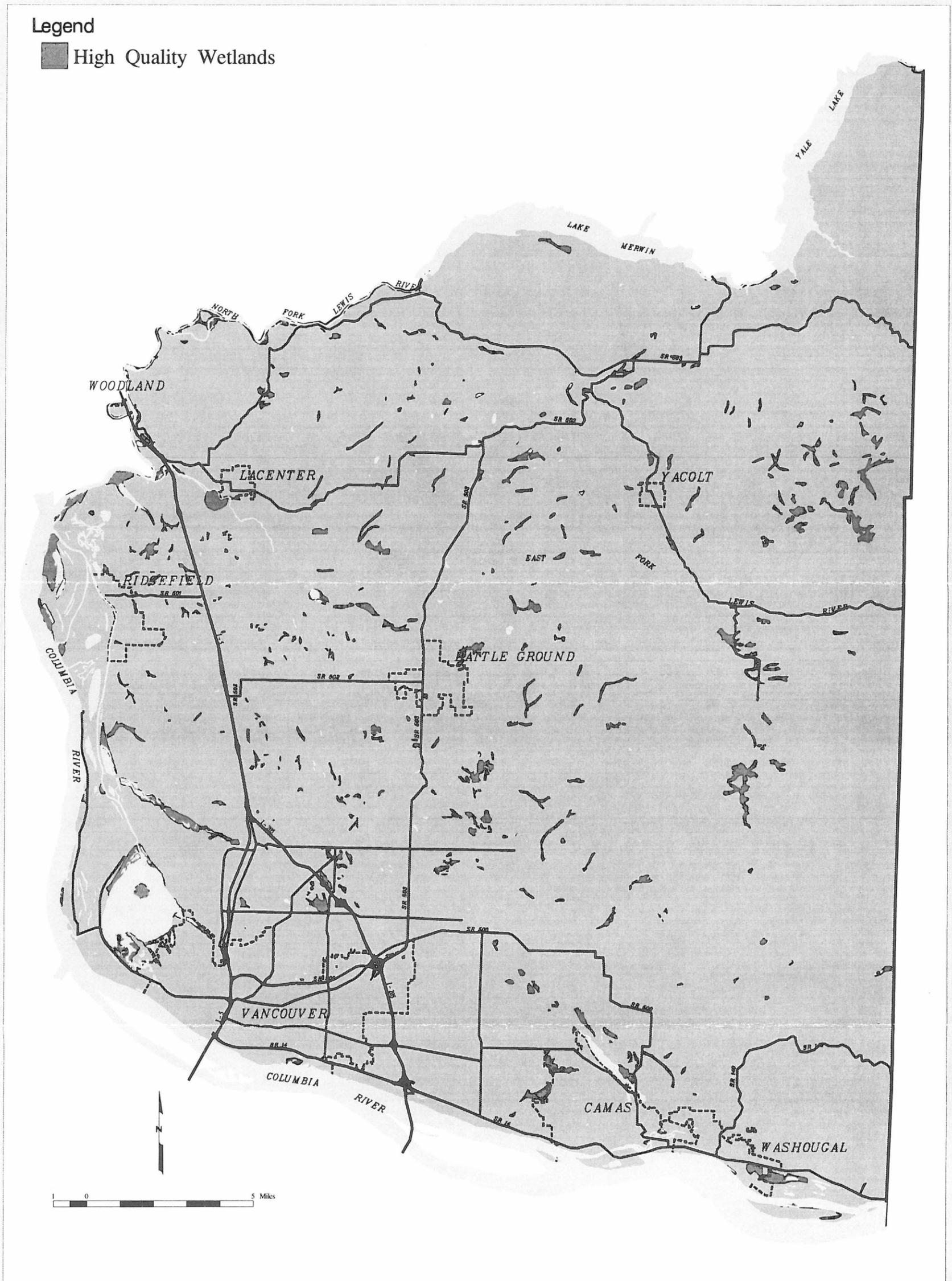


FIGURE 3

# HYDRIC SOILS MAP COMPREHENSIVE PLAN

Legend  
■ Hydric Soils

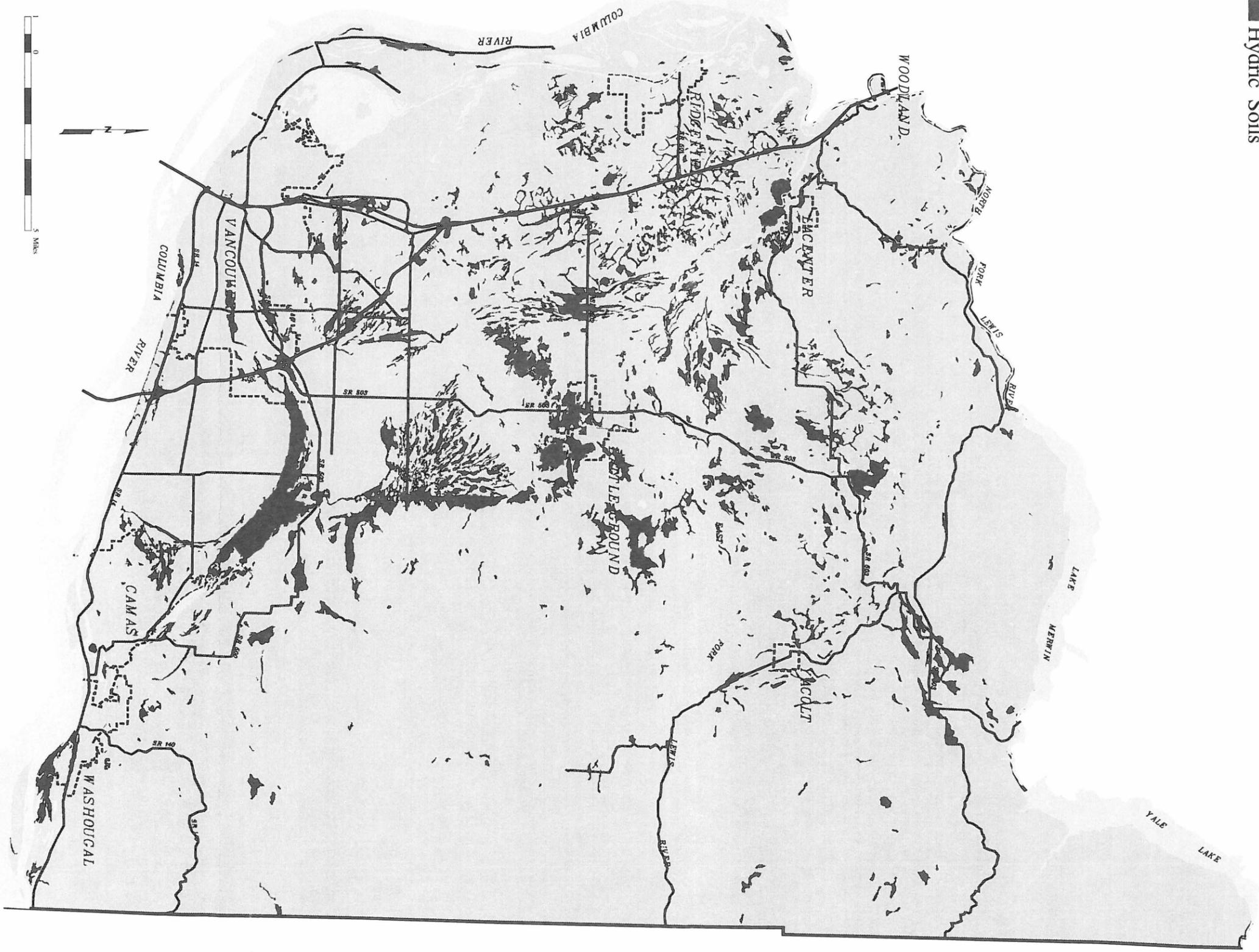


FIGURE 4

# FLOODWAY AND FLOOD FRINGE AREAS COMPREHENSIVE PLAN

## Legend

-  Flood Fringe
-  Floodway

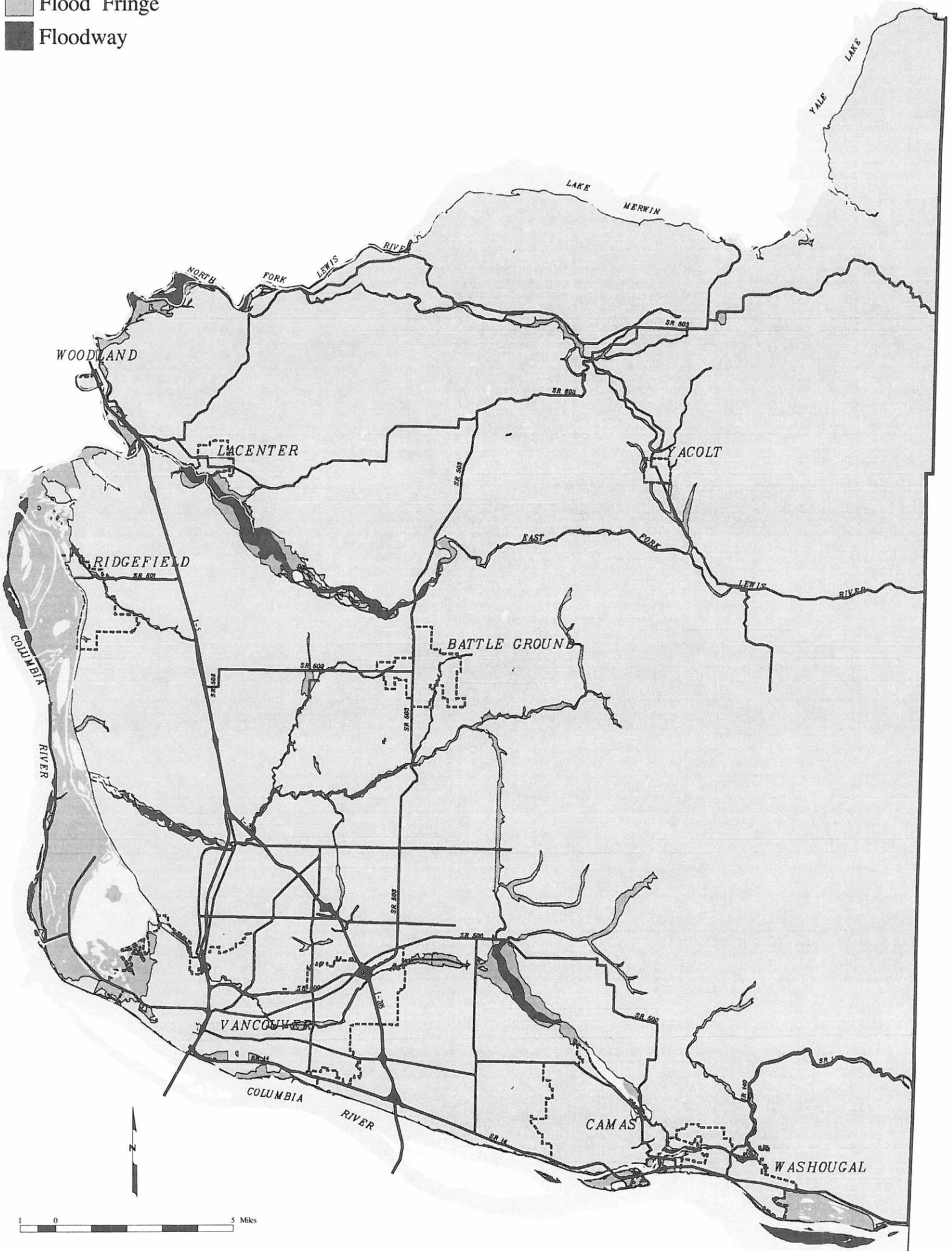


FIGURE 5

# WELLHEAD PROTECTION AREAS COMPREHENSIVE PLAN

## Legend

-  10 Year Zone of Contribution
-  5 Year Zone of Contribution
-  1 Year Zone of Contribution
-  Wellhead Protection Ordinance Buffered Parcel Area

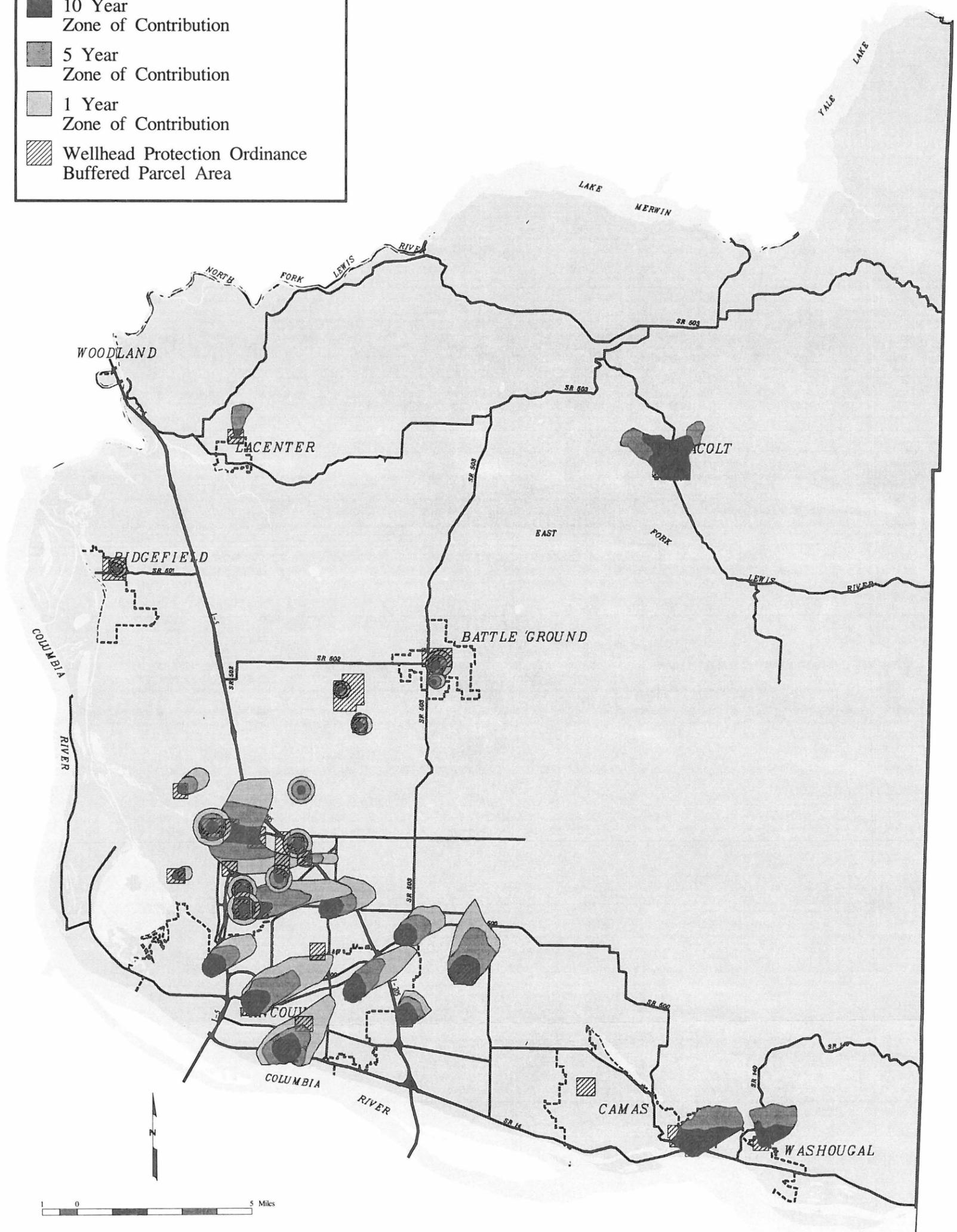


FIGURE 6

# SLOPES COMPREHENSIVE PLAN

## Legend

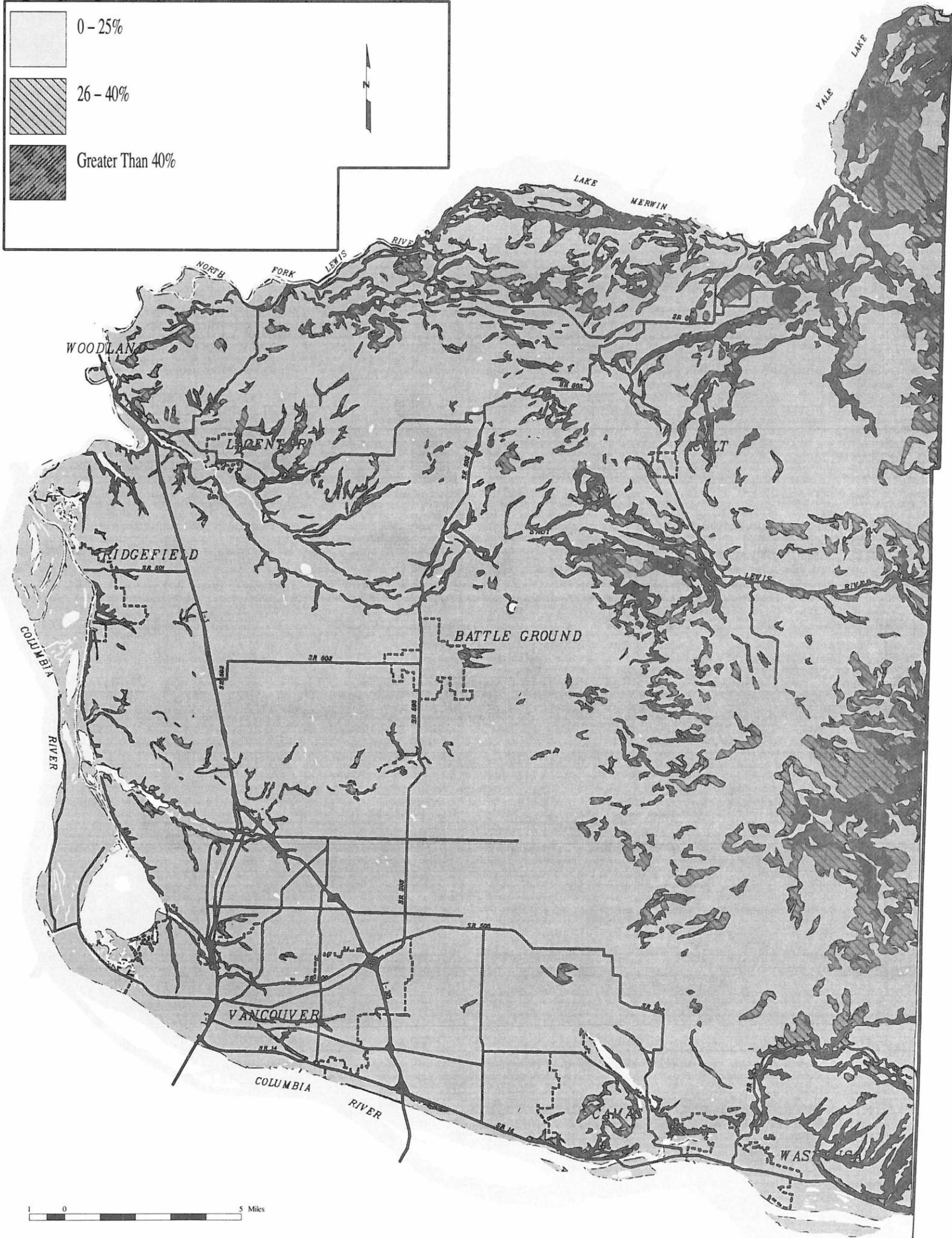
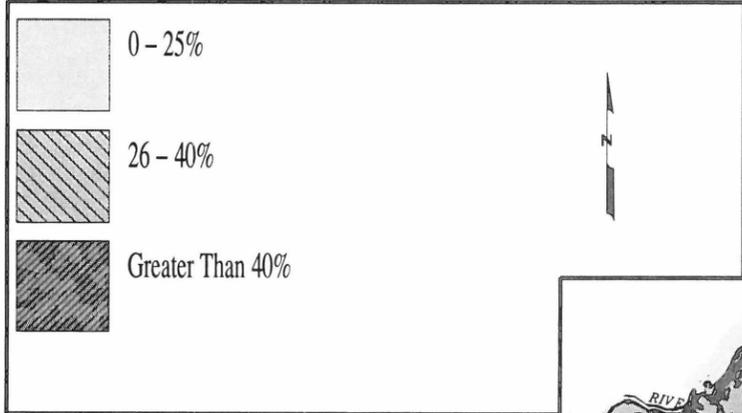
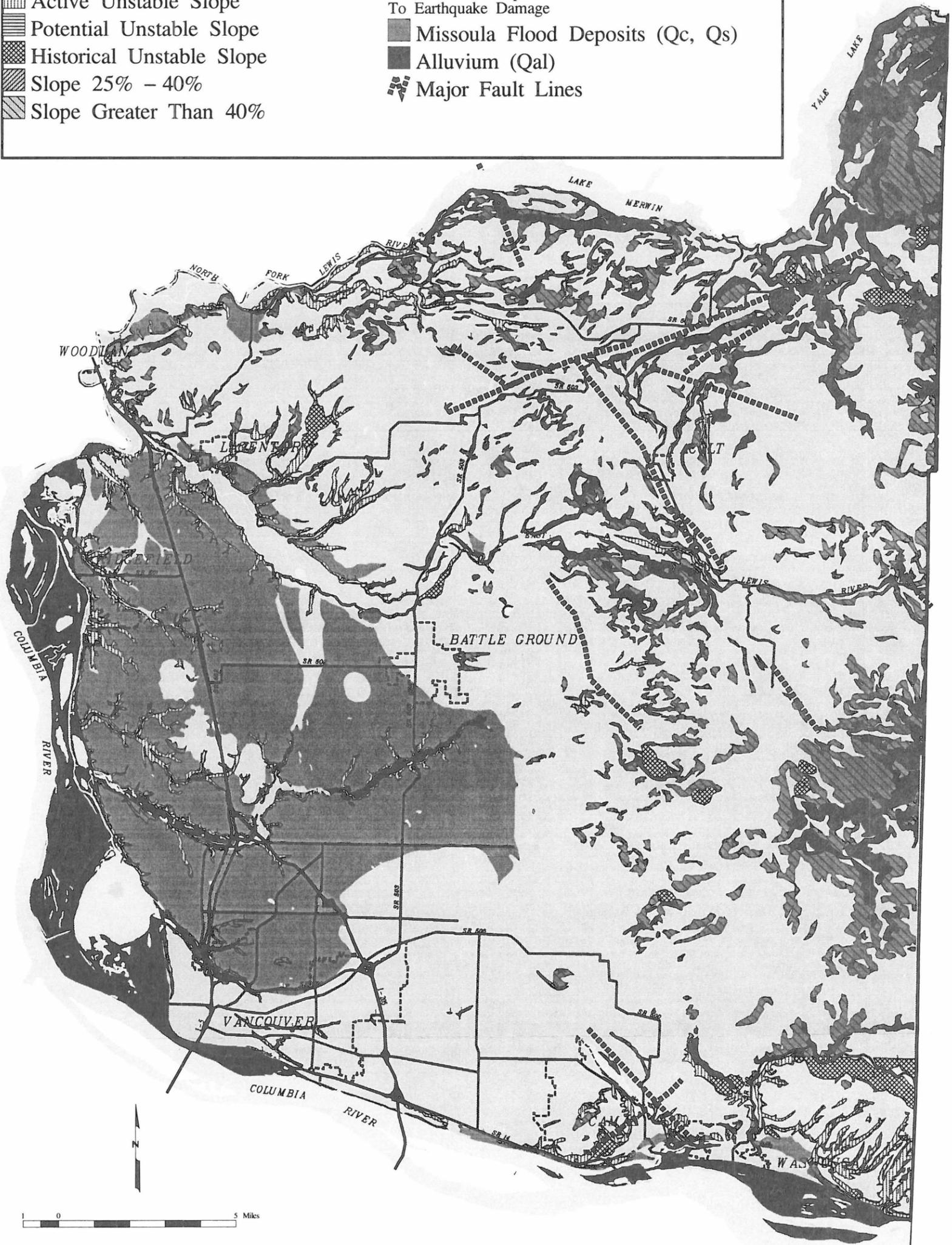


FIGURE 7

# GEOLOGIC HAZARDS COMPREHENSIVE PLAN

## Legend

	Active Unstable Slope		Missoula Flood Deposits (Qc, Qs)
	Potential Unstable Slope		Alluvium (Qal)
	Historical Unstable Slope		Major Fault Lines
	Slope 25% - 40%		
	Slope Greater Than 40%		
			Areas Most Susceptible To Earthquake Damage



# Battle Ground Urban Growth Area Comprehensive Plan Map

- 15,000 SF Lots
- 10,000 SF Lots
- 7,500 SF Lots
- 6,000 SF Lots
- Multi Family 22 units/ac
- Multi Family 16 units/ac
- Multi Family 10 units/ac
- General Commercial
- Light Industrial
- Business Park
- Public Facility
- Parks/Open Space
- Airport
- Urban Reserve
- Agriculture

Urban Growth Area Boundary (20 yr)

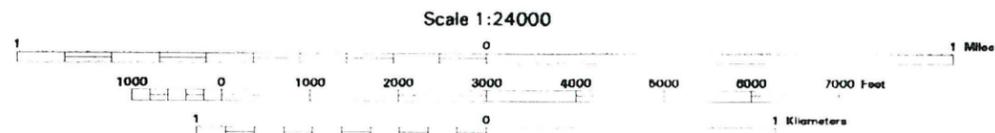
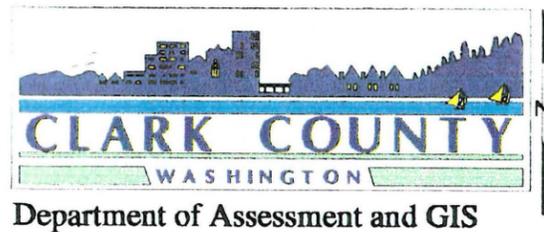
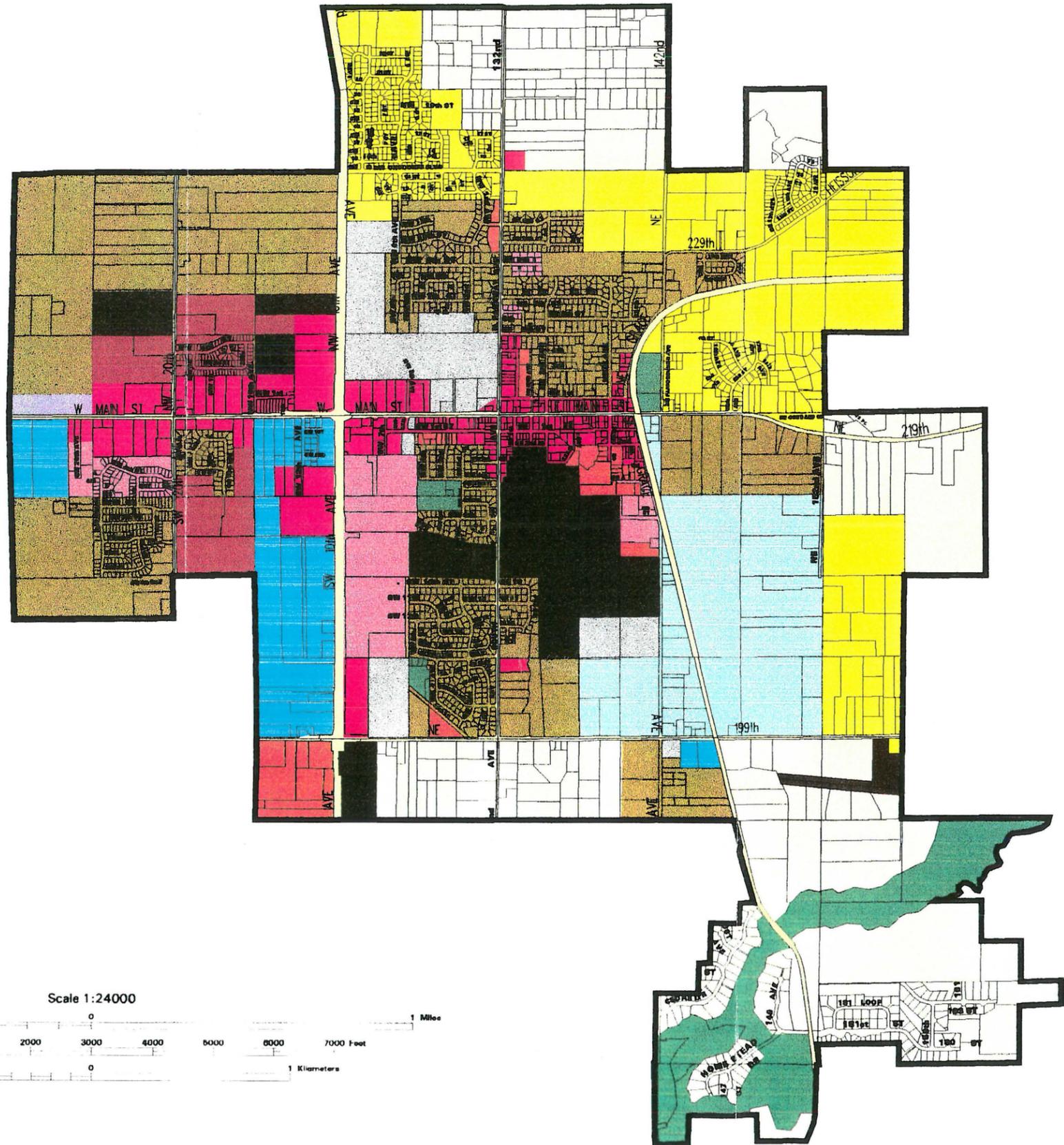


FIGURE 9

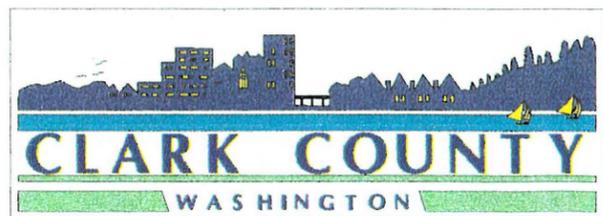
# Camas Urban Growth Area Comprehensive Plan Map

## PLAN LEGEND

- Single Family Low
- Single Family Medium
- Multi Family Low
- Multi Family Medium
- Multi Family High
- Commercial
- Light Industrial/Country Tech
- Heavy Industrial
- Office Park
- Schools & Public Facilities
- Parks
- Water
- Urban Reserve-10
- Industrial Urban Reserve-20
- Mineral Lands

M = Mixed Use Area

- Existing City Limits
- Urban Growth Area Boundary



Department of Assessment and GIS  
Plotted: December 22, 1997

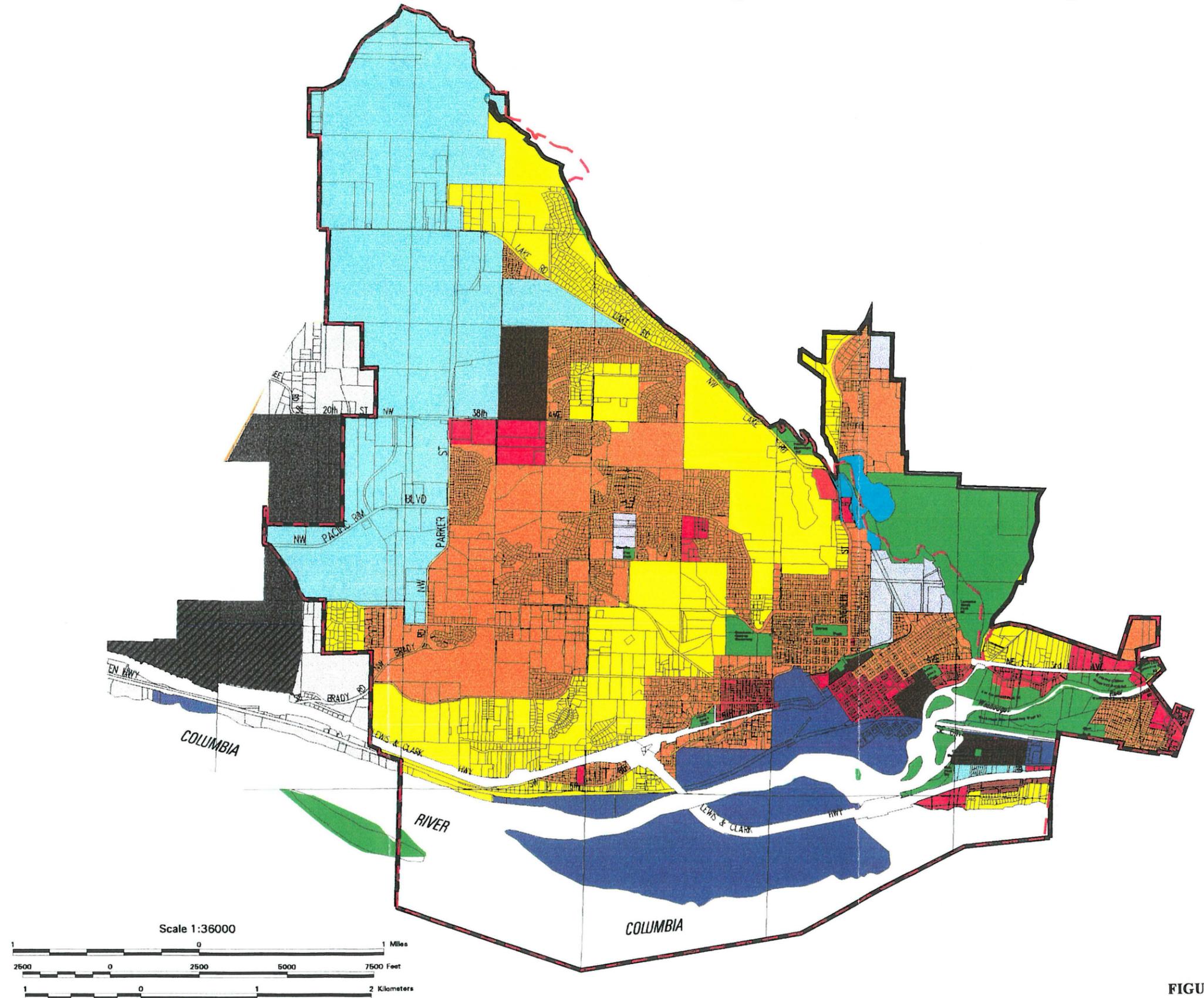
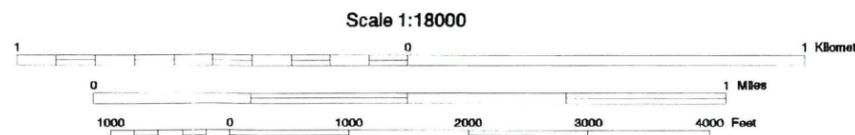
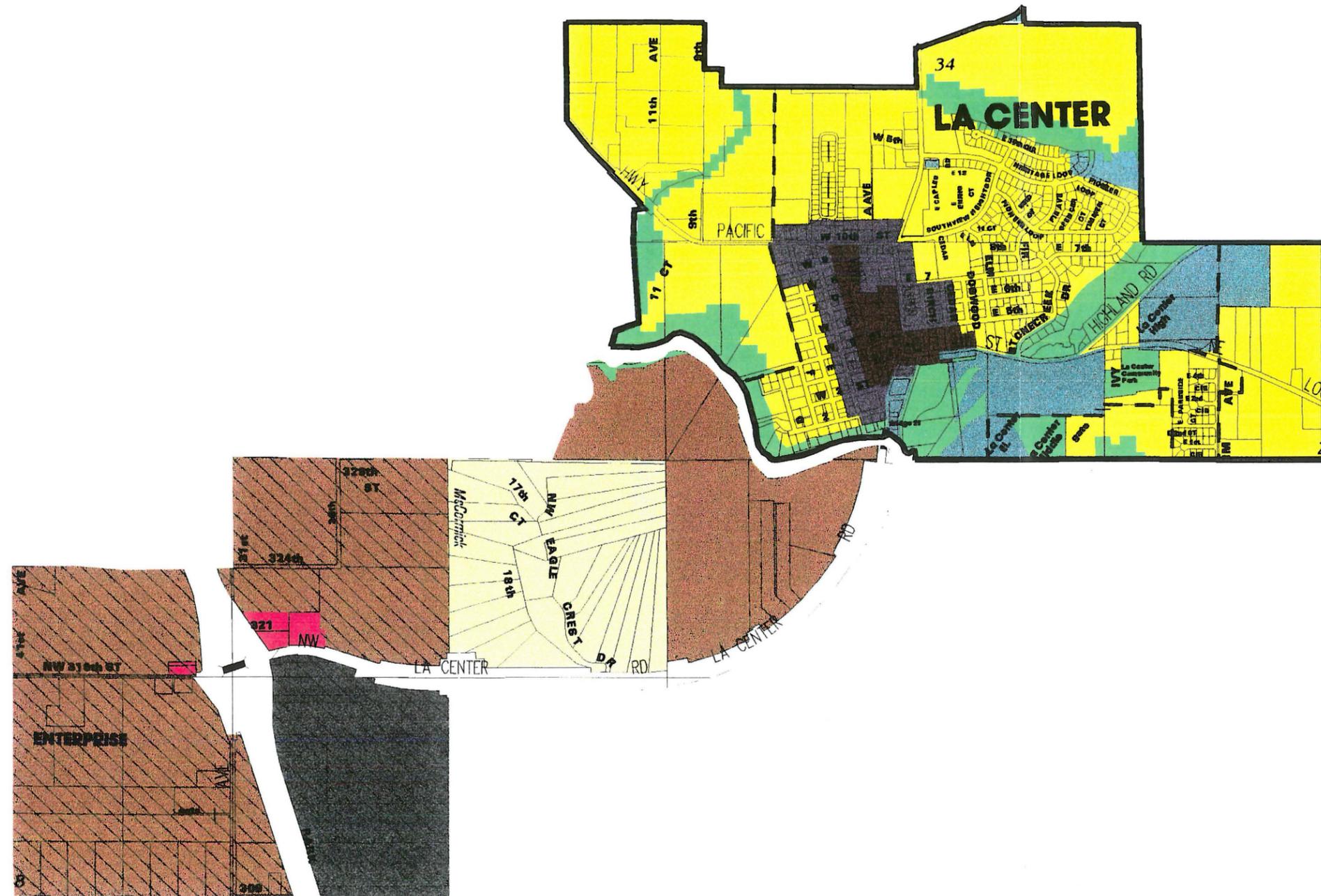


FIGURE 10

# La Center Urban Growth Area Comprehensive Plan Map

## PLAN LEGEND

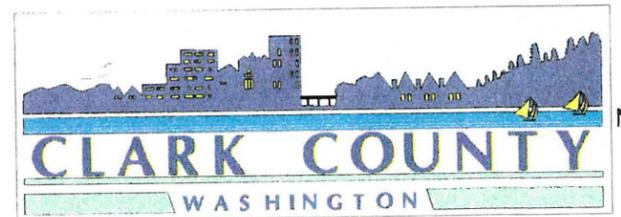
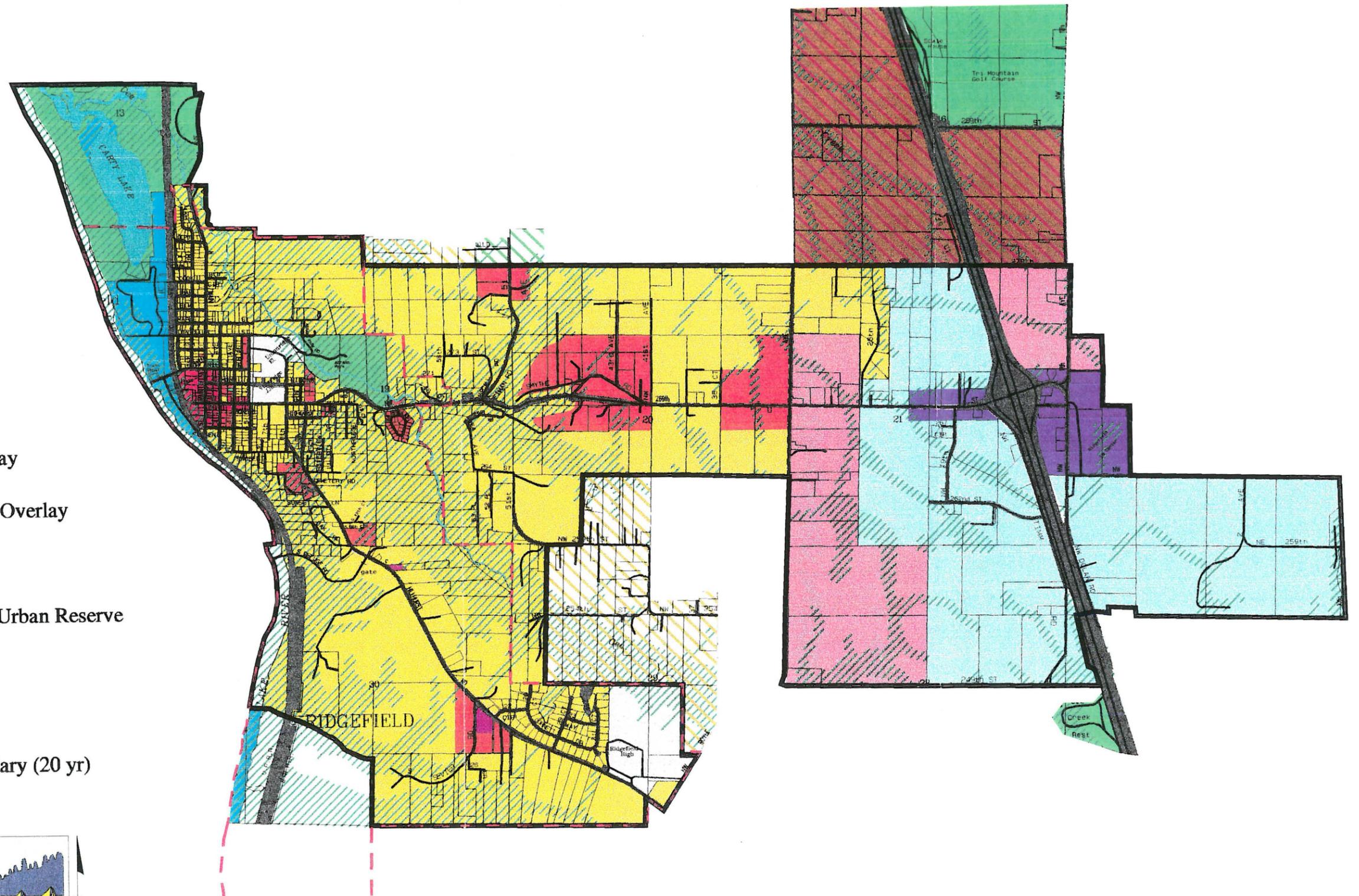
- Urban Low Density Residential
- Downtown Commercial
- Rural Commercial
- Residential/Professional
- Public Facility
- Parks/Open Space/Critical Lands
- Rural Estate - 5
- Agriculture - 20 acres
- Industrial Urban Reserve
- Industrial Urban Reserve Overlay
- Existing City Limits
- Urban Growth Area Boundary (20 yr)



**PLAN LEGEND**

- URBAN RESIDENTIAL
  - Low Density Residential
  - Medium Density Residential
- URBAN EMPLOYMENT
  - Planned Commercial
  - Master Planned Business Park
  - Industrial Park
  - Neighborhood Commercial
- URBAN MIXED USE
  - Water Front Mixed Use
  - Downtown Mixed Use
- URBAN PUBLIC
  - Public Parks, Wildlife Refuge & Golf Course
  - Public Facility
  - Public & Railroad Right of Way
- Open Space/Density Transfer Overlay
- URBAN RESERVE
  - Residential-Urban Reserve
  - Medium Density Residential-Urban Reserve
  - Industrial-Urban Reserve
  - Rural Estate - 5
  - Agriculture - 20
- Urban Growth Area Boundary (20 yr)
- City Limits

# Ridgefield Urban Growth Area Comprehensive Plan Map



Department of Assessment and GIS  
Plotted: December 19, 1997

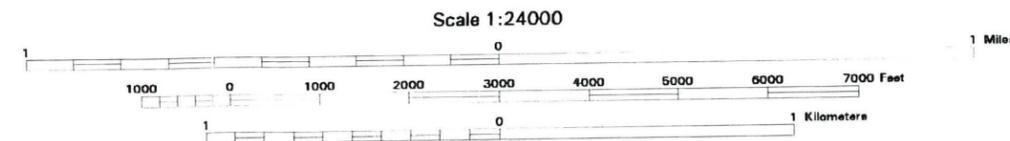
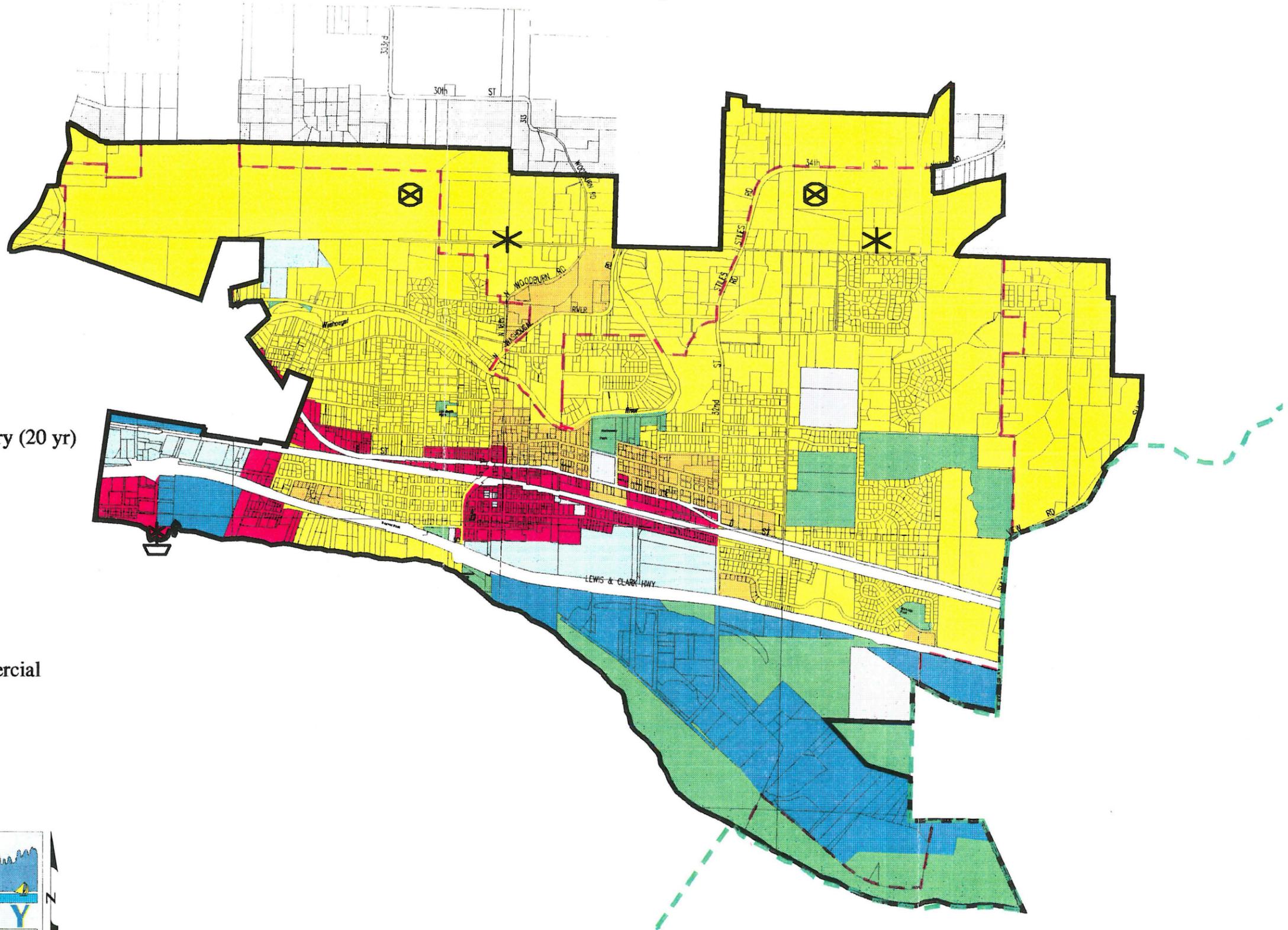


FIGURE 12

# Washougal Urban Growth Area Comprehensive Plan Map

**LEGEND**

- Single Family Residential
- Multi Family Residential
- Commercial
- Light Industrial
- Heavy Industrial
- Parks and Open Space
- Schools and Public Facilities
- Urban Reserve - 10
- Agriculture
- Urban Growth Area Boundary (20 yr)
- City Limits
- Urban Reserve
- CRGNSA Boundary
- ⊗ General Area of Future Parks
- ✱ General Area of Future Commercial
- ⚓ Boat Ramp



Department of Assessment and GIS  
Plotted: October 16, 1997

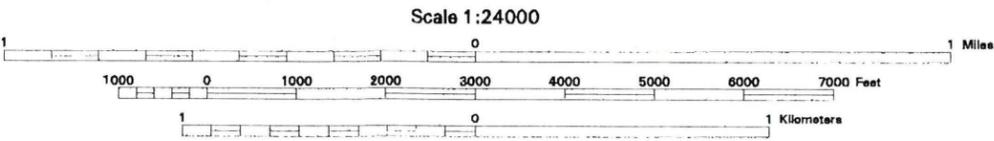
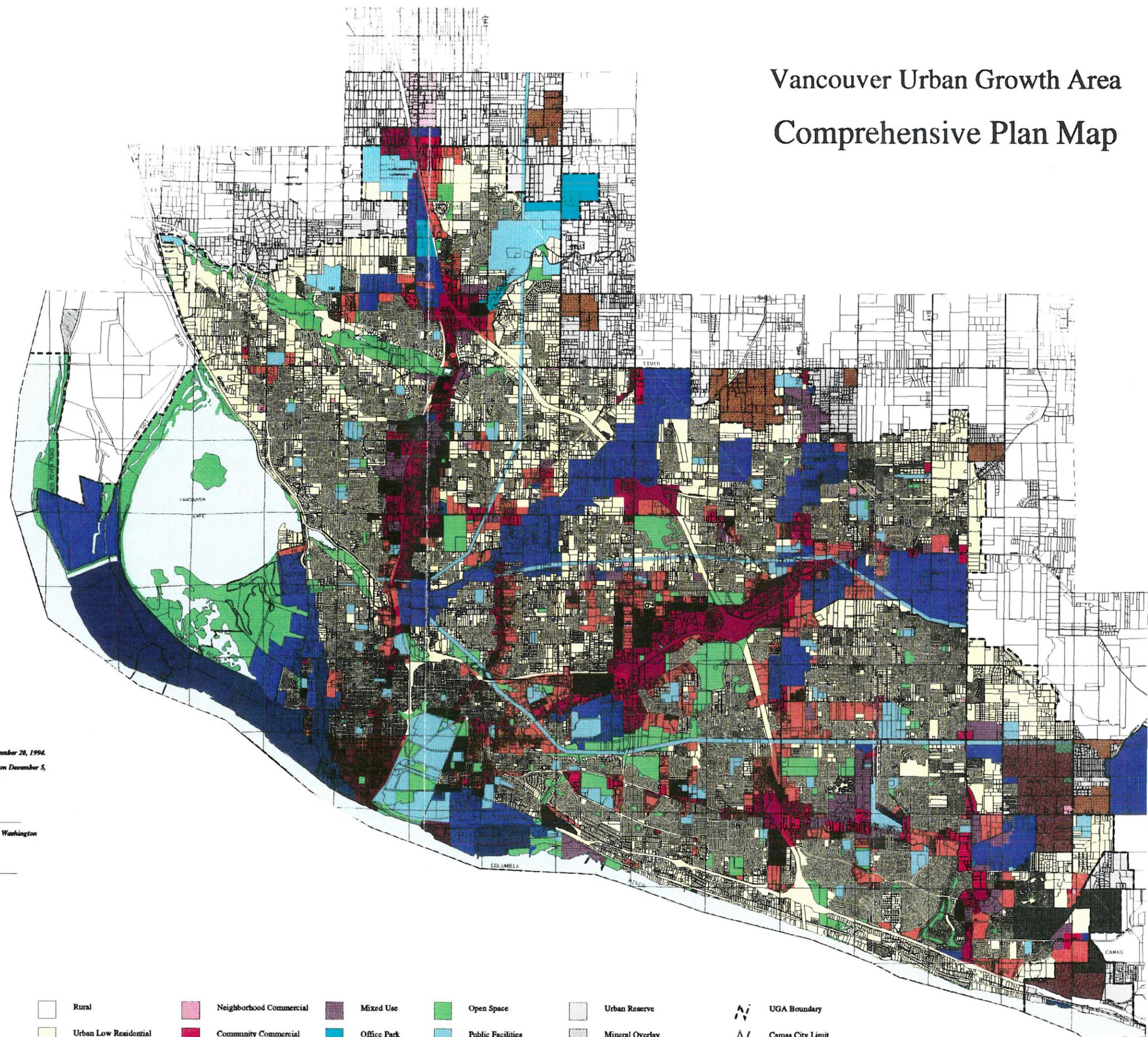


FIGURE 13

# Vancouver Urban Growth Area Comprehensive Plan Map



Adopted by Ordinance Number 1994-12-47 on December 20, 1994.  
 Corrected by Ord. 1995-04-16 on April 11, 1995;  
 Ord. 1995-05-49 on May 30, 1995; Ord. 1995-12-04 on December 5,  
 1995; Ord. 1996-02-04 on February 6, 1996; and by  
 Ord. 1997-05-31 on May 27, 1997.

*Mel Gordon*  
 Mel Gordon, Chair  
 Board of County Commissioners for Clark County, Washington

Attest:  
*Quinn Richards*  
 Clark County Board

Updated by Vancouver City Ord. M-3190, M-3214 and M-3225



- |                          |                         |                  |                       |                                  |                  |
|--------------------------|-------------------------|------------------|-----------------------|----------------------------------|------------------|
| Rural                    | Neighborhood Commercial | Mixed Use        | Open Space            | Urban Reserve                    | UGA Boundary     |
| Urban Low Residential    | Community Commercial    | Office Park      | Public Facilities     | Mineral Overlay                  | Camas City Limit |
| Urban Medium Residential | General Commercial      | Light Industrial | BPA R-of-Way/Easement | Urban Reserve overlay            |                  |
| Urban High Residential   | City Center             | Heavy Industrial | Water                 | Industrial Urban Reserve overlay |                  |

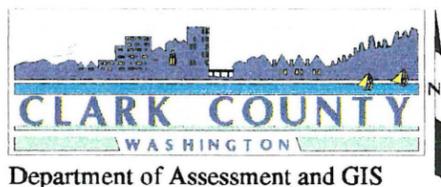
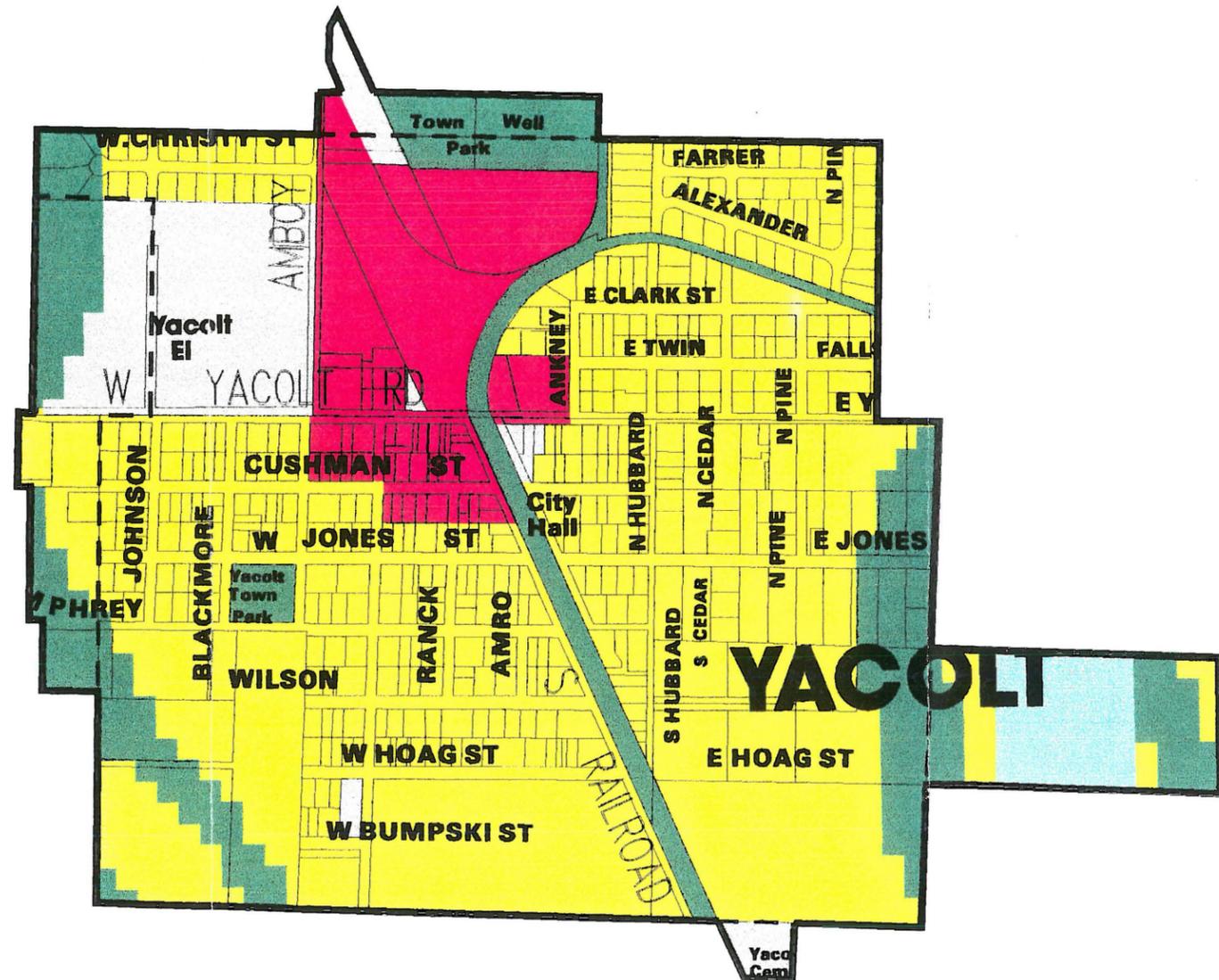


FIGURE 14

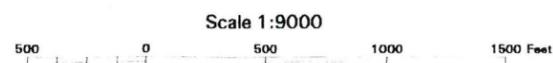
# Yacolt Urban Growth Area Comprehensive Plan Map

## PLAN LEGEND

- Residential
- General Commercial
- Light Industrial
- Public Facility
- Parks/Open Space
- Existing Town Limits
- Urban Growth Area Boundary (20 yr)



Department of Assessment and GIS



# EXISTING TRANSPORTATION FACILITIES

## COMPREHENSIVE PLAN

### Legend

-  Major Routes
-  Other Streets
-  Pedestrian and Bicycle Trails

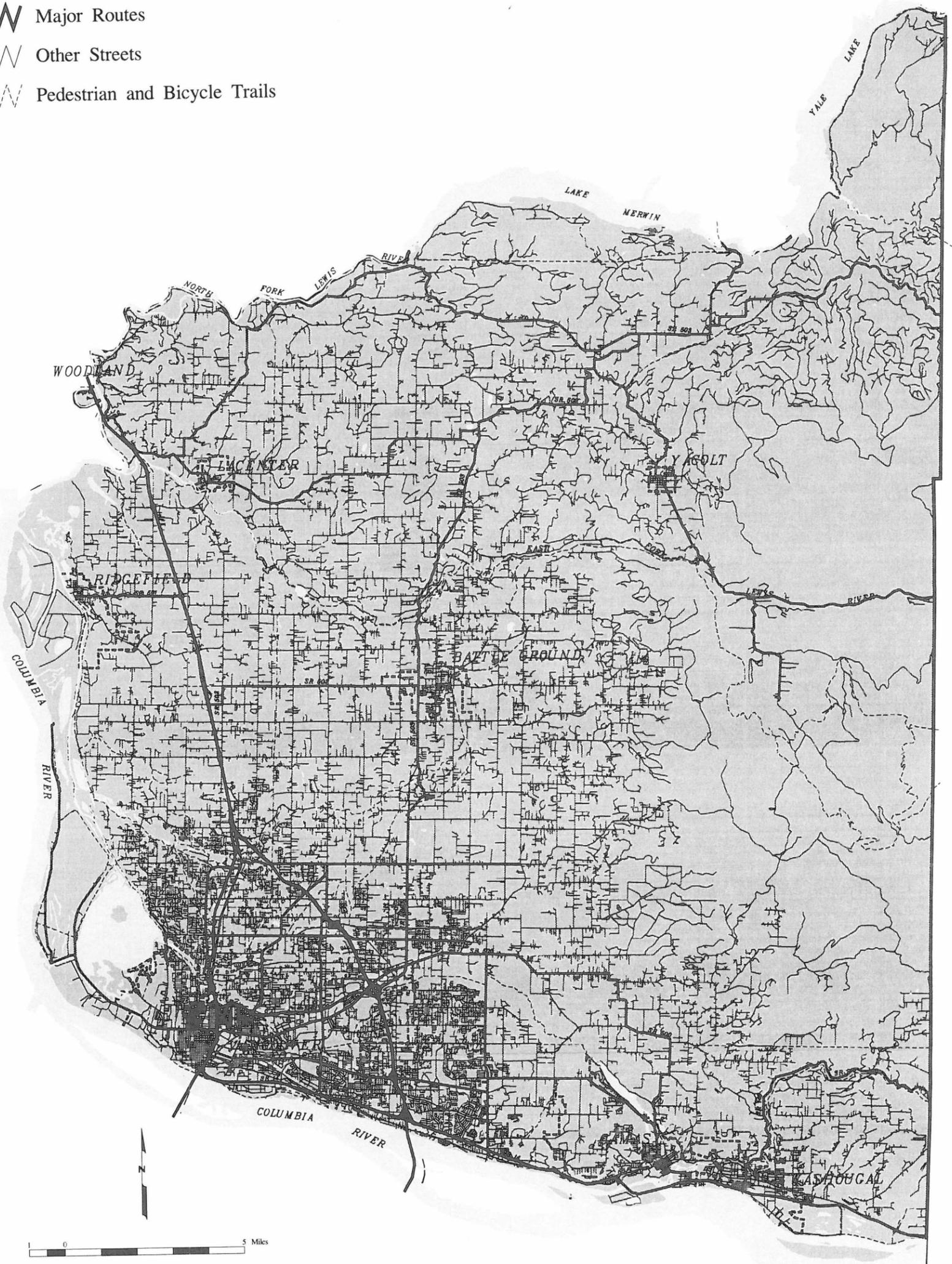


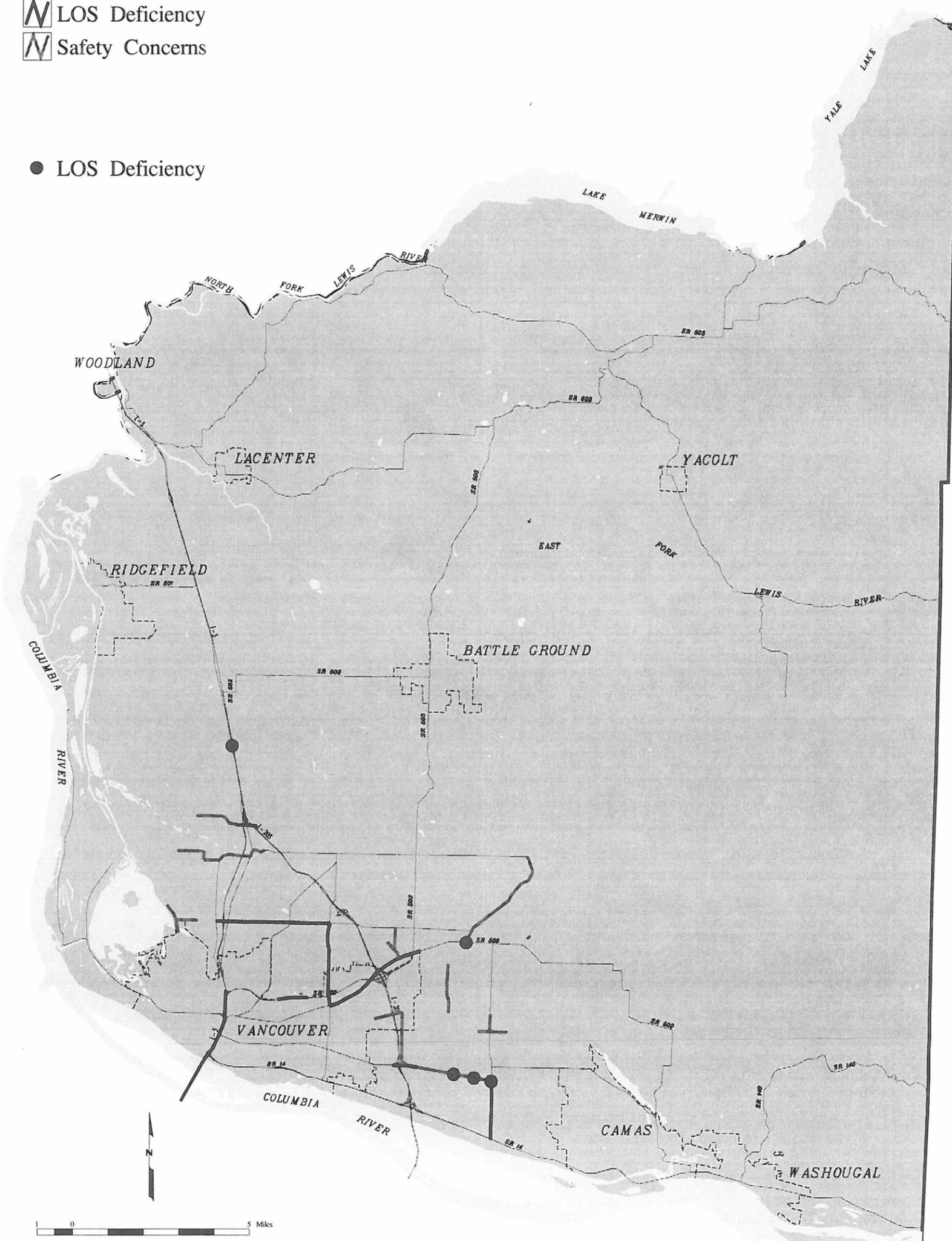
FIGURE 16

# EXISTING LOS DEFICIENCIES & SAFETY CONCERNS COMPREHENSIVE PLAN

## Legend

-  LOS Deficiency
-  Safety Concerns

- LOS Deficiency



Note: This figure may not include all safety and mobility projects listed as "backlog" needs in the Washington State Transportation Systems Plan. Consult the current version of the Plan for a listing of planned projects.

FIGURE 17

# FUTURE LOS DEFICIENCIES COMPREHENSIVE PLAN

## Legend

 Projected 20-Year Deficiencies  
(Existing Plus Committed Transportation Network)

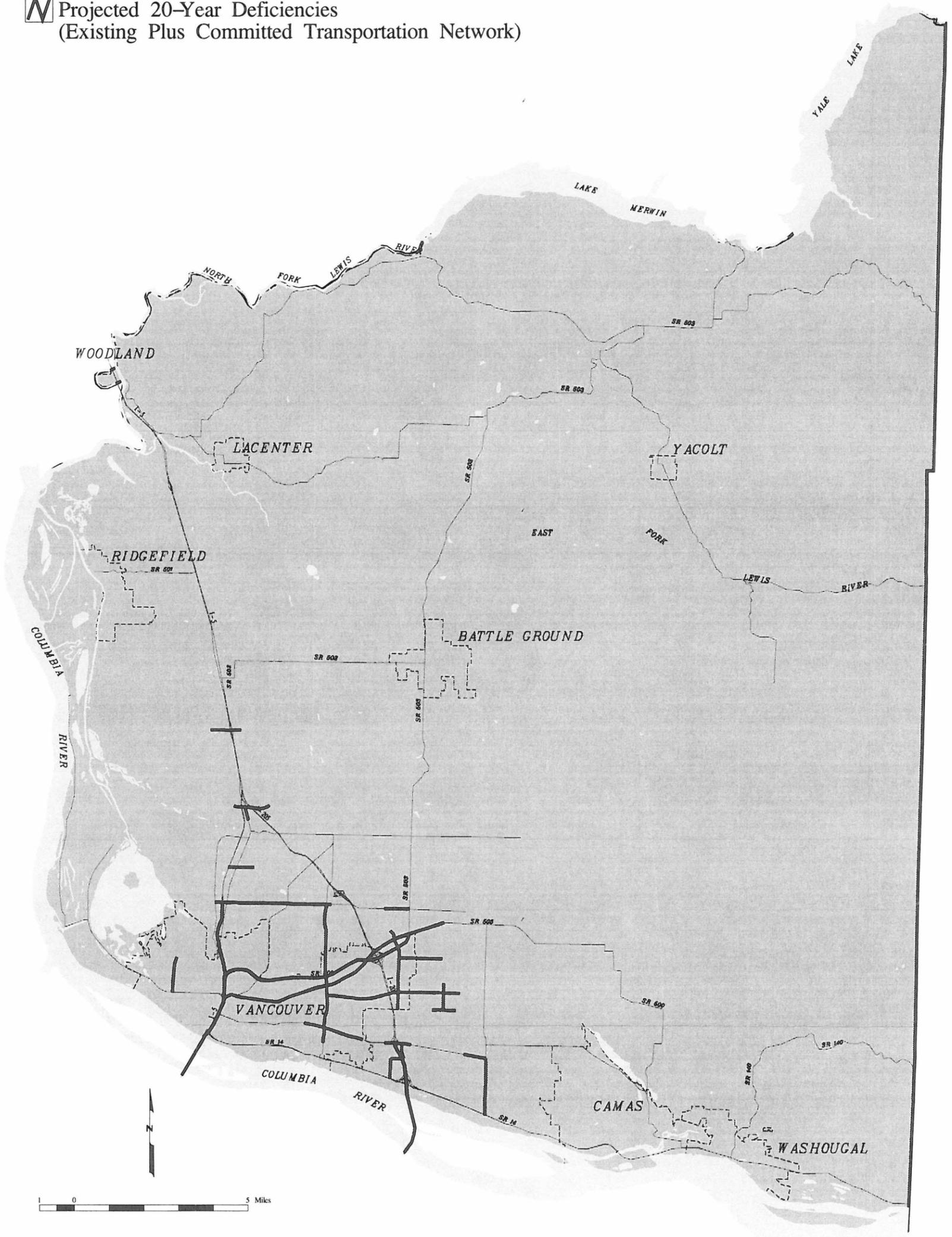


FIGURE 18

# FOREST CAPABILITY COMPREHENSIVE PLAN

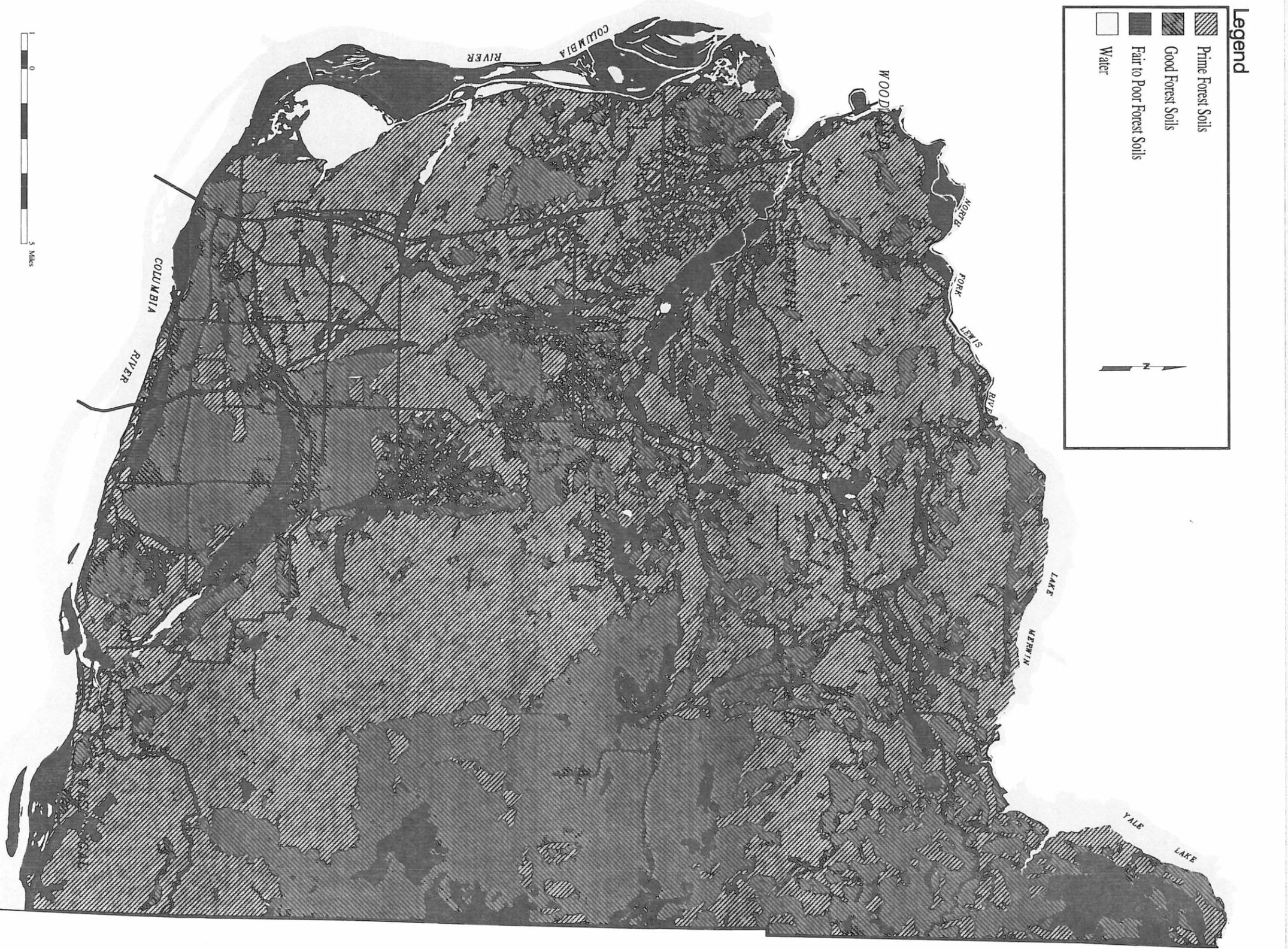


FIGURE 19

# AGRICULTURAL CAPABILITY COMPREHENSIVE PLAN

## Legend

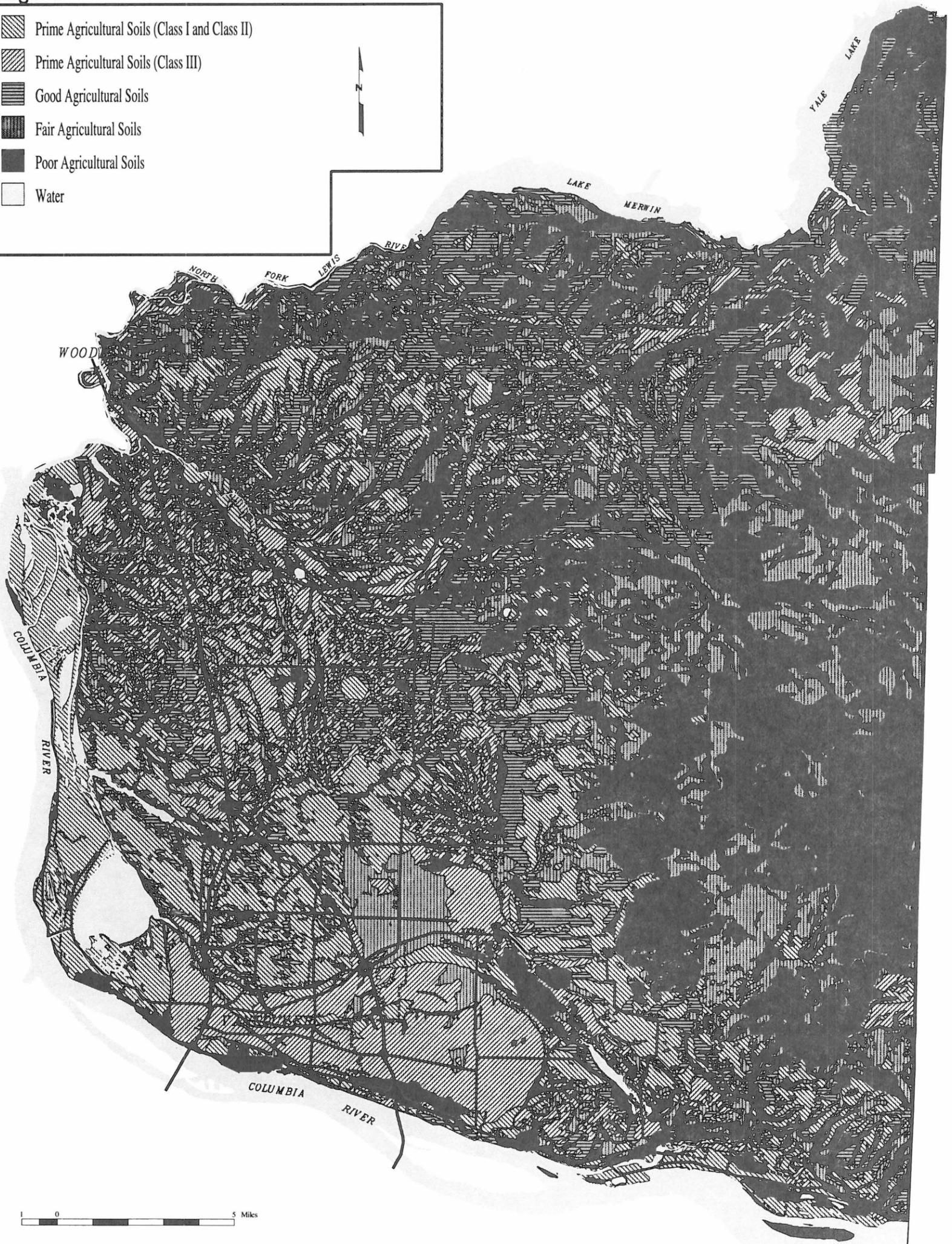
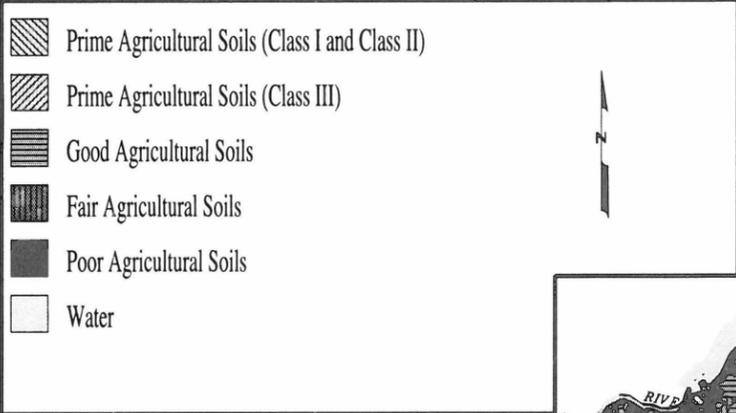


FIGURE 20

# MINERAL RESOURCES COMPREHENSIVE PLAN

## Legend

### Potential Deposits

□ Sand and Gravel

■ Rock

□ None

### Permit Activity

■ Active Permits

■ Same Ownership as Active Permits

■ Terminated Permits

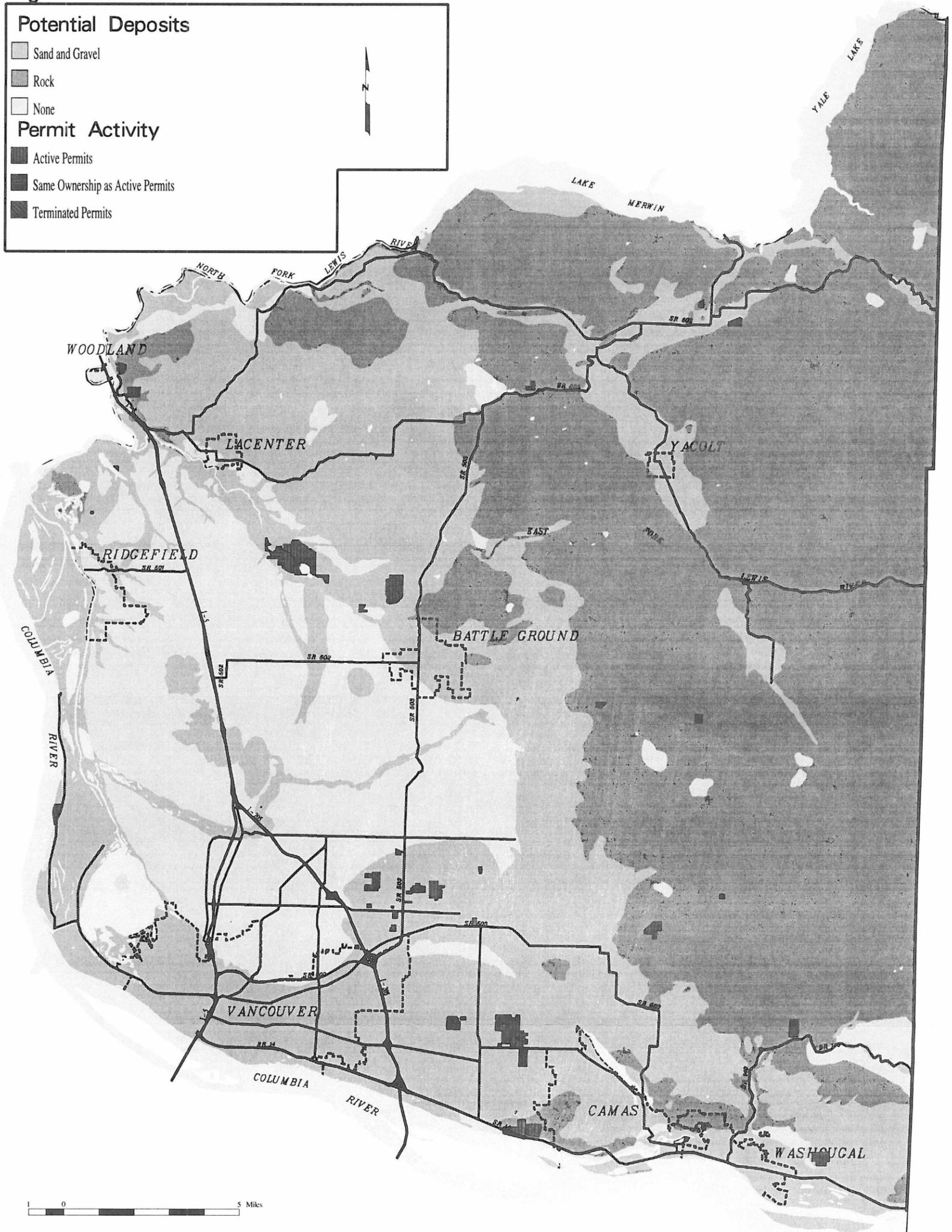
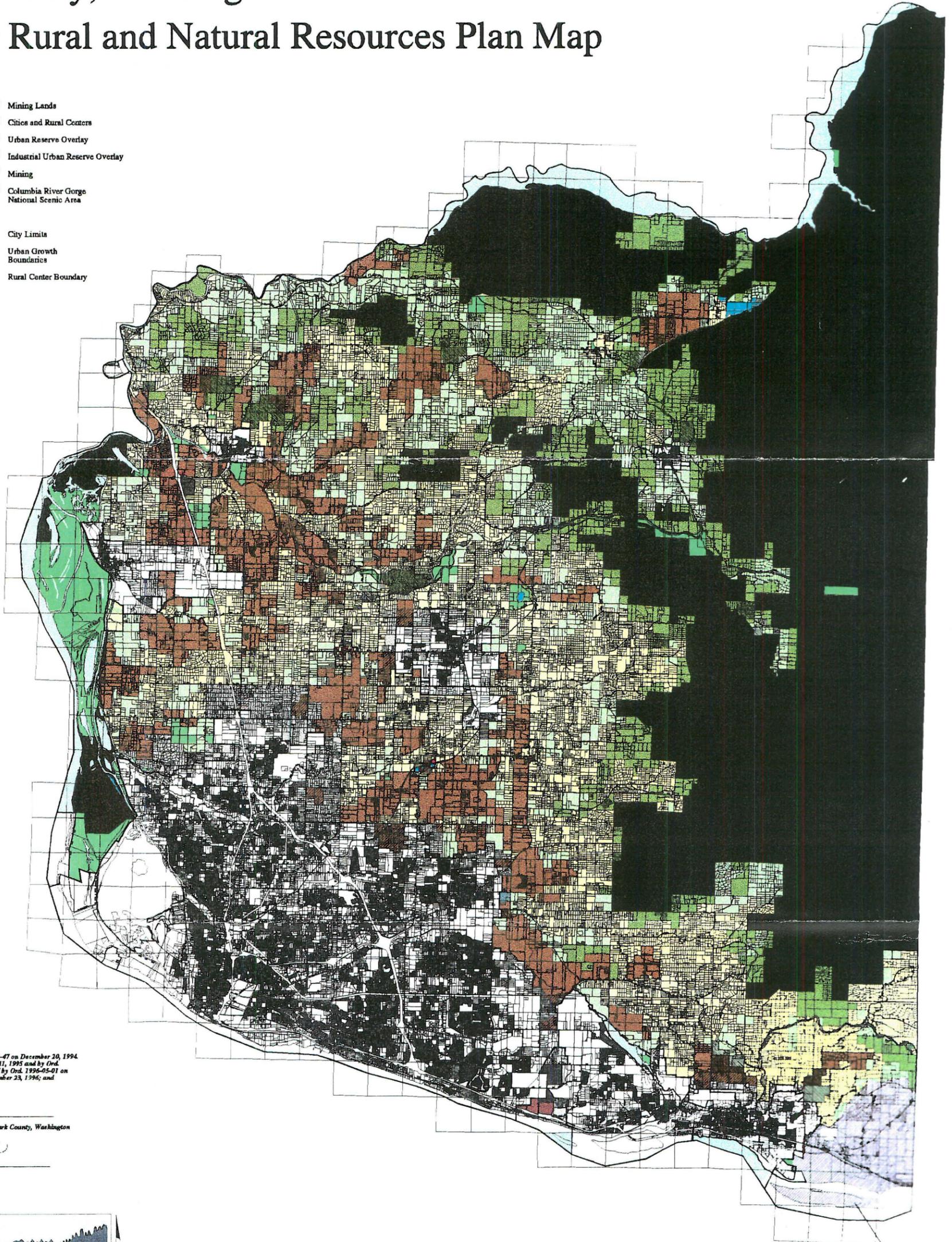


FIGURE 21

# Clark County, Washington

## 20-year Rural and Natural Resources Plan Map

- |                            |   |
|----------------------------|---|
| ■ Rural Commercial         | ■ Mining Lands                              |
| ■ Rural Industrial         | ■ Cities and Rural Centers                  |
| ■ Public Facility          | ■ Urban Reserve Overlay                     |
| ■ Parks / Open Space       | ■ Industrial Urban Reserve Overlay          |
| ■ Urban Reserve            | ■ Mining                                    |
| ■ Industrial Urban Reserve | ■ Columbia River Gorge National Scenic Area |
| ■ Rural Estate             |   |
| ■ Forest Tier I            | N City Limits                               |
| ■ Forest Tier II           | N Urban Growth Boundaries                   |
| ■ Agriculture              | N Rural Center Boundary                     |
| ■ Agri-Forest              |   |
| ■ Agriculture-Wildlife     |   |

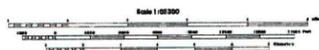
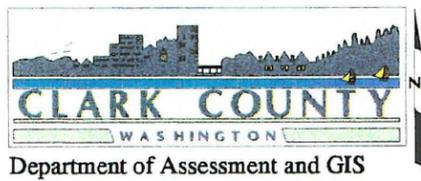


Adopted by Ordinance Number 1994-12-47 on December 20, 1994.  
 Corrected by Ord. 1995-04-16 on April 11, 1995 and by Ord.  
 1995-05-48 on May 30, 1995. Amended by Ord. 1996-05-01 on  
 May 4, 1996; Ord. 1996-12-44 on December 23, 1996; and  
 Ord. 1997-05-31 on May 27, 1997.

Mal Gordon, Chair  
 Board of County Commissioners for Clark County, Washington

Attest:  
*Lisa Richards*

Clerk to the Board



See separate map for zoning within the  
 Columbia River Gorge National Scenic Area

FIGURE 22A

# Clark County Columbia River Gorge National Scenic Area Comprehensive Plan/Zoning Map

**GENERAL MANAGEMENT AREA:**

- Gorge Public Recreation (GPR)
- Gorge Open Space (GOS)
- Gorge Large-Scale Agriculture 80 (GLSA 80)
- Gorge Large-Scale Agriculture 40 (GLSA 40)
- Gorge Small-Scale Agriculture 20 (GSSA 20)
- Gorge Small Woodland 40 (GSW 40)
- Gorge Small Woodland 20 (GSW 20)
- Gorge Residential 10 (GR 10)
- Gorge Residential 5 (GR 5)

**SPECIAL MANAGEMENT AREA:**

- Gorge SMA Agriculture (GSAG)
- Gorge SMA Non-Federal Forest (GSNFF)
- Gorge SMA Federal Forest (GSFF)
- Gorge SMA Open Space (GSOS)
- Columbia River Gorge National Scenic Area (CRGNSA) Boundary
- Special Management Area Boundary (SMA)
- Washougal City Limits & Urban Growth Area (UGA)

NOTE: County Comprehensive Plan and Zoning designations for the scenic area are identical. Map designations and boundaries are consistent with the CRGNSA Management Plan designations.

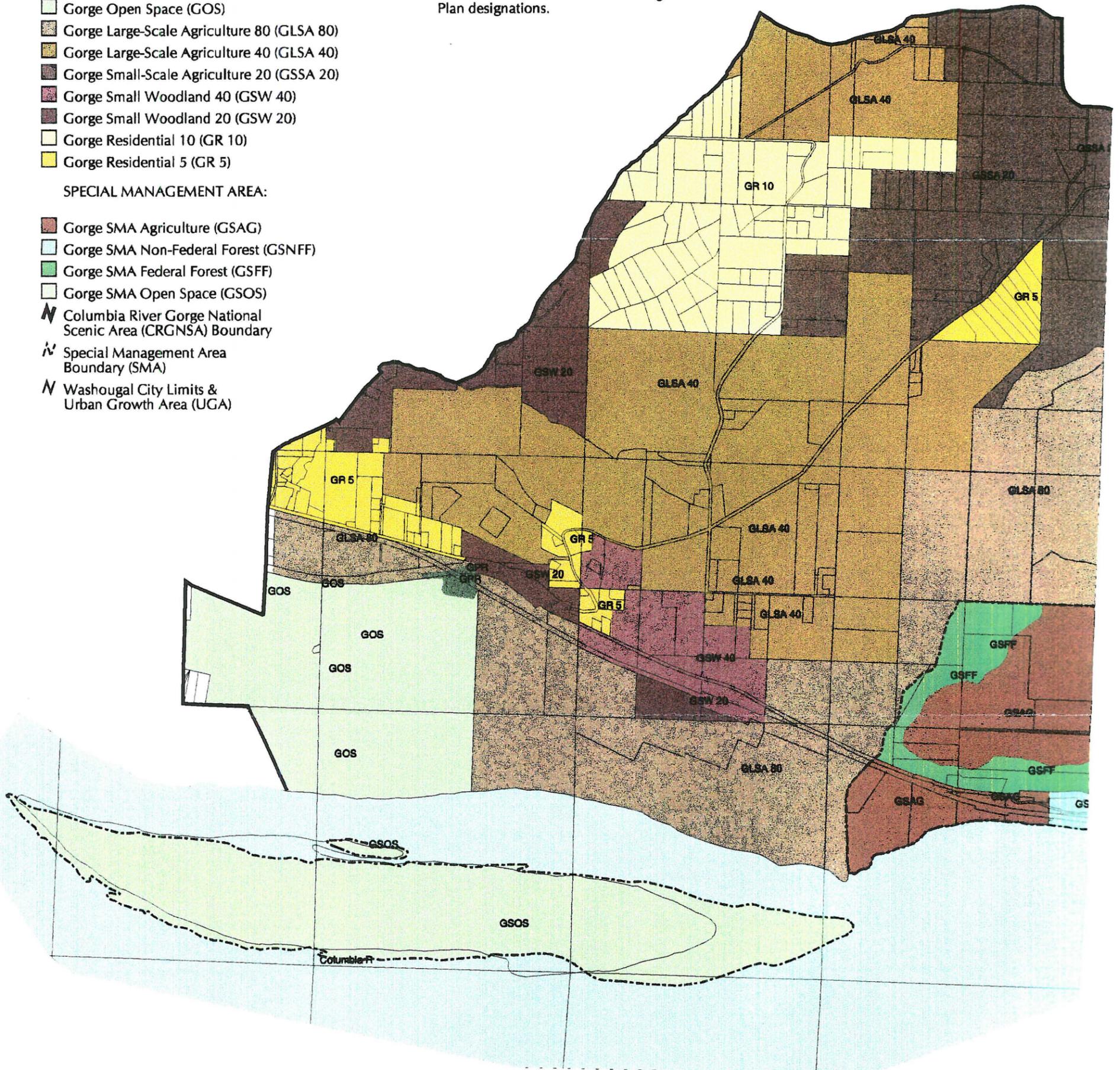
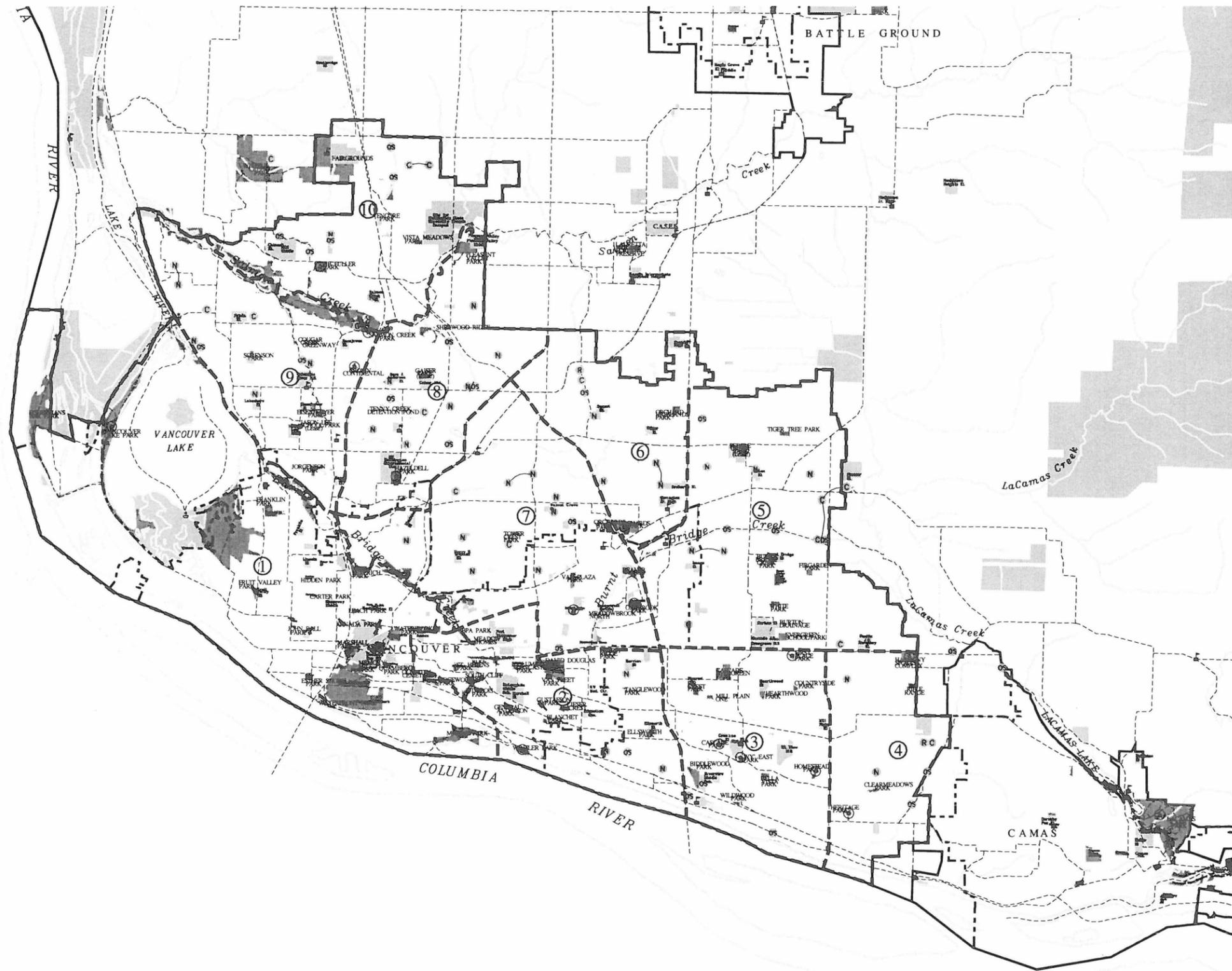


FIGURE 22B

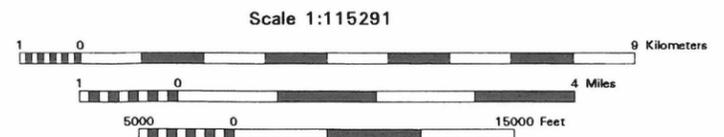
# CLARK COUNTY COMPREHENSIVE PARKS & OPEN SPACE PLAN (Unincorporated Urban Area - B)



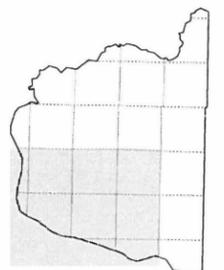
## Explanation

- Trails
- Urban Growth Boundary
- - - Park Districts
- - - City Limits
- Water
- City Parks/County Parks
- Schools and Other Parks/Open Space
- ⚓ Boat Launch
- ⚓ Trailhead
- ⊙ Developed Park
- ⊙ Proposed Community Park
- N Proposed Neighborhood Park
- OS Proposed Urban Open Space
- R Proposed Regional park

FIGURE 24



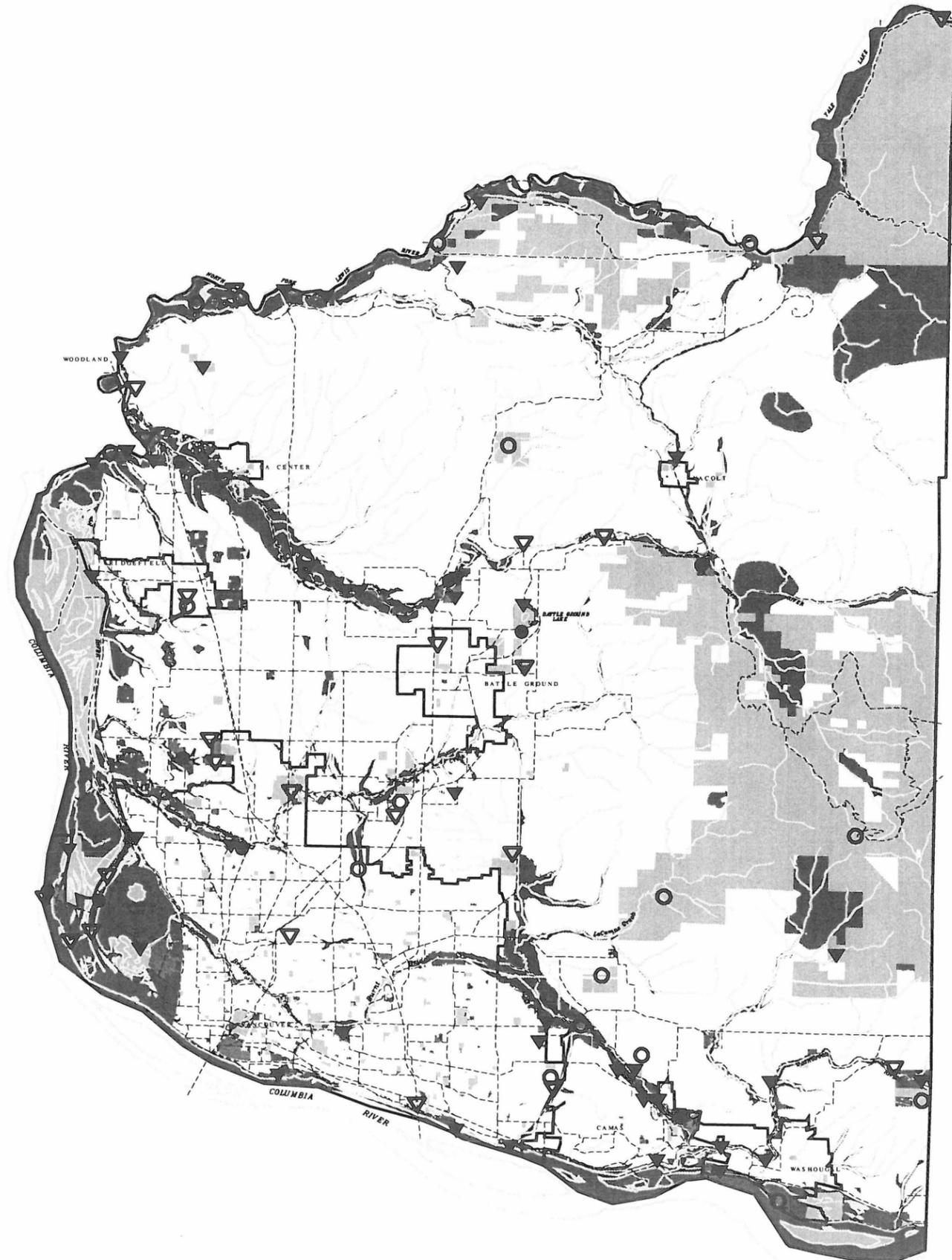
Department of Assessment and GIS  
March 02, 1995



CAUTION: This map is based upon information furnished by local surveyors and information available from public records. This information has not been checked by Clark County for accuracy. Clark County expressly disclaims any liability for any inaccuracies which may be present in this map. Users of this map should themselves check any details for accuracy before relying thereon.

# COMPREHENSIVE PARKS AND OPEN SPACE PLAN

(REGIONAL PARKS SYSTEM)

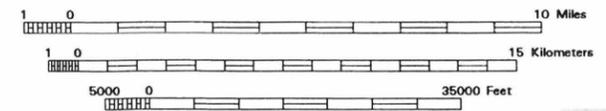


## *Explanation*

- Potential Trails
- Urban Growth Boundary
- Water
- Open Space (Conservation and Greenway Areas)
- County Parks/City Parks
- Other Public Lands
- Potential Regional park
- Existing Regional park
- ▽ Potential Special Facilities
- ▽ Existing Special Facilities

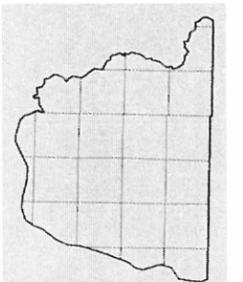
FIGURE 25

Scale 1:242369



Department of Assessment and GIS

March 02, 1995



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